



County Hall  
Cardiff  
CF10 4UW  
Tel: (029) 2087 2000

Neuadd y Sir  
Caerdydd  
CF10 4UW  
Ffôn: (029) 2087 2000

## AGENDA

**Pwyllgor** PWYLLGOR CRAFFU PLANT A PHOBL IFANC

**Dyddiad ac amser y cyfarfod** DYDD MAWRTH, 17 MAI 2016, 2.30 PM

**Lleoliad** YSTAFELL BWYLLGORA 4 - NEUADD Y SIR

**Aelodaeth** Cynghorydd Richard Cook (Cadeirydd)  
Y Cynghorwydd Boyle, Chaundy, Gordon, Joyce, Morgan, Murphy,  
Dianne Rees a/ac Lynda Thorne

Patricia Arlotte (Cynrychiolydd Gatholig Rufeinig), Carol Cobert  
(Cynrychiolydd yr Eglwys yng Nghymru) a/ac Hayley Smith  
(Cynrychiolydd Rhiant-Lywodraethwr)

*Tua  
Amser.*

**1 Ymddiheuriadau am Absenoldeb** 2.30 pm

Derbyn ymddiheuriadau am absenoldeb.

**2 Datgan Buddiannau**

To be made at the start of the agenda item in question, in accordance with the Members' Code of Conduct.

**3 Cofnodion** (*Tudalennau 1 - 6*)

Cymeradwyo cofnodion y cyfarfod blaenorol fel gwir gofnod o'r cyfarfod ar 19 Ebrill 2016.

**4 Arolygiaeth Gofal a Gwasanaethau Cymdeithasol Cymru - Archwilio Gwasanaethau Plant** (*Tudalennau 7 - 40*) 2.35 pm

Derbyn yr Adroddiad Archwilio ar Wasanaethau Plant Caerdydd ar ôl yr archwiliad yn Ionawr 2016.

(a) Bydd yr Arolygydd Pam Clutton yn cyflwyno'r adroddiad ac ar gael i ateb cwestiynau;

(b) Cwestiynau gan Aelodau'r Pwyllgor;

(c) Bydd y Cynghorydd Sue Lent (Aelod Cabinet dros y Blynyddoedd Cynnar, Plant a Theuluoedd a Dirprwy Arweinydd), ynghyd â Tony Young (Cyfarwyddwr Gwasanaethau Cymdeithasol) yn ymateb i'r Adroddiad Archwilio;

(d) Cwestiynau gan Aelodau'r Pwyllgor

**5 Adroddiad Perfformiad Chwarter 4 Gwasanaethau Plant** 3.05 pm  
(*Tudalennau 41 - 78*)

Mae'r adroddiad hwn yn galluogi'r Pwyllgor i adolygu ac asesu perfformiad Gwasanaethau Plant mewn nifer o ddangosyddion perfformiad allweddol.

(a) Bydd Tony Young (Cyfarwyddwr Gwasanaethau Cymdeithasol) yn cyflwyno'r briff ac ar gael i ateb cwestiynau;

(b) Cwestiynau gan Aelodau'r Pwyllgor.

**6 Llythyr Ymweliad Monitro Estyn** (*Tudalennau 79 - 94*) 4.00 pm

Mae'r adroddiad hwn yn galluogi'r Pwyllgor i weld y llythyr canlyniadau o ymweliad monitro'r archwiliad terfynol.

(a) Bydd Clive Phillips, y Cyfarwyddwr Cynorthwyol yn cyflwyno llythyr yr Ymweliad Monitro ac ar gael i ateb cwestiynau;

(b) Cwestiynau gan Aelodau'r Pwyllgor;

(c) Bydd y Cynghorydd Sarah Merry (Aelod Cabinet dros Addysg) ynghyd â Nick Batchelar (Cyfarwyddwr Addysg a Dysgu Gydol Oes) yn ymateb i lythyr yr ymweliad monitro;

(d) Cwestiynau gan Aelodau'r Pwyllgor.

**7 Adroddiad Perfformiad Chwarter 4 Addysg** (*Tudalennau 95 - 132*) 4.30 pm

Mae'r adroddiad hwn yn rhoi'r diweddaraf i'r Pwyllgor ar ddangosyddion perfformiad corfforaethol y Gyfarwyddiaeth Addysg a Dysgu Gydol Oes.

(a) Bydd y Cynghorydd Sarah Merry (Aelod Cabinet dros Addysg) yn bresennol ac efallai y bydd hi am wneud datganiad;

(b) Bydd Nick Batchelar (Cyfarwyddwr Addysg a Dysgu Gydol Oes) yn cyflwyno'r adroddiad ac ar gael i ateb unrhyw gwestiynau a allai fod gan Aelodau;

(c) Cwestiynau gan Aelodau'r Pwyllgor.

**8 Darpariaeth Arbenigol ar gyfer Disgyblion Cynradd ag** 5.15 pm

**Anawsterau Lleferydd ac Iaith, ac ag Anawsterau Ymddygiadol, Emosiynol a Chymdeithasol** (*Tudalennau 133 - 216*)

Rhoi cyfle i aelodau'r cyhoedd i ddweud eu barn ar y cynigion wrth y Pwyllgor.

- (a) Bydd Martyn Hutchings – y Prif Swyddog Craffu, yn cyflwyno'r adroddiad yn fras;
- (b) Gwahodd Cynghorwyr ac aelodau'r cyhoedd i annerch y Pwyllgor;
- (c) Cwestiynau gan Aelodau'r Pwyllgor.

**Eitemau Busnes y Pwyllgor**

**9 Adroddiad Gorchwyl a Gorffen Drafft ar Gamfanteisio'n Rhywiol ar Blant yng Nghaerdydd** (*Tudalennau 217 - 276*) 6.00 pm

Rhoi i'r Pwyllgor gopïau o'r adroddiadau drafft i'w cymeradwyo:

- (a) Y Swyddog Craffu i gyflwyno'r adroddiad yn fras;
- (b) Cwestiynau'r aelodau;
- (c) Cymeradwyaeth i gyflwyno'r adroddiad i'r Cabinet.

**10 Adroddiad Grwpiau Tasgau Drafft ar ymweliadau ag ysgolion sy'n achosi pryderon** (*Tudalennau 277 - 284*)

Rhoi i'r Pwyllgor gopïau o'r adroddiadau drafft i'w cymeradwyo:

- (a) Y Swyddog Craffu i gyflwyno'r adroddiad yn fras;
- (b) Cwestiynau'r aelodau;
- (c) Cymeradwyaeth i gyflwyno'r adroddiad i'r Cabinet.

**11 Adroddiad Blynyddol drafft y Pwyllgor ar gyfer 2015/2016** (*Tudalennau 285 - 316*)

Rhoi i'r Pwyllgor gopïau o'r adroddiadau drafft i'w cymeradwyo:

- (d) Y Swyddog Craffu i gyflwyno'r adroddiad yn fras;
- (e) Cwestiynau'r aelodau;
- (f) Cymeradwyaeth i gyflwyno'r adroddiad i'r Cabinet.

**12 Y Ffordd Ymlaen**

6.20 pm

**13 Dyddiad y cyfarfod nesaf**

Bydd cyfarfod nesaf y Pwyllgor Craffu Plant a Phobl Ifanc ar ddydd Mawrth 14 Mehefin 2016 am 2.30 pm.

**Gohebiaeth Yn dilyn y Cyfarfod o'r Pwyllgor** (*Tudalennau 317 - 330*)

**David Marr**

**Swyddog Monitro Dros Dro**

Dyddiad: Dydd Mercher, 11 Mai 2016

Cyswllt: Mandy Farnham,

029 2087 2618, [Mandy.Farnham@caerdydd.gov.uk](mailto:Mandy.Farnham@caerdydd.gov.uk)



## CHILDREN AND YOUNG PEOPLE SCRUTINY COMMITTEE

19 APRIL 2016

Present: Councillor Richard Cook (Chairperson), Councillors Boyle, Chaundy, Gordon, Joyce, Murphy and Dianne Rees

Also: Co-opted Members: Mrs P Arlotte (Roman Catholic representative), Carol Cobert (Church in Wales representative) and Mrs Hayley Smith (Parent Governor Representative)

## 82 : APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillors Derrick Morgan and Lynda Thorne.

## 83 : DECLARATIONS OF INTEREST

No declarations of interest were received.

## 84 : MINUTES

The minutes of the meetings held on 12 January 2016, 16 February 2016 and 15 March 2016 were agreed as a correct record and signed by the Chairperson.

## 85 : EDUCATION DELIVERY PLAN 2016-2018 &amp; CENTRAL SOUTH CONSORTIUM BUSINESS PLAN 2016-2017

The Chairperson welcomed Angela Kent Head of Achievement and Inclusion, Nick Batchelar Director of Education and Lifelong Learning, Councillor Sarah Merry Cabinet Member for Education, Robert Hopkins Head of School Improvement Central South Consortium and Neil Hardee Head of Performance Resources and Services to the meeting.

Nick Batchelar presented the Directorate Delivery Plan for Education to the Committee.

The Chairperson invited questions and comments from Members:

- Members asked to be directed to the page in the delivery plan that addresses the catchment area issues affecting many schools in Cardiff. Officers advised that page 33 of the Plan contained this information, however Members considered that there was not enough information on this issue detailed.
- Members made reference to the Directorate Action 4.1 'Further develop working relationships with health, children's services and other partners to promote a single approach to assessment, planning and provision'; and asked what this would mean in practice and if budgets would be pooled. Officers stated that this was included as a corporate commitment, it was early days, the consultation period had recently finished and they were exploring options. With regards to pooling budgets, officers stated that they would be having discussions with the partners, however this would not be ruled out; officers

were looking at collaboration between schools and between local authorities and other stakeholders as there were significant challenges and financial pressures on the Additional Learning Needs area of provisions.

- Members made reference to priority 4 – ‘Improve the availability of appropriate school places across the city’ and noted that in this section of the plan, only primary schools were referenced. Officers explained that projected numbers are known and that there are sufficient places in Secondary schools at the current time therefore the focus was on Primary School places as this was where the pressures were being felt.
- Members discussed the Youth Service and where it fitted with Education. Officers stated that there would be tighter alignment going forward, it was noted that budgets were reducing but more efficient and effective working was in place with the new structures that were in place; there would be a focus on pupil outcomes and their impact on wellbeing and accredited attainment. Officers made reference to a grant from the European Social Fund which would enable more resource to be targeted towards joining up schools and the youth service and providing wider support. It was added that provision needed to be appropriate and balanced, there needed to be recreational aspects to it rather than providing provision that prolonged the school day.
- Members expressed concern regarding the transition between school and employment and training, noting that due to reduction in budgets, not as much support could be offered as was previously.
- Members noted the reference made to the European Social Fund and asked what would happen if the United Kingdom left the European Union following the referendum. It was considered that this was a question to be taken back to the Leader.
- Members were disappointed that the plan did not contain any performance measures or timescales. Officers understood these frustrations and explained that it was a draft plan that would be completed, finalised and brought back to committee.
- With reference to the appointment of a Head teacher at a secondary school in the west of the City, Members asked for timescales for this process. Officers advised that the application process had finished and that the appointments process with the temporary Governing Body would begin within the next week.
- Members asked when the ‘Planning for the Future’ section of the Plan would be finished and were advised that all actions in the plan would be populated by the end of the month.
- Members referred to the ‘Context, Opportunities and Challenges’ section within the plan, noted that they were all bullet points and asked if these would be expanded upon. Officers explained that they are broad headings and that there would be a range of actions below them.
- Members asked for clarification on what was meant by rationalisation of centrally held school budgets. Officers explained that there is centrally held

budget for schools for projects such as Wi-Fi or energy schemes, whereby efficiencies could be made by borrowing and putting such schemes into schools across the board rather than doing so on a piece meal basis; therefore, there were retained budgets for such projects.

Robert Hopkins presented the Directorate Delivery Plan for the Consortia to the Committee. Members were advised that the priorities for the next year were based on an analysis of the self-evaluation process.

The Chairperson invited questions and comments from Members:

- Members noted that certain operational aspects would be taken from the Council to the Consortia and asked for clarification on what these would be. Members were advised that the Directors of 5 local authorities meet regularly and take decisions of where there is scope to collaborate; decisions had been taken on collaboration on 14/19 services; HR/Advice services (particularly for under performing schools), Governor training and data production.
- Members referred to Improvement Priority One, objective 1.1 and particularly to 'Increase the supply of secondary mathematics teachers in the region through a dedicated recruitment drive' and asked for an update on this. Members were advised that this was a commitment, mathematics had been problematic so it was a current issue to address; giving it a higher profile and making recruitment more attractive to the region. There had been a recent recruitment event which had promoted leadership and working in the area and over 100 people had attended including head teachers who spoke about their experiences of working in the region.
- Members discussed immersion and asked if there was any progress on the establishment of an immersion centre for people with EAL needs. Officers noted that this had been a debate that had been ongoing for many years, and that evidence had showed that immersion into the classroom environment had been most beneficial. Members discussed Welsh Language immersion EMTAS and considered that they needed more information on the respective budgets.
- Members were concerned with some wards being over capacity with children with EAL needs and that Cardiff had not yet started receiving the Syrian refugee families.

The Chairperson thanked Robert Hopkins for this contribution to the Committee and wished him well on his retirement.

The Chairperson thanked the Cabinet Member, representatives from the Consortia and officers for attending the meeting, giving their presentations and statements and for answering Members questions.

AGREED – That the Chairperson writes on the Committee's behalf to the Cabinet Member to convey their comments and observations.

86 : CHILDREN'S SERVICES ELEMENT OF THE SOCIAL SERVICES  
DELIVERY PLAN 2016 -18

The Chairperson welcomed Councillor Sue Lent Cabinet Member Early Years, Children and Families, Tony Young Director Social Services and Irfan Alam Assistant Director Children's Services to the meeting.

The Chairperson invited the Director of Social Services to introduce the Directorate Delivery Plan. Members were advised that the plan outlined Core business, key outcomes, aspirations and achievements and that performance had improved significantly in the directorate in the last year.

The Chairperson invited questions and comments from Members:

- Members asked for clarification on the number of Agency staff that worked in the directorate; officers advised that the number had been eroded on yearly basis but it wasn't specifically referenced in the plan; Officers agreed to provide the figures to Members.
- Members made reference to vacancy levels and the employee pool and asked how this would work in practice. Officers explained that vacancies would be filled and the recruitment process would be continued, posts would be created and filled from the pool; there would be seven grade 7 social workers in the pool to service the whole Children's Services Directorate; they would be based in the Intake and Assessment team initially as the turnover of work is greater, then when they are allocated caseloads they can transfer to the relevant section with that case load making it less disruptive for the service user.
- Members noted that the current turnover was noted in the report as being zero, it was noted this was an error and the correct figure would be relayed to Members.
- Members discussed the time taken for schools to refer children to social services and asked if this would be addressed in the delivery plan. Officers considered that the referral process was timely and that there were prescribed timescales to adhere to, however sometimes a school may consider a referral to be urgent when in fact it isn't so there could be misconceived delays. It was added that going forward officers would have to work with partners to understand the processes, and working with MASH and JAF would help; the relationship with schools would need to be reengineered to become more of a partnership approach.
- Members discussed the Family First Strategy and reiterated previous concerns about management and leadership arrangements when transferred from the community to Children's Services. Officers explained that they were not planning to make any changes, the strategy was highly prescribed and the status quo would remain. It was added that the strategy would be aligned with the Early Help Strategy. Officers welcomed the transfer to Children's services and explained that they would work with partners and third sector organisations to ensure that the early help offer was as good as could be. It was added that information would be shared with Committee in an open and transparent way in order that officers are held to account.

The Chairperson thanked the Cabinet Member, representatives from the Consortia and officers for attending the meeting, giving their presentations and statements and for answering Members questions.

AGREED – That the Chairperson writes on the Committee's behalf to the Cabinet Member to convey their comments and observations.

#### 87 : DATE OF NEXT MEETING

The date of the next meeting was noted as being Tuesday 17 May 2016 at 2.30pm. It was also noted that there would be a call in meeting on the same day starting at 11.00am.

Mae'r dudalen hon yn wag yn fwriadol

**CITY AND COUNTY OF CARDIFF  
DINAS A SIR CAERDYDD**

**CHILDREN & YOUNG PEOPLE SCRUTINY COMMITTEE**

**17 MAY 2016**

---

**Care & Social Services Inspectorate Wales - Inspection of Children's Services in Cardiff**

---

**Reason for the Report**

1. The Children and Young People Scrutiny Committee is responsible for scrutinising the performance of Children's (Social) Services. This report provides a copy of the Inspection Report resulting from an inspection undertaken in January 2016 by the Care & Social Services Inspectorate Wales. A copy of the Inspection Report is attached at **Appendix A**.

**Issues**

2. The Inspection was focused around the following five themes:
  - a) Theme 1: Providing direction.- page 9
  - b) Theme 2: Delivering Social Services - page 12.
  - c) Theme 3: Shaping Services Page - 16.
  - d) Theme 4: Access Arrangements page - 18.
  - e) Theme 5: Assessment Care Management- page 21.
3. The Inspection Report, published in March 2016, highlights a number of positives as well as areas for improvement. The report's recommendations for improvement are:

**Providing Direction**

- (i) Strong political and corporate support for Children's Services should be continued in order to achieve the Council's vision for children and young people in Cardiff, while continuing to manage the consistent high volume of demand on statutory services.

- (ii) The Council must strengthen the operational plans to support the effective co-ordination of the remodelling of Children's Services and its interface with the Early Help Strategy.
- (iii) The Council should assure itself that arrangements for accommodation and 'agile working' which it was planning to implement will support effective social work.

### **Delivering Social Services**

- (iv) The Workforce Strategy should be fully implemented to maximise retention of staff and action taken to promote more timely recruitment of staff.
- (v) The Council should consider how it can increase the opportunities for staff to be engaged in the development and transformation of services; and for the voices of children and their families to be included in service planning.
- (vi) Staff must have the capacity to complete the training which has been identified to support their professional development.
- (vii) The quality assurance framework should be systematically implemented across Children's Services. This should include management oversight of the quality and frequency of supervision.

### **Shaping Services**

- (viii) The Council must review its arrangements to ensure services can meet the needs of children and young people, particularly for those being subjected to domestic violence.
- (ix) A timely review of the effectiveness and the impact on outcomes for people of the remodelling of children's services and its interface with the Early Help Strategy should be included in the planning arrangements.



## **Access Arrangements**

- (x) A range of user-friendly information should be developed and made easily accessible for families, children and young people not only with respect to signposting to preventative services but also how Children's Services carries out its work.
- (xi) The Council must develop more effective arrangements to ensure that the needs of children and young people are assessed if contacts and referrals about their well-being are repeated.
- (xii) The Council must work with partners to agree a shared understanding of the threshold for statutory services.
- (xiii) Careful consideration should be given to how the current effective interface between 'children's access point and the intake and assessment teams' is maintained when the remodelling of the service is implemented.
- (xiv) Arrangements for Children's Services staff to access information held on parents who are users of adult services should be reviewed.
- (xv) The 'out of hours' arrangements for the completion of 'welfare checks' on children and young people should be agreed with partner agencies.

## **Assessment Care Management**

- (xvi) The quality of plans should be improved to be more outcome-focused and reflect the needs identified in the assessments.
- (xvii) Work to agree a model of risk assessment should be completed with a strong focus on consistency in risk management.

(xviii) More emphasis should be given to recording the views of children, young people and their families.

(xix) The Council should review the use of written agreements with families which should only be used within safeguarding or public law outline arrangements. Guidance for social workers and managers for their use should be developed.

### **Scope of Scrutiny**

4. Members may wish to note the contents of the Inspection report and to make any recommendations to the Cabinet Member for Early Years, Children & Families and Director of Social Services.

### **Way Forward**

5. Members are invited to consider the information set out in the attached report and presentation from the inspector to identify any issues on which they would wish to receive further information.
6. Councillor Sue Lent, Cabinet Member for Early Years, Children & Families has been invited and may make a statement. Tony Young, Director of Social Services may wish to comment on the Inspection Report, and explain the actions being developed to address the areas for improvement.

### **Legal Implications**

7. 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 the

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**

8. 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 financial implications at this stage in relation to any of the work programme. However, financial 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 financial implications arising from those recommendations.

### **RECOMMENDATION**

The Committee is recommended to consider the contents of the report attached at **Appendix A** and provide the Cabinet Member and Director of Social Services with any comments or concerns.

**DAVID MARR**

**Interim Monitoring Officer**

**11 May 2016**

Mae'r dudalen hon yn wag yn fwriadol

# Inspection of *Children's* Services

in City of  
Cardiff Council

Mae'r ddogfen yma hefyd ar gael yn Gymraeg.  
This document is also available in Welsh.

## **Contents**

<b>Introduction</b>	<b>2</b>
<b>Summary</b>	<b>3</b>
<b>Recommendations</b>	<b>7</b>
<b>Findings</b>	
<b>Theme 1: Providing direction</b>	<b>9</b>
<b>Theme 2: Delivering Social Services</b>	<b>12</b>
<b>Theme 3: Shaping Services</b>	<b>16</b>
<b>Theme 4: Access Arrangements</b>	<b>18</b>
<b>Theme 5: Assessment Care Management</b>	<b>21</b>
<b>Appendix</b>	<b>25</b>

## Introduction

Care and Social Services Inspectorate Wales (CSSIW) undertook an inspection of children's services in the City of Cardiff Council in January 2016. Inspectors looked at the access arrangements for children and young people and their families who were either referred for care and support or where information was received about children's well-being. This inspection included reviewing the effectiveness of the interface between preventative and statutory provision; there was no focus on services for disabled children. We considered the quality of outcomes achieved for children and families who received a service. Inspectors read case files and interviewed staff, managers and professionals from partner agencies. An electronic staff survey was carried out across children's services. Wherever possible, they talked to children, young people and their families. In addition, inspectors evaluated what the local authority knew about how well it was performing and what difference it was making for the people who it was trying to help, protect and look after. We also considered how the council had made preparation for the implementation of the **Social Services and Well-being (Wales) Act 2014**.

According to the 2014 mid-year estimates, **Cardiff** had a population of **354,000**. This compares with an average population in the South East region of **150,000**. The 0-17 population was **73,087** in 2014; the next highest local authority population in Wales for this age group for the same period was **49,977**.

As Wales's largest city it also has the most diverse population, and although it contains areas of significant affluence, there are also those of considerable social-economic disadvantage. This demography is reflected in the demand for statutory services, with 4,195 referrals screened from 28,354 contacts received during 2014/15. The authority has developed a strategy to assist in the management of this high volume of needs presented to children's services and was on the cusp of remodelling the 'access arrangements' at the time of the inspection.

The inspection team would like to thank City of Cardiff elected members, staff, partner agencies and the children, young people and families who contributed to this inspection.



## Summary

### Theme 1: Providing Direction

The council was committed to prioritising services that support those who are most vulnerable, but had to deliver this against a backdrop of a declining budget and increasing demand. There was strong corporate support for children's services which had a high profile across the council. Elected members and the corporate management team demonstrated a common understanding of the direction and drive needed to ensure the service effectively supported improved outcomes for children and young people in Cardiff.

Scrutiny arrangements had been strengthened. Partner agencies were well engaged strategically and evidenced understanding of the complex issues facing the authority. There were some inconsistencies between the effectiveness of strategic and operational arrangements, but overall inter-agency working was effective.

There was a clear strategic direction articulated for children's services which was effectively led by the director of social services. There was a high level of confidence expressed in the leadership arrangements, particularly considering the relatively short time these had been in place. While the senior management team had a common understanding of the approach being planned to remodel the service, overall the workers were less clear about how the operational arrangements would translate into practice.

### Theme 2: Delivering Social Services

There had been a high level of staff vacancy during 2014/15 (31%) but investment in workforce planning had resulted in improvement in the ability to recruit suitably qualified and experienced staff. This focus will need to be maintained in order to increase staff retention; sustain the progress made; and further reduce the need to employ agency workers. The planned remodelling of the service will require a suitably experienced workforce if it is to be successful in reducing the demand for statutory services, and support better outcomes for children and young people living in the community.

Staff morale was generally positive and the senior management team were well regarded by staff. There was a degree of anxiety about the 'agile working' arrangements and relocation of services which were about to be implemented. Workers valued the accessibility of managers, and peer support from team members in assisting them to manage the high volume of work. It was not clear at the time of the inspection how the change of arrangements would impact their effectiveness. There were also potential changes ahead for the senior management structure which could pose a threat for the recently stabilised team.

Performance management was well embedded across the service and the need to review the supervision policy and ensure it was more consistently

applied throughout the service had been identified. Quality assurance was inconsistent and dependent on individual managers. A detailed quality assurance framework had been developed but had not been implemented.

### **Theme 3: Shaping Services**

Corporate and senior officers evidenced good strategic preparation for the impending implementation of the Social Services and Well-being (Wales) Act 2014. Senior managers were able to articulate how the remodelled services and the early help strategy would deliver the intended outcomes. The plans for the overall co-ordination of the services were not fully developed at the time of the inspection. This was reflected in staff's lack of confidence in their readiness for operational changes.

The high demand for family support services and the volume of contacts with children services (particularly with respect to domestic violence) was marked. Managers and social workers were optimistic about the plans for improving early preventative services but had concerns about whether the capacity and range of services would be increased to meet the high level of needs being presented.

There was evidence of communication with staff who were kept informed of the key developments in the re-modelling of 'early help and targeted services'. There were few opportunities for the workforce to contribute their knowledge and expertise and be engaged in the remodelling of the service. The participation of children and young people appeared to be restricted to the looked after population which, while valuable in itself, did not impact on the reshaping of the 'access arrangements'.

### **Theme 4: Access arrangements**

The arrangements for managing contacts and referrals were well organised and mainly effective. The volume of work coming into the service was very high and numbers of contacts had increased significantly since 2014.

Timeliness for managing contacts and referrals had improved in the first two quarters of 2015/16 but remained an area for progress. The recording of previous history of multiple contacts was inconsistent and did not support effective risk assessment.

Thresholds between 'early help' and statutory social services interventions were generally appropriate but inspectors were informed there was a lack of capacity within community-based support services.

Workers were not confident that partner agencies always understood the threshold for statutory services. While staff reported mainly positive working relationships, there were occasions when partners appeared to exert influence to ensure that child protection procedures were instigated unnecessarily.

The timeliness of initial assessments had also improved in the two quarters of 2015/16 before the inspection took place. The quality of the initial assessment work reviewed was mainly good, though it was not always apparent whether children had been seen.

Children and young people who were, or were likely to be at risk of harm were identified and work was appropriately undertaken to help keep them safe. The arrangements for child protection enquiries and investigations including those which were outside working hours were timely and effective.

## **Theme 5: Assessment Care Management**

The needs of the child were kept at the forefront of assessments but the recording of children's and families' views on case files reviewed was inconsistent.

Core assessments seen were comprehensive and good quality. This quality was not reflected in care and support plans reviewed. Plans were formulaic and did not identify outcomes and measures which when reviewed would indicate where progress had been made.

Transfer arrangements between teams worked well to support the flow of work and weekly meetings had been initiated to improve the process. Workers were clear about the process with the majority expressing satisfaction with the transparency and fairness of case allocation.

Workloads were reported to be manageable and proactively reviewed, although this was dependent on workers bringing cases rather than managers having a system in place. In some cases reviewed, families were not engaged in the step down services before the case was closed. This will need to be addressed if families are to sustain progress made while receiving social work support. Workers reported that supervision was regularly completed but there was no performance management system in place to capture the frequency. The quality of support and management oversight was mainly positive but the loss of a team manager post has significantly increased the team caseload for some managers. Informal management support was readily available and valued by staff.

Child protection procedures were well understood by staff, and despite the variable quality of child protection plans reviewed, families were being supported to keep children safe.

The use of a number of different 'family agreements' was noted, some of which were outside safeguarding and public law outline arrangements. This practice needs to be reviewed so that social workers and managers are clear about their use and effectiveness.

The threshold for instigating the Public Law Outline (PLO) on cases reviewed was appropriate and arrangements to seek legal advice were effective. The system for identifying cases to be considered for PLO was not so defined and

a number of children had been on the child protection register (CPR) for over two years.

## **Recommendations**

### **Providing Direction**

1. Strong political and corporate support for children's services should be continued in order to achieve the council's vision for children and young people in Cardiff, while continuing to manage the consistent high volume of demand on statutory services.
2. The council must strengthen the operational plans to support the effective co-ordination of the remodelling of children's services and its interface with the Early Help Strategy.
3. The council should assure itself that arrangements for accommodation and 'agile working' which it was planning to implement will support effective social work.

### **Delivering Social Services**

4. The workforce strategy should be fully implemented to maximise retention of staff and action taken to promote more timely recruitment of staff.
5. The council should consider how it can increase the opportunities for staff to be engaged in the development and transformation of services; and for the voices of children and their families to be included in service planning.
6. Staff must have the capacity to complete the training which has been identified to support their professional development.
7. The quality assurance framework should be systematically implemented across children's services. This should include management oversight of the quality and frequency of supervision.

### **Shaping Services**

8. The council must review its arrangements to ensure services can meet the needs of children and young people, particularly for those being subjected to domestic violence.
9. A timely review of the effectiveness and the impact on outcomes for people of the remodelling of children's services and its interface with the Early Help Strategy should be included in the planning arrangements.

## **Access Arrangements**

10. A range of user-friendly information should be developed and made easily accessible for families, children and young people not only with respect to signposting to preventative services but also how children's services carries out its work.
11. The council must develop more effective arrangements to ensure that the needs of children and young people are assessed if contacts and referrals about their well-being are repeated.
12. The council must work with partners to agree a shared understanding of the threshold for statutory services.
13. Careful consideration should be given to how the current effective interface between 'children's access point and the intake and assessment teams' is maintained when the remodelling of the service is implemented.
14. Arrangements for children's services staff to access information held on parents who are users of adult services should be reviewed.
15. The 'out of hours' arrangements for the completion of 'welfare checks' on children and young people should be agreed with partner agencies.

## **Assessment Care Management**

16. The quality of plans should be improved to be more outcome-focused and reflect the needs identified in the assessments.
17. Work to agree a model of risk assessment should be completed with a strong focus on consistency in risk management.
18. More emphasis should be given to recording the views of children, young people and their families.
19. The council should review the use of written agreements with families which should only be used within safeguarding or public law outline arrangements. Guidance for social workers and managers for their use should be developed.

## Key Findings

### Theme 1: Providing Direction

#### What we expect to see

**Leadership management and governance arrangements comply with statutory guidance and together establish an effective strategy for the delivery of good quality services and outcomes for children, young people and their families. The authority works with partners to deliver help, care and protection for children and young people and fulfils its corporate parenting responsibilities for looked after children. Leaders, managers and elected members have a comprehensive knowledge and understanding of practice and performance to enable them to discharge their responsibilities effectively.**

1. Leadership, management and governance arrangements complied with statutory guidance.
2. Elected members interviewed had a good understanding of how to interrogate performance and were well informed of the strategic direction of children's services.
3. There were high aspirations to develop an authority-wide approach to improving outcomes for children and young people in Cardiff.
4. There was a clear strategic direction articulated for children's services which was effectively led by the director of social services.
5. Corporate changes in working conditions could impact on the working arrangements which support effective social work.
6. Safeguarding and the development and improvement of children's services had a high corporate profile.
7. The voices of children and young people were not sufficiently captured or used to provide assurance that services were effective.
8. Senior staff and partners were clearly committed to driving forward the preventative and early help agenda; however, staff had not been sufficiently engaged in these developments.
9. Staff and partners commented favourably on the increased visibility and improved leadership of the senior management team.

## Explanation of findings

- 1.1. Corporate support for the improvement of the effectiveness of supporting children and young people to achieve better outcomes was evidenced by:
  - considerable investment in promoting improvement in children's services - using expert advice to support better practice and strengthen scrutiny arrangements;
  - a Cardiff Partnership Board chaired by the chief executive officer has agreed priorities for actions needed to improve outcomes;
  - corporate officers, elected members and senior managers share an understanding of the work and resources needed to successfully implement the strategic plans to transform children's services
  - strong corporate support for the development of Cardiff's Early Help strategy.
- 1.2. There was a high level of confidence in the director of social services' leadership and ability to advocate for children's services on corporate and partnership agendas. Inter-directorate communication and collaboration was reported to have significantly improved since the director of social services had taken up his post.
- 1.3. Strong performance management and reporting mechanisms which included opportunities to challenge kept elected members well informed. There were no mechanisms in place for elected members and corporate officers to hear the views of children, young people and their families using the intake and assessment service.
- 1.4. The strategic direction developed for the service evidenced good preparation for the implementation of the Social Services and Well-being (Wales) Act 2014. However, workers were less confident that they were fully trained and prepared.
- 1.5. There was evidence of good communication and joint working between partners at a strategic level. This included plans for the development of a Multi-Agency Safeguarding Hub which was regarded optimistically as the way forward for the better management of the demand for statutory services. Senior managers were more cautious about this but did believe that potentially thresholds could be more consistent and that joint investigations would be more effective. Operationally, workers expressed concern that they were not adequately prepared for the changes in the intake arrangements and that operational detailed plans were under-developed.
- 1.6. The senior management team were highly motivated to implement the proposals for the transformation of children's services. There was a



constructive collaborative approach to managing change, despite the possibility that there could be an impact on them individually. The impending change to the post of assistant director and the requirement for all operational managers to apply for their own posts had the potential to impact on the effectiveness of the team.

## Key Findings

### Theme 2: Delivering social services

#### What we can expect to see

**Services are delivered by a suitably qualified, experienced and competent workforce that is able to meet the needs of children, young people and their families. The council is able to ensure that staff and services meet the standards that have been set for them.**

#### Key findings

1. The ability to recruit suitably qualified staff has been improved by investment in the recruitment strategy, but some managers reported delays in the recruitment process.
2. There was a culture of supportive management that prioritised staff well-being and promoted their professional development which was valued by staff.
3. There was a good range of training opportunities but staff reported they did not always have the capacity to take them up.
4. Workers interviewed valued the support available for them to complete a 'first year in practice' programme.
5. The quality of supervision recording was inconsistent across case and staff files.
6. Staff morale was positive despite some anxiety about capacity to manage the high level of demand at the 'front door'.
7. Workers were concerned that the impending moves to 'agile working' and relocation of the service may impact on the opportunity for management oversight, effective peer support and 'shared learning' ethos within teams.
8. Performance management was well embedded and understood across the service.
9. A draft quality assurance framework had been developed but this had not been implemented; there was limited service user feedback or organisational learning from complaints.

## Findings

### Explanation of findings

- 2.1. Senior managers were kept well-informed of workforce capacity issues and a draft workforce strategy had been developed. All vacancies were covered by agency staff at the time of the inspection, but cover for sickness and other staff absences was provided by existing staff. Although overall the percentage of vacancies across children's services had reduced, there were still 33 vacancies (23%) at the end of December 2015, with 11 of these posts in the appointment process.
- 2.2. The intake and assessment service experienced a high level of vacancies over the previous 12 months. It was reported that during December 2015, staff had to work long hours to ensure that the service was effective although they were well supported by managers during this period. Senior managers were well aware of the need to build more resilience in the workforce. There was evidence that the high rates of vacancies and sickness, combined with turnover of social workers, was impacting on continuity and the progress of work with some families. Managers and workers were very conscious of this and efforts were made to minimise the effect whenever possible.
- 2.3. The remodelling of the service has been designed to support better retention of staff and all workers interviewed were positive about working in Cardiff, with some agency staff agreeing to become permanent employees.
- 2.4. Morale amongst workers interviewed was good, but the staff survey indicated this was not consistent across the service. The majority of concerns expressed in the survey were about volume of work, retention of staff, and the changes to working arrangements. There was a level of optimism about the plans to increase the preventative approach and the new models of intervention being introduced. The authority had made attempts to engage with the workforce by carrying out a staff survey in 2015 and had developed a number of communication and engagement strategies. It was apparent that, given the risk posed to staff morale by multiple changes to both models of service and working conditions, there needed to be more focus on engaging representatives from all teams and different roles in the planning process.
- 2.5. The experience and long-term local knowledge of the service inherent in the operational manager group had provided stability and continuity for the service. Although not co-located, workers were confident they could access senior managers. The team managers were on the whole a stable and experienced group who were valued for their support and approachability. It was evident that social workers and managers particularly in the intake and assessment service had developed effective working relationships.

**Quote from a team manager**

"Staff are getting on well with the day job, with a strong focus on better outcomes for children and young people, ensuring that safety and effective management of risk is central to everything they do."

**Quote from Operational Manager**

"Social workers in the CAP team would stay at their desks until all their work was completed no matter how late it was."

- 2.6. These arrangements were mutually supportive and improved the capacity in the service, particularly for managing the high demand and the risks. There was anxiety amongst this staff group that the agile working arrangements about to be introduced, the relocation of the teams, and the move of the Children's Access Point (CAP) team into the Multi-Agency Safeguarding Hub (MASH) would impact on their positive working environment. While accepting that these significant changes were being introduced to improve the ability of the service to respond to the needs of people, staff expressed their concern about a lack of detailed planning. Senior managers did not appear to have clearly communicated the plans for a phased introduction of MASH, nor the chief executive officer's undertaking that corporate resources would be made available. Crucially, workers need to be engaged better in the change process to reduce the possibility of destabilising the workforce and the disruption of service delivery.
- 2.7. Workers interviewed were positive about the support for the 'first year in practice' programme, although the co-ordination was said to be affected by variation in the numbers of staff who were in the programme. Individually, social workers were positive about managers' support for their personal development and were able to give examples of how they had benefited. There was also a comprehensive programme of relevant training available with an effective system in place to facilitate its delivery. The consistent demand on workers' capacity was reported to have impacted on their ability to attend planned training.
- 2.8. Performance management was well embedded across the service with effective mechanisms in place to collect and disseminate information. Data was systematically discussed at management meetings and compensatory actions agreed to address any dips in performance. Workers interviewed were all aware of the standards expected by the service and that managers used the Care First System to generate reports on whether timescales were being met. Timeliness for making decisions on referrals and completing assessments had improved over the previous six months, but this was still vulnerable to increases in demand and unplanned staff vacancies. The remodelling of the 'front

door' services poses a potential risk to performance and this will need to be monitored closely during the transition period.

- 2.9. A draft quality assurance framework had been developed but had not yet been implemented. Case file audits undertaken by inspectors indicated that quality assurance of assessment and planning work and feedback to staff was inconsistent across the service and dependent on individual managers. Supervision notes reviewed confirmed this view. There were some examples of managers keeping good practice files which could be shared more consistently across the service. Whilst peer supervision had been recently introduced, opportunities for both formal and informal sharing of good practice and experience were limited by the high demand on capacity.
- 2.10. Information about making a complaint was not routinely provided to children, young people and their families and this was evidenced on files reviewed.
- 2.11. Systems were in place with a clear role for the complaints officer (which was followed) but complaints are not routinely investigated within the prescribed timescales nor reasons for delay clearly evidenced. Investigations of complaints at Stage 1 and written responses did not always address all the issues raised leading to escalation. The format and tone of letters seen by inspectors was at times confrontational and should be reviewed.

**Good practice**

One team manager had introduced a buddy system for social workers which not only supported less experienced workers but improved continuity for families.

**Quote from staff survey**

“Difficulties in recruitment and retention impact my day-to-day work and more importantly the families and children who require support from the local authority.”

**Quote from case track interviews ‘an agency worker’**

‘S’ spoke very highly of the supervision she receives and of the support of her team. She described her Principal Social Worker as “amazing”. She is enjoying the challenges of working in such an ethnically diverse authority. She also commented on the availability of the Operation Manager and quoted ringing her from court, getting through straight away, having a decision and being able to report straight back to the court.

## Theme 3: Shaping Services

### What we can expect to see

**The services and support for children, young people and their families improves their outcomes. Work with partners in shaping the pattern and delivery of services is informed by local needs analysis assessment and includes the views and experiences of children and young people. Strategic plans are converted into commissioning arrangements which provide safe, quality services and deliver best value**

### Key findings

1. Sound preparation for the implementation of the Social Services and Well-being (Wales) Act was evidenced in the strategic direction outlined by the authority.
2. The strategy for remodelling early preventative services was ambitious, well-developed and had been jointly developed with partner agencies.
3. There was a lack of engagement and consultation with staff around the implementation of plans to support the early prevention strategy and the remodelling of the service.
4. There was an unmet need for the high demand for support services for the victims and perpetrators of domestic violence, and workers also reported a lack of capacity in the community support services which impacted on families moving to non-statutory interventions.
5. The voice of the child was not evident in shaping service planning.
6. Senior managers were able to articulate how families would benefit from the strategy to develop an integrated approach to preventative and targeted service provision, but operational plans to co-ordinate the whole model were under-developed.

## Findings

### Explanation of findings

- 3.1. A number of developments indicated that the authority had made good strategic preparation for the implementation of the Social Services and Well-being (Wales) Act 2014:
- An 'Early Help' strategy designed to make prevention everybody's business with a strong partnership approach was in place.
  - The remodelling of the 'first point of contact' access to services helping to provide information, advice and assistance.
  - The development of a range of services to help prevent children and young people needing to be looked after.
- 3.2. More work is needed to plan for the co-ordination and interface between these developments and statutory services. Workers expressed concern that they had not been sufficiently engaged in the scoping and planning of the remodelled service. It was not evident that children, young people and families had been consulted about the new developments.
- 3.3. Staff had concerns about the current lack of capacity for some crucial support services, particularly those for families experiencing domestic violence and primary mental health care. It was not clear how the demand for these services would be met, and the opportunities to reduce repeat contacts and referrals and promote better emotional well-being for those affected could be maximised.
- 3.4. Although the views of families had been sought with respect to the development of the 'Early Help' strategy, there had been no consultation with respect to the remodelling of children's services.

#### Quotes from staff survey

- "There has been an important commitment of resource to develop arrangements for early intervention and prevention. The longer-term ambition is to reduce numbers coming through needing higher tier interventions."
- "There has been good vision and leadership shown by senior managers in developing the Early Help Strategy. There is also a commitment to continuous improvement, for instance, the development of restorative practice, the introduction of signs of safety and the remodelling of children's services."

## Theme 4: Access Arrangements

### What we expect to see

**First contact services are readily accessible and prompt in their response. Children, young people and families are offered help appropriately and proportionate to risks when need and/or concerns are identified. Thresholds between “early help” (the provision of information, advice and signposting) and statutory social services interventions are appropriately understood and are operating effectively.**

### Key findings

1. Children and young people in need of protection received a timely and effective service, including ‘out of hours’ to help keep them safe.
2. Access arrangements were well organised but there was no system in place to monitor repeat contacts; this resulted in a lack of timely preventative support for some children.
3. There was a lack of clarity about the system to access information from adult services when screening contacts and referrals.
4. There was insufficient analysis of the very high volume of contacts from partner agencies into the intake service.
5. Appropriate thresholds for access to statutory services were not consistently understood by partner agencies.
6. Workers did not feel well informed about the range of preventative services available in the community.
7. The range and quality of information for children, young people and families was limited and dependent on individual workers rather than a service standard.
8. There was evidence that families signposted to support services as they were assessed as not meeting the threshold for a statutory service were frequently re-referred to children’s services.



### **Feedback from family interview**

The father of S was very happy with the service he had received. He believed that he had been treated fairly and with respect he was kept well informed of decision making and planning for his son. The rehabilitation plan was well implemented which was clear from the young child's evident well-being.

## **Findings**

### **Explanation of findings**

- 4.1. The arrangements for access to children's services were well organised and mainly effective. Timeliness for decision making on referrals in one working day stood at 83% for 2014/15, and the 28,354 contacts screened during the year had resulted in 4,195 referrals. This consistently high volume of work continued into the first two quarters of 2015/16 with 7,280 contacts received in quarter 2, but there was an improvement in timeliness to 94%. Improving and sustaining timeliness is dependent on stable capacity in the CAP team and is vulnerable to unplanned staff absence or any delays in recruiting into vacant posts. The percentage of re-referrals within a year remained constant at 25%; given the numbers of referrals this equates to 968. This indicated that not only is there a possible duplication of a high volume of work but that there was a lack of timely support for some families.
- 4.2. The threshold to statutory services was relatively high but there was timely appropriate response to concerns about children or young people who might be at risk. It would appear from the high number of repeat contacts seen by inspectors that the demand will only be reduced if there are sufficient preventive services to effectively support families sooner. Multiple contacts meant that the same case was screened many times, but even though the majority of families were signposted to support services, this was not effective in meeting the presenting needs. Systems to record multiple contacts had been disabled following a systems review, which resulted in a difficulty for staff in being able to easily consider the accumulative effect of multiple incidents which might have led to a decision for an initial assessment to be carried out. This had subsequently been identified as an issue and the process had been amended at the time of the inspection. Inspectors were informed that other agencies were not contacted in these cases, as if the parent's consent had not been sought at the point of contact this was a barrier to gaining further information. The development of the information advice and assistance service (IAA) and the MASH is intended to help ensure that contacts and referrals are better prioritised. This should result in families being able to receive support at an earlier stage reducing the need for statutory services and improving outcomes. Senior managers were aware that supporting families to engage in accessing support was the key to the success of this approach.

- 4.3. There was a lack of user-friendly information for children, young people and families to inform them about their right to make a complaint or the availability of advocacy services. There was good availability of translation services which were in constant demand given the diverse profile of the population in Cardiff. Families interviewed were very positive about this facility and complimented staff on their efforts to ensure communication was good.
- 4.4. Workers reported that although there were good 'working relationships' with partner agencies they did not have a common understanding of the threshold for statutory services. It was evident that families were not fully aware that they had been referred to children's services, or what this might mean. More multi-agency work was needed to improve communication and agree how the remodelled service would translate into practice. Partners should be engaged in the quality assurance process, particularly with regard to decision-making around thresholds.

**Feedback from interview with a family**

"The family was not informed about the complaints process until the social worker had postponed a number of parenting assessment sessions for the mother. The complaints were about lack of communication, lack of empathy e.g. mother was asked if she wanted 'adoption counselling' she declined but then received both a leaflet on 'having your child adopted' and a call about an appointment although this was not the plan for her child."

**Quote from staff survey**

"This is a demanding job and at times, morale can be very low and the amount of work required outside of normal working hours is extensive, to the point of affecting my home life. Currently, my morale is high as my case load is more manageable."

## Theme 5: Assessment care management

### What we expect to see

**Children and young people identified as being in need of help or protection, including looked after children, experience timely and effective multi-agency help and protection through risk-based planning authoritative practice and review that secures positive outcomes.**

### Key Findings

1. There was evidence that outcomes for children and young people had been improved as a result of social work intervention.
2. Timeliness of assessments was variable but the quality of those seen on case files was good.
3. Workers were using a number of risk assessment models and the quality of risk analysis within assessments and care planning was variable.
4. Care and support plans did not reflect assessments and were not outcome-focused with timescales for action and roles and responsibilities often unclear.
5. Case work was child-focused but did not articulate children's wishes and feelings often enough.
6. Child protection enquiries were thorough and timely and were informed by decisions made at a strategy discussion.
7. The actions of partner agencies did not always prioritise the best interest of the child.
8. There was a lack of consistency in the guidance for the use of 'written agreements' with families and there was a lack of clarity about their purpose and effectiveness.
9. Thresholds for the instigation of PLO were appropriate but those for admission to care following police powers of protection were inconsistent.
10. Effort had been made to improve the interface with 'Team around the Family' which was positively received by workers in both services.

## Findings

### Explanation of findings

- 5.1. Timeliness for completion of initial assessments had improved significantly in quarter 2 of 2015/16 to over 91%; numbers of assessments completed remained high at 841. This was good progress as timeliness varied between 46.5% at the lowest and 67% at the highest in the previous 12 months. The volume of demand showed no signs of reduction, and sustaining this improvement will be a challenge unless the remodelling of the service described earlier in this report succeeds in signposting families to access appropriate community-based services.
- 5.2. The quality of initial assessments seen was good, with appropriate decision-making and records clear and up to date. A good range of information had been used to develop the analysis of need, but it was not always evident that the child had been seen. All assessments were signed off by managers in a timely way and included their comments. There is a need to address the inconsistency in which elements of the work were being quality assured by managers.
- 5.3. Timeliness for core assessments also improved in the same period with 75% of the 555 assessments being completed in 35 days; performance in the previous 12 months varied between 55% and 71%. The quality of core assessments reviewed was good, with analysis of needs well recorded. Recording of risk assessment was inconsistent, although management of risk was apparent in the majority of assessments reviewed. Core assessments reviewed by inspectors were embedded in the Sect 47 investigations. This allowed easy access to critical information and supported the timely updating of recording. It was less helpful when Sect 47 investigations were discontinued because risks were assessed to be minimal but there were presenting needs.
- 5.4. The quality of care planning was inconsistent with limited identification of desired outcomes. Timescales, responsibilities for actions and what services were to be provided were not routinely outlined. It was not evident how families were engaged in the planning process or whether they had received copies of the plans. Workers were using the 'signs of safety' model to address risks and identify and build on the strengths of the family. The quality of these plans seen was again inconsistent and it was noted that risks identified on case file recording did not always feature in the plans. Some files contained a child protection plan in addition and it was not always clear which plan was being implemented with the family. More guidance is needed for staff to increase consistency of risk management and agree planning priorities.
- 5.5. While it was evident the children and young people's welfare was paramount for social workers, examples were seen of where this was not

always the case for partner agencies. It was not clear why social workers were unable to successfully challenge these actions. Managers had identified these issues and reported that work was on going to address the concerns.

- 5.6. There had been a relatively high number of occasions in the 12 months prior to September 2015 when police had invoked their powers of protection (41). A third of the children and young people subject to these arrangements only remained looked after for a very short period. Senior managers agreed to work with partners to analyse this practice to ensure that the best outcomes are being achieved for children and young people.
- 5.7. Inspectors noted that social workers were using written agreements with families outside those within child protection or public law outline arrangements. These agreements cannot be monitored effectively unless they are part of multi-agency work so have the potential to provide false assurance that children are being protected. There should be guidance developed for the use of these agreements and cases where they are in place should be reviewed to ensure that they are being used appropriately.
- 5.8. The workflow arrangements in the access service were timely at the time of the inspection. The system was well established and the handover from the CAP team into the Intake and Assessment team worked well, ensuring that there was no delay in completing Section 47 investigations when these were needed. The quality of this work seen by inspectors was good with some examples of very good outcomes being achieved for children and young people.
- 5.9. Action had been taken to improve the working together arrangements between children's services and the 'Team around the Family' (TAF) service. This was reported to have worked well with a member of the TAF team routinely spending time in the intake and assessment team. Social workers did have a concern that the criteria for referral to the service were too specific as it related to the number of services the child required (4) rather than the level of need.
- 5.10. There were delays in families accessing the support services which had been identified as part of their plans. Inspectors were informed that there had been an overall reduction in the range of services available and there could be up to a six month waiting list for others. Certain key services for parents to help reduce domestic violence were in high demand, and examples were seen where families remained apart or a child's name had to remain on the child protection register because this work could not be completed.
- 5.11. Where 'children in need' cases were concerned, these delays influenced workers referring families to these services as there would be

a long gap before families would be able to access the support they needed.

- 5.12. During the previous 12 months, a significant investment had been made to reassess the high number of 'children in need' cases which had accumulated due to a lack of capacity. This had resulted in increasing the ability to focus on those families in the highest need. Inspectors did see some cases closed where it appeared there was work outstanding, and while this was not a concern with respect to risk, it had the potential to result in families being re-referred because 'step down' services were not in place to help sustain the progress made. Monitoring was in place to identify families who were re-referred but there needed to be more effective arrangements to help reduce the likelihood of this happening.

**Quote from a social worker**

"It's been a really positive experience as a newly qualified social worker in Cardiff; I feel well supported and am staying here for the foreseeable future."

## **Appendix**

Information about the inspection.

### **Methodology**

Fieldwork for this inspection was undertaken during the weeks commencing January 11<sup>th</sup> 2016 and January 28<sup>th</sup> 2016.

Most inspection evidence was gathered by looking at individual children and young people's experiences. This was done through a combination of case tracking and case-file reviews.

Additional evidence was collected from a review of documentation including a staff survey, supervision records and complaint documents. Also, a range of individual interviews and focus groups with senior and operational managers, elected members, partner agencies, senior practitioners, social workers and support staff.

We reviewed/tracked 64 case files. This included 27 individual interviews with staff.

Six interviews with families and 7 direct observations of practice.  
A staff survey – we received 100 responses.

### **The inspection team**

The inspection team consisted of:

- 2 inspectors employed by CSSIW
- 2 fee paid inspectors
- Area manager for Cardiff.

Lead inspector: Pam Clutton;

Area Manager: Bernard McDonald;

Team inspector: Bobbie Jones;

Fee paid inspectors: Sheila Booth and Norman Host.

Mae'r dudalen hon yn wag yn fwriadol



**CITY AND COUNTY OF CARDIFF  
DINAS A SIR CAERDYDD**

**CHILDREN & YOUNG PEOPLE SCRUTINY COMMITTEE**

**17 MAY 2016**

---

**CHILDREN'S SERVICES PERFORMANCE MANAGEMENT INFORMATION**

---

**REASON FOR THE REPORT**

1. The Children and Young People Scrutiny Committee is responsible for scrutinising the performance of Children's (social) Services. This report sets out performance data outlining progress against the objectives aligned to the social theme for the quarter ending 31 March 2016.

**BACKGROUND**

2. The Cabinet have identified that the delivery of their key priorities and the Council's performance against key indicators should be the focus of future quarterly reports. Quarterly reports are prepared on that basis, allowing for trend analysis to be undertaken on an appropriate basket of indicators and the effective delivery of the Administration's key priorities as attached at **Appendix A**.
3. The ongoing development of the Cardiff Performance Management Framework has brought into line the monitoring and evaluation of progress against the key objectives as set out in the Corporate Plan and the performance indicators set to assist in the understanding of the overall performance position of the Council. This range of performance data relating to Children's Services is contained in **Appendix B** to this report.
4. The performance report attached at **Appendix B** has been constructed to highlight the progress made in delivering the key objectives, associated performance indicators, and commentaries that help to identify progress, issues and actions planned where the trend in performance is falling. To make the information in the performance report clearer, each indicator is accompanied by an arrow, and in some cases, a happy, indifferent or sad face.
5. For your information, these symbols represent the following:
  - The face symbol shows whether performance is likely, unlikely to, or may meet the target set for the year.
  - The arrow direction shows whether performance has declined, has been sustained or improved when compared with an appropriate previous period.
6. At the meeting officers will be present to explain the performance information to the Committee, to highlight performance issues, and to answer questions that Members

might have.

7. In total Children's Services have 47 national performance indicators, of which the Welsh Government have identified 11 as wither National Strategic Indicators (NSIs) or Performance Accountability Measures (PAMs). Where relevant, the narrative in the report that follows indicates the status of an NSI or PAM indicator.

## **PERFORMANCE DURING QUARTER 4: JANUARY TO MARCH 2016**

8. Performance is being reported against the following corporate outcomes:

People in Cardiff are safe and feel safe  
People achieve their full potential  
People in Cardiff are healthy  
Cardiff is fair, just and inclusive

9. The Service has three main functions:
  - a. Promoting the welfare of children in need
  - b. Safeguarding children
  - c. Improving outcomes for looked after children

## **OVERVIEW OF QUARTER 4 PERFORMANCE**

10. While there has been some continued progress in Quarter 4, there has also been slippage in some areas in the context of increasing referrals and overall caseload numbers.
11. For example, recording of decisions on referrals decreased from 88% in Quarter 3 to 87% in Quarter 4. Timely completion of initial assessments decreased from 83% in Quarter 3 to 69% in Quarter 4. Despite this decrease, there was a steady improvement in performance throughout Quarter 4 (from 57% in January to 87% in March). The 80% target was met for March, although the full year figure falls just short of this at 77%. This, however, is a significant improvement on the 51% outturn for 2014-15. There was also a decrease in the percentage of children who were seen by a social worker during their initial assessment (PAM) – from 58% in Quarter 3 to 54% in Quarter 4.
12. Timeliness of initial child protection conferences decreased from 93% to 91%, but the 92% target was met for the year. There was also a decrease in the timeliness of initial core groups from 98% to 91%, although the 93% target was met for the year.
13. There was further improvement in relation to timeliness of core assessments with performance reaching 83% for Quarter 4 (from 79% in Quarter 3). This is the first time that quarterly performance has exceeded the 80% target time since Quarter 1 2013-14.
14. There was an improvement in the recording of initial care plans for looked after children - 89% from 78% in Quarter 3.

15. Work to progress the Directorate's business plan has continued and key areas of progress include:
- a. **Early Help Strategy** - the Strategy was launched during Quarter 3 and is being implemented. The following developments have been made during the quarter:
    - Joint Assessment Family Framework (JAFF) pilot progressing; Family Plan template finalised; JAFF Training DVD commissioned to assist practitioners undertake the assessment.
    - Review of Family Intervention Support Service (FISS) capacity being undertaken following ongoing success of rapid response project.
    - Adolescent Resource Centre – premises secured, post creation commenced; model for psychology input agreed with Health.
  - b. **Gateway Database** - single gateway for young people aged 16 or above to access direct housing, advice and support went live in Quarter 3. The Gateway has been a very positive development for young people needing to access accommodation and for the staff supporting them to do so. The process is very accessible and has reduced the anxiety for young people. It has strengthened relationships across the Directorates and is enabling the Looked After Children Service to respond to the requirements of young people and to work together to develop appropriate resources that meet need.
  - c. **Remodelling of Children's Services** - meetings are underway with a Signs of Safety training provider to plan the delivery of training. The Risk Assessment Framework has been agreed and will be implemented in Quarter 1 2016-17. Evaluation of OM roles has been completed and discussions with Trade Unions are underway prior to proceeding with the re-structure. Subject to agreement being reached with Trade Unions, it is anticipated that OM appointments will be completed by end of Quarter 1 2016-17.
16. There has been some slippage in progress against some of the milestones in the Corporate Plan relating to the Child Sexual Exploitation (CSE) Strategy, implementation of the Multi-Agency Safeguarding Hub (MASH) and work with Education to improve educational outcomes for looked after children and care leavers.
- a. **Child Sexual Exploitation (CSE) Strategy** - the Cardiff Child Sexual Exploitation Strategy was approved by the Cardiff and Vale Safeguarding Children Board in its role as the statutory body to which all agencies are accountable and this has provided the basis for Directorate and partner activity both in developing a strategic response to CSE and in ensuring effective operational interventions when necessary. More broadly the Directorate has been working very actively with South Wales Police as the key lead agency in relation to CSE overall and this strong local relationship in Cardiff is reflected both in the Strategy and in joint operations on the ground. A full programme of training has been planned for partner agencies and other groups, and awareness raising sessions are underway. A briefing to informal Cabinet is being arranged in the near future which will demonstrate significant progress over the last 12 months.
  - b. **Implementation of Multi Agency Safeguarding Hub (MASH)** - governance arrangements, operating model, staff composition, ICT infrastructure and

accommodation (Cardiff Bay Police Station) agreed. Information sharing protocol under development. Vetting process for staff almost complete. Process mapping for referral pathways completed. On target for launch at the end of Quarter 1 2016-17.

- c. **Work with Education to improve educational outcomes for looked after children and care leavers** - following concerns raised in Quarter 2, and the introduction of information for managers to enable proactive monitoring of PEPs, there are some signs of improvement at the time of writing. Operational Managers for relevant services are continuing to re-enforce the need to ensure that staff give high priority to completing the PEP when children become looked after.

17. There has also been some slippage in progress against some of the milestones in the Children's Services Plan relating to:

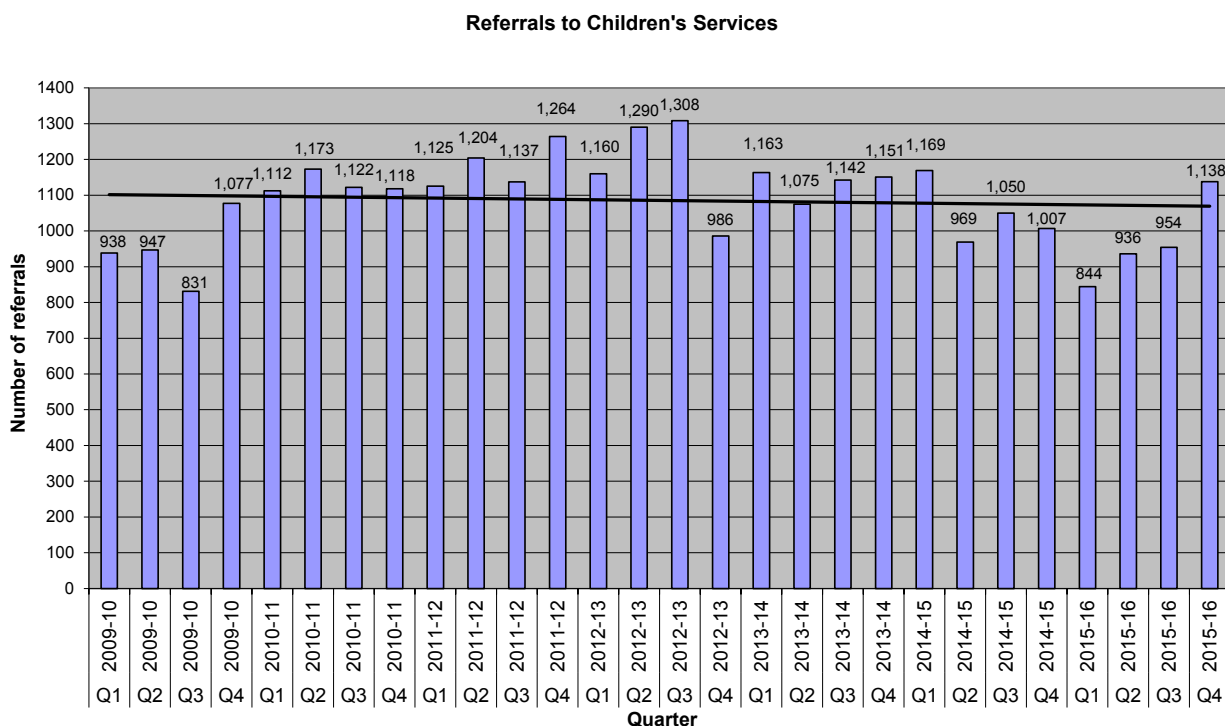
- a. **Improving the quality of referrals** - the review of the Multi-Agency Referral Form planned for Quarter 2 was integrated with work being undertaken in relation to the Social Services & Wellbeing (Wales) Act. Required amendments have been made and the form is to be agreed collectively by colleagues in Education, Probation, Police and Health in readiness for use in 2016-17.
- b. **Safeguarding monitoring requirements** - work on the development of a suite of performance measures and reporting mechanisms that cover the broad range of work undertaken by the safeguarding and review unit has been undertaken and it is anticipated that this work will be concluded in Quarter 1 2016-17.
- c. **YOS** - progress in relation to YOS governance has been made and plans are in place to address membership, contents of meetings, presentation of performance information and financial information which will accord with recommendations made by the Police and Crime Commissioner's commissioned report and the YOS inspection report. YOS Management Board to facilitate workshops to address governance issues. Achievement of the planned YOS restructure has been deferred to 2016-17.
- d. **Corporate Parenting Strategy** - will be considered by Cabinet in Quarter 1 and the launch will follow shortly after.
- e. **Re-commissioning of the Supervised Contact Service** - contract awarded – service to be implemented in Quarter 1 2016-17.
- f. **Enhanced Fostering Scheme** - plan in place to address financial implications. Engagement with alternative provider and three promising models proposed (currently being considered by Children's Management Team). Work undertaken with Legal and Procurement to terminate current contract and put in place a new contract for an individual placement for the one young person who was placed within the scheme and remains in placement.
- g. **Welsh bilingual service** - operational pressures have made the completion of the Linguistic Assessments more difficult. 21 assessments have been returned to date and reminders issued regarding the outstanding assessments.

- h. **Savings** - the month 11 position for Children's Services shows a projected overspend of £1.750m. Despite a reduction in the number of looked after children during the year (from a high of 662 in June 2015 to 644 at 31<sup>st</sup> March 2016) the commissioning mix for placements has become more costly. This is because there has been an increase in the proportion of children presenting extremely complex challenges who need externally purchased placements with very high support ratios. In spite of this however, there is also a significant shortfall (£1.1m) against the £2.7m savings target set for the service as part of the 2015-16 budget which is attributable principally to the failure of a provider to deliver services in support of a new Payment by Results initiative. Nevertheless, there has been a continued focus on returning children placed in high cost out of area placements to Cardiff that has been successful in returning 7 children to Cardiff at an estimated saving of £316,000.
- i. **Quality Assurance Framework** - a Quality Assurance Officer has been appointed and the implementation of the Framework is planned for Quarter 1 2016-17.

## DETAILED COMMENTARY

### A) PROMOTING THE WELFARE OF CHILDREN IN NEED

18. Children's Services received 1,138 referrals in Quarter 4 (Referrals 1) compared with 954 in Quarter 3. A detailed breakdown of contacts and referrals is provided at **Appendix C1 & 2** for the Committee's information. This report shows the source of the 7,960 contacts received by Children's Services during Quarter 4, along with the outcome and a summary of the trend over the last 2 years. Similar information is provided for the 1,138 referrals received during Quarter 4. The number of referrals to the service continues to be closely monitored (see graph below). The proportion of referrals received that were re-referrals within a year (SCC/010) reduced to 23.4% from 24.3% in Quarter 3.



19. In relation to the recording of decisions on referrals (SCC/006), performance declined slightly in Quarter 4 to 86.5% (984 / 1,138) from 88.2% (841 / 954) in Quarter 3. This in the context of a sustained high number of contacts to the service (7,960 compared

with 7,280 in Quarter 2) and capacity issues at Intake & Assessment (I&A) in the early part of the quarter. The performance report is based on electronic records, but there is evidence that the electronic capture of the information is delayed. There were particular issues in Quarter 4 where a number of days access to electronic systems were lost due to ICT issues. However, management oversight confirms all referrals are subject to manager decision and prioritisation on the day of receipt.

20. There has been further progress during Quarter 4 towards the implementation of a Multi-Agency Safeguarding Hub (MASH). Please see pages 3-4 for further information. Next steps are:

- Complete vetting process,
- Finalise Information Sharing Protocol.
- Implement revised Multi Agency Referral Form.
- Implement MHub.
- Review delivery plan

21. Source of referrals – a table summarising the source of referrals to Children’s Services during Quarter 4 is included below:

<b>Source of Referrals</b>	<b>Q4</b>
Ambulance Service	0
Central Government Agency	2
Family, Friend or Neighbour	66
Housing	0
Independent Provider Agency	0
LA Housing Dept. or Housing Association	17
Local Authority's own Social Services Department	99
Other Agency	131
Other Departments of Own or Other LA	82
Other Individual	7
Other Social Services Department	0
Other Type	0
Police	279
Primary Health / Community Health	174
Probation Service	46
School	226
Secondary Health	7
Self Referral	1
UK Border Agency	1
<b>Total</b>	<b><u>1,138</u></b>

22. Outcome of referrals – 87.3% (994 / 1,138) of referrals were allocated to a social worker for initial assessment in Quarter 4 compared with 93.6% (893 / 954) in Quarter 3 (SCC/007a). 8.4% (96 / 1,138) of referrals were allocated to other grades of worker for initial assessment compared with 3.4% (32 / 954) in Quarter 3. 4.7% (54 / 1,138) of referrals did not proceed to assessment during the quarter. In these cases, referrers were signposted to other agencies, given advice or information, or the referrals were closed with no further action. As noted in previous reports, while we have improved the management of the front door and determining what contacts should become referrals, we are also seeing an increase in the complexity of the

cases that stay open to Children's Services.

23. Performance in relation to the timeliness of initial assessments declined in Quarter 4 to 69.4% (729 / 1,050) from 83.2% (691 / 831) in Quarter 3 (SCC/042a). Following a decline in performance in Quarter 3 as a result of capacity issues at Intake & Assessment, recruitment of agency staff in Quarter 4 has helped the service get back on track. There was a steady improvement in performance throughout Quarter 4 (from 57% in January to 87% in March). The 80% target was met for March, although the full year figure falls just short of this at 77%. This, however, is a significant improvement on the 51% outturn for 2014-15.
24. 53.7% (564 / 1,050) of children were seen by a social worker during their initial assessment compared with 58.0% (482 / 831) in Quarter 3 (SCC/011a – PAM). Inclusion of children seen by a Children's Services worker other than a social worker increases the percentage of children seen to 61.2% (643 / 1,050). 28.4% (298 / 1,050) children were seen alone by a social worker during their initial assessment (SCC/011b – NSI), compared with 30.7% (255 / 831) in Quarter 3. There has been a significant drive in empowering social workers and managers to undertake the most appropriate assessment at the point of referral. This has led to a range of outcomes including initial assessments:
- Proceeding straight to child protection investigations / core assessment / specialist assessments.
  - Being closed with no further action after receiving managers have re-evaluated the decision to proceed to initial assessment.

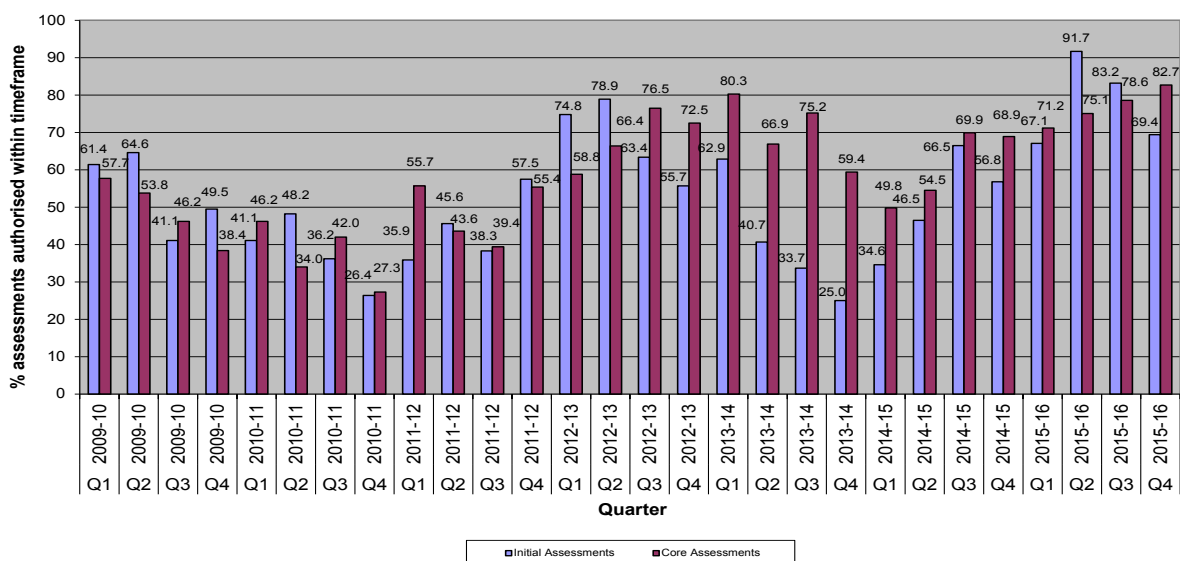
In these circumstances a full initial assessment would not have been completed - a more appropriate assessment would have been undertaken and the child seen as part of that assessment. This is commensurate with the new Social Services & Wellbeing (Wales) Act 2014 wherein a proportionate assessment will be undertaken following all referrals. The 80% target set by the ADSS, WLGA and CSSIW pre-dates this new approach which is consistent with the direction of travel across the country.

25. The percentage of initial assessments where information regarding ethnicity, religion and first language were recorded during Quarter 3 is as follows:
- a. Ethnicity – 62.0% (651 / 1,050)
  - b. Religion – 33.3% (350 / 1,050)
  - c. First language – 51.3% (539 / 1,050)

A detailed breakdown of the ethnicities, religions and first languages of children and young people who were subject to an initial assessment during Quarter 4 is available on request.

26. Performance in relation to timely completion of core assessments was 82.7% (354 / 428) in Quarter 4 compared with 78.6% (319 / 406) in Quarter 3 (SCC/043a). Performance against this indicator continued to improve in Quarter 4 with quarterly performance exceeding the 80% target for the first time since Quarter 1 2013-14. A graph displaying timely completion of (initial and) core assessments is below:

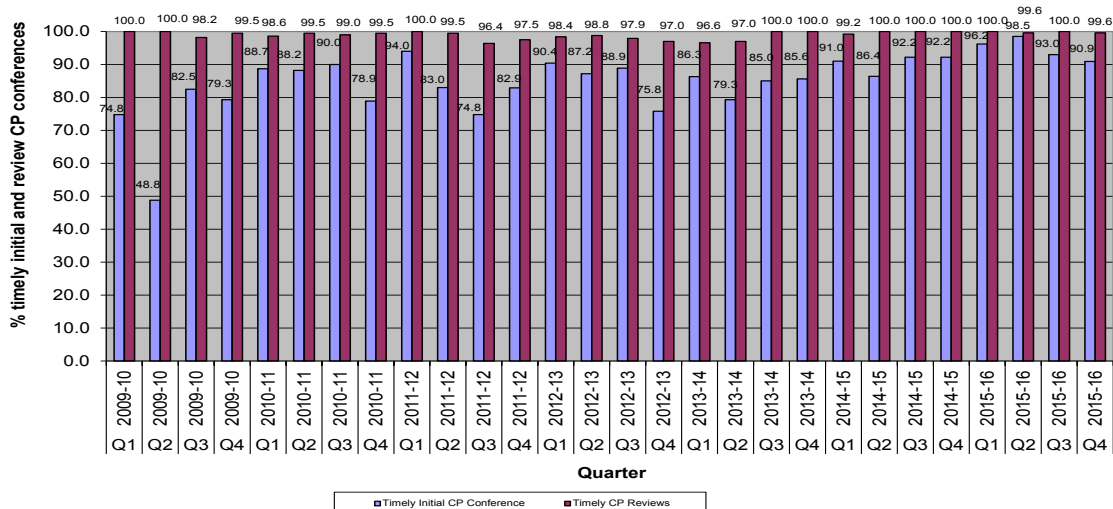
**Timely Initial and Core Assessments**



**B) SAFEGUARDING CHILDREN**

- 27. The number of children on the child protection register at the end of Quarter 4 was 342 (from 311 at the end of Quarter 3) (CS CPR 4).
- 28. 90.9% (159 / 175) of initial child protection conferences took place within the 15 working day timescale in Quarter 4 – from 93.0% (106 / 114) in Quarter 3 (SCC/014). Performance has dropped slightly in Quarter 4 in the context of a 54% increase in the number of required initial conferences (175 compared with 114 in Quarter 3). 11 conferences were late in January relating to 2 sibling groups. One conference was late because the interpreter did not attend, so had to be rescheduled. The other was due to human error. 5 conferences relating to 1 sibling group were late in March due to human error. All conferences have since been held.
- 29. Timeliness of review child protection conferences was 99.6% (252 / 253) in Quarter 4 compared with 100% (282 / 282) in Quarter 3. Performance against initial and review child protection conferences is displayed in the graph below:

**Timely Initial and Review Child Protection Conferences**

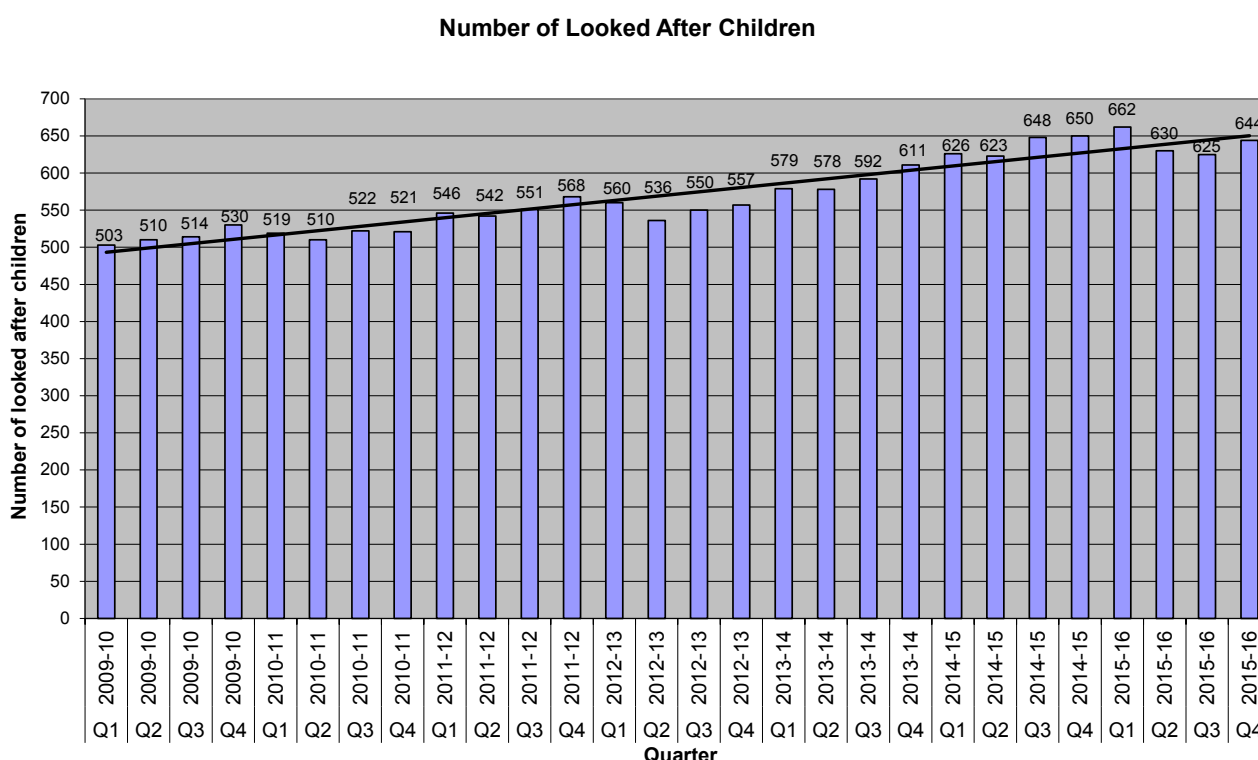




30. Initial core groups took place within the 10 working day timescale in 90.7% (127 / 140) of cases in Quarter 4 compared with 98.4% (127 / 129) in Quarter 2 (SCC/015). Performance reduced in Quarter 4 in the context of a 9% increase in the number of required initial core groups (140 compared with 129 in Quarter 3), although the 93% target was met for the year.
31. 100% (342 / 342) of children on the child protection register had an allocated social worker at 31<sup>st</sup> March 2016.
32. The Cardiff Child Sexual Exploitation Strategy was approved by the Cardiff and Vale Safeguarding Children Board in its role as the statutory body to which all agencies are accountable and this has provided the basis for Directorate and partner activity both in developing a strategic response to CSE and in ensuring effective operational interventions when necessary. More broadly the Directorate has been working very actively with South Wales Police as the key lead agency in relation to CSE overall and this strong local relationship in Cardiff is reflected both in the Strategy and in joint operations on the ground. A full programme of training has been planned for partner agencies and other groups, and awareness raising sessions are underway. A briefing to informal Cabinet is being arranged in the near future which will demonstrate significant progress over the last 12 months.

### C) IMPROVING OUTCOMES FOR LOOKED AFTER CHILDREN

33. The number of children who were looked after at 31<sup>st</sup> March 2016 (not including those children being looked after as part of a respite care arrangement) was 644 compared with 625 at 31<sup>st</sup> December 2015 (CS LAC 3e). This represents a rate of 8.8 children per 1,000 in Cardiff, which is lower than the all Wales rate of 9.1 per 1,000 as at 31<sup>st</sup> March 2014. The recent fluctuation in the number of looked after children is displayed in the graph below.



34. Initial care plans were in place prior to children becoming looked after in 88.7% (63 / 71) of cases during Quarter 4, compared with 78.1% (50 / 64) in Quarter 3 (SCC/001a). Performance against this indicator improved during the quarter and is now above the threshold for manager intervention.
35. 88.1% (37 / 42) of permanence plans were in place by second looked after review in Quarter 4, compared with 96.3% (52 / 54) in Quarter 3 (SCC/001b) meeting the 87% target for both the quarter and the year.
36. 72.0% (363 / 504) of looked after children were placed with independent sector providers at the end of Quarter 4 (CS LAC 44), an increase from 70.0% (340 / 486) in Quarter 3. The number of children placed in independent sector residential placements has reduced to 50 from 55 at the end of Quarter 3.
37. 62.5% (315 / 504) of children in regulated placements were placed in Cardiff at the end of Quarter 4 compared with 60.9% (296 / 486) at the end of Quarter 3 (CS LAC 58). A further 83 children placed outside Cardiff were within 20 miles of their home address. 3 of the children not placed in Cardiff are placed with relative carers. For some children placement outside the authority is in their best interests, examples include children placed with family members who live outside Cardiff, children placed in specialist placements and some children who are placed in areas that are closer to their home address than some parts of the city.
38. 92.7% (395 / 426) of statutory reviews for looked after children were held within prescribed timescales in Quarter 4 compared with 95.9% (397 / 414) in Quarter 3 (SCC/021). 91.1% (388 / 426) of statutory visits were held in accordance with regulations in Quarter 4 showing an increase from 85.3% (353 / 414) in Quarter 3 (SCC/025 – PAM).
39. 99.8% (631 / 632) looked after children were allocated to a social worker at 31<sup>st</sup> March 2016. The one case that was not has since been allocated.

## **YOUTH OFFENDING SERVICE**

40. The numbers of First Time Entrants (FTEs) to the Youth Offending Service (YOS) has increased during Quarter 4 to 38 (from 29 in Quarter 3) primarily as a result of an increase in motoring offences. This is also an increase on Quarter 4 2014-15 when there were 21 FTEs.
41. Relevant staff continue to attend the Local Safeguarding Children Board (LSCB) training on Child Sexual Exploitation.
42. Progress in relation to YOS governance has been made and plans are in place to address membership, contents of meetings, presentation of performance information and financial information which will accord with recommendations made by the Police and Crime Commissioner's commissioned report and the YOS inspection report. YOS Management Board to facilitate workshops to address governance issues. Achievement of the planned YOS restructure has been deferred to 2016-17.

## **STAFFING**

43. The percentage of social worker vacancies in Quarter 4 was 22.2% compared with 21.6% in Quarter 3 (Staff 1). The vacancy position has remained reasonably stable in Quarter 4, although there has been a small increase in vacancies in the Looked After Children Service. The recruitment campaign is ongoing and an agreement is in place that when all vacancies have been filled, Children's Services will continue to recruit to a "pool" of additional social workers. This will enable the service to maintain consistency of service provision and caseloads whilst managing healthy staff turnover without needing to rely on expensive agency social workers. The ambitious 15% target has been revised to 18% for 31<sup>st</sup> March 2017. The Children's Services Workforce Strategy has been agreed, but is being revised to capitalise on messages in the inspection report and to profile the benefits of mobilisation. A plan is in place for engagement with Adult Services with a view to developing a Social Services Workforce Strategy in 2016-17.
44. The average number of days of sickness absence for staff in Children's Services in 2015-16 was 13.8, compared with 13.9 in 2014-15. In order to improve compliance with the sickness process in Children's Services, progress will continue to be closely monitored on a weekly basis at the Children's Management Team and in addition, Operational Managers will work closely with a Human Resources representative who will assist in the monitoring of the process.
45. 88.0% compliance with finalisation of objective sheets and 76% compliance with completion of half yearly reviews for 2015-16 had been achieved at the time of writing. A small percentage cannot be initiated / reviewed due to staff absence (e.g. maternity leave and long term sick leave), and a high level of recruitment activity and new intake accounts for a proportion of the outstanding PPDRs. In order to improve compliance in Children's Services, all Operational Managers are monitoring the completion of PPDRs for 2015-16 and the initiation of objectives for 2016-17. A template has been created for managers that informs the development of consistent objectives in Social Services and give staff a clear line of sight to the Corporate Plan and Directorate outcomes.

## **WAY FORWARD**

46. Members are invited to consider the information set out in the report and to identify any issues which require more detailed scrutiny.

## **LEGAL IMPLICATIONS**

47. 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 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 of 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**

48. 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 financial implications at this stage in relation to any of the work programme. However, financial 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 financial implications arising from those recommendations.

## **RECOMMENDATION**

The Committee is recommended to:  
Consider the contents of the report and report any comments to the Cabinet Member.

**Tony Young**  
**Director of Social Services**  
**11 May 2016**

# Q4 Delivery and Performance Report 2015/16

## Progress against actions in the Corporate Plan 2015/16

Q4 2015/16 – (399\*)



\*Including 1 (0.25%) N/A

## Progress against relevant Performance Indicators

Q4 2015/16 – (225\*)



\*Including 56 (25%) Annual Indicators, 18 (8%) with no results and 14 (6%) N/A

# Contents

Corporate Overview	Page 3
City Operations	Page 11
Communities, Housing and Customer Services	Page 15
Economic Development	Page 19
Education and Lifelong Learning	Page 23
Governance & Legal Services	Page 28
Resources	Page 32
Social Services - Adults	Page 36
Social Services – Children’s	Page 40
Key to RAG Status	Page 45

# Q4 Customer Contact



**Twitter Media followers**  
**54,715 followers in English**  
**1,938 followers in Welsh**  
**5,474 Likes on Facebook**



<b>Complaints</b>	<b>Q1 (14/15)</b>	<b>Q2 (14/15)</b>	<b>Q3 (14/15)</b>	<b>Q4 (14/15)</b>	<b>Q1 (15/16)</b>	<b>Q2 (15/16)</b>	<b>Q3 (15/16)</b>	<b>Q4 (15/16)</b>
New Complaints Received	682	676	507	533	497	603	569	625
Corporate Complaints	675	670	502	547	490	599	563	623
Complaints through the medium of Welsh	7	6	5	6	7	4	6	2
Acknowledgements not sent within 5 days	26	15	15	12	7	23	18	19
Response not sent within 20 days	55	37	33	25	39	34	36	38
Compliments Received	434	427	371	328	288	293	303	317

## Members Enquiries

<b>Directorate</b>	<b>Received</b>				<b>Responded on time</b>	
	<b>Q1</b>	<b>Q2</b>	<b>Q3</b>	<b>Q4</b>	<b>Q4</b>	<b>Q4 %</b>
<b>City Operations</b>	437	567	543	674	516	77%
<b>Communities</b>	119	127	101	151	136	90%
<b>Economic</b>	3	2	6	3	2	67%
<b>Education</b>	11	10	9	9	9	100%
<b>Gov &amp; Legal</b>	5	1	2	6	6	100%
<b>Resources</b>	17	12	8	6	5	83%
<b>SS - Adults</b>	5	7	2	4	3	75%
<b>SS— Children's</b>	0	3	1	3	3	100%
<b>Total</b>	<b>597</b>	<b>729</b>	<b>672</b>	<b>856</b>	<b>680</b>	<b>79%</b>

A total of 680 Member Enquiries were received during Quarter 4, giving an annual total of 2854, 98 of Quarter 4 requests were deemed as Requests for Service, with Highways & Waste continuing to have the highest Request for Service. The AD for Communities has carried out training on how to deal with member enquiries to improve the response times. The Members Central Team are also developing a communications strategy for the Directorate which will cover Member Enquiries, this is alongside the AD issuing guidance to Members on what enquiries and Request for Service are.

<b>Total Staff Costs at Q4</b>	<b>£176,924,245</b>
<b>Total Agency Costs at Q4</b>	<b>£15,756,681</b>
<b>Total Overtime Costs at Q4</b>	<b>£3,751,851</b>

The spend on agency may reflect an overspend against budget as there may be vacant posts where there is a budget but the staff are employed through an agency, so the permanent staff budget will show an underspend and the agency staff an overspend.

Staff Costs to End Q4	% of Annual Budget		% Spend Agency	% Spend Overtime
£49,076,181	99.57%	<b>City</b>	14.09%	3.57%
£22,967,667	102.96%	<b>Operations</b>		
£1,682,246	97.73%	<b>Communities</b>	8.11%	1.55%
£11,802,445	103.77%	<b>Corp Mgmt</b>	4.91%	0.15%
£20,969,134	96.66%	<b>Economic</b>	10.10%	3.76%
£3,194,074	92.66%	<b>Education</b>	3.95%	0.80%
£35,259,437	89.29%	<b>Gov &amp; Legal</b>	4.44%	0.21%
£15,244,373	101.84%	<b>Resources</b>	2.72%	1.12%
£16,728,687	101.32%	<b>SS-Adults</b>	3.95%	3.52%
		<b>SS-Children</b>	18.75%	0.41%

**Agency**  
**8.71%**

**Overtime**  
**2.08%**



## Staff Costs at Quarter 4

Directorate	Total Staff budget £	Total Staff outturn spend £	Total Staff spend as % of Total Staff budget	Overtime budget £	Overtime outturn spend £	Overtime spend as % of Total Staff budget	Agency budget £	Agency outturn spend £	Agency spend as % of Total Staff budget
City Operations	49,287,605	49,076,181	99.57%	1,875,465	1,757,285	3.57%	3,973,135	6,944,734	14.09%
Communities, Housing & Customer Svcs	22,306,320	22,967,667	102.96%	327,210	345,316	1.55%	161,270	1,808,932	8.11%
Corporate Management	1,721,280	1,682,246	97.73%		2,640	0.15%		84,511	4.91%
Economic Development	11,374,070	11,802,445	103.77%	377,950	427,411	3.76%	432,430	1,149,101	10.10%
Education	21,693,550	20,969,134	96.66%		173,401	0.80%	210,290	856,414	3.95%
Governance & Legal Services	3,447,260	3,194,074	92.66%		7,257	0.21%		153,156	4.44%
Resources	39,490,081	35,259,437	89.29%	386,180	443,652	1.12%	285,950	1,072,875	2.72%
Social Services - Adults*	14,969,000	15,244,373	101.84%	58,720	527,463	3.52%	30,330	591,391	3.95%
Social Services - Childrens*	16,511,270	16,728,687	101.32%		67,426	0.41%	510,930	3,095,568	18.75%
<b>Grand Total</b>	<b>180,800,436</b>	<b>176,924,245</b>	<b>97.86%</b>	<b>3,025,525</b>	<b>3,751,851</b>	<b>2.08%</b>	<b>5,604,335</b>	<b>15,756,681</b>	<b>8.71%</b>

**\*The Total for Staff Budget excludes the Social Services total but includes the figures for Social Services – Adults and Social Services – Children**

- The spend on agency may reflect an overspend against budget, as there may be vacant posts where there is a budget but the staff are being employed through agency, so the permanent staff budget will show an underspend and the agency staff an overspend.
- There is no agency expenditure in relation to the Harbour Authority, Housing Revenue Account and Delegated Schools as these sit outside the Council's General Fund. The information includes expenditure in relation to certain specific grants, however it is not possible to identify and exclude them from the analysis.]
- It does not include anything in relation to supply teachers as these are charged to delegated schools. Therefore, the information is predominantly based on Cardiff Works and Comensura expenditure

# Sickness Absence Q4

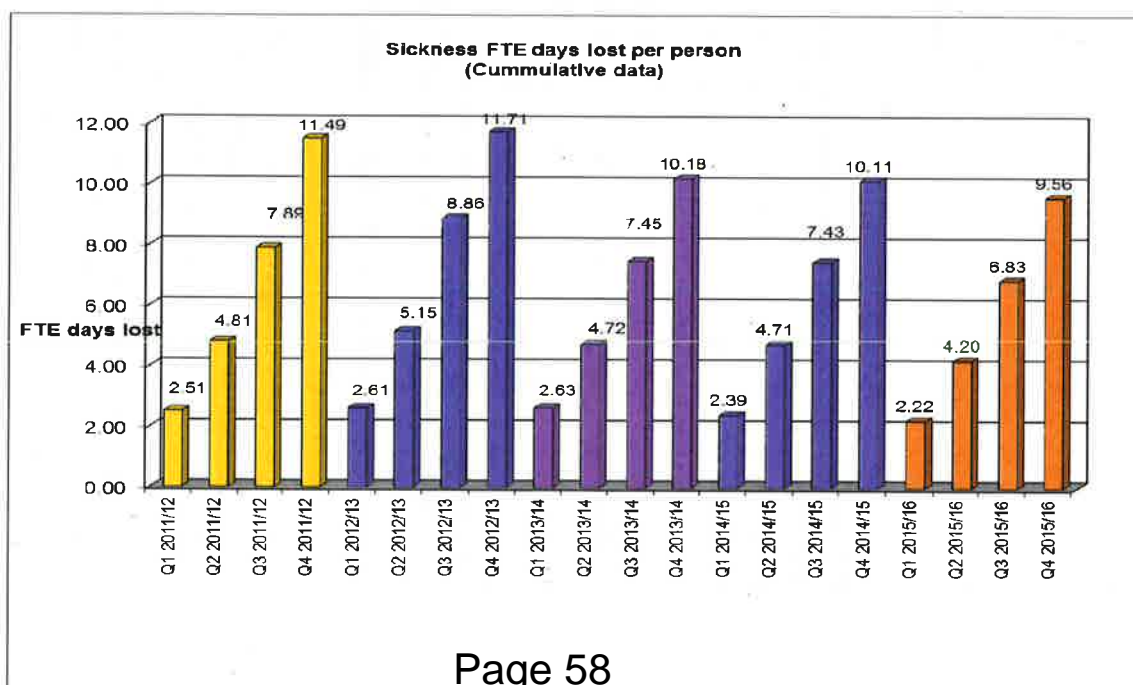
FTE days

2015/16

**9.56**

	Av FTE Numbers	FTE Annual Target	2015/16 Day Lost	Difference
City Operations	1,375	13.0	12.80	-0.20
Communities	960	9.0	10.42	1.42
Economic Development	245	6.0	8.25	2.25
Education	750	8.0	7.36	-0.64
Education - Schools	5,400	7.8	8.26	0.46
Governance & Legal	85	6.0	5.39	-0.61
Resources	927	8.0	8.78	0.78
SS - Adult	650	13.0	14.33	1.33
SS - Children's	350	13.0	13.71	0.71
<b>Total</b>	10,746*	9.0	<b>9.56</b>	<b>0.56</b>

\*This figure includes schools based education staff. Whilst the target of 9.0 FTE days lost per employee has not been achieved, the performance for the provisional Outturn figure of 9.58 FTE days lost per employee remains the lowest outturn in 5 years. Performance continues to improve through the targeted and focussed work being carried out by HRPS within specific areas of Directorates such as Waste; this has resulted in significant improvements to City Operations sickness absence and the overall performance of the Authority.



## Quarter 4

### Personal Performance and Development Review Compliance – Year End as at 18<sup>th</sup> April 2016

Organisation Name	PPDR Year End Compliance		
	Total (Head Count)	Completed	Percentage (%)
City Operations	1353	197	14.6%
Communities, Housing & Customer Services	1146	1101	96.1%
Economic Development	257	66	25.7%
Education & Lifelong Learning (exc schools and central teachers)	841	514	61.1%
Governance & Legal Services	85	30	35.3%
Resources	1287	81	6.3%
Social Services – Adults	647	456	70.5%
Social Services – Childrens	369	62	16.8%
Social Services (Total)	1016	518	51.0%
<b>Total</b>	<b>5985</b>	<b>2507</b>	<b>41.9%</b>

# Information Requests

Change and Improvement Managed Requests						
Function	FOI		DPA		Overall IR Compliance	
	Due	Compliance	Due	Compliance	Due	Compliance
Children's Services	19	84.21%	13	92.31%	32	87.50%
Crematoria & Cemeteries						
Communication & Media						
CTS						
Culture & Tourism	1	100.00%			1	
Democratic Services	8	75.00%			8	75.00%
Econ & Major Projects	13	23.08%			13	23.08%
Education	23	86.96%	1	100.00%	24	87.50%
Emergency Management	23	86.96%	1	100.00%	24	87.50%
Enterprise						
Enterprise Archi						
Environmental Health	20	80.00%	2	100.00%	22	81.82%
Exchequer & Dev						
Facilities Management	2	50.00%			2	50.00%
Finance & Procurement	40	97.96%	1	100.00%	41	97.56%
Harbour Authority						
Health & Safety						
Highways & Transport	63	100.00%			63	100.00%
HRPS	63	100.00%			63	100.00%
ICT	1	100.00%			1	100.00%
Improvement & Info	7	100.00%	56	98.21%	63	98.41%
Infrastructure						
Legal Services	3	100.00%			3	100.00%
Licensing	15	86.67%			15	86.67%
Parks & Sport	15	86.67%			15	86.67%
Planning	15	86.67%			15	86.67%
Policy, Partnership	15	86.67%			15	86.67%
Project, Design, Dev						
Procurement	15	86.67%			15	86.67%
Registration & Coronors	15	86.67%			15	86.67%
Risk & Audit						
Scrutiny Services						
Shared Services						
Strategic Estates						
Trading Standards	5	60.00%			5	60.00%
Traffic Network Man	4	100.00%	54	100.00%	58	100.00%
Waste Management	15	66.67%			15	66.67%
<b>Total</b>	<b>302</b>	<b>83.77%</b>	<b>134</b>	<b>97.01%</b>	<b>436</b>	<b>87.84%</b>
<b>Multi-Function</b>	<b>48</b>	<b>70.83%</b>	<b>8</b>	<b>75.00%</b>	<b>56</b>	<b>71.43%</b>
<b>Total</b>	<b>407</b>	<b>78.87%</b>	<b>200</b>	<b>92.50%</b>	<b>607</b>	<b>83.36%</b>

**607**

**Requests**

**83.36%**

**compliance**

In Quarter 4 the Council handled 607 information requests under FOI & DPA Legislation. Compliance with requests handled centrally by the Information Management Team remains at a consistent level & work will be undertaken in Quarter 1 2016/17 to review handling processes within areas where compliance remains low. Compliance with requests managed by individual Directorates remains below the Council's target compliance. The Information Management Team will be looking at opportunities for managing these directorates' requests as set out within the Corporate Assessment actions during Quarter 1 2016/17. Multi Function requests cover a number of service areas. The Council handled 56 of these requests during Quarter 4 & compliance with these was 75%, which remains at a consistent level.

During 2015/16 the Council handled 2333 information requests with overall compliance with requests for the year at 83%

**115**

**Requests**

**72.17%**

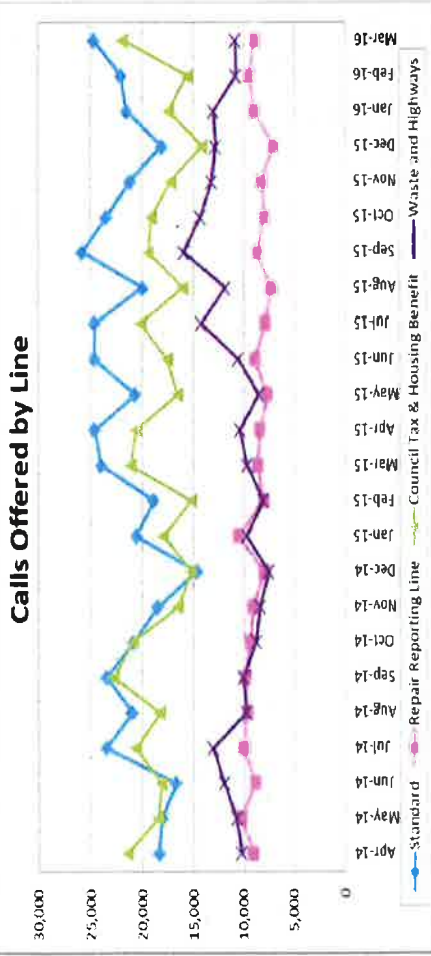
**compliance**

Requests Managed by Directorates						
Function	FOI		DPA		Overall IR Compliance	
	Due	Compliance	Due	Compliance	Due	Compliance
Customer Services	12	75.00%	0	-	12	75.00%
Health & Social Care	24	33.33%	56	83.93%	80	68.75%
Housing	21	80.95%	2	100.00%	23	82.61%
<b>Total</b>	<b>57</b>	<b>59.65%</b>	<b>58</b>	<b>84.48%</b>	<b>115</b>	<b>72.17%</b>



## Customer Contact

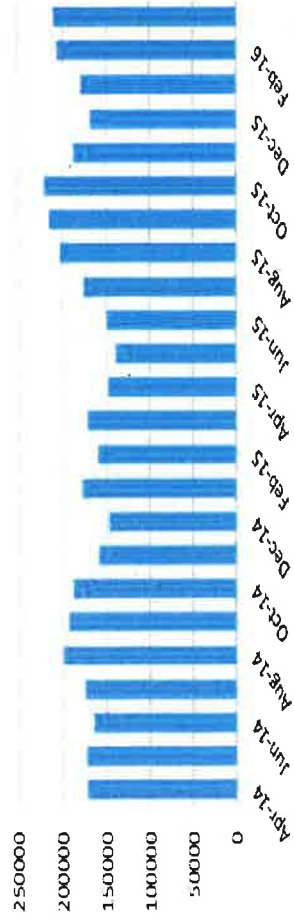
### Calls offered to C2C



**Update:** The Waste Restrictions Programme remained active during the months of January and February and the volumes of calls and emails regarding waste management issues remain high. Coupled with Council tax annual billing, which began earlier than normal on March 14th, C2C received an additional 8 and a half thousand calls when compared to Q3.

### Total Footfall in both Libraries & Hubs across the City

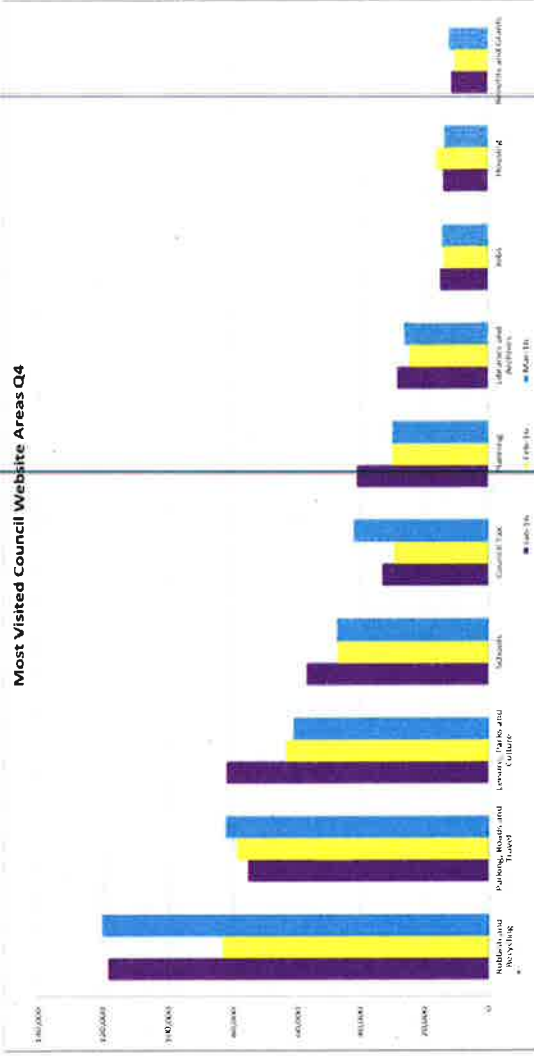
#### City Wide Hub and Library Footfall



**Update:** Quarter 4 2015/16 saw 595,831 visitors, an increase of 84,888 against the Quarter 4 2014/15 volume of 510,943. This demonstrates the excellent work being carried out within the Library and Hub services, holding events and engaging with communities.

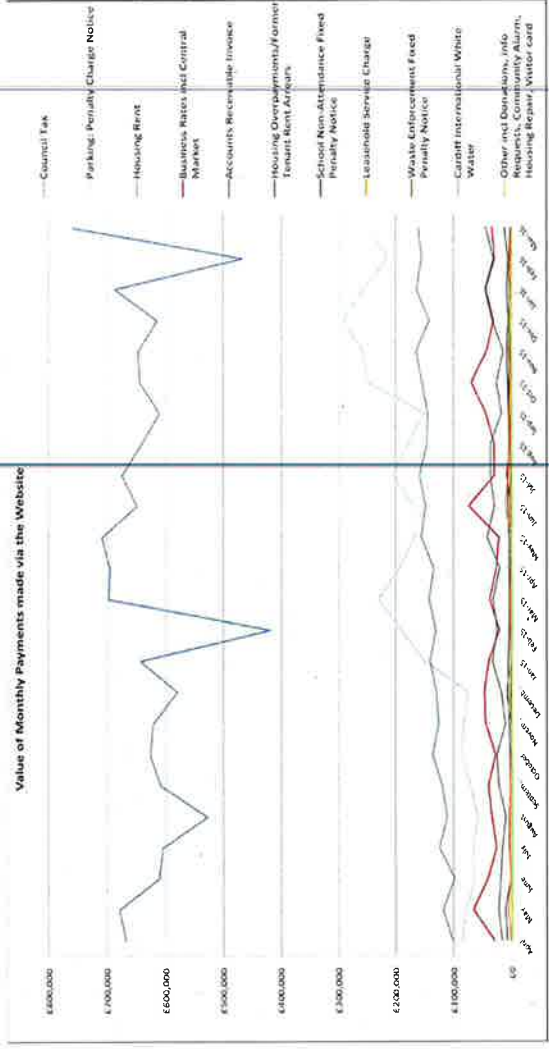
## Most visited Website Areas

### Most Visited Council Website Areas Q4



This chart shows (in descending order) the comparative levels of interest / page views by customers on the top 10 most viewed sections of the site each month during Quarter 3.

## The value of Payments made through the Website



# Outcome Agreement Measures for Q4 2015/16

## Economic Development

Measure	2015/16 Result	Annual Target
Businesses supported	415	50
New & safeguarded jobs in businesses supported financially or otherwise by the Council	4,304	1000
Grade A office space	316,211 Sqft	100,000 Sqft
Jobs 10% above average Wales salary	60%	20%
Grant aid and private sector finance to companies assisted by the Council	£11,270,142	£1,000,000

## Education, Employment & Training

Measure	2015/16 Result	Annual Target
Number of work experience placements*	382	1000
Number of businesses attending jobs fair events	75	70
Number of Into Work Services skills focussed workshops	705	500
% of Into Work Service users gaining a qualification	90%	90%
% of year 11 at risk and allocated a Lead Worker	48%	80%
% Year 11 leavers NEET**	4.5%	2.5%
Year 13/14 leavers NEET**	2.95%	3%

\*From September 2015 Welsh Government placed the onus on schools to make their own arrangements with employers in relation to work experience placements. This called into question the need for the service offered by Cardiff Council Academy in being the intermediary between schools and placement providers, and with work experience no longer mandatory this has resulted in lower uptake of work experience placements.

\*\*Cardiff's NEET figures will not be verified until May 2016. In relation to year 11 leavers, indicative data shows that out of a cohort of 3,343 pupils, 152 are not in Employment, Education or Training. Two European Social Fund bids have been finalised and projects commencing in April 2016 will bring additional capacity to the Lead Worker role to support more young people at risk of becoming NEET.

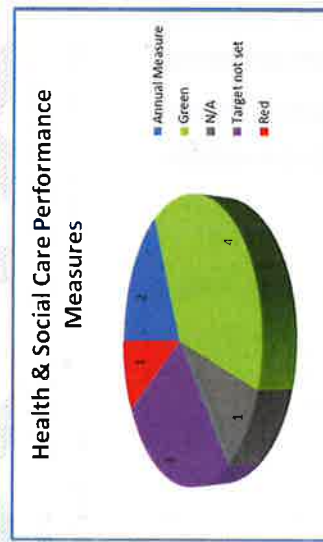
Page 6

## Education

Measure	Academic Year 14/15	Annual Target
% pupils achieving foundation phase indicator	86.73%	85.8%
% pupils KS2 achieving CSI	87.76%	86.5%
% pupils KS3 achieving CSI	83.40%	79.3%
% pupils KS4 achieving Level 2 threshold	59.3%	60%
No. of Schools placed in special measures or significant improvement*	6	1
Attendance at Primary School	95.1%	94.6%
Attendance at secondary school	93.86%	94.1%

\* 2 Schools placed in special measures and 4 schools placed in the category of significant improvement

## Health & Social Care



\*Red relates to Delayed Transfers of Care, final result due end of April 2016. Actions are in place to address performance issues.

N/A refers to home care & care home packages. This PI does not take into account the Council's approach to signpost clients to community based options.

## Housing

Measure	2015/16 Result	Annual Target
Boiler upgrades	931	550
Roof replacements	304	240
Cladding of flats	74	40

All scheduled jobs were carried out on time and within budget. The number of boiler upgrades largely exceeded the target due to a strategic management decision to prioritise the boiler programme to enable a better impact for tenants.



# Directorate: Social Services - Children's

Director: Tony Young

Councillor: Sue Lent

## Q4 2015/16

Number of Employees (FTE)	350
Sickness Absence YTD (Days Per Person)	13.76
PPDR Year End Completion(Permanent Staff)	16.8%

Budget	Projected Outturn	Variance	Variance (%)
£46,552,000	£48,302,000	£1,750,000	3.62%
Target Savings 15/16	Projected Savings	Variance	Variance (%)
£2,781,000	£1,728,000	£1,053,000	37.86%

### Q4 Progress against Corporate Plan Commitment Actions 2015/16 (7)

Green 57% (4) Amber 43% (3)

### Q4 Progress against Directorate Plan actions (Core Business Priorities) 2015/16 (19)

Green 53% (10) Amber 47% (9)

### Progress on Challenges Identified Q3 (previous quarter)

Late publication by Welsh Government in December of the statutory guidance relating to Information, Advice and Assistance means that the time available to design, plan and train staff to support a new model of delivery that is compliant with the Social Services & Wellbeing (Wales) Act will be highly constrained. It is unlikely that the service will be able to deliver a fully compliant model before April 2016 although we understand that most Councils are in a similar or worse position:

Children's Services now have a First Point of Contact (FPoC) delivered through the Children's Access Point team. This is a single agency FPoC and plans are in place to develop a multi agency FPoC. A project team has been established, supported by Organisational Development, and the anticipated Go Live date is at the end of Quarter 2 2016-17.

### Q4 Service Delivery

#### Budget

The month 11 position for Children's Services shows a projected overspend of £1.750m. Despite a reduction in the number of looked after children during the year (from a high of 662 in June 2015 to 641 at 31<sup>st</sup> March 2016) the commissioning mix for placements has become more costly. This is because there has been an increase in the proportion of children presenting extremely complex challenges who need externally purchased placements with very high support ratios. In spite of this however, there is also a significant shortfall (£1.1m) against the £2.7m savings target set for the service as part of the 2015-16 budget which is attributable principally to the failure of a provider to deliver services in support of a new Payment by Results initiative. Nevertheless, there has been a continued focus on returning children placed in high cost out of area placements to Cardiff that has been successful in returning 7 children to Cardiff at an estimated saving of £316,000.

#### Directorate Delivery Plan

Of the 7 actions in the Corporate Plan, 3 are rated amber at 31.03.16:

**Child Sexual Exploitation (CSE) Strategy:** The Cardiff Child Sexual Exploitation Strategy was approved by the Cardiff and Vale Safeguarding Children Board in its role as the statutory body to which all agencies are accountable and this has provided the basis for Directorate and partner activity both in developing a strategic response to CSE and in ensuring effective operational interventions when necessary. More broadly the Directorate has been working very actively with South Wales Police as the key lead agency in relation to CSE overall and this strong local relationship in Cardiff is reflected both in the Strategy and in joint operations on the ground. A full programme of training has been planned for partner agencies and other groups, and awareness raising sessions are underway. A briefing to informal Cabinet is being arranged in the near future which will demonstrate significant progress over the last 12 months.

**Implementation of Multi Agency Safeguarding Hub (MASH):** Multi Agency Safeguarding Hub (MASH) governance arrangements, operating model, staff composition, ICT infrastructure and accommodation (Cardiff Bay Police Station) agreed. Information sharing protocol under development. Vetting process for staff almost complete. Process mapping for referral pathways completed. On target for launch at the end of Quarter 1 2016-17.

**Work with Education to improve educational outcomes for looked after children and care leavers:** Following concerns raised in Quarter 2, and the introduction of information for managers to enable proactive monitoring of PEPs, there are some signs of improvement at the time of writing. However, Operational Managers for relevant services are continuing to re-enforce the need to ensure that staff give high priority to completing the PEP when children become looked after. 9 further actions from the Directorate Plan have been rated as amber. These relate to:

**Improving the quality of referrals:** The review of the Multi-Agency Referral Form planned for Quarter 2 was integrated

with work being undertaken in relation to the Social Services & Wellbeing (Wales) Act. Required amendments have been made and the form is to be agreed collectively by colleagues in Education, Probation, Police and Health in readiness for use in 2016-17.

**Safeguarding monitoring requirements:** Work on the development of a suite of performance measures and reporting mechanisms that cover the broad range of work undertaken by the safeguarding and review unit has been undertaken and it is anticipated that this work will be concluded in Quarter 1 2016-17.

**YOS:** Progress in relation to YOS governance has been made and plans are in place to address membership, contents of meetings, presentation of performance information and financial information which will accord with recommendations made by the Police and Crime Commissioner's commissioned report and the YOS inspection report. YOS Management Board to facilitate workshops to address governance issues. Achievement of the planned YOS restructure has been deferred to 2016-17.

**Corporate Parenting Strategy:** The Corporate Parenting Strategy will be considered by Cabinet in Quarter 1 and the launch will follow shortly after.

**Re-commissioning of the Supervised Contact Service:** Contract awarded – service to be implemented in Quarter 1 2016-17.

**Enhanced Fostering Scheme / Payment by Results:** Plan in place to address financial implications. Engagement with alternative provider and three promising models proposed (currently being considered by Children's Management Team). Work undertaken with Legal and Procurement to terminate current contract and put in place a new contract for an individual placement for the one young person who was placed within the scheme and remains in placement.

**Welsh bilingual service:** Operational pressures have made the completion of the Linguistic Assessments more difficult. 21 assessments have been returned to date and reminders issued regarding the outstanding assessments.

**Savings:** See above.

**Quality Assurance Framework:** A Quality Assurance Officer has been appointed and the implementation of the Framework is planned for Quarter 1 2016-17.

**Good progress has been made in relation to:**

**Early Help Strategy:** The Strategy was launched during Quarter 3 and is being implemented. The following developments have been made during the quarter:

- Joint Assessment Family Framework (JAFF) pilot progressing; Family Plan template finalised; JAFF Training DVD commissioned to assist practitioners undertake the assessment.
- Review of Family Intervention Support Service (FISS) capacity being undertaken following ongoing success of rapid response project.
- Adolescent Resource Centre – premises secured, post creation commenced; model for psychology input agreed with Health.

**Gateway Database:** Single gateway for young people aged 16 or above to access direct housing, advice and support went live in Quarter 3. The Gateway has been a very positive development for young people needing to access accommodation and for the staff supporting them to do so. The process is very accessible and has reduced the anxiety for young people. It has strengthened relationships across the Directorates and is enabling the Looked After Children Service to respond to the requirements of young people and to work together to develop appropriate resources that meet need.

**Remodelling of Children's Services:** Meetings underway with Signs of Safety training provider to plan the delivery of training. Risk Assessment Framework agreed – to be implemented in Quarter 1 2016-17. Evaluation of OM roles completed - discussions underway with Trade Unions to agree position prior to proceeding with re-structure. Subject to agreement being reached with Trade Unions, it is anticipated that OM appointments will be completed by end of Quarter 1 2016-17.

### **Management**

At the time of writing, the Directorate had achieved 90% compliance with finalisation of objectives and 76% of 6 monthly reviews. A small percentage cannot be initiated due to staff absence (e.g. maternity leave and long term sick leave), and a high level of recruitment activity and new intake accounts for a proportion of the outstanding PPDRs. Social Services staff have met with colleagues in Communities to discuss and share the good practice work that Communities have developed around the PPDR process. Work is being undertaken to determine how this can be applied across Social Services so that there is a clear line of sight for all staff from the Corporate Plan to their PPDR objectives.



## Key Performance Indicator Data – Q4 2015/16

### Q4 Progress against Performance Indicators (Corporate & Delivery Plans) 2015/16 (36)

**Green 43% (3)**

**Amber 29% (2)**

**Red 29% (2)**

Of the total number of indicators above 31% (11) are annual and 50% (18) have no or limited results as yet.

During 2014/15 Social Services focussed on improving performance in relation to indicators that have the greatest significance for safe and effective practice concerning children – these are represented in the second table below\*. The stronger strategic focus that has characterised the Directorate’s work in 2014-15 will provide a basis for improving performance against NSIs and PAMs.

#### National Strategic Indicators and Public Accountability Measures

Performance Indicator	Result 14/15	Position Q1	Position Q2	Position Q3	Position Q4	Target 15/16	Year End 15-16	R.A.G.
SCC/002 – Percentage of children looked after at 31 March who have experienced one or more changes of school, during a period or periods of being looked after, which were not due to transitional arrangements, in the 12 months to 31 March	17.80%	Annual Result				11%		
SCC/004 - The percentage of children looked after on 31 March who have had three or more placements during the year	10.50%	Annual Result				8%		
SCC/011b - The percentage of initial assessments that were completed during the year where there is evidence that the child has been seen alone by the Social Worker	26.40%	28.5	29.5	30.7	28.4	N/A	29.2	N/A
Not appropriate for RAG rating as there is no target or threshold for intervention.								
SCC/025 - The percentage of statutory visits to looked after children due in the year that took place in accordance with regulations	88.90%	85.1	85.3	85.3		95%		
SCC/033d - The percentage of young people formerly looked after with whom the authority is in contact at the age of 19	90.50%	Annual Result				96%	94.0	A
SCC/033e - The percentage of young people formerly looked after with whom the authority is in contact, who are known to be in suitable, non-emergency accommodation at the age of 19	91.20%	Annual Result				96%		
SCC/033f - The percentage of young people formerly looked after with whom the authority is in contact, who are known to be engaged in education, training or employment at the age of 19	56.10%	Annual Result				58%	52.4	A
SCC/037 - The average external qualifications point score for 16 year old looked after children, in any local authority maintained learning setting	191	Annual Result				220		
SCC/041a - The percentage of eligible, relevant and former relevant children that have pathway plans as required	60.50%	Annual Result				90%		
SCC/045 - The percentage of reviews of looked after children, children on the Child Protection Register and children in need carried out in line with the statutory timetable	70.80%	Annual Result				90%		

*Performance Indicator	Result 14/15	Position Q1	Position Q2	Position Q3	Position Q4	Target 15/16	Year End 15-16	R.A.G.
% of referrals with decision made within 1 working day	83.1	89.8	94.1	88.2	86.5	100	89.5	R

Performance has decreased in Quarter 4 as in the context of a sustained high number of contacts to the service (7,960 compared with 7,280 in Quarter 2) and capacity issues at Intake & Assessment (I&A) in the early part of the quarter. The performance report is based on electronic records, but there is evidence that the electronic capture of the information is delayed. There were particular issues in Quarter 4 where a number of days access to electronic systems were lost due to ICT issues. However, management oversight confirms all referrals are subject to manager decision and prioritisation on the day of receipt.

% of referrals that are re-referrals within a year of previous referral	25.4	25.6	25.2	24.3	23.4	24	23.4	<b>G</b>
% of initial assessments carried out within 7 working days	50.6	67.1	91.7	83.2	69.4	80	<b>77.3</b>	<b>A</b>

Following a decline in performance in Quarter 3 as a result of capacity issues at Intake & Assessment, recruitment of agency staff in Quarter 4 has helped the service get back on track. There was a steady improvement in performance throughout Quarter 4 (from 57% in January to 87% in March). The 80% target was met for March, although the full year figure falls just short of this at 77%. This, however, is a significant improvement on the 51% outturn for 2014-15.

% of children seen by a social worker during their initial assessment	60.9	64.4	66.6	58.0	53.7	80	<b>60.3</b>	<b>R</b>
---	------	------	------	------	------	----	-------------	----------

There has been a significant drive in empowering social workers and managers to undertake the most appropriate assessment at the point of referral. This has led to a range of outcomes including initial assessments:

- Proceeding straight to child protection investigations / core assessment / specialist assessments.
- Being closed with no further action after receiving managers have re-evaluated the decision to proceed to initial assessment.

In these circumstances a full initial assessment would not have been completed - a more appropriate assessment would have been undertaken & the child seen as part of that assessment. This is commensurate with the new Social Services & Wellbeing (Wales) Act 2014 wherein a proportionate assessment will be undertaken following all referrals. The target set by the ADSS; WLGA & CSSIW pre-dates this new approach which is consistent with the direction of travel across the country.

% of core assessments carried out within 35 working days	61.0	71.2	75.1	78.6	82.7	80	<b>76.6</b>	<b>G</b>
% of child protection reviews carried out within statutory timescales	99.8	100	99.6	100	99.6	100	<b>99.8</b>	<b>G</b>
% of social work vacancies in all teams	27.2	23.5	21.4	21.6	22.2	15	<b>22.2</b>	<b>A</b>

The vacancy position has remained reasonably stable in Quarter 4, although there has been a small increase in vacancies in the Looked After Children Service. The recruitment campaign is ongoing and an agreement is in place that when all vacancies have been filled, Children's Services will continue to recruit to a "pool" of additional social workers. This will enable the service to maintain consistency of service provision and caseloads whilst managing healthy staff turnover without needing to rely on expensive agency social workers. The ambitious 15% target has been revised to 18% for 31<sup>st</sup> March 2017. The Children's Services Workforce Strategy has been agreed, but is being revised to capitalise on messages in the inspection report and to profile the benefits of mobilisation. A plan is in place for engagement with Adult Services with a view to developing a Social Services Workforce Strategy in 2016-17.

#### Q4 Challenges Identified

None

#### Q4 Actions being taken

None

#### Q4 Risk Update

### Corporate Risk

Risk Description	Inherent Risk	Residual Risk	Mitigating Actions	Risk Owner
Failure to implement the Social Services & Wellbeing (Wales) Act 2014.	<b>Red</b>	<b>Red</b>	<ul style="list-style-type: none"> <li>• Governance arrangements in place to ensure effective monitoring of progress across the region.</li> <li>• Senior lead officers identified with responsibility for each work stream.</li> <li>• Regional task and finish groups established for each work stream and action plans being delivered.</li> <li>• Director leading workforce development planning for the region.</li> <li>• Updated Social Care Development and Workforce Plan submitted to Welsh Government in September</li> </ul>	<b>Tony Young</b>

			<p>2015.</p> <ul style="list-style-type: none"> <li>• Successful partnership workshop held to ensure full engagement in process.</li> <li>• Officers contributing to national work groups as required.</li> <li>• Regular reports to Scrutiny Committee with references to Cabinet in place.</li> <li>• National Learning &amp; Development Plan being developed by Care Council for Wales to support implementation of the Act.</li> <li>• Staff attending workforce development sessions on a prioritised basis.</li> </ul>	
			Strategic service improvement governance arrangements including:	
Failure to reduce the cost of delivering social services.	Red	Red	<ul style="list-style-type: none"> <li>• Organisational Development Programme.</li> <li>• Multi-agency Improving Services to Children Board.</li> <li>• Vulnerable Families Partnership Board.</li> <li>• Social Services Reshaping Programme.</li> <li>• Robust and transparent scrutiny of budgets in place but this remains a significant challenge.</li> </ul>	<b>Tony Young</b>



Quarter 4

Indicator Ref	Indicator Title	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	Q1 2015-16	Q2 2015-16	Q3 2015-16	Q4 2015-16	2015-16	Current Progress Against	Status	2015-16 Target	Level Triggering Mgt Action	Comments
<b>Children are protected from significant harm and are empowered to protect themselves</b>																			
Referrals 1 Local PI	Number of Referrals Received	2,576	3,241	3,793	4,525	4,730	4,744	4,531	4,195	844	936	954	1,138	3,872	Target setting not appropriate		Target setting not appropriate	Target setting not appropriate	Q4 2013-14 = 1,151 Q4 2014-15 = 1,007 January = 392 February = 375 March = 371 In addition to referrals the service received 7,960 contacts in Quarter 4 of which 1,138 proceeded to referral and are included in the number of referrals above.
SCC/006 Core Indicator	The percentage of referrals during the year on which a decision was made within 1 working day	98.4%	98.6% (Ave)	99.2% (Ave)	90.4% (Ave)	89.6% (Ave)	90.7% (Ave)	80.3%	83.1%	89.8%	94.1%	88.2%	86.5%	89.5%	☹	▼	100.0%		984 / 1,138 Performance has decreased in Quarter 4 in the context of a sustained high number of contacts to the service (7,960 compared with 7,280 in Quarter 2) and capacity issues at Intake & Assessment (I&A) in the early part of the quarter. The performance report is based on electronic records, but there is evidence that the electronic capture of the information is delayed. There were particular issues in Quarter 4 where a number of days access to electronic systems were lost due to ICT issues. However, management oversight confirms all referrals are subject to manager decision and prioritisation on the day of receipt. All Wales average 2014-15 = 97.0%
SCC/007 (a) Core Indicator	The percentage of referrals that proceed to allocation for initial assessment during the year allocated to a social worker for initial assessment	42.2%	44.0% (Ave)	44.4% (Ave)	42.2% (Ave)	57.1% (Ave)	61.9% (Ave)	92.0%	91.9%	94.1%	92.0%	93.6%	87.3%	91.5%	Target setting not appropriate	▼	Target setting not appropriate	Target setting not appropriate	994 / 1,138 8.4% of referrals were allocated to someone other than a Social Worker for initial assessment in Quarter 4 (96 / 1,138). 4.7% of referrals did not proceed to initial assessment in Quarter 4 (54 / 1,138). All Wales average 2014-15 = 73.2%
SCC/010 Core Indicator	The percentage of referrals that are re-referrals within 12 months	23.1%	22.2%	25.1%	29.1%	29.5%	32.3%	25.6%	25.4%	25.6%	25.2%	24.3%	23.4%	23.4%	☺	▲	24.0%	30.0%	906 / 3,872 All Wales average 2014-15 = 21.1%
CS CPR 4 Local PI	CPR caseload	207	213	283	272	255	372	314	255	300	322	311	342	342	Target setting not appropriate		Target setting not appropriate	Target setting not appropriate	Figure does not include 13 temporary registrations where case management responsibility for the children is retained by their home authority.

Quarter 4

Indicator Ref	Indicator Title	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	Q1 2015-16	Q2 2015-16	Q3 2015-16	Q4 2015-16	2015-16	Current Progress Against	Status	2015-16 Target	Level Triggering Mgt Action	Comments
SCC/014 Core Indicator	The percentage of initial child protection conferences due in the year which were held within 15 working days of the strategy discussion	48.9%	73.5% (Ave)	72.7% (Ave)	86.3% (Ave)	82.6% (Ave)	84.6%	83.8%	90.7%	96.4%	98.5%	93.0%	90.9%	94.4%	☺	▼	92.0%	75.0%	159 / 175 Performance has dropped slightly in Quarter 4 in the context of a 54% increase in the number of required initial conferences (175 compared with 114 in Quarter 3). 11 conferences were late in January relating to 2 sibling groups. One conference was late because the interpreter did not attend, so had to be rescheduled. The other was due to human error. 5 conferences relating to 1 sibling group were late in March due to human error. All conferences have since been held. All Wales average 2014-15 = 92.6%
SCC/015 Core Indicator	The percentage of initial core group meetings due in the year which were held within 10 working days of the initial child protection conference	69.3%	78.6%	82.6% (Ave)	87.6% (Ave)	88.7%	90.4% (Ave)	88.4%	92.4%	95.2%	97.4%	98.4%	90.7%	95.3%	☺	▼	93.0%	85.0%	127 / 140 Performance reduced in Quarter 4 in the context of a 9% increase in the number of required initial core groups (140 compared with 129 in Quarter 3), although the 93% target was met for the year. All Wales average 2014-15 = 91.1%
SCC/034 Core Indicator	The percentage of child protection reviews carried out within statutory timescales during the year	98.9%	99.2% (Ave)	99.5% (Ave)	99.2% (Ave)	98.5% (Ave)	98.0% (Ave)	98.5%	99.8%	100.0%	99.6%	100.0%	99.6%	99.8%	☺	👉	100.0%	70.0%	252 / 253 All Wales average 2014-15 = 98.0%

Children and young people are supported to live safely within their families with the lowest appropriate level of intervention

Quarter 4

Indicator Ref	Indicator Title	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	Q1 2015-16	Q2 2015-16	Q3 2015-16	Q4 2015-16	2015-16	Current Progress Against	Status	2015-16 Target	Level Triggering Mgt Action	Comments
SCC/042 (a) Core Indicator	The percentage of initial assessments carried out within 7 working days	79.8%	69.8% (Ave)	54.4% (Ave)	37.9% (Ave)	44.8% (Ave)	67.4% (Ave)	40.1%	50.6%	67.1%	91.7%	83.2%	69.4%	77.3%	☺	▼	80.0%	50.0%	729 / 1,050 Following a decline in performance in Quarter 3 as a result of capacity issues at Intake & Assessment, recruitment of agency staff in Quarter 4 has helped the service get back on track. There was a steady improvement in performance throughout Quarter 4 (from 57% in January to 87% in March). The 80% target was met for March, although the full year figure falls just short of this at 77%. This, however, is a significant improvement on the 51% outturn for 2014-15. The average working days taken to complete initial assessments that took longer than 7 working days = 15.1 (4,851 / 321). All Wales average 2014-15 = 75.9%
SCC/011 (a) Core Indicator	The percentage of initial assessments that took place during the year where there is evidence that the child has been seen by the Social Worker	26.8%	31.0% (Ave)	40.7% (Ave)	45.1% (Ave)	44.9% (Ave)	59.6% (Ave)	67.1%	60.9%	64.4%	66.6%	58.0%	53.7%	60.3%	☹	▼	80.0%	60.0%	564 / 1,050 Performance against this PI has a relationship with SCC/007a. There has been a significant drive in empowering social workers and managers to undertake the most appropriate assessment at the point of referral. This has led to a range of outcomes including initial assessments: • Proceeding straight to child protection investigations / core assessment / specialist assessments. • Being closed with no further action after receiving managers have re-evaluated the decision to proceed to initial assessment. In these circumstances a full initial assessment would not have been completed - a more appropriate assessment would have been undertaken and the child seen as part of that assessment. This is commensurate with the new Social Services & Wellbeing (Wales) Act 2014 wherein a proportionate assessment will be undertaken following all referrals. The target set by the ADSS, WLGA and CSSIW pre-dates this new approach which his consistent with the direction of travel across the country. Inclusion of children seen by a Children's Services worker other than a social worker increases the percentage of children seen to 61.2% (643 / 1,050). 28.4% of children were seen alone by a social worker (298 / 1,050).



Quarter 4

Indicator Ref	Indicator Title	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	Q1 2015-16	Q2 2015-16	Q3 2015-16	Q4 2015-16	2015-16	Current Progress Against	Status	2015-16 Target	Level Triggering Mgt Action	Comments
SCC/043 (a) Core Indicator	The percentage of required core assessments carried out within 35 working days	27.3%	41.2% (Ave)	49.5% (Ave)	36.3% (Ave)	49.5%	68.2% (Ave)	71.1%	61.0%	71.2%	75.1%	78.6%	82.7%	76.6%	☺	▲	80.0%	50.0%	354 / 428 January = 72.9% February = 88.3% March = 82.9% Performance has continued to improve in Quarter 4 with quarterly performance exceeding the 80% target for the first time since Quarter 1 2013-14. The average working days taken to complete core assessments that took longer than 35 working days = 66.4 (4,914 / 74). All Wales average 2014-15 = 80.7%
<b>Looked after children experience the best care and support to help them recognise their abilities, have aspirations and achieve their full potential</b>																			
CS LAC 3e Local PI	LAC caseload (not including respite care arrangements for disabled children)	521	520	530	521	568	557	611	650	662	630	625	644	644	Target setting not appropriate		Target setting not appropriate	Target setting not appropriate	Cardiff rate at 31.03.16 = 8.8 per 000 Wales rate at 31.03.14 = 9.1 per 000
CS LAC 58 Local PI	Percentage of children in regulated placements who are placed in Cardiff	New for 2008-09	61.4%	64.8%	67.0%	65.6%	62.2%	62.0%	60.7%	60.4%	61.6%	60.9%	62.5%	62.5%	☹	▲	65.0%	60.0%	315 / 504 The PI counts only children placed within the LA boundaries and excludes children placed in neighbouring authorities close to their home area and attending Cardiff schools. 17.0% (32) of children not placed in Cardiff are placed within 10 miles of their home address. 3 of the children not placed in Cardiff are placed with a relative carer. Planning always takes account of placement location for children. Some children need a specialist placement that is not available in the city or need to live away from families, communities or individuals that could present risks for them.
SCC/001 (a) Core Indicator	The percentage of first placements of looked after children during the year that began with a care plan in place	75.8%	83.4% (Ave)	82.3% (Ave)	78.3% (Ave)	72.3%	64.2% (Ave)	62.5%	75.0%	67.0%	76.5%	78.1%	88.7%	77.0%	☺	▲	95.0%	80.0%	63 / 71 Performance against this indicator has improved during the quarter and is now above the threshold for manager intervention. All Wales average 2014-15 = 92.2%

Page 72



Quarter 4

Indicator Ref	Indicator Title	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	Q1 2015-16	Q2 2015-16	Q3 2015-16	Q4 2015-16	2015-16	Current Progress Against	Status	2015-16 Target	Level Triggering Mgt Action	Comments
SCC/001 (b) Core Indicator	For those children looked after whose second review (due at 4 months) was due in the year, the percentage with a plan for permanence at the due date	69.2%	80.2% (Ave)	90.7% (Ave)	90.4% (Ave)	87.1%	83.0% (Ave)	76.4%	81.1%	85.7%	96.6%	96.3%	88.1%	91.9%	☺	▼	87.0%	80.0%	37 / 42 87% target met for both quarter and year. All Wales average 2014-15 = 94.7%
SCC/021 Core Indicator	The percentage of looked after children reviews carried out within statutory timescales during the year	92.3%	95.9% (Ave)	96.2% (Ave)	96.4% (Ave)	95.2%	95.2% (Ave)	92.4%	88.3%	93.2%	96.0%	95.9%	92.7%	94.5%	☹	▼	100.0%	70.0%	395 / 426 All Wales average 2014-15 = 95.5%
SCC/025 Core Indicator	The percentage of statutory visits to looked after children due in the year that took place in accordance with regulations	69.3%	79.5% (Ave)	88.2% (Ave)	83.9% (Ave)	85.1%	89.5% (Ave)	87.7%	88.9%	85.1%	85.3%	85.3%	91.1%	86.6%	☺	▲	92.0%	85.0%	388 / 426 All Wales average 2014-15 = 87.7%

Cardiff is the destination of choice for committed social work professionals

Page 73

Quarter 4

Indicator Ref	Indicator Title	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	Q1 2015-16	Q2 2015-16	Q3 2015-16	Q4 2015-16	2015-16	Current Progress Against	Status	2015-16 Target	Level Triggering Mgt Action	Comments
Staff 1 Local PI	Percentage of social work vacancies in all teams	22.1%	26.1%	15.2% (Ave)	14.7% (Ave)	15.9% (Ave)	14.5% (Ave)	20.8% (Ave)	27.2% (Ave)	23.5%	21.4%	21.6%	22.2%	22.2%	☹️	🚩	15.0%	25.0%	100 / 450.9 I&A = 36.9% CIN = 20.2% LAC = 15.8% The vacancy position has remained reasonably stable in Quarter 4, although there has been a small increase in vacancies in the Looked After Children Service. The recruitment campaign is ongoing and an agreement is in place that when all vacancies have been filled, Children's Services will continue to recruit to a "pool" of additional social workers. This will enable the service to maintain consistency of service provision and caseloads whilst managing healthy staff turnover without needing to rely on expensive agency social workers. The ambitious 15% target has been revised to 18% for 31st March 2017. The Children's Services Workforce Strategy has been agreed, but is being revised to capitalise on messages in the inspection report and to profile the benefits of mobilisation. A plan is in place for engagement with Adult Services with a view to developing a Social Services Workforce Strategy in 2016-17.
<b>Children's Services are provided on the basis of the most efficient and effective use of resources</b>																			
CS LAC 44 Local PI	Percentage of LAC placements with independent sector providers	56.4%	56.6%	58.9%	62.0%	64.2%	68.6%	67.4%	71.8%	70.3%	70.3%	70.0%	72.0%	72.0%	☹️	▼	60.0%		363 / 504 Of the 363 placements with independent sector providers, 154 started within the last 12 months. Following concerns raised in Quarter 2 regarding the capacity of the provider to deliver on its commitments, the decision was taken in Quarter 3 to end the contract due to a lack of suitable placements. A plan is now in place to address the financial implications and the following actions are being taken: <ul style="list-style-type: none"> <li>• Engagement with alternative provider and three promising models proposed (currently being considered by Children's Management Team).</li> <li>• Work undertaken with Legal and Procurement to terminate current contract and put in place a new contract for an individual placement for the one young person who was placed within the scheme and remains in placement.</li> </ul>

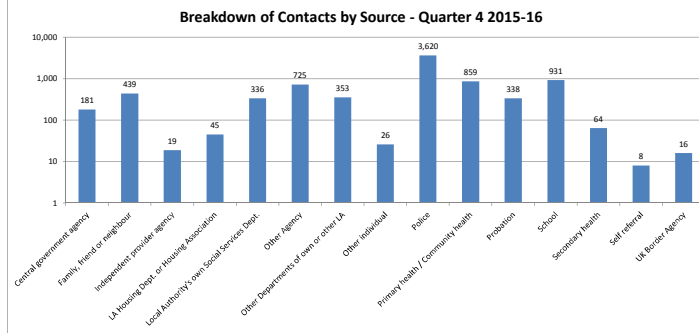
# Contacts - Quarter 4 2015-16 Summary

No. of Contacts - Quarter 4 2015-16 7,960

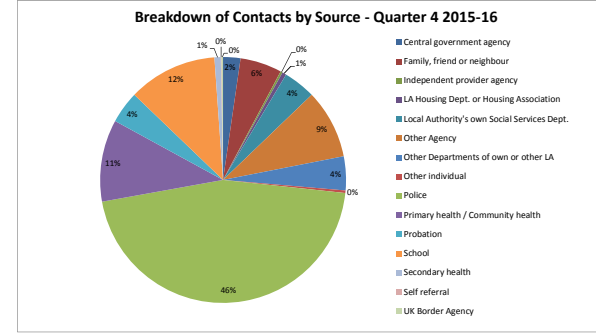
Source of Contact	Total	Total %
Central government agency	181	2.3%
Family, friend or neighbour	439	5.5%
Independent provider agency	19	0.2%
LA Housing Dept. or Housing Association	45	0.6%
Local Authority's own Social Services Dept.	336	4.2%
Other Agency	725	9.1%
Other Departments of own or other LA	353	4.4%
Other individual	26	0.3%
Police	3,620	45.5%
Primary health / Community health	859	10.8%
Probation	338	4.2%
School	931	11.7%
Secondary health	64	0.8%
Self referral	8	0.1%
UK Border Agency	16	0.2%
<b>Grand Total</b>	<b>7,960</b>	<b>100.0%</b>

(blank) =No information recorded on CareFirst

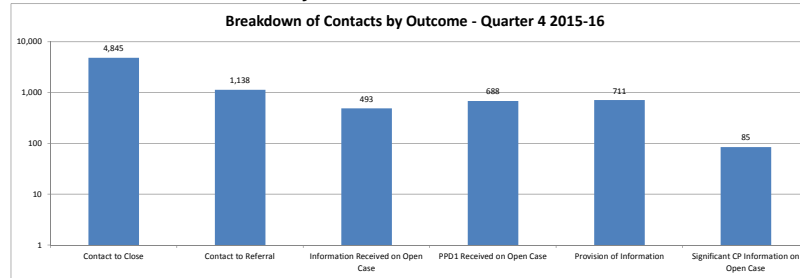
## Breakdown of Contacts by Source - Quarter 4 2015-16



## Breakdown of Contacts by Source - Quarter 4 2015-16



## Breakdown of Contacts by Outcome - Quarter 4 2015-16

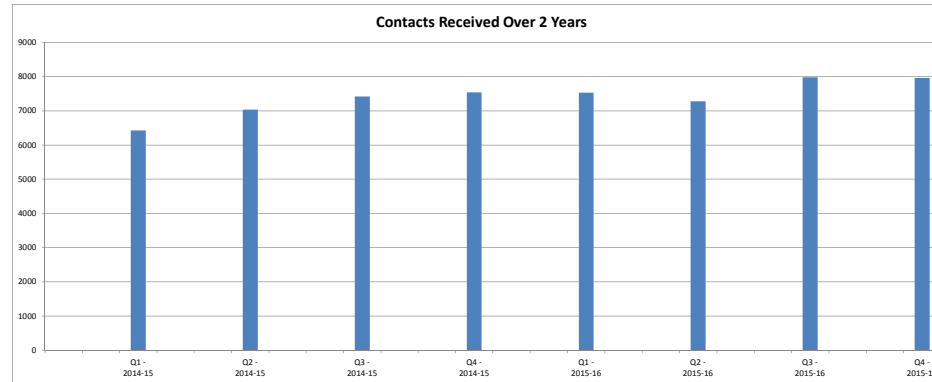


Contact Outcome	Total	Total %
Contact to Close	4,845	60.9%
Contact to Referral	1,138	14.3%
Information Received on Open Case	493	6.2%
PPD1 Received on Open Case	688	8.6%
Provision of Information	711	8.9%
Significant CP Information on Open Case	85	1.1%
<b>Grand Total</b>	<b>7,960</b>	<b>100.0%</b>

## Contacts Received Over 2 Years

Month	Month Total	Quarter	Quarter Total
Apr-14	1,995		
May-14	2,074		
Jun-14	2,360	Q1 - 2014-15	6,429
Jul-14	2,397		
Aug-14	2,080		
Sep-14	2,560	Q2 - 2014-15	7,037
Oct-14	2,688		
Nov-14	2,487		
Dec-14	2,245	Q3 - 2014-15	7,420
Jan-15	2,656		
Feb-15	2,329		
Mar-15	2,554	Q4 - 2014-15	7,539
Apr-15	2,274		
May-15	2,460		
Jun-15	2,797	Q1 - 2015-16	7,531
Jul-15	2,565		
Aug-15	2,016		
Sep-15	2,698	Q2 - 2015-16	7,280
Oct-15	2,614		
Nov-15	3,096		
Dec-15	2,266	Q3 - 2015-16	7,976
Jan-16	2,493		
Feb-16	2,550		
Mar-16	2,917	Q4 - 2015-16	7,960

## Contacts Received Over 2 Years

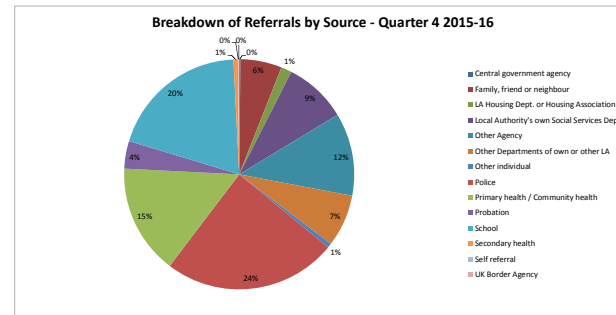
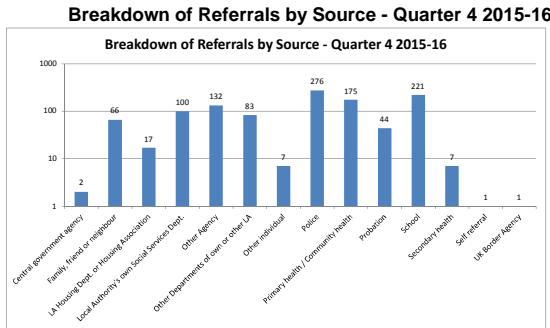


Mae'r dudalen hon yn wag yn fwriadol

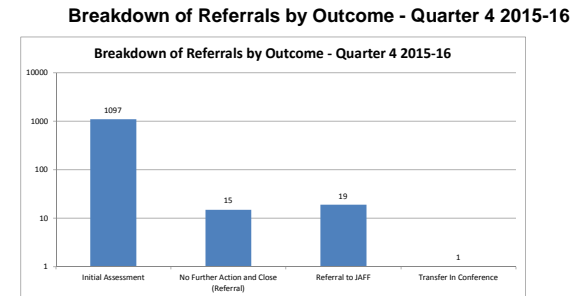
# Referrals - Quarter 4 2015-16 Summary

No. of Referrals - Quarter 4 2015-16 1,132

Source of Referral	Total	Total %
Central government agency	2	0.2%
Family, friend or neighbour	66	5.8%
LA Housing Dept. or Housing Association	17	1.5%
Local Authority's own Social Services Dept.	100	8.8%
Other Agency	132	11.7%
Other Departments of own or other LA	83	7.3%
Other individual	7	0.6%
Police	276	24.4%
Primary health / Community health	175	15.5%
Probation	44	3.9%
School	221	19.5%
Secondary health	7	0.6%
Self referral	1	0.1%
UK Border Agency	1	0.1%
<b>Grand Total</b>	<b>1,132</b>	<b>100.0%</b>
Referrals started in next quarter	11	
Referrals resulting from contacts in previous quarter	5	
Total referrals resulting from contacts in current quarter	1,138	

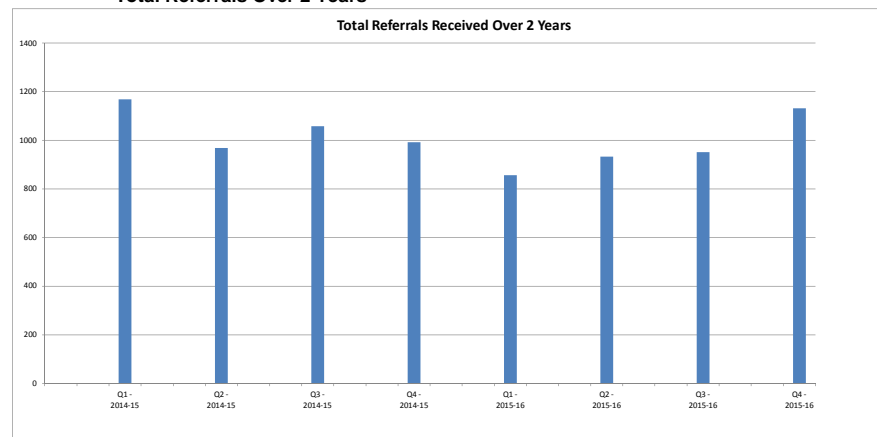


Outcome of Referral	Total	Total %
Initial Assessment	1,097	96.9%
No Further Action and Close (Referral)	15	1.3%
Referral to JAFF	19	1.7%
Transfer in Conference	1	0.1%
<b>Grand Total</b>	<b>1,132</b>	<b>100.0%</b>
Referrals started in next quarter	11	
Referrals resulting from contacts in previous quarter	5	
Total referrals resulting from contacts in current quarter	1,138	



## Total Referrals Over 2 Years

Month	Quarter	Quarter Total
Apr-14		339
May-14		405
Jun-14	Q1 - 2014-15	1,169
Jul-14		368
Aug-14		256
Sep-14	Q2 - 2014-15	969
Oct-14		371
Nov-14		360
Dec-14	Q3 - 2014-15	1,058
Jan-15		303
Feb-15		335
Mar-15	Q4 - 2014-15	992
Apr-15		253
May-15		286
Jun-15	Q1 - 2015-16	857
Jul-15		343
Aug-15		340
Sep-15	Q2 - 2015-16	933
Oct-15		257
Nov-15		398
Dec-15	Q3 - 2015-16	952
Jan-16		388
Feb-16		375
Mar-16	Q4 - 2015-16	1,132



Mae'r dudalen hon yn wag yn fwriadol

**CITY AND COUNTY OF CARDIFF  
DINAS A SIR CAERDYDD**

**CHILDREN & YOUNG PEOPLE SCRUTINY COMMITTEE**

**17 May 2016**

---

**ESTYN Monitoring Visit – Inspection Letter**

---

**Purpose of the Report**

1. The purpose of this report is to enable the Committee to be presented with the Estyn inspection outcome letter by Clive Phillips, Assistant Director for Estyn (copy attached at **Appendix A**), as published in March 2016.

**Background**

2. Estyn inspected Cardiff Local Education Authority in 2011 and, whilst judging provision to be 'adequate', the Inspectorate placed the authority in Estyn's Monitoring category . Two monitoring visits were carried out, in June 2012 and February 2014, the latter judging that Cardiff Local Education Authority required 'significant improvement'. Estyn left the authority with six updated recommendations and agreed a monitoring programme outlining the scope of three further visits in Spring 2015, Autumn 2015 and Spring 2016. The six recommendations from the February 2014 visit were:

R1 Raise standards, particularly at Key Stage 4;

R2 Reduce exclusions and reduce the proportion of young people who are not in education, employment or training post – 16;

R3 Make sure that the arrangements for delivering school improvement services challenge and support all schools

effectively, in order to improve standards for learners at all levels;

- R4 Improve the effectiveness of joint planning across the range of partnership working;
- R5 Improve performance management processes to ensure a consistent approach to delivering objectives;
- R6 Improve the scrutiny of local authority education services and partnership working.

### **Monitoring Programme**

- 3. The monitoring visit in October 2015 focused upon Recommendations 2 and 4. The inspection team return in January 2016 to inspect progress against Recommendation 1 and all recommendations, by which time two years of verified data across all key stages would be available.

### **Spring 2015 Monitoring Visit**

- 4. Huw Davies HMI led a team of four inspectors on the second monitoring visit during the period 25 to 29 January 2016. The inspection team held discussions with the Leader of the Council, elected Members, the Chief Executive, senior officers, head teachers and Partnership representatives. The team also scrutinised documentation including evidence on the progress made against each of the recommendations. At the end of the visit the team verbally reported their findings to the Leader of the Council, the Cabinet Member for Education, Chair of this Scrutiny Committee, the Chief



Executive, the Director of Education and Lifelong Learning and a representative from the Welsh Government.

5. The Assistant Director, Clive Phillips will provide the Members with an overview of the inspection, together with the broad messages arising from the inspection for the Committee, which the Members may wish to take into consideration during its future monitoring of the Education service.

### **Scope of the Scrutiny**

6. Members will receive a presentation on the Director of Education and Lifelong Learning's views of the monitoring visit findings, and the plans to address the issues highlighted in the letter.

### **Legal Implications**

7. 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 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**

8. 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 financial implications at this stage in relation to any of the work programme. However, financial 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 will set out any financial implications arising from those recommendations.

## **RECOMMENDATION**

The Committee is recommended to receive and consider Estyn's Inspection Outcome Letter, and provide any comments or recommendations to the Cabinet Member for Education and the Director of Education and Lifelong Learning.

**DAVID MARR**

**Interim Monitoring Officer**

**11 May 2016**

Dr Paul Orders  
Chief Executive  
Cardiff County Council  
County Hall  
Atlantic Wharf  
Cardiff  
CF10 4UW

March 2016

Dear Dr Orders

### **Estyn Monitoring Visit 25 – 29 January 2016**

Following the outcome of the Estyn monitoring visit of education services for children and young people in February 2014, Her Majesty's Chief Inspector was of the opinion that the local authority was in need of significant improvement.

A plan of follow-up visits was agreed and teams of inspectors undertook monitoring visits in March and October 2015. The third and final monitoring visit took place from 25 to 29 January 2016. Huw Davies HMI led a team of five inspectors to review the progress made by the authority against all of the six recommendations arising from the monitoring visit in February 2014.

The inspection team held discussions with the leader of the council, elected members, the chief executive, senior officers, headteachers and partnership representatives. Inspectors scrutinised documentation from the local authority, including evidence on the progress made against each of the recommendations. They also considered outcomes from Estyn inspections of schools in the authority.

At the end of the visit, the team reported their findings to the leader of the council, cabinet member for education, chair of the scrutiny committee, chief executive, director for education and a representative from the Welsh Government. This letter records the outcomes of that visit.

### **Outcome of the monitoring visit**

Cardiff Council is judged to have made sufficient progress in relation to the recommendations that arose from the monitoring visit in February 2014. As a result, Her Majesty's Chief Inspector of Education and Training in Wales considers that the authority is no longer in need of significant improvement and is removing it from follow-up activity.

## Background

The monitoring visit in February 2014 noted that there had been significant turnover in senior management posts, with periods where key posts were unfilled.

The director for education and lifelong learning had been in post for five months. He had clarified the relationship between the authority and its schools and had taken action to challenge schools more robustly.

Since then there has been a period of stability and the local authority has strengthened its education service. The director has re-structured the department and is now supported by new posts including an assistant director, a head of achievement and inclusion and a head of school organisation, access and planning.

The chief executive continues to have a sound understanding of the areas for improvement in Cardiff's education services for children and young people. He plays a pivotal role in both supporting and challenging the education directorate.

### **Recommendation 1: Raise standards, particularly at key stage 4**

#### **The authority has made satisfactory progress in addressing this recommendation.**

Since the monitoring visit in 2014, performance has improved across the key stages in most of the main indicators.

Over the past three years, performance has improved in both the Foundation Phase Indicator and the core subject Indicator at key stage 2. Performance in these indicators has improved at a faster rate than for Wales as a whole and, in 2015, is above that in similar authorities, and is now broadly in line with the average in Wales.

Performance in the core subject indicator at key stage 3 has gradually improved over the past three years, although at a slower rate than the Wales average. In 2015, performance in this indicator continues to be above that of similar authorities, based on free-school-meal eligibility.

At key stage 4, performance in the level 2 threshold including English or Welsh and mathematics has improved significantly over the past three years. In 2015, performance in this measure exceeded the benchmark for performance set by the Welsh Government for the second year running. Performance in the core subject indicator has also improved well over the past three years.

In the other main indicators at key stage 4, including the wider capped point score and the level 2 threshold, there has been steady progress. However, performance in these measures remains below the Wales average and Cardiff has been amongst the lowest performing authorities for the past three years. The authority has not met the Welsh Government benchmark for the wider capped points score for the last three years. Performance in the level one indicator declined in 2015 and is now one of worst in Wales.

In 2015, performance of schools in Cardiff is too variable across the range of key stage 4 indicators when comparing with that of similar schools across Wales, based on the proportion of pupils eligible for free school meals. In the level 2 threshold that includes English or Welsh and mathematics and the core subject indicator, many schools are in the top 50% of schools. However, performance in the other main indicators does not compare favourably to that of similar schools based on free-school-meal eligibility. For example, performance in the wider capped points score, level 2 and level 1 places around two thirds of schools in the lower 50% of similar schools.

More able pupils have performed well over the past three years at key stage 4 and the percentage of pupils achieving the equivalent of five or more A\*-A GCSE grades has been consistently higher than the Wales average.

Pupils eligible for free school meals perform well at the Foundation Phase indicator and the core subject indicator at key stages 2 and 3 compared to similar pupils across Wales. At key stage 4, these pupils generally perform well in the level 2 threshold including English or Welsh and mathematics, the core subject indicator and level 2 threshold. However, in 2015, the performance of these pupils declined in the wider capped points score and level 1 and is lower than the Wales average for similar pupils.

In 2015, in all the main indicators at key stage 4 except for level 1, the gap in performance between girls and boys is smaller in Cardiff than the Wales average. This is mainly due to the relatively poor performance of girls. Their performance is lower than the Wales average in most indicators across the key stages. This was identified in the 2012 monitoring visit and continues to impact negatively on outcomes in Cardiff, particularly at key stage 4.

Outcomes for pupils who are educated other than at school (EOTAS) are generally poor. Many pupils supported by the range of EOTAS provisions leave with very few or no recognised qualifications.

## **Recommendation 2: Reduce exclusions and reduce the proportion of young people who are not in education, employment or training post-16**

### **The authority has made satisfactory progress in addressing this recommendation.**

The local authority has taken strong and timely action to reduce the rate of exclusions from schools.

Overall, fixed-term exclusions in secondary schools continue to fall. However, there remain wide variations in the rate of short-term exclusions between secondary schools.

Many primary schools have no or very few fixed-term exclusions. Where exclusions take place, they are generally due to the serious nature of a small number of incidents that have occurred in a very few primary schools.

The rate of permanent exclusions in Cardiff has historically been low. This remains the case and compares favourably to the situation in other authorities in Wales.

The authority continues to take appropriate actions to both challenge and support schools where the level of exclusion is a concern. For example, the local authority has frequent discussions with school leaders regarding approaches to engage and support pupils.

The local authority has provided additional support and training to the minority of schools where there are concerns around continuing high levels of exclusion. The local authority has supported the implementation of appropriate interventions. As a result, exclusions in many of these schools are beginning to reduce.

Speech and language screening has been introduced for all pupils in the primary phase and is beginning to be introduced at key stage 3. However, screening for speech and language needs is not consistent in secondary schools. Where it has been introduced it has identified that pupils most at risk of exclusion often have speech and language difficulties.

Schools that have successfully implemented restorative approaches (a behaviour management approach to resolving conflict and preventing harm) are sharing their knowledge and experience with targeted schools. Early indications are that these approaches are beginning to have a positive impact in the targeted schools.

As part of its five-step approach to managing exclusions, the local authority has delegated funding to schools to enable them to provide a more appropriate curriculum and support pupils at risk of exclusion. This has helped to reduce overall exclusions in secondary schools.

The majority of secondary schools have implemented the five-step model to managing exclusions appropriately. However, a minority of schools do not implement this approach consistently and their exclusion rates remain high.

Most schools have developed partnerships with local organisations that provide education for pupils away from the school site. However, the level of contact that schools have with these providers is inconsistent. As a result, schools cannot guarantee that the learning experiences are matched well enough to pupils' needs or that they achieve accredited outcomes at a level of which they are capable. The level of information that the authority has on the number of hours' education that pupils receive, pupil outcomes, attendance and possible exclusions from provisions is generally weak and this is unacceptable and needs to improve.

The monitoring visit in October 2015 noted that the role that senior leaders in education had in shaping, understanding and driving the reduction in the number of young people not in education, employment or training (NEET) was unclear and that the local authority had no overarching single NEET strategy. Since then the authority has produced a single strategy for youth engagement and progression. This strategy is in line with the six priority areas outlined in the Welsh Government guidance and outlines broadly the actions that need to be taken.

In 2015, 300 pupils identified as being at risk of becoming NEET were supported over the summer term and through the school holiday. Young people were able to access ongoing support and advice to help them to secure suitable education, employment and training placements. This approach is beginning to have a positive impact. However, unverified data for 2015 indicates that Year 11 NEETs has worsened slightly and that Cardiff remains one of the worst performing authorities in Wales. The variation in NEETs across schools remains too great.

In order to improve destinations for looked-after children the authority has recently implemented a trainee programme. This aims to provide looked-after children with new skills and qualifications. However, it is too early to judge the impact of this scheme on the outcomes and destinations of looked-after children.

All secondary schools now use the vulnerability assessment profile and this has been extended to the pupil referral unit and special schools. The profile assists schools in identifying pupils that are at risk of becoming NEET.

All pupils that are educated other than at school (EOTAS), now access taster courses with local providers and receive information and support in respect of next-step opportunities. This has slightly improved the destinations for this group of learners. However, the overall percentage of pupils that are NEET from the authority's special school for pupils with social, emotional and behavioural difficulties and EOTAS provision is far too high.

In October 2015, we reported that relevant information on school exclusion and NEETs data is provided to the regional consortia's challenge advisers but that not all challenge advisers discuss concerns over exclusions or NEETs with their schools. This aspect of the challenge advisers' work with schools is beginning to improve.

**Recommendation 3: Make sure that the arrangements for delivering school improvement services challenge and support all schools effectively, in order to improve standards for learners in all key stages**

**The authority has made satisfactory progress in addressing this recommendation.**

Overall, Cardiff schools are being challenged more rigorously and supported more effectively to improve. There have been improvements in most of the outcome indicators at all key stages, although the performance of a few of Cardiff secondary schools is still a significant concern.

The work of the school improvement service commissioned from the regional consortium is based on clear priorities and a good understanding of Cardiff schools. Since the monitoring visit in 2014, the local authority has worked well with its schools to engage school leaders and to develop a change in culture in which schools are more aware of their responsibility for their own improvement.

The local authority is developing a good understanding of its schools. Communication between the local authority and school leaders is open, honest and productive. An improved use of data allows the authority to track the progress of pupils in schools and across the city, and to identify those pupils who are at risk of



underachieving. Sharing this data across all schools has helped to raise expectations and to develop greater accountability, although there is not enough emphasis on the analysis of the performance of particular groups of pupils, for example girls, and pupils with special educational needs.

There is a strong working relationship between the local authority and the regional consortium. The local authority has moderated the outcomes of categorisation in partnership with the regional consortium, and this has led to a more accurate view of school performance, an improved model of differentiated support and challenge, and earlier intervention in schools causing concern.

The two senior challenge advisers support the work of challenge advisers well. The performance management and quality assurance of the work of challenge advisers is now more systematic, and the authority has taken robust steps to improve practice where underperformance is identified. Senior challenge advisers undertake joint visits with challenge advisers to schools to appraise the quality of challenge advisers' work. There are robust processes to quality assure the reports of challenge advisers, and this has led to an improvement in the consistency and precision of their reports. Processes to validate judgements through the collection of first-hand evidence are improving, and this is beginning to provide the authority with a more accurate evaluation of their schools. Through school improvement meetings, challenge advisers are developing a better understanding of the role that wider services in the local authority play in improving schools.

The local authority has refined its processes for schools causing concern. This allows the local authority to tackle underperformance earlier and more systematically. Local authority officers hold headteachers and chairs of governors to account well for the progress of their school through a programme of half-termly or termly performance review meetings. These meetings focus suitably on pupil outcomes and school leadership. The local authority has very useful mechanisms to raise issues with leaders in the education directorate so that swift action, including the use of statutory powers, may be taken where schools are not making enough progress.

In 2014-2015, the local authority issued five statutory warning notices and eight letters of concern to schools. These letters outlined clearly the expectations for improvement. The local authority has used its powers of intervention in five schools. These strengthened arrangements to identify and intervene in underperforming schools are impacting positively on leadership, standards, and the quality of provision in schools. Outcomes improved in ten out of the fifteen schools that received a warning notice or letter of concern, or where formal intervention actions were taken.

The local authority uses a wide range of approaches to improve its underperforming schools. It is beginning to implement strategies to improve the quality of leadership, provision and teaching and learning more sustainably across these schools. However, support strategies that focus on the performance of pupils are still focused too heavily on Year 11 pupils at risk of not achieving their level 2 qualifications in English or Welsh and in mathematics.



The local authority works productively with its regional consortium to address the specific needs of Cardiff schools, and to promote school-to-school working. A few Cardiff schools are acting as hubs to disseminate good practice and to provide training and networking opportunities across the consortium. School improvement groups (SIGs) of teachers and leaders across the region are working on key improvement issues, and these groups focus well on evaluating their work in terms of outcomes for pupils.

Recently, in schools categorised as being effective, a system of peer review is developing. This process facilitates the sharing of good practice and is developing the skills of the headteachers involved.

The local authority has commissioned the regional consortium to deliver a comprehensive range of leadership development programmes specifically to address leadership issues across its schools. These include training for aspiring leaders, middle leaders, headteachers at various stages of their careers, and development for those leaders who are capable of supporting other headteachers, or leading more than one school. It is too early to judge the impact of these programmes.

Processes for strengthening school governance are developing well. This includes bespoke training for governors of its underperforming schools. The council has revised the process for appointing local authority governors and it has brokered a wide range of partnerships with businesses in the city to identify and deploy governors who are better able to support their schools. In schools where governance is particularly weak, the regional consortium has recruited a number of experienced governors to act as consultant governors to work alongside challenge advisers to support the governing body.

Overall, schools in Cardiff are becoming more resilient and are demonstrating a greater capacity for improvement. Since the monitoring visit in 2014, there has been an increase in the number of higher performing schools and a decrease in the number in need of significant improvement as determined by the national model of school categorisation. However, schools' performance at key stage 4 at level 1 and level 2, and in the capped points score, has not improved sufficiently.

#### **Recommendation 4: Improve the effectiveness of joint planning across the range of partnership working**

##### **The authority has made satisfactory progress in addressing this recommendation.**

The local authority has worked well with partners to rationalise joint planning for services to children and young people. The structures supporting partnership working have been revised, with further changes underway. The revised structures include management boards, operational committees and joint planning procedures. These arrangements are beginning to improve collaborative working across organisational boundaries, to pool resources and align services more effectively to address the key challenges facing the city.

The Cardiff Partnership Board provides a clear direction for joint planning and working to address children and young people's education and support needs based

on the priorities set out in the single integrated plan 'What Matters'. This plan is used well to inform planning across the various partnership boards.

The Education Development Board and the Vulnerable Children and Families Programme Board are developing clear strategies to address well-understood common priorities. These priorities include improving services to disabled children and vulnerable families, early intervention and prevention work, services to support young people's emotional and mental health, and corporate approaches to safeguarding. An outcome of these strategies is joint working between partnership programmes such as Families First, Flying Start, Communities First and Integrated Family Support, to contribute towards improved attendance, behaviour and attainment of young people in schools. However, the challenge remains to reduce the number of young people not in education or training.

The work of the six neighbourhood partnerships in Cardiff has enhanced the authority's capacity to offer locally-delivered and more efficient, multi-agency services. These neighbourhood partnerships are a key component in identifying vulnerable young people and providing early intervention and prevention services before needs become acute and require more costly interventions from specialist services. An important feature is the improving use of outcomes data to evaluate the effectiveness of service delivery, for example by measuring the increases in school attendance, measuring the reach of support services, and evaluating outcomes for young people who use neighbourhood based services. This approach is helping officers to rationalise and identify gaps in provision and to reduce duplication.

Historically, an important barrier to efficient joint working has been the lack of effective information sharing policies and protocols. The Early Help Strategy has been put in place to address this. However, it is too early to assess the impact of this strategy.

There are much improved links and working relationships between officers and schools which are based on a better understanding of their respective roles, mutual expectations and accountabilities. The local authority consults schools with increasing effectiveness, which has resulted in better engagement between the authority and its schools. Headteachers consider that they are better-informed, engage in constructive dialogue with officers and contribute more directly to identifying the local authority's priorities. There is a strong emphasis and shared commitment to develop the capacity of schools in Cardiff to lead and support their own improvement.

The Education Development Board has developed effective partnership working with higher education institutions, further education institutions and the business and enterprise community. This has helped broaden the curriculum for some secondary school pupils, improve educational and employment opportunities for post-16 students and enhance the capacities of governing bodies.

A particularly valuable initiative of the Safe and Cohesive Community Board has been the partnership with Prevent, a Home Office strategy to prevent people becoming radicalised and drawn into terrorism. As a result, schools have undertaken awareness-raising training. All secondary schools have introduced the 'getting on together' curriculum, which challenges all forms of extremism and helps

to improve community cohesion in the city. This work is helping to inform practice throughout the United Kingdom.

The local authority is currently reorganising its youth work provision, following consultation with young people, neighbourhood boards, and voluntary sector providers in Cardiff. The re-organisation is built around increased partnership work between the local authority and the voluntary sector in order to deliver the Welsh Government's Youth Service Strategy, and its Youth Engagement and Progression Framework. However, it is too early to assess the impact of this reorganisation on youth support services in Cardiff.

### **Recommendation 5: Improve performance management processes to ensure a consistent approach in delivering objectives**

#### **The authority has made satisfactory progress in addressing this recommendation**

Performance management processes within the local authority have improved. The authority now has a better understanding of its current performance within education services for children and young people and its progress in meeting objectives set out in corporate and directorate plans.

The quarterly performance management process ensures that there is strong challenge to the director's quarterly performance report.

The director of education and lifelong learning provides quarterly reports on performance to the cabinet and scrutiny committee. These reports appropriately show links to corporate and directorate priorities as well as progress against challenges identified in the previous quarter. In addition, they contain clear information on progress against the directorate's delivery plan and include suitable information about the main risks together with appropriate mitigating action.

These reports are presented to the 'Star Chamber' prior to being formally considered by the cabinet and scrutiny committee. The chief executive, the leader of the council, relevant directors, the cabinet member for corporate services and performance and other relevant personnel attend the 'Star Chamber' meetings. During 'Star Chamber' meetings the director is challenged in relation to matters identified in the report and suitable actions are agreed. As a result, quarterly performance reports are more robust and their usefulness has improved.

The quarterly performance reports are also presented to the Cardiff Challenge Forum. This forum was established in partnership with the Welsh Government and the Welsh Local Government Association to secure the rapid improvement of selected individual services, including education, and of the Council's overall corporate improvement capability. This forum meets quarterly and provides appropriate challenge and support.

The director's annual report is realistic and accurate in the way it evaluates the performance of schools. It provides a useful commentary on performance and identifies priority areas for further improvement. The appendices present useful and balanced analyses of performance across the authority.

Other reports on performance including the self-evaluation report provide useful details of the different education services including progress against the Estyn quality indicator headings. However, these generally describe the actions undertaken rather than how well those actions have been carried out and their impact. They do not provide sufficient evidence to support assertions. Also, areas for improvement are not clear enough to be able to determine a suitable range of appropriate actions.

In 2014-2015, the authority introduced a revised personal performance and development review (PPDR) process for managing the performance of staff. Nearly all staff have been included in this process. Performance objectives for members of staff in the directorate do not link clearly enough to team, directorate or corporate priorities. Targets set for individuals are not consistently measurable, ambitious enough or appropriate to be able to ensure that performance is assessed robustly.

### **Recommendation 6: Improve the scrutiny of local authority education services and partnership working**

**The authority has made satisfactory progress in addressing this recommendation.**

The authority has responded well to this recommendation in a timely and appropriate manner. The Council has made changes to the scrutiny committee structure and responsibilities. There are now five scrutiny committees, and each is responsible for the scrutiny of partnership work and its impact, in its respective work programme. The children and young people scrutiny committee's work programme appropriately includes arrangements for the scrutiny of all education services for children and young people. This includes services delivered through community settings and through schools.

The children and young people scrutiny committee is increasingly effective. The committee has agreed a framework to provide its members with structured development and training opportunities. This training has helped scrutiny members to improve their understanding of the issues relating to the achievement and attainment of children and young people, and how to interpret the data sets used by education officers and schools to track outcomes.

The committee has put in place a number of actions to better manage its range of duties and the size of its agenda. These include a programme of pre-meetings and briefings, as well as monitoring panels which look specifically at budget and performance reports. These pre-meetings and panels enable the members to identify clear lines of inquiry for follow-up at committee meetings. These changes have helped the scrutiny committee become more focused.

The committee also makes good use of task and finish groups to follow up identified areas in greater detail and to produce reports for the wider scrutiny committee. The task and finish groups are working well. Their findings have, for example, led to improvements in the way the local authority appoints its school governors and matches governors' skill sets to the needs of a governing body.

Following each scrutiny meeting, the chair writes to the cabinet member setting out findings and recommendations from the meeting, and these are generally clear and challenging. For example, following the task and finish group, which met with headteachers from schools categorised as red, the chair of scrutiny's letter included challenges and recommendations to the education department and the regional consortium. However, the letter does not include any challenges or recommendations to the schools they scrutinised.

### **Next steps**

Cardiff Council has made satisfactory progress overall since the monitoring visit in February 2014.

There are important areas in this report that require particular attention. For example:

- Improve the performance of pupils at key stage 4, particularly in the wider capped points score, level 2 and level 1 threshold
- Improve the percentage of young people that are not in education, employment or training
- Improve the information that the authority has on the extent and quality of provision made by schools for pupils educated away from the school site
- Ensure that the local authority's self-evaluation evaluates the impact of actions taken
- Ensure that areas for improvement are supported by suitable action plans

Your link inspectors will continue to support and challenge the authority as part of their usual link role.

Estyn will make arrangements to discuss the findings of this visit with the Children and Young People Scrutiny Committee.

I am copying this letter to the Welsh Government and to the Auditor General for Wales for information.

Yours sincerely

**Clive Phillips**  
Assistant Director

Cc: Welsh Government  
Auditor General for Wales

Mae'r dudalen hon yn wag yn fwriadol

**CITY AND COUNTY OF CARDIFF  
DINAS A SIR CAERDYDD**

**CHILDREN & YOUNG PEOPLE SCRUTINY COMMITTEE**

**17 MAY 2016**

---

**EDUCATION & LIFELONG LEARNING DIRECTORATE: QUARTER FOUR  
2015/16 PERFORMANCE**

---

**Reason for the Report**

1. To present the Corporate and Education and Lifelong Learning Directorate's performance reports for Quarters 4 of 2015/16 prior to consideration by the Cabinet. The Performance report for Quarter 4 is attached at **Appendix A**.

**Performance Reports**

2. The Committee has re-structured its approach to the scrutiny of Education performance through scheduling throughout the year the examination of particular aspects of performance, in addition to an overview of Annual Performance in January.

**Quarterly Performance**

3. 2015/16 Quarter 4 Education Performance report, attached at **Appendix A**, provides the Committee with information about the context that the Education and Lifelong Learning Directorate is operating in, performance information and the management actions that are being taken to address performance issues. The report also provides an explanation of the progress being made in addressing the challenges identified in each quarter.

4. The Council's Performance Management Framework includes the regular reporting of Quarterly Performance by Directorate. The Quarterly Report covers:
  - Progress on challenges previously identified
  - Financial performance
  - Estyn Outcome
  - Corporate Commitments
  - Delivery Plan Commitments
  - Key Performance Indicator Data
  - Corporate risks.
  
5. Financial information shown in the report relates to Month 11 data as the accounts for the end of year are to be finalised in time for their deadline of the end of May. In addition, the PPDR end of year reviews are undertaken during April and May.
  
6. As part of the Committee's assessment of progress around specific areas of the Education and Lifelong Learning Directorate, additional performance reports have also been provided on School Categorisation at **Appendix B** and Young People not in Education, Employment or Training (Neets) at **Appendix C**.
  
7. The Categorisation of Primary, Special and Secondary schools, at **Appendix B**, is also analysed over each of the 4 levels of categorisation for each year since 2012/13. In addition the report includes the categorisation for all schools for both 2014 and 2015.
  
8. The analysis of data since 2008 on Young People not in Education, Employment or Training (NEET) is attached at **Appendix C**, and shows that the percentage has progressively reduced from 10.6% in 2008 to 4.5% in 2015. The report also includes a summary of progress since the last time the issue was specifically reported to this Committee in June 2015.



## **Scope of the Scrutiny**

9. This performance monitoring report will enable Committee to review, assess and challenge the implementation of all actions and thereby the delivery of high quality education and improved outcomes for children and young people in Cardiff's Schools. Members may also wish to pass any comments, concerns or recommendations to the Cabinet Member and / or Director of Education and Lifelong Learning. At this meeting Committee can review and question:

- (i) the progress being made in addressing the identified Corporate Risks;
- (ii) Actions being identified to assess the impact of the emerging risks identified in Quarter 4;
- (iii) the resources available to deliver these commitments;
- (iv) the quality and analysis of the performance information presented to Committee.

## **Way Forward**

10. Councillor Sarah Merry (Cabinet Member for Education) has been invited and may make a statement. Nick Batchelar (Director of Education and Lifelong Learning), and Angela Kent (Head of Achievement and Inclusion) will introduce the report and answer any questions Members may have.

## **Legal Implications**

11. The Scrutiny Committee is empowered to enquire, 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**

12. 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 financial implications at this stage in relation to any of the work programme. However, financial 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 financial implications arising from those recommendations.

## **Recommendation**

The Committee is recommended to:

- Consider the contents of the report, appendix and evidence presented at the meeting;
- Report any comments, observations or recommendations to the Cabinet and the Director of Education and Lifelong Learning.

**NICK BATCHELAR**  
**Director of Education and Lifelong Learning**  
**11 May 2016**

**DAVID MARR**  
**Interim Monitoring Officer**

# Q4 Delivery and Performance Report 2015/16

## Progress against actions in the Corporate Plan 2015/16

Q4 2015/16 – (399\*)



\*Including 1 (0.25%) N/A

## Progress against relevant Performance Indicators

Q4 2015/16 – (225\*)



\*Including 56 (25%) Annual Indicators, 18 (8%) with no results and 14 (6%) N/A

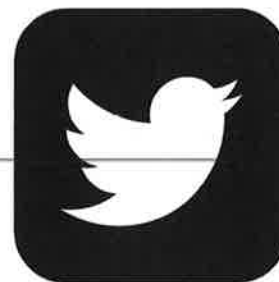
# Contents

Corporate Overview	Page 3
City Operations	Page 11
Communities, Housing and Customer Services	Page 15
Economic Development	Page 19
Education and Lifelong Learning	Page 23
Governance & Legal Services	Page 28
Resources	Page 32
Social Services - Adults	Page 36
Social Services – Children’s	Page 40
Key to RAG Status	Page 45

# Q4 Customer Contact



**Twitter Media followers**  
**54,715 followers in English**  
**1,938 followers in Welsh**  
**5,474 Likes on Facebook**



Complaints	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
	(14/15)	(14/15)	(14/15)	(14/15)	(15/16)	(15/16)	(15/16)	(15/16)
New Complaints Received	682	676	507	533	497	603	569	625
Corporate Complaints	675	670	502	547	490	599	563	623
Complaints through the medium of Welsh	7	6	5	6	7	4	6	2
Acknowledgements not sent within 5 days	26	15	15	12	7	23	18	19
Response not sent within 20 days	55	37	33	25	39	34	36	38
Compliments Received	434	427	371	328	288	293	303	317

## Members Enquiries

Directorate	Received				Responded on time	
	Q1	Q2	Q3	Q4	Q4	Q4 %
City Operations	437	567	543	674	516	77%
Communities	119	127	101	151	136	90%
Economic	3	2	6	3	2	67%
Education	11	10	9	9	9	100%
Gov & Legal	5	1	2	6	6	100%
Resources	17	12	8	6	5	83%
SS - Adults	5	7	2	4	3	75%
SS— Children's	0	3	1	3	3	100%
<b>Total</b>	<b>597</b>	<b>729</b>	<b>672</b>	<b>856</b>	<b>680</b>	<b>79%</b>

A total of 680 Member Enquiries were received during Quarter 4, giving an annual total of 2854, 98 of Quarter 4 requests were deemed as Requests for Service, with Highways & Waste continuing to have the highest Request for Service. The AD for Communities has carried out training on how to deal with member enquiries to improve the response times. The Members Central Team are also developing a communications strategy for the Directorate which will cover Member Enquiries, this is alongside the AD issuing guidance to Members on what enquiries and Request for Service are.

<b>Total Staff Costs at Q4</b>	<b>£176,924,245</b>
<b>Total Agency Costs at Q4</b>	<b>£15,756,681</b>
<b>Total Overtime Costs at Q4</b>	<b>£3,751,851</b>

The spend on agency may reflect an overspend against budget as there may be vacant posts where there is a budget but the staff are employed through an agency, so the permanent staff budget will show an underspend and the agency staff an overspend.

Staff Costs to End Q4	% of Annual Budget		% Spend Agency	% Spend Overtime
£49,076,181	99.57%	<b>City Operations</b>	14.09%	3.57%
£22,967,667	102.96%	<b>Communities</b>	8.11%	1.55%
£1,682,246	97.73%	<b>Corp Mgmt</b>	4.91%	0.15%
£11,802,445	103.77%	<b>Economic</b>	10.10%	3.76%
£20,969,134	96.66%	<b>Education</b>	3.95%	0.80%
£3,194,074	92.66%	<b>Gov &amp; Legal</b>	4.44%	0.21%
£35,259,437	89.29%	<b>Resources</b>	2.72%	1.12%
£15,244,373	101.84%	<b>SS-Adults</b>	3.95%	3.52%
£16,728,687	101.32%	<b>SS-Children</b>	18.75%	0.41%

**Agency**  
**8.71%**

**Overtime**  
**2.08%**

## Staff Costs at Quarter 4

Directorate	Total Staff budget		Total Staff outturn		Total Staff spend as % of Total Staff budget		Overtime budget		Overtime outturn		Overtime spend as % of Total Staff budget		Agency budget		Agency outturn		Agency spend as % of Total Staff budget	
	£		£		£	%	£		£		£	%	£		£		£	%
City Operations	49,287,605		49,076,181	99.57%	1,875,465		1,757,285	3.57%	3,973,135		6,944,734	14.09%						
Communities, Housing & Customer Svcs	22,306,320		22,967,667	102.96%	327,210		345,316	1.55%	161,270		1,808,932	8.11%						
Corporate Management	1,721,280		1,682,246	97.73%			2,640	0.15%			84,511	4.91%						
Economic Development	11,374,070		11,802,445	103.77%	377,950		427,411	3.76%	432,430		1,149,101	10.10%						
Education	21,693,550		20,969,134	96.66%			173,401	0.80%	210,290		856,414	3.95%						
Governance & Legal Services	3,447,260		3,194,074	92.66%			7,257	0.21%			153,156	4.44%						
Resources	39,490,081		35,259,437	89.29%	386,180		443,652	1.12%	285,950		1,072,875	2.72%						
Social Services - Adults*	14,969,000		15,244,373	101.84%	58,720		527,463	3.52%	30,330		591,391	3.95%						
Social Services - Childrens*	16,511,270		16,728,687	101.32%			67,426	0.41%	510,930		3,095,568	18.75%						
<b>Grand Total</b>	<b>180,800,436</b>		<b>176,924,245</b>	<b>97.86%</b>	<b>3,025,525</b>		<b>3,751,851</b>	<b>2.08%</b>	<b>5,604,335</b>		<b>15,756,681</b>	<b>8.71%</b>						

**\*The Total for Staff Budget excludes the Social Services total but includes the figures for Social Services – Adults and Social Services – Children**

- The spend on agency may reflect an overspend against budget, as there may be vacant posts where there is a budget but the staff are being employed through agency, so the permanent staff budget will show an underspend and the agency staff an overspend.
- There is no agency expenditure in relation to the Harbour Authority, Housing Revenue Account and Delegated Schools as these sit outside the Council's General Fund. The information includes expenditure in relation to certain specific grants, however it is not possible to identify and exclude them from the analysis.]
- It does not include anything in relation to supply teachers as these are charged to delegated schools. Therefore, the information is predominantly based on Cardiff Works and Comensura expenditure

# Sickness Absence Q4

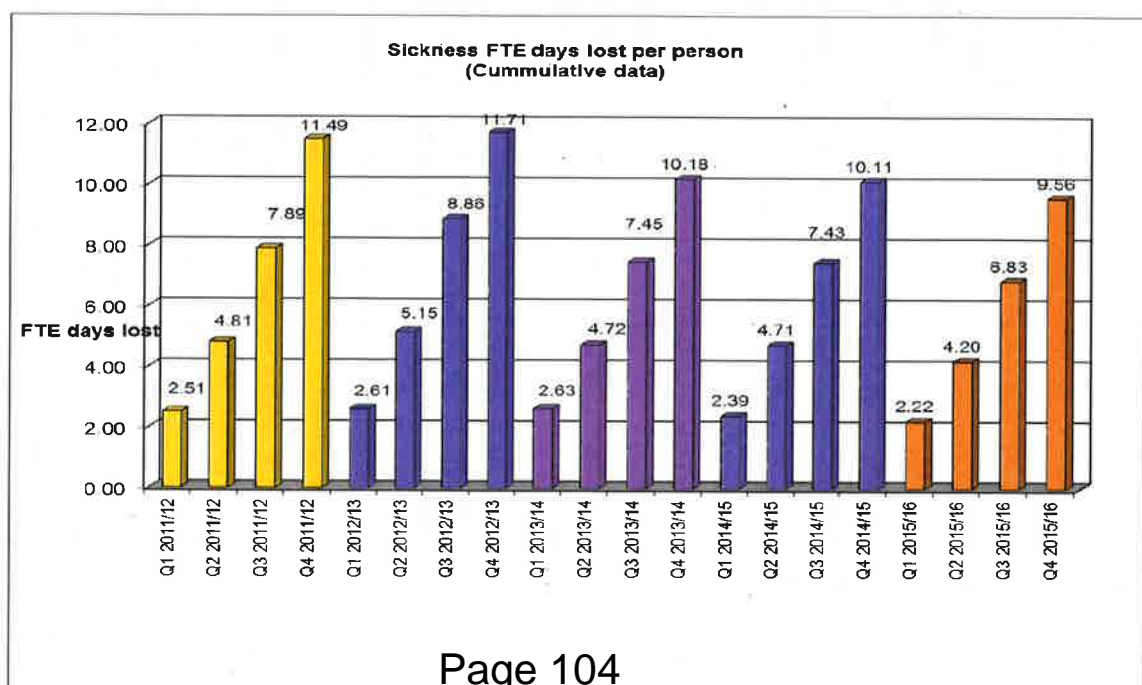
FTE days

2015/16

**9.56**

	Av FTE Numbers	FTE Annual Target	2015/16 Day Lost	Difference
City Operations	1,375	13.0	12.80	-0.20
Communities	960	9.0	10.42	1.42
Economic Development	245	6.0	8.25	2.25
Education	750	8.0	7.36	-0.64
Education - Schools	5,400	7.8	8.26	0.46
Governance & Legal	85	6.0	5.39	-0.61
Resources	927	8.0	8.78	0.78
SS - Adult	650	13.0	14.33	1.33
SS - Children's	350	13.0	13.71	0.71
<b>Total</b>	<b>10,746*</b>	<b>9.0</b>	<b>9.56</b>	<b>0.56</b>

\*This figure includes schools based education staff. Whilst the target of 9.0 FTE days lost per employee has not been achieved, the performance for the provisional Outturn figure of 9.58 FTE days lost per employee remains the lowest outturn in 5 years. Performance continues to improve through the targeted and focussed work being carried out by HRPS within specific areas of Directorates such as Waste; this has resulted in significant improvements to City Operations sickness absence and the overall performance of the Authority.





## Quarter 4

### Personal Performance and Development Review Compliance – Year End as at 18<sup>th</sup> April 2016

Organisation Name	PPDR Year End Compliance		
	Total (Head Count)	Completed	Percentage (%)
City Operations	1353	197	14.6%
Communities, Housing & Customer Services	1146	1101	96.1%
Economic Development	257	66	25.7%
Education & Lifelong Learning (exc schools and central teachers)	841	514	61.1%
Governance & Legal Services	85	30	35.3%
Resources	1287	81	6.3%
Social Services – Adults	647	456	70.5%
Social Services – Childrens	369	62	16.8%
Social Services (Total)	1016	518	51.0%
<b>Total</b>	<b>5985</b>	<b>2507</b>	<b>41.9%</b>

# Information Requests

Change and Improvement Managed Requests						
Function	FOI		DPA		Overall IR Compliance	
	Due	Compliance	Due	Compliance	Due	Compliance
Children's Services	19	84.21%	13	92.31%	32	87.50%
Crematoria & Cemeteries						
Communication & Media						
CTS						
Culture & Tourism	1	100.00%			1	
Democratic Services	8	75.00%			8	75.00%
Econ & Major Projects	13	23.08%			13	23.08%
Education	23	86.96%	1	100.00%	24	87.50%
Emergency Management	23	86.96%	1	100.00%	24	87.50%
Enterprise						
Enterprise Archi						
Environmental Health	20	80.00%	2	100.00%	22	81.82%
Exchequer & Dev						
Facilities Management	2	50.00%			2	50.00%
Finance & Procurement	40	97.96%	1	100.00%	41	97.56%
Harbour Authority						
Health & Safety						
Highways & Transport	63	100.00%			63	100.00%
HRPS	63	100.00%			63	100.00%
ICT	1	100.00%			1	100.00%
Improvement & Info	7	100.00%	56	98.21%	63	98.41%
Infrastructure						
Legal Services	3	100.00%			3	100.00%
Licensing	15	86.67%			15	86.67%
Parks & Sport	15	86.67%			15	86.67%
Planning	15	86.67%			15	86.67%
Policy, Partnership	15	86.67%			15	86.67%
Project, Design, Dev						
Procurement	15	86.67%			15	86.67%
Registration & Coronors	15	86.67%			15	86.67%
Risk & Audit						
Scrutiny Services						
Shared Services						
Strategic Estates						
Trading Standards	5	60.00%			5	60.00%
Traffic Network Man	4	100.00%	54	100.00%	58	100.00%
Waste Management	15	66.67%			15	66.67%
<b>Total</b>	<b>302</b>	<b>83.77%</b>	<b>134</b>	<b>97.01%</b>	<b>436</b>	<b>87.84%</b>
<b>Multi- Function</b>	<b>48</b>	<b>70.83%</b>	<b>8</b>	<b>75.00%</b>	<b>56</b>	<b>71.43%</b>
<b>Total</b>	<b>407</b>	<b>78.87%</b>	<b>200</b>	<b>92.50%</b>	<b>607</b>	<b>83.36%</b>

# 607

## Requests

# 83.36%

## compliance

In Quarter 4 the Council handled 607 information requests under FOI & DPA Legislation. Compliance with requests handled centrally by the Information Management Team remains at a consistent level & work will be undertaken in Quarter 1 2016/17 to review handling processes within areas where compliance remains low. Compliance with requests managed by individual Directorates remains below the Council's target compliance. The Information Management Team will be looking at opportunities for managing these directorates' requests as set out within the Corporate Assessment actions during Quarter 1 2016/17. Multi Function requests cover a number of service areas. The Council handled 56 of these requests during Quarter 4 & compliance with these was 75%, which remains at a consistent level.

During 2015/16 the Council handled 2333 information requests with overall compliance with requests for the year at 83%

# 115

## Requests

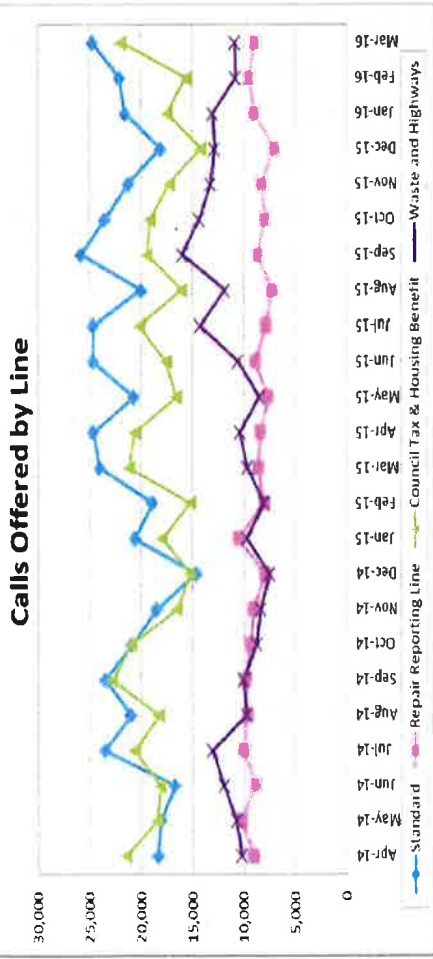
# 72.17%

## compliance

Requests Managed by Directorates						
Function	FOI		DPA		Overall IR Compliance	
	Due	Compliance	Due	Compliance	Due	Compliance
Customer Services	12	75.00%	0	-	12	75.00%
Health & Social Care	24	33.33%	56	83.93%	80	68.75%
Housing	21	80.95%	2	100.00%	23	82.61%
<b>Total</b>	<b>57</b>	<b>58.65%</b>	<b>58</b>	<b>84.48%</b>	<b>115</b>	<b>72.17%</b>

## Customer Contact

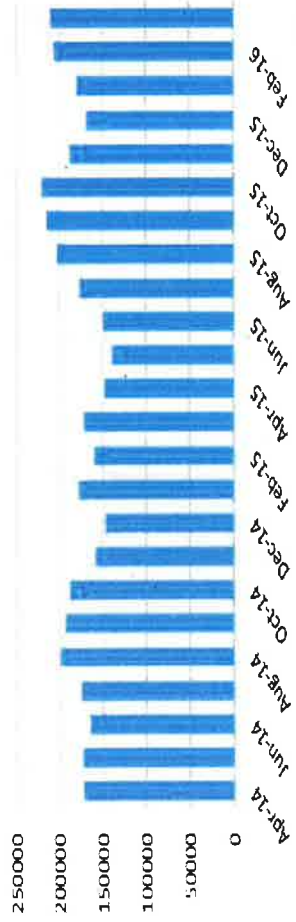
### Calls offered to C2C



**Update:** The Waste Restrictions Programme remained active during the months of January and February and the volumes of calls and emails regarding waste management issues remain high. Coupled with Council tax annual billing, which began earlier than normal on March 14th, C2C received an additional 8 and a half thousand calls when compared to Q3.

### Total Footfall in both Libraries & Hubs across the City

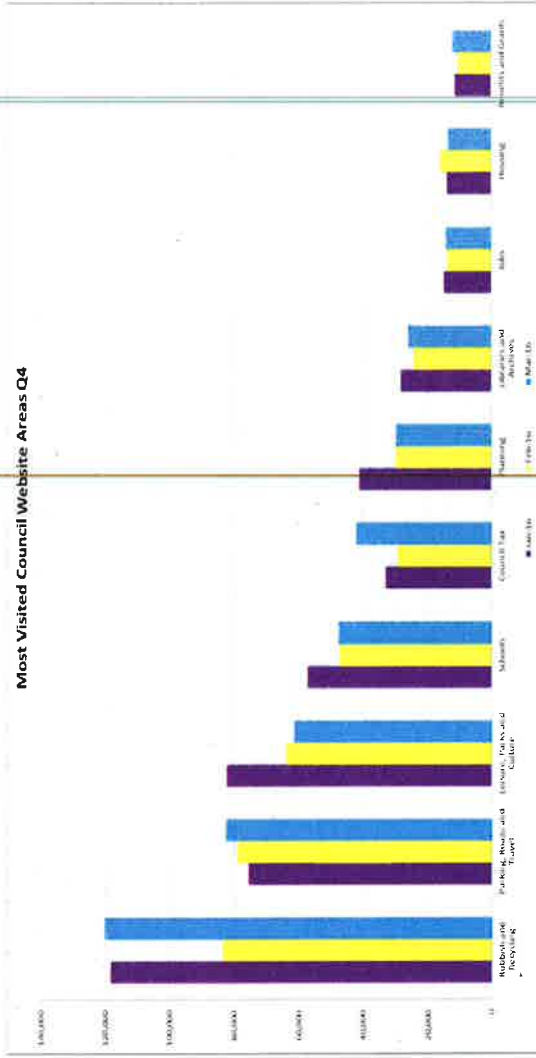
#### City Wide Hub and Library Footfall



**Update:** Quarter 4 2015/16 saw 595,831 visitors, an increase of 84,888 against the Quarter 4 2014/15 volume of 510,943. This demonstrates the excellent work being carried out within the Library and Hub services, holding events and engaging with communities.

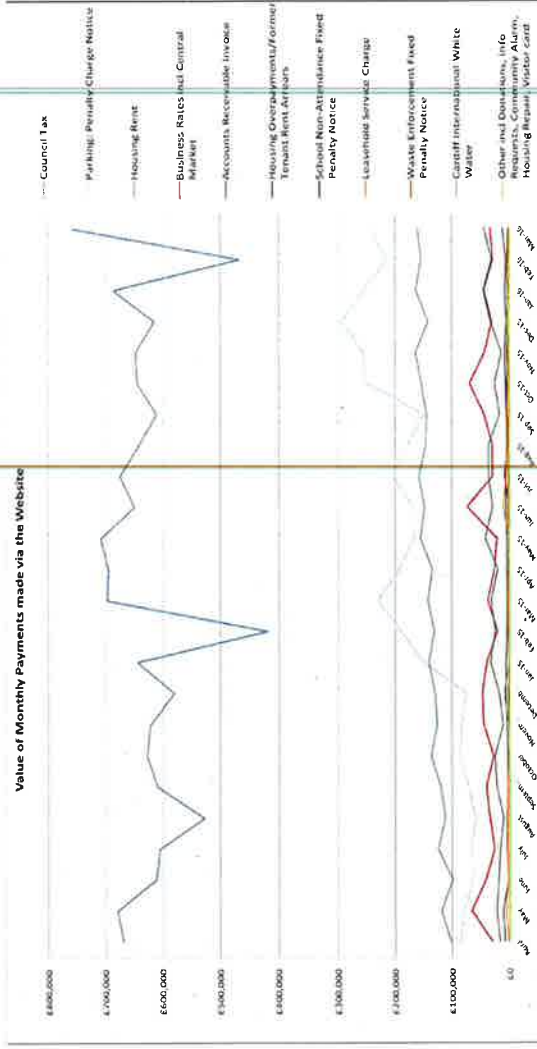
## Most visited Website Areas

### Most Visited Council Website Areas Q4



This chart shows (in descending order) the comparative levels of interest / page views by customers on the top 10 most viewed sections of the site each month during Quarter 3.

### The value of Payments made through the Website





# Outcome Agreement Measures for Q4 2015/16

## Economic Development

Measure	2015/16 Result	Annual Target
Businesses supported	415	50
New & safeguarded jobs in businesses supported financially or otherwise by the Council	4,304	1000
Grade A office space	316,211 Sqft	100,000 Sqft
Jobs 10% above average Wales salary	60%	20%
Grant aid and private sector finance to companies assisted by the Council	£11,270,142	£1,000,000

## Education, Employment & Training

Measure	2015/16 Result	Annual Target
Number of work experience placements*	382	1000
Number of businesses attending jobs fair events	75	70
Number of Into Work Services skills focussed workshops	705	500
% of Into Work Service users gaining a qualification	90%	90%
% of year 11 at risk and allocated a Lead Worker	48%	80%
% Year 11 leavers NEET**	4.5%	2.5%
Year 13/14 leavers NEET**	2.95%	3%

\*From September 2015 Welsh Government placed the onus on schools to make their own arrangements with employers in relation to work experience placements. This called into question the need for the service offered by Cardiff Council Academy in being the intermediary between schools and placement providers, and with work experience no longer mandatory this has resulted in lower uptake of work experience placements.

\*\*Cardiff's NEET figures will not be verified until May 2016. In relation to year 11 leavers, indicative data shows that out of a cohort of 3,343 pupils, 152 are not in Employment, Education or Training. Two European Social Fund bids have been finalised and projects commencing in April 2016 will bring additional capacity to the Lead Worker role to support more young people at risk of becoming NEET.

## Education

Measure	Academic Year 14/15	Annual Target
% pupils achieving foundation phase indicator	86.73%	85.8%
% pupils KS2 achieving CSI	87.76%	86.5%
% pupils KS3 achieving CSI	83.40%	79.3%
% pupils KS4 achieving Level 2 threshold	59.3%	60%
No. of Schools placed in special measures or significant improvement*	6	1
Attendance at Primary School	95.1%	94.6%
Attendance at secondary school	93.86%	94.1%

\* 2 Schools placed in special measures and 4 schools placed in the category of significant improvement

## Health & Social Care

Health & Social Care Performance Measures



\*Red relates to Delayed Transfers of Care, final result due end of April 2016. Actions are in place to address performance issues.

N/A refers to home care & care home packages. This PI does not take into account the Council's approach to signpost clients to community based options.

## Housing

Measure	2015/16 Result	Annual Target
Boiler upgrades	931	550
Roof replacements	304	240
Cladding of flats	74	40

All scheduled jobs were carried out on time and within budget. The number of boiler upgrades largely exceeded the target due to a strategic management decision to prioritise the boiler programme to enable a better impact for tenants.

# Directorate: Education & Lifelong Learning

Director: Nick Batchelar

Councillor: Sarah Merry

## Q4 2015/16

Budget	Projected Outturn	Variance	Variance (%)
£234,661,000	£234,661,000	0	0

Number of Employees (FTE)	750
Sickness Absence YTD (Days Per Person)	7.36
PPDR Year End Completion (Permanent Staff)	61.1%

Target Savings 15/16	Projected Savings	Variance	Variance (%)
£2,621,000	£2,459,000	£162,000	6.18%

### Q4 Progress against Corporate Plan Commitment Actions 2015/16 (Total No. 23)

Green 65% (15)

Amber 35% (8)

### Q4 Progress against Directorate Plan actions (Core Business Priorities) 2015/16 (Total No. 50)

Green 66% (33)

Amber 22% (11)

Red 12% (6)

### Progress on Challenges Identified Q3 (previous quarter)

1. *Insufficient early intervention classes in both English and Welsh medium schools to meet the needs of primary aged children with BESD.* Work is underway to set up a revolving door class for Welsh Medium provision from September 2016, pending a long term solution. Consultation with schools regarding the need for an extended network of early intervention classes has been completed and a report will be considered in June 2016.
2. *A number of secondary head teacher appointments need to be made in the New Year (4).* Interviews took place for the head teachers of Willows High, Llanishen High and Cathays High. Appointments were made in Cathays High and Llanishen High. Willows High will readvertise the head teacher's post in the next academic year.

### Q4 Service Delivery

#### Budget

As at the end of Period 11 (latest available report), the Directorate continues to project a breakeven position against a budget of £234.661m. However, within this position there are pressures in respect of Friary, management restructure and EOTAS that will require improved positions by the year end. Equally, the monitoring position has highlighted some positive variances that need to be reviewed and monitored to ensure that they remain at the level anticipated.

#### Estyn Outcomes

Following their final monitoring visit to Cardiff in January 2016, Estyn concluded that the authority is no longer in need of significant improvement and removed the authority from any further follow up activity. Satisfactory progress was noted against all six recommendations, taking account of improved pupil performance across all key stages over the last 3 years. Estyn highlighted three areas of performance that require particular attention going forward: 1) Improving the performance of pupils at Key Stage 4, particularly in the wider capped points score, level 2 and level 1 thresholds. 2) Improving the percentage of young people that are not in education, employment or training. 3) Improving the information available on the extent and quality of provision made by schools for pupils educated away from the school site. These areas for improvement will be addressed in the Directorate's delivery plan for 2016 – 2018.

#### School Performance – Academic Year 2015/16 to date

Figures collected from secondary and primary schools in March 2016 indicating the % of pupils 'currently secure' to achieve expected levels in Summer 2016 show:

- 56.3% for the L2+ (5 GCSE's – A\*-C) which illustrates that more progress is needed to reach the target for 2016 of 65%.
  - 78.4% for the L2 threshold which illustrates that more progress is needed to reach the target for 2016 of 87%.
  - 94.3% for the L1 threshold which is already higher than the Summer 2015 figure of 92.1% and Summer 2014 figure of 93.2% (target for 2016 is 97.8%).
  - 75.3% for the Key Stage 2 CSI against a current 2016 target of 89.6% and a 2015 performance figure of 87.76%.
- School level interventions with targeted pupils should have sufficient impact to close the gap between the current figures and the target for 2016.

#### Corporate Commitments

##### Local Authority Intervention in Schools:

The local authority has intervened in one special school and one primary school following poor inspection outcomes this quarter. No additional warning notices have been issued. A warning notice remains in place in one school.

**Inspections:** Four primary schools were inspected in Q4: Ysgol Bro Eirwg, Kitchener Primary and All Saints CIW Primary and Rumney Primary. The outcomes were Ysgol Bro Eirwg – Good - LA monitoring; Kitchener Primary – Excellent; All Saints CIW Primary – Adequate – Estyn Monitoring; and Rumney Primary – report due in May.

Three secondary schools were also inspected in Q4: Whitchurch High, Llanishen High and Radyr High. The judgement for capacity to improve was adequate in two schools and these were placed in Estyn monitoring. The Radyr report is due to be published in May 2016. One special school, Woodlands High was inspected and placed in special measures.

**Challenge Cymru Schools:** Currently secure figures collected from schools in Quarter 4 show that five out of the six schools are likely to improve their performance in the level 2+ threshold indicator. In the sixth school, Michaelston Community College, outcomes are expected to be similar to last year. Mathematics is the weakest subject area and additional support for mathematics has been provided by the Central South Consortium. Pupils have attended intensive courses, including revision sessions over the Easter break, but predicted outcomes in mathematics for 2016 remain low. In the level 2 and level 1 threshold indicators, all schools are expected to improve their outcomes. Behaviour is also improving in all six schools leading to a considerable reduction in the number of exclusions.

**School Organisation Programme:** The 21st Century Schools programme has progressed significantly. The new Eastern High School design has been finalised and planning permission was granted on the 13th January 2016. Demolition of buildings on the site has started and is expected to be complete by late Spring 2016. Wilmott Dixon is due to take possession of the site by in June 2016, with the new school to be delivered for September 2017. Approval has been given for the new high school in the West, Four Wards primaries and Willows primaries Three primaries are now out to tender and tenders due back by the end of April 2016. Primaries agreed to proceed are due to be delivered by September 2017.

**School Governance:** As at the end of March 2016, the % of governor vacancies has increased slightly to 9.13% (175 governors), compared to 8.73% (169 governors) at the end of the last quarter. The % of LA governor vacancies has also increased slightly to 9.21% (36 governors) from 8.72% (34 governors). It is anticipated that at least 10 new LA governors will be recommended for appointment at the next panel meeting in May 2016.

#### **Young People Not In Education Employment or Training**

Cardiff's 2015 NEET figures will not be verified until May 2016 but the LA's monitoring indicates that the position for 2015 is close to last year's figure of 4.26% and is likely to be in the region of 4.5% with 152 pupils of a cohort of 3,343 not in EET at the time of the Destinations count. (151 pupils of a cohort of 3,546 in 2014). The NEET picture therefore remains static due in part to high levels of NEETs from a minority of schools. The Vulnerability Profile has been run in all secondary schools 2015/16 and current year 11 pupils identified as at risk have been allocated for additional support. Two European Social Fund projects will commence in April and will both bring additional capacity to the lead worker team who will be able to support more young people identified by the VAP as being most at risk of becoming NEET.

**Youth Service:** Restructure complete - Full time staff (Senior Youth Officers) allocated and operational from April 1st. All part time staff allocated and operational by 29th April 2016. Arrangements for decommissioning of 5 remaining youth service buildings are ongoing.

#### **Delivery Plan Commitments**

**Admissions:** The service is facing increasing challenges to place children and young people in their school of first choice. An increased number of children and young people have not been offered places in their catchment schools this year. Action is ongoing to improve communication with parents/carers and to co-ordinate admission arrangements with the voluntary aided sector. The School Organisation programme is delivering additional primary places, including new schools at Glan Morfa and Hamadryad.

**Improving provision for Pupils with Additional Learning Needs:** Consultation outcomes from the public consultation on proposals relating to specialist provision for primary aged pupils with Speech & Language Difficulties and Behavioural, Emotional and Social Difficulties will be reported to Cabinet in June 2016.

**Statements of Special Educational Needs:** There is a decline in performance on both National Strategic Indicators relating to the timeliness of processing Statements of Special Educational Needs and targets have not been met. The main contributory factors to this decline are 1) An increase in the volume of requests for statutory assessments and the associated work 2) A commitment to try to resolve issues with parents/carers which often extends timescales 3) Challenges in securing placements at specialist provisions 4) The capacity of the Education Psychology Service and Local Health Board to respond to the increase in demand for advice. Action to improve performance is focused upon reducing the reliance upon statements to meet children's needs in mainstream schools, by introducing alternative provision, funding models, business processes and improved information sharing.

**Exclusions:** Work is ongoing to support two secondary schools (Michaelston and Glyn Derw) to support a reduction in high rates of fixed term exclusions. Exclusions rates in the other 4 schools that were causing concern are falling more rapidly.

#### **Management (PPDR, Sickness and Health & Safety)**



### Key Performance Indicator Data – Q4 2015/16

#### Q4 Progress against Performance Indicators (Corporate & Delivery Plans) 2015/16

(CP) = Corporate Plan KPI (NC) = Not collected in year (NYA) Not yet available (P) Provisional

\*NOTE: The Education Attainment data reported in Q4 column relates to In Year, currently secure outcomes reported by schools in relation to pupil attainment for the current academic year, where this is collected in year by the Consortium. Other figures are actuals.

Green 33.3% (8)

Amber 33.3% (8)

Red 33.3% (8)

Performance Indicator	Target Academic Year 14/15	Result Academic Year 14/15	Target Academic Year 15/16	*Quarter 4 Latest Mid Academic Year 15/16	RAG
% pupils achieving Foundation Phase Outcome Indicator	85.8%	86.73%	86.4%	NC	G
(CP) % pupils at Key Stage 2 achieving the CSI	86.5%	87.76%	89.62%	75.26	A
(CP) % pupils at Key Stage 3 achieving the CSI	79.3%	83.40%	85%	NC	G
(CP) % pupils at Key Stage 4 achieving Level 1 threshold	94.5%	92.10%	97.81%	94.33	A
% pupils at Key Stage 4 achieving Level 2 threshold	81.15%	81.6%	87.08%	78.42	A
(CP) % pupils at Key Stage 4 achieving L2+ threshold (inc. English/Welsh and Maths)	60%	59.3%	65%	56.29	A
(CP) Average point score Key Stage 4	497	497.2	525	NC	R
(CP) % point gap between eFSM/ non FSM at KS2 CSI	16.22%	14.3%	15%	NC	G
(CP) % point gap between eFSM / nonFSM at KS4 L2+	30%	34.37%	27%	NC	R
(CP) Number of LA maintained schools placed in 'Special Measures' or 'Significant Improvement' in previous year	0	6	0	1	R
(CP) % pupils leaving with no qualification (Yr 11)	0.3%	1.2%	0.15%	NC	R
(CP) % Looked After Children leaving with no qualification (yr 11)	2%	NYA	2%	NC	
(CP) % pupils entering volume equivalent to 2 A Levels achieving Level 3 threshold	97.5%	97%	98%	NC	A
(CP) Attendance at Primary School	94.6%	95.1%	95.4%	95.43%	G
(CP) Attendance at Secondary School	94.1%	93.86%	95%	94%	G
(CP) The percentage of pupils assessed at end Key Stage 3, receiving teacher assessment in welsh.	11.3%	11.8%	11.9%	NC	G
(CP) % Year 11 Leavers NEET	2.5%	4.5% (P)	3%	NC	R
(CP) % Year 13/14 Leavers NEET	3%	2.95% (P)	3%	NC	A
Number fixed term exclusions in primary schools 5 days or fewer (per 1000 pupils)	8.5	9.16	8	3.8	G
Number fixed term exclusions in primary schools 6 days or more (per 1000 pupils)	0.25	0.3	0.2	0.2	A
Number fixed term exclusions in secondary schools 5 days or fewer (per 1000 pupils)	55	76.73	55	34.6	A
Number fixed term exclusions in secondary schools 6 days or more (per 1000 pupils)	3.3	4.7	3.1	0.6	G
% School Governor Vacancies	5%	9.35%	4%	9.13%	R
(CP) % final statements of special educational needs issued within 26 weeks (including exceptions)	72%	62%	65%	NC	R
(CP) % final statements of special educational needs issued within 26 weeks (excluding exceptions)	100%	95%	98%	NC	R

Note: New targets have been set for 2015/16 academic year for those indicators carried forward into the new Corporate Plan. These new targets have been used in the table above.

#### Q4 Challenges Identified

- 1) Demand for primary school places in particular areas of the City continues to exceed supply.
- 2) An increasing number of pupils have not been offered places in their catchment area schools.

#### Q4 Actions being taken

- 1) In excess of 180 permanent additional primary places, at reception, will be made available by September 2017.
- 2) Applicants that have secured more than one offer have been written to, to encourage the release of places at oversubscribed catchment schools for Sept 2016. Reallocation of places in the second round following assessment of Voluntary Aided School offers. Cardiff is also in discussion with other secondary admission authorities and Welsh Government officers to pilot a Coordinated admission arrangements scheme to reduce the number of multiple offers for 2017.

#### Q4 Risk Update

Corporate Risk				
Risk Description	Inherent Risk	Residual Risk	Mitigating Actions	Risk Owner
The Central South Consortium does not deliver effective services that challenge and support Cardiff schools to improve and Educational Attainment does not improve at the required rate.	Red/Amber	Amber	Ensure the agreed commissioning arrangements are delivered and make a positive impact on the performance of schools.	Angela Kent
Large scale programme with tight timescales for delivery, in context of very rapidly growing primary age school population.	Red	Amber	Ensure consistent monitoring and reporting of all risks to Schools Programme Board. Strengthen capacity in team.	Janine Nightingale
Schools Delegated Budgets. Secondary schools with deficit budgets do not deliver agreed deficit recovery plans, impacting on the overall budgets for all schools.	Red	Amber	The revision of the protocol for responding to schools in deficit, the alignment of LFMS Officers and Challenge Advisers, the intervention in three secondary school Governing Bodies is beginning to have a positive impact on the ability of the Council to ensure schools meet the targets set out in their deficit recovery plans.	Neil Hardee

#### Emerging Risks Identified this Quarter

Risk Description	Inherent Risk	Residual Risk	Mitigating Actions	Risk Owner
Increased number of appeals in relation to the offer of school places for September 2016 onwards.	Red	Red/Amber	Enhanced communication and web presence to ensure that applicants make appropriate choices from the outset and have realistic expectations, including the importance of stipulating more than one preference in Round 1.	Janine Nightingale

#### Update on Previous Quarters Emerging Risks

Risk Description	Inherent Risk	Residual Risk	Progress	Risk Owner
Several 'red and amber' schools are due for inspection in the next quarter.	Red/Amber	Red/Amber	Three amber secondary schools - Whitchurch High, Llanishen High and	Angela Kent



There is a risk that such schools could enter an Estyn category.



Radyr Comprehensive were all inspected in Qtr 4. All were placed in the Estyn monitoring category as anticipated.

Woodlands High Special School (a yellow school!) was placed in Special Measures this quarter.



## NATIONAL CATEGORISATION

### REPORT OF Director of Education & LLL

---

#### PORTFOLIO: Education and Lifelong Learning

#### 1. Reason for this report

To update Scrutiny on the current position in Cardiff in relation to the national categorisation of schools.

#### 2. Background and context

This issue was previously reported to scrutiny in March 2015 so this report will focus on the current situation and progress made in the last 12 months.

#### 3. Key Issues

##### The National Categorisation Distribution of Cardiff Schools

In the primary sector, the proportion of schools in the categories requiring least support (green and yellow), is in line with the Consortium and Wales figures. In the secondary sector, however, the proportion of schools in the categories requiring least support, is slightly below the Consortium and Wales figures. In both sectors, Cardiff has a greater proportion in the green category but also has a higher proportion of schools in the most intensive support category (red).

As a proportion of schools in each phase, there are proportionately more secondary schools in categories amber and red than in the primary phase and more primary schools than special schools. Just over half of secondary schools remain in the two highest risk categories (4 in red and 6 in amber), just under a quarter of primary schools (5 red and 17 amber) and one special school.

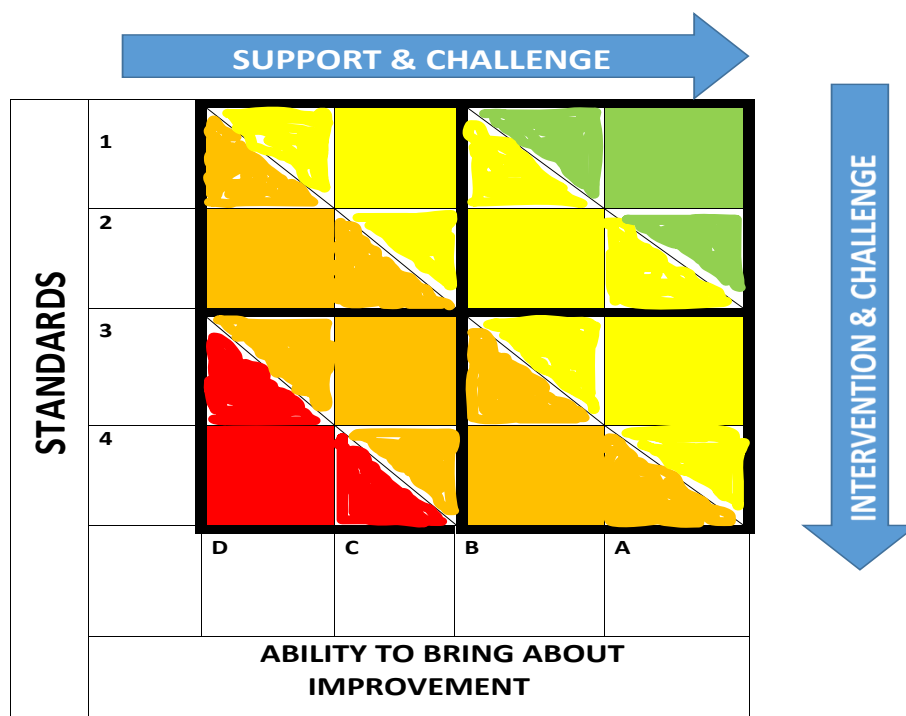
The proportion of schools requiring least support has increased in 2015/16. The lower number of schools now requiring amber and red support this year reflects the impact of the revised schools causing concern process and the progress that has been made in improving standards in the city's schools.

#### BACKGROUND

4. In May 2014, the Minister for Education and Skills announced the development of a primary grading model and a review of the secondary banding model. The application of this model results in one of 4 levels of

support for each school categorised as green, yellow, amber or red, with schools in green requiring the least amount of challenge and support and those in red the most.

5. The procedures for identifying and intervening in schools causing concern are common to all five constituent local authorities in the consortium. The consortium’s challenge advisers have a key role in identifying schools causing concern and in establishing and applying the appropriate level of challenge and support for each school to which they are attached. The local authority remains the final arbiter of categorisation and commissions support for schools from the consortium.
6. The national categorisation system is based on three steps:  
 Step 1 - a judgement on standards placing a school in one of four groups 1 to 4  
 Step 2 - a judgement about a school’s capacity to improve A to D  
 Step 3 - a decision on the level of support that is required to bring about the necessary improvement Green, Yellow, Amber or Red.
7. The first step and guidance on implementing both the second and third step is common across all regions. However, the implementation methodology of the second and third step is devised and implemented at a regional level.



8. The extent to which each school has a robust, self-critical and accurate view of its strengths and areas for improvement is fundamental to the categorisation process. Equally important is the school’s proven capacity to improve – that is, evidence of its ability to implement its improvement strategies effectively so as to raise standards and improve the quality of

education. The starting point for the challenge adviser attached to each school will be to validate and challenge the school's self-evaluation and to apply the national categorisation model.

9. The standards achieved by pupils and the progress they make are the key measures of the quality of education they have received and of the effectiveness of the leadership and management of the school. Therefore, the key driver for any judgement about the most appropriate support category (colour) overall will be the standards achieved by the school's pupils. There is a strong link between outcomes, provision and leadership and judgements about provision and leadership will be made with reference to their impact on outcomes. In particular, where leadership is effective this should be reflected in the standards achieved by pupils and the quality of educational provision. In normal circumstances, therefore, judgements about leadership and provision would not be higher than those relating to outcomes. Where there are differences in judgements there would need to be a clear explanation supported by evidence.
10. The consortium's challenge advisers have a key role in identifying schools causing concern, establishing their need for support and ensuring that the appropriate level of challenge and support for each school to which they are attached is provided. They also have an important role in monitoring and reporting each school's progress.

### **Categorisation of Schools in Cardiff**

11. The category assigned to each primary, special and secondary school in Cardiff is set out below. Progress and the impact of actions taken to secure improvement, are monitored regularly by the challenge adviser, senior challenge adviser and local authority officers during the academic year.

#### **Number of schools in each category 2015/16**

	<b>Number of Schools</b>		
<b>Level of Challenge</b>	<b>Primary</b>	<b>Special</b>	<b>Secondary</b>
<b>Green</b>	36	4	5
<b>Yellow</b>	42	3	4
<b>Amber</b>	17	0	6
<b>Red</b>	5	1	4

#### **Number of schools in each category 2014/15**

	<b>Number of Schools</b>		
<b>Level of Challenge</b>	<b>Primary</b>	<b>Special</b>	<b>Secondary</b>
<b>Green</b>	22	4	3
<b>Yellow</b>	40	2	5

<b>Amber</b>	24	2	5
<b>Red</b>	12	0	6

### Number of schools in each category 2013/14

Level of Challenge	Number of Schools		
	Primary	Special	Secondary
<b>A</b>	26	4	2
<b>B</b>	37	2	6
<b>C</b>	20	1	7
<b>D</b>	12	1	5

### Number of schools in each category 2012/13

Level of challenge	Number of schools		
	Primary	Special	Secondary
<b>A</b>	32	6	3
<b>B</b>	43	2	7
<b>C</b>	17	0	7
<b>D</b>	7	0	4

12. In the primary sector, the proportion of schools in the categories requiring least support (green and yellow), is in line with both the Consortium and Wales figures with more than three quarters of schools now in these two support categories. Cardiff has a greater proportion in the green category which means that we should have a greater proportion of schools with the capacity to support other schools and have a significant part to play in the developing school to school work.
13. However Cardiff also has a slightly higher proportion of schools in the most intensive support category (red). These schools are visited regularly by the challenge adviser and the progress that these schools are making is evaluated on a half termly basis by the local authority jointly with the consortium.

Support Category	Cardiff 15/16	Consortium 15/16	Wales 15/16
<b>Green</b>	34.0%	28.0%	22.3%
<b>Yellow</b>	43.3%	50.9%	57.2%
<b>Amber</b>	17.5%	16.3%	18.0%
<b>Red</b>	5.2%	4.8%	2.4%

14. In the secondary sector, the proportion of schools in the categories requiring least support (green and yellow), remains below both the Consortium and Wales figures with just under one half of Cardiff schools in these two support categories. Cardiff now has five schools in the green category which means

that our capacity to support other schools is improving and we are less reliant on support from schools in other local authorities.

15. Cardiff also has a higher proportion of schools in the most intensive support category (red). These schools are visited regularly by the challenge adviser and the progress that these schools are making is evaluated on a half termly basis by the local authority jointly with the consortium.

<b>Support Category</b>	<b>Cardiff 15/16</b>	<b>Consortium 15/16</b>	<b>Wales 15/16</b>
<b>Green</b>	26.3%	24.6%	18.4%
<b>Yellow</b>	21.1%	35.1%	38.7%
<b>Amber</b>	31.6%	28.1%	30.7%
<b>Red</b>	21.1%	12.3%	12.3%

16. The support category for 2014 and 2015 for each individual school is shown in Appendix 1. The majority of schools in standards groups 3 and 4 are categorised as needing amber or red levels of support. There are however some exceptions. For example, Moorland Primary School and Herbert Thompson Primary School are in standards group 3 but are categorised as Green. This is because they can substantially evidence that pupils make very good progress across each key stage and that the leadership of learning and teaching is strong.
17. As expected, the majority of schools in standards groups 1 and 2 are categorised as needing yellow or green levels of support. A few primary schools, for example, Trowbridge and Ton Yr Ywen and two secondary schools, Radyr and Whitchurch are in standards group 2, but are categorised as requiring amber support. This judgement has been made following either a whole school review or an Estyn inspection where leadership capacity has been found to be adequate and in need of additional support to improve.

## Appendix 1 – Outcomes from National Categorisation December 2015

School	Standards Group		Ability to improve		Level of support	
	2014	2015	2014	2015	2014	2015
Adamsdown	4	4	D	C	R	A
Albany	3	2	B	B	Y	Y
Allensbank	4	4	C	C	R	A
All Saints CIW	1	1	A	B	G	G
Baden Powell	4	3	C	B	A	A
Birchgrove	2	1	B	B	Y	Y
Bishops Childs CIW	1	1	A	A	G	G
Bryn Celyn	2	1	B	B	Y	Y
Bryn Deri	2	2	B	A	Y	G
Bryn Hafod	3	4	D	D	R	R
Cantonian High	3	3	C	D	A	R
Cardiff High	2	1	A	A	G	G
Cathays High	2	2	B	B	Y	Y
Christ the King RC	2	1	C	B	A	Y
Corpus Christi High	2	1	B	A	A	G
Coed Glas	2	1	C	B	A	Y
Coryton	2	2	B	B	Y	Y
Creigiau	2	1	A	B	G	G
Danescourt	2	1	A	A	Y	G
Eastern High	4	4	D	D	R	R
Fairwater	3	3	D	C	R	A
Fitzalan	2	2	A	A	G	G
Gabalfa	2	1	D	B	R	Y
Gladstone	2	2	C	B	A	Y
Glan-y-Afon	4	3	D	C	R	A
Glyncoed	2	1	B	A	Y	G
Glyn Derw High	4	4	D	D	R	R
Grangetown Nursery			A	A	G	G
Grangetown Primary	3	2	B	B	Y	Y
Greenway	2	2	B	B	Y	Y
Hawthorn	3	2	C	B	A	Y
Herbert Thompson	3	3	A	A	Y	G
Holy Family RC	3	1	D	B	R	Y
Hywel Dda	3	3	B	C	Y	A
ECCC			A	A	G	G
Kitchener	3	3	C	B	A	Y
Lakeside	2	2	A	B	G	Y
Lansdowne	3	2	B	B	A	Y
Llandaff City CIW	1	1	A	B	G	Y
Llanedeyrn	3	3	B	B	A	Y
Llanishen High	3	3	D	C	R	A
Llanishen Fach	2	2	A	A	G	G
Llysfaen	1	1	A	A	G	G
Marlborough	2	2	A	A	Y	G
Mary Immaculate High	1	1	B	A	G	G
Meadowbank Special		3	C	B	A	Y
Meadowlane	4	3	D	B	R	Y
Michaelston CC	4	4	D	D	R	R
Millbank	1	1	A	A	G	G
Moorland	3	3	A	A	Y	G
Mount Stuart	2	2	A	A	G	G
Ninian Park	4	3	D	D	R	R



Oakfield	4	3	B	B	A	Y
Pen-y-Bryn	3	2	C	B	A	Y
Pencaerau	2	1	A	A	G	G
Pentrebane	2	1	B	B	Y	Y
Pentyrch	3	2	A	A	Y	Y
Peter Lea	3	2	A	B	Y	Y
Radnor	3	2	C	B	A	Y
Radyr High	3	2	C	C	A	A
Radyr	2	1	B	B	Y	Y
Rhiwbeina	1	1	B	B	G	G
Rhydypenau	2	2	A	A	G	G
Riverbank Special			C	D	A	R
Roath Park	3	2	B	B	Y	Y
Rumney	2	2	B	A	Y	G
Severn	3	3	B	B	Y	Y
Springwood	2	1	B	B	Y	Y
St. Alban's RC	2	1	B	A	Y	G
St. Bernadette's RC	2	1	B	B	Y	Y
St Cadoc's RC	1	1	A	A	G	G
St Cuthbert's RC	3	3	C	D	R	R
St David's CIW	3	2	B	B	Y	Y
St Fagan's CIW	4	3	B	A	A	Y
St Francis RC	2	2	B	A	Y	Y
St Illtyds RC High	3	3	C	B	R	A
St John Lloyd RC	3	2	B	B	Y	Y
St Joseph's RC	3	1	C	A	A	G
St Mary's RC	4	2	D	C	R	A
St Mary the Virgin CIW	4	3	C	B	A	A
St Mellons CIW	2	1	B	A	Y	G
St Monica's CIW	3	3	B	C	Y	A
St Patrick's RC	3	3	B	C	A	A
St Paul's CIW	1	1	A	A	G	G
St Peter's RC	1	1	A	A	G	G
St Philip Evans RC	1	1	A	A	G	G
St. Teilos CIW High	3	3	C	C	A	A
Stacey	2	1	B	A	Y	G
The Bishop of Llandaff	3	1	B	A	Y	G
The Court Special			A	B	G	Y
The Hollies Special			A	A	G	G
Thornhill	1	1	C	B	A	Y
Ton-yr-Ywen	2	2	B	C	Y	A
Tongwynlais	3	2	A	A	Y	G
Tredegarville CIW	2	2	B	B	Y	Y
Trelai	4	4	D	D	R	R
Tremorfa Nursery			B	A	G	G
Trowbridge	3	2	C	C	A	A
Ty Gwyn Special			A	A	G	G
Whitchurch High	3	2	D	C	R	A
Whitchurch	1	1	A	A	G	G
Willowbrook	2	2	B	B	Y	Y
Windsor Clive	3	3	B	B	Y	Y
Willows	3	1	B	B	Y	Y
Woodlands Special			B	B	Y	Y
Ysgol Bro Eirwg	4	3	B	B	A	A
Ysgol Coed-y-Gof	3	2	B	B	Y	Y
Ysgol Glan Ceubal	4	4	C	C	A	A
Ysgol Glan Morfa	3	2	C	C	A	A
Ysgol Gyfun Gymraeg Bro Edern	-	-	B	B	Y	Y

Ysgol Gyfun Gymraeg Glantaff	3	2	B	B	Y	Y
Ysgol Gyfun Gymraeg Plasmawr	3	2	C	C	A	A
Ysgol Melin Gryfydd	2	2	A	A	G	G
Ysgol Nant Caerau	3	3	C	B	A	Y
Ysgol Gymraeg Pwll Coch	3	3	A	B	Y	Y
Ysgol Gymraeg Treganna	3	2	A	A	Y	G
Ysgol Gynraedd Gwaelod-y-Garth	2	2	B	A	Y	G
Ysgol Pen-y-Groes	4	4	C	C	A	A
Ysgol Mynydd Bychan	3	2	A	A	Y	G
Ysgol Pen-y-Pil	3	4	C	C	A	A
Ysgol Pencae	2	2	B	A	Y	A
Ysgol Y Berllan Deg	3	2	C	B	A	Y
Ysgol Y Wern	2	2	A	A	G	G

**SCRUTINY: May 2016****Young People not in Education, Employment or Training (NEET)****REPORT OF Director of Education & LLL****PORTFOLIO: Education and Lifelong Learning****1. Reason for this report**

- 1.1 To update Scrutiny on the current position in Cardiff in relation to young people disengaged or at risk of becoming disengaged from education, employment or training (EET) and outline the actions being taken to address the issues identified.

**2. Background and context**

This issue was previously reported to scrutiny in June 2015 so this report will focus on the current situation and progress made in the last 12 months. A copy of the previous scrutiny report is contained in Appendix 4.

**3 Overview of Progress since June 2015****2015 - Year 11 NEETS**

- 3.1 Cardiff's NEET figures will not be verified and published by WG until May 2016 but the LA's monitoring indicates that the position for 2015 is close to last year's figure of 4.26% and is likely to be in the region of 4.5% with 152 pupils of a cohort of 3,343 not in EET at the time of the Destinations count. (151 pupils of a cohort of 3546 in 2014).
- 3.2 The 4.5% comprised of 118 young people (3.53%) who did not progress into EET and 18 young people or 1.02% who could not or were unable to enter EET due to illness or being in youth custody. Disappointingly the NEET picture therefore remains static due in part to high levels of NEETs from a minority of schools. Destination data by individual secondary school is set out in Appendix 1.
- 3.3 Of the 152 young people who were NEET at the October 2015 Destination count, 106 had been identified by the VAP as being amber or red which is encouraging as it demonstrates that the right young people who need support are being identified appropriately.

<b>Year</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>
<b>% NEET</b>	10.6	8.9	8.8	7.7	6.7	4.9	4.26	4.5%

*(Source - The annual survey of school leavers undertaken by Careers Wales, providing a snapshot of pupil destinations taken on 31<sup>st</sup> October)*

#### 4. 2015 – Year 11 NEET Profile

An analysis of the characteristics of the 152 pupils identified as not in EET (in October 2015) indicates the following:

<b>Pupil Characteristics</b>		
<b>Total Number of pupils who were NEET at end year 11</b>	<b>152</b>	<b>4.50%</b>
Able to enter EET	118	3.53%
Unable to enter EET (e.g. due to illness, pregnancy, custodial sentence, disability, caring responsibilities)	34	1.02%
<b>Pupils with exclusions</b>	<b>68 pupils (1095 days exclusion)</b>	<b>44.70%</b>
<b>Pupils involved with YOS</b>	<b>15</b>	<b>9.80%</b>
<b>Pupils who are LAC/formerly LAC</b>	<b>10</b>	<b>6.50%</b>
<b>Pupils with SEN</b>	<b>99</b>	<b>65%</b>
School Action	44	29%
School Action+	35	23%
Statemented	20	13%
<b>eFSM</b>	<b>69</b>	<b>45.30%</b>
<b>Qualifications</b>		
Did not achieve L1	70	46%
L1	40	26.30%
L2	28	18.40%
L2+	13	8.50%
<b>WBRI</b>	<b>128</b>	<b>84.20%</b>

- 4.1 The number of NEETs in Cardiff is high because too many young people leave school with low levels of qualifications, have complex multiple needs and face barriers to progressing into and sustaining EET due to these issues.
- 4.2 Young people are more likely to become NEET if they have one or more of the following characteristics; a low level of academic achievement; their ethnic origin is white UK, they are entitled to free school meals and they have had more than one fixed term exclusion from school.

4.3 There is a clear correlation between the level of attainment and the percentage of NEETs in school. The best schools ensure that the curriculum they provide meets the needs of all pupils, enabling them to make a successful progression into education, employment or training. Data for pupils not achieving level 1 and the number of NEETs by individual secondary school is set out in Appendix 2.

## 5. Year 13 school leavers

<b>Year 13 leavers known to be not in education, employment or training</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>
<b>Cardiff percentages</b>	6.2	8.4	4.9	4.2	4.4	2.95
<b>Wales percentages</b>	6.6	6.4	5.1	4.7	4.9	tba

*(Source - The annual survey of school leavers undertaken by Careers Wales, providing a snapshot of pupil destinations taken on 31<sup>st</sup> October)*

5.1 Cardiff's year 13 NEET figures for 2015 have not yet been published but the LA's monitoring indicates that the position for 2015 is significantly improved on the previous year with 2.95% of year 13 who had not progressed into Education, Employment or Training (EET) at the point of the Destinations survey. This equates to 41 of the cohort of 1389. This was a 1.45% improvement on the previous year's position (2014) when 62 year 13 school leavers did not progress into EET.

5.2 The 2.95% comprised of 34 young people (2.45%) who did not progress into EET and 7 young people or 0.5% could not or were unable to enter EET due to illness or caring responsibilities. The majority of these 34 young people have future pathways planned, but were not in employment, education or training at point of the Destinations survey.

5.3 Over the previous four year period, the year 13 NEET figures have been below the Wales average. WG have not published the All Wales data for 2015 so we do not know what Cardiff's position is relative to that of the 21 other local authorities in Wales. Last year (2014) this was 11th which was an improvement on 17th position in 2010.

5.4 The continuing reduction in the figures corresponds to an ongoing improvement in outcomes at key stage 5. The proportion of subject entries at A\* or A was 31.1% and at A\*-C the proportion was 78.4%. These figures represent increases of 3.7 and 1.3 ppt respectively on the figures for 2014. At A\*-E, considered the 'pass rate', the proportion of subject entries was 98.1%. These results compare positively with the national figures for both Wales and England. The proportion of subject entries at A\* or A was 23.1% in Wales and 25.9% across England. At A\*-C the corresponding national figures were 74.3% and 77.2% respectively. The national pass rate in Wales was 97.3% whereas in England it was 98.1%.

## 6 **16-18 year olds on Careers Wales NEETs Register**

6.1 Strong partnership arrangements for the post 16 Neighbourhood panels have been developed and lead workers from range of partner organisations, including Families First Partners, Youth Mentoring, Youth Service, Careers Wales and third sector attend to contact and co-ordinate support for young people to engage in EET.

6.2 The co-ordination of this support through Neighbourhood panels has enabled more coherent support delivered in the communities in which young people live. There has been a reduction in the numbers of young people in tiers 1 and 2 in the neighbourhood panel data (tier 1 – status unknown or cannot be contacted and tier 2 - young people who are unemployed and not with Careers Wales requiring personal engagement to overcome barriers). In October 2015, 536 16-18 year olds were registered by Careers Wales in these tiers. This compares with the 629 at same point the previous year (October 2014). In February 2015 there were 440 16-18 year olds who were NEET in tiers 1 and 2 and in February 2016 this figure was 397.

## **7 Summary of progress since previous scrutiny report June 2015**

7.1 Estyn returned in October 2015 to review progress of a number of areas including the recommendation to reduce the proportion of young people who are not in education employment or training post 16 (2b). The third and final monitoring visit took place in January 2016 where all of the six recommendations arising from the monitoring visit in February 2014 were reviewed.

7.2 Following the final monitoring visit in January, Estyn judged that Cardiff had made sufficient progress against all recommendations and confirmed that the LA be removed from the significant improvement category. In relation to the recommendation to reduce the number of NEETs, Estyn judged that the authority had made satisfactory progress in addressing this recommendation and noted the following progress:

- The percentage of young people who are NEET in Cardiff continues to fall.
- All secondary schools now use the vulnerability assessment profile and this has been extended to the pupil referral unit and special schools. The profile assists schools in identifying pupils that are at risk of becoming not engaged in education, employment or training (NEET).
- All pupils that are educated otherwise than at school (EOTAS), now access taster courses with local providers and receive information and support in respect of next step opportunities. This has slightly improved the destinations for this group of learners.
- The local authority has recently started to track pupils that leave school during year 12 and 13 and it recognises that this is an aspect of its work that it needs to develop.
- The local authority has brought together a range of partners on its NEETs strategy group. This has promoted a better understanding of each other's work and has resulted in creative solutions.
- In 2015, 300 pupils identified as being at risk of becoming NEET were supported over the summer term and through the school holiday. Young people were able to access ongoing support and advice to help them to secure suitable education, employment and training placements. This approach is beginning to have a positive impact. However, unverified data for 2015 indicates that Year 11 NEETs has worsened slightly and that Cardiff remains one of the worst performing authorities in Wales. The variation in NEETs across schools remains too great.

- In order to improve destinations for looked-after children the authority has recently implemented a trainee programme. This aims to provide looked-after children with new skills and qualifications. Three LAC trainees from this programme have moved on to full apprenticeships.
- All pupils that are educated other than at school (EOTAS), now access taster courses with local providers and receive information and support in respect of next-step opportunities. This has slightly improved the destinations for this group of learners. However, the overall percentage of pupils that are NEET from the authority's special school for pupils with social, emotional and behavioural difficulties and EOTAS provision is far too high at around 45%.
- Relevant information on school exclusion and NEETs data is provided to the regional consortia's challenge advisers and this aspect of the challenge advisers' work with schools is beginning to improve. Expectations around support, challenge and reporting have been communicated with the Consortium and Challenge Advisers. Reporting formats have been agreed and exclusions, attendance and NEET's will feature in all future reports.
- At the October visit it was noted that senior leaders in education had in shaping, understanding and driving the reduction in the number of young people not in education, employment or training (NEET) was unclear and that the local authority had no overarching single NEET strategy. In response, by Estyn's return visit in January had produced a single strategy for youth engagement and progression. This strategy is in line with the six priority areas outlined in the Welsh Government guidance and outlines broadly the actions that need to be taken.

### 7.3 In addition since the January visit:

- Leadership roles have been revised and strengthened and the new strategy will be led by the Director of Education and the Director of Economic Development and the strategy has been endorsed by the Council's Leader and Chief Executive.
- The Director of Education is now chair of the EET Strategy Group to strengthen profile and accountability for the strategy and delivery of the action plan.
- The Youth Engagement and Progression Action Plan revised to reflect new strategy.
- The WASPI has been finalised and submitted to WG to share personal information about individuals legally, safely and with confidence,

## 8 Next Steps

- 8.1 In order to reduce the number of NEET young people in Cardiff, the LA has developed the 'Cardiff Commitment' which is a comprehensive, integrated, Cardiff Youth Engagement and Progression Strategy for the city. The strategy sets out how Cardiff Council, together with a wide range of partners in the public, private and third sectors, will seek to ensure a positive destination for every young person in Cardiff after statutory schooling, into employment, education or training.

- 8.2 The new strategy will be led by the Director of Education and the Director of Economic Development and will ensure robust action to prevent young people becoming NEET but will have a broader focus on providing opportunities for all young people at all skill and qualification levels and aims to secure a commitment from employers in the city to develop apprenticeships and employment opportunities for young people.
- 8.3 Cardiff and Vale College in partnership with the Council and schools are developing an innovative Junior Apprenticeships pilot for 14 -16 year olds which aims to be a creative solution to help reduce the numbers of young people who become NEET. The pilot proposes that approximately 90 year 10 learners will follow one of seven pathways for intensive vocational skill development as well as work related experience to develop employability and interpersonal skills. The learners will also study GCSE's in English and maths at the college and will attend CAVC on a full time basis for the 2 year programme. It is anticipated that prospective junior apprentices will be identified through the vulnerability assessment profile (VAP) as those who are most at risk of becoming NEET. Learners will achieve a Level 1 or 2 qualification in their chosen vocational area and will be encouraged and supported to achieve Level 2 where possible. Post 16, it is hoped that they will progress straight into further programmes at the college or apprenticeships. The Council will also provide work experience placement opportunities to support the learners in their vocational pathways.
- 8.4 The Youth Engagement and Progression Action Plan has been refreshed and will address the following:
- Having secured ESF funding, recruitment is underway to extend the capacity of the lead worker team and enable commissioning of bespoke pre-engagement provision (tier 2) for post 16 learners who are most at risk to address barriers.
  - Ensure that the additional resources that the bids will secure are targeted and support differentiated in schools that continue to cause concern where the number of NEETs are historically higher – Eastern High, Glyn Derw, EOTAS and Greenhill.
  - Broaden the scope of challenge and support to schools in respect of NEETs through the work of the Challenge Advisers and Governors. Deliver training to Governors (January 2016) on NEETs and Exclusions to develop and ensure and understanding of the variations in the data across schools in Cardiff and the questions that they need to be asking in their schools.
  - Ensure that the strategy to reduce NEETs aligns to the wider preventative agenda, including early years, parenting and family support and the Council's Early Help Strategy. Work with schools as part of Early Help Strategy to develop the arrangements for identifying families and helping them to get the support they need through piloting the use of a Joint Assessment Family Framework to provide a more effective joined-up service for families.



## Appendix 1

### Year 11 school leaver destination data (NEET) by school 2013 – 2015

School	2013	2014	2015* Indicative Data
Bishop Of Llandaff	0 (0)	0.52 (1)	1.06 (2) ↑↑
Cantonian	9 (10)	2.83 (3)	7.23 (6) ↓↑
Cardiff High	1.39 (3)	1.9 (4)	1.45 (2) ↑↓
Cathays	4.31 (7)	6.14 (10)	6.5 (10) ↑↑
Corpus Christi	1.56 (3)	2.5 (5)	2.82 (6) ↑↑
Eastern High	8.87% (22)	6.76 (15)	↓ 12.94 (26) ↑
Fitzalan	5.53 (12)	3.13 (8)	4.6 (11) ↓↑
Glyn Derw	9.45 (12)	12.3 (15)	9.09 (8) ↑↓
Greenhill	45.2 (5)	60 (9)	55.56 (10) ↑↓
Llanishen	3.34 (9)	4.53 (12)	4.26 (11) ↑↓
Llanederyn	10 (10)	4.8 (5)	N/A closed ↓
Mary Immaculate	11.21(12)	3.7 (4)	5.5 (6) ↓↑
Michaelston	8.47(10)	13.23 (16)	5.82 (6) ↑↓
Radyr	1.12(2)	0.47 (1)	2.98 (6) ↓↑
St Illtyds	5.47(8)	4.0 (7)	3.57 (6) ↓↓
St Teilos	1.06 (2)	2.7 (5)	2.64 (6) ↑↓
Whitchurch	2.19 (8)	3.19 (11)	3.44 (12) ↑↑
Willows	6.36 (10)	9.15 (14)	7.69 (10) ↑↓
Ysgol Gyfun Glantaf	2.4 (5)	2.23 (5) ↓	2.74 (6) ↑
Ysgol Gyfun Plasmawr	0.62 (1)	0.61 (1) ↔	0.61 (1) ↔
<b>TOTAL</b>	<b>4.9% (174 of cohort of 3547)</b>	<b>4.26% (151 of cohort of 3546)</b>	<b>4.5% (152 of cohort of 3343)</b>

Source: Careers Wales Pupil Destinations from Schools in Wales – annual survey providing a snapshot of pupil destinations as at 31<sup>st</sup> October each year.

2015 data is indicative and is subject to verification which will be released in May 2016

## **Appendix 2**

### **Pupils who did not Achieve Level 1 (L1) threshold by secondary school**

<b>School</b>	<b>Number on Roll Year 11</b>	<b>Number of pupils not achieving L1</b>	<b>Percentage of pupils not achieving L1</b>	<b>Percentage of NEET pupils</b>
Bishop of Llandaff	191	6	3.10%	1.06%
Cantonian	80	6	7.50%	7.23%
Cardiff High	207	0	0.00%	1.45%
Cathays	130	14	10.80%	6.50%
Corpus Christi	211	2	0.95%	2.82%
Fitzalan	236	4	1.70%	4.60%
Glyn Derw	88	18	20.40%	9.09%
Llanishen	256	9	3.51%	4.26%
MIHS	109	1	0.90%	5.50%
MCC	103	11	10.70%	5.82%
Radyr	201	6	3.00%	2.98%
Eastern High	201	71	35.30%	12.94%
St Illtyd's	166	4	2.40%	3.57%
St Teilo's	227	11	4.80%	2.64%
Whitchurch	349	16	4.60%	3.44%
Willows	128	21	16.40%	7.69%
YG Glantaf	219	5	2.30%	2.74%
YG Plasmawr	162	1	0.60%	0.61%
Greenhill	18	15	83.30%	55.56%
Woodlands	9	9	100.00%	
BYD	14	12	85.70%	
CARDIFF	3305	242	7.32%	4.5%
WALES			5.59%	



## **Appendix 3**

### **Year 13 school leaver destination data (NEET) by Cardiff secondary schools**

<b>School</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>
<b>Bishop of Llandaff</b>	5.47% (7)	8.55% (10)	0.00%
<b>Cantonian</b>	8.47%	4.69% (3)	4.76% (2)
<b>Cardiff High</b>	3.26% (6)	3.55% (6)	4.27% (7)
<b>Cathays</b>	5.26% (2)	6.35% (4)	5.8% (4)
<b>Fitzalan</b>	1.85% (2)	8.73% (11)	1.68% (2)
<b>Llanishen</b>		0.68% (1)	1.42% (2)
<b>MCC</b>	16.22% (12)	20.51% (8)	0.00%
<b>Radyr</b>	1.69% (2)	0.85% (1)	2.16% (3)
<b>St Teilo's</b>	1.22% (1)	3.37% (3)	2.2% (2)
<b>Ty Gwyn Special School</b>			30.77% (4)
<b>Whitchurch</b>	3.24% (7)	1.96% (4)	3.16% (6)
<b>Woodlands</b>			6.16% (2)
<b>YG Glantaf</b>	2.48% (3)	1.63% (2)	2.25% (4)
<b>YG Plasmawr</b>	4.65% (4)	2.56% (2)	2.83% (3)
<b>CARDIFF</b>	4.20%	4.42%	2.95%
<b>WALES</b>	4.70%	4.90%	tba

Source: Careers Wales Pupil Destinations from Schools in Wales – annual survey providing a snapshot of pupil destinations as at 31<sup>st</sup> October each year.

2015 data is indicative and is subject to verification which will be released in May 2016.

Mae'r dudalen hon yn wag yn fwriadol

**CITY AND COUNTY OF CARDIFF  
DINAS A SIR CAERDYDD**

**CHILDREN & YOUNG PEOPLE SCRUTINY COMMITTEE**

**17 May 2016**

---

**SCHOOL ORGANISATION PROPOSALS - SPECIALIST PROVISION FOR  
PRIMARY AGED PUPILS WITH SPEECH AND LANGUAGE  
DIFFICULTIES, AND WITH BEHAVIOURAL EMOTIONAL AND SOCIAL  
DIFFICULTIES**

---

**Purpose of Report**

1. To provide Members with the opportunity to hear the views from a number of citizens who have expressed their comments and concerns at current Cabinet proposals for the proposed closure of Meadowbank School.

**Background**

2. The proposal entitled "Specialist provision for Primary Aged Pupils with Speech and language Difficulties, and with Behavioural Emotional and Social Difficulties, was approved by the Cabinet in December 2015 (copy attached at **Appendix A**). The report recommended the Cabinet to:
  - Authorise officers to consult on the proposal to remodel SEN provision specifically to respond to the falling demand for speech and language places and increased demand for provision of children with behavioural social and emotional needs through the closure of Meadowbank Special School by August 2017.

This will be supported by the following proposed changes:-

- An Increase in the capacity for mainstream support for children with speech and language needs;
- A change in the use of the Allensbank Specialist Resource Base (SRB) to provide additional places for pupils with severe and complex learning difficulties;
- An increase in the number of Nurture/Revolving Door classes in mainstream schools across the city.

- Note that prior to implementation of the proposal a further report will be provided to the Cabinet providing details of any objections received, the responses to those objections and recommendations for implementation or otherwise of the proposal.

## **The Proposal**

3. The proposal responds to falling demand for speech and language places, and increased demand for provision for children with behavioural social and emotional needs. It entails:

- The phased closure of Meadowbank Special School (this would require the supported transition of current pupils to mainstream school or Specialist Resource Base (SRB) with a strong package of support in line with their needs).
- Increased capacity for mainstream support for children with speech and language needs.
- A change in use of the Allensbank SRB to provide extra places for pupils with severe and complex learning difficulties.
- An increase in the number of Nurture/ Revolving Door classes in mainstream schools across the city, to provide at least one setting in each of the six neighbourhood areas, including a Welsh medium setting (this development to include the existing classes at Springwood, Fairwater and Glan yr Afon, as well as new sites to be identified). These classes would provide a network of early intervention support for children with attachment difficulties, social and emotional needs, and children who are socially vulnerable due to their speech and language needs.

## **Interim Arrangements**

4. Changes would be carefully planned in consultation with parents and professionals to take account of the needs of pupils attending each of the affected settings, to minimise disruption to their learning and to take full account of parental views.
5. The likely closure date for Meadowbank School would be August 2017. The majority of current pupils will have transferred to secondary school or reintegrated to a mainstream primary by that date. Remaining pupils would be offered a range of options, depending on their needs and on parents' views:
  - Transfer to the SRB at Allensbank
  - A supported programme of reintegration to their local mainstream school. This would include funded additional support from an appropriately trained teaching assistant, school-based therapy if this continues to be an assessed need;
  - Support from the specialist teacher service.
6. The proposed change of use at Allensbank School would be timed to take account of the needs and ages of existing pupils. The classes would continue to operate as a speech and language specialist setting until these pupils complete their primary education and transfer to secondary school.

## **Proposed Educational Benefits**

7. The proposal would offer the following educational benefits:
  - Continued high quality support for speech and language pupils in mainstream schools, with an extended specialist teacher team.

- Reduce the number of school transfers for children with speech and language difficulties, by ensuring every child can be effectively supported in mainstream throughout their education.
- Significant expansion of Nurture and Revolving Door classes for children with behavioural social and emotional difficulties.
- Welsh medium specific provision for behavioural social and emotional difficulties.
- Expansion of SRB places for children with severe learning difficulties.

### **Alternatives considered**

8. The option of keeping Meadowbank open as a speech and language special school has been considered and rejected because the school roll has fallen consistently over the last five years and there is no expectation that the trend will reverse. This places the future of the school at risk even if no action is taken.

### **Issues**

9. The public consultation exercise was undertaken between 11 February 2016 and 23 March 2016. The outcome of the consultation exercise is still being assessed.
10. The Chairperson of the Committee has received correspondence from a number of citizens, who requested the opportunity to address the Committee. They wish to express their views on the proposals, and for Members to be aware of the impact they feel the closure of Meadowbank would have on the lives of children with a Speech and Language Impairment in Cardiff who receive at first hand the experience of the staff, pupils and the environment in which they work in.



11. The Chairperson has agreed to invite these members of the public to address the Committee. A copy of the documentation which they have sent for Member's consideration will be circulated prior to the meeting.

### **Scope of Scrutiny**

12. The scope of this scrutiny is for Members to:

- Consider the views expressed at the meeting on the proposal;
- Pass on any observations, comments or recommendations to the Cabinet Member for Education and the Director of Education and Lifelong Learning, to further inform the outcome of the consultation process for the proposal, prior to its consideration by Cabinet.

### **Way Forward**

13. To enable the Committee to receive the views, comments and concerns from Members of the public the following people have currently indicated that they wish to address the Committee:

- Faye Dale – Parent of a pupil
- Diana James – Teacher
- Suzanne Grover – Former Headteacher of Meadowbank School
- Councillor Gareth Holden
- Councillor Jayne Cowan.

### **Legal Implications**

14. 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**

15. 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:

- I. Consider the information provided in the report, views and comments from Councillors, citizens, and discussions at Committee;
- II. Consider whether they have any observations, comments or recommendations they wish to make to Cabinet prior to its consideration of the outcome of the consultation exercise.

**DAVID MARR**

**Interim Monitoring Officer**

**11 May 2016**

**SCHOOL ORGANISATION PROPOSALS: SPECIALIST PROVISION FOR PRIMARY AGED PUPILS WITH SPEECH AND LANGUAGE DIFFICULTIES, AND WITH BEHAVIOURAL EMOTIONAL AND SOCIAL DIFFICULTIES.**

**REPORT OF DIRECTOR OF EDUCATION AND LIFELONG LEARNING**

**AGENDA ITEM: 5**

---

**PORTFOLIO: EDUCATION (COUNCILLOR SARAH MERRY)**

**Reason for this Report**

1. To enable the Cabinet to consider a recommendation to hold public consultation on the proposed re-shaping of specialist provision in line with the falling demand for speech and language places, and increased demand for provision for children with behavioral social and emotional needs.

**Background**

2. There has been a trend away from special schools places for speech and language needs as part of a national trend towards inclusion. Cardiff is the only local authority in England and Wales still maintaining a special school specialising solely in speech and language needs.
3. While special school continues to be an important option for some children with complex, long term learning difficulties, there has been a general trend for children with moderate learning delays, speech and language difficulties and physical disabilities to attend a local school.
4. Meadowbank School is a small special school located in Gabalfa adjacent to Gabalfa Primary School and Ysgol Glan Ceubal, for children aged 4-11 with significant speech and language difficulties.
5. Additionally, the County wide primary phase Welsh Immersion Unit is currently housed at Meadowbank and occupies three rooms. The close proximity to Ysgol Glan Ceubal has allowed for the arrangement to work well to date.
6. Historically the Vale of Glamorgan Council funded 10 places at the school and at that time the school operated at 40 places. In 2010, the

Vale of Glamorgan gave notice of their intention to withdraw from this arrangement, making no new placements. In July 2015 the last Vale child left the school.

7. Cardiff also maintains a specialist resource base (SRB) at Allensbank Primary School, for 20 pupils with speech and language difficulties.
8. The speech and language therapy service provides school-based therapy to pupils in Meadowbank and Allensbank in line with their assessed level of need.
9. Admissions to Meadowbank and to Allensbank SRB are subject to a statement of special educational needs (SEN) and are managed by the local authority in accordance with the SEN Code of Practice for Wales 2002.
10. In line with equalities legislation and the statutory framework for SEN, children are only placed in a special school or SRB where this is
  - consistent with parents' wishes and
  - if there is substantial evidence to show that their needs cannot reasonably be met other than by placement in a specialised setting.
11. The prospects for pupils with speech and language difficulties to be reintegrated to mainstream school are good; the majority of pupils attending Meadowbank and Allensbank SRB transfer to a local high school at Year 7, and many pupils make sufficient progress to transfer at an earlier age.

### **Changes in demand for special school and SRB places**

12. Although the number of children and young people with speech and language difficulties has not fallen, demand for places at both Meadowbank and Allensbank SRB has fallen in recent years, with an increasing number of parents expressing a preference for mainstream education, with support provided in the local catchment school.
13. At the present time, November 2015, there are 23 pupils on roll at Meadowbank.
14. Demand for places at Allensbank has also fallen from 18 in 2010-11, to 11 pupils in November 2015.

*Meadowbank and Allensbank SRB numbers on roll, 2010-2015*

	M'bank	Allensbank	total pupils
2010-11	40	18	58
2011-12	35	18	53
2012-13	34	13	47

2013-14	32	16	48
2014-15	27	14	41
Nov-15	23	11	34

15. The age profile across the two settings is heavily weighted to Key Stage 2. There were no new admissions to either school in September 2015.

*Age profile of pupils in speech and language provision*

	M'bank	A'bank	total
Reception	0	0	0
Year 1	2	0	2
year 2	4	4	8
Year 3	3	2	5
Year 4	2	2	4
Year 5	6	3	9
Year 6	6	0	6
	23	11	34

16. As the therapy caseload has fallen, the therapy allocation to Meadowbank and Allensbank has been reduced and reallocated in order to provide more support for pupils in mainstream schools.

**Why has the need for special school and SRB places fallen?**

17. The trend does not arise from a reduction of need, but from changing expectations and from the availability of effective mainstream support.
18. The following factors are explored in more detail below:
- There is a national trend towards more inclusive educational practice;
  - A successful programme of early intervention and capacity building has been implemented in Cardiff's mainstream schools;
  - Between September 2014 and July 2015, the therapy service rolled out a school-based therapy service, in place of the clinic-based model;
  - Pupil outcomes for children with speech and language difficulties in mainstream are good.

**National trend for inclusion**

19. The trend is away from special school places for speech and language needs is part of a national trend towards inclusion.
20. The majority of children attending a special school now have severe and complex needs and are likely to benefit from a specialist education throughout their school life.
21. In contrast, children with speech and language difficulties have good prospects for succeeding in mainstream education provided they receive

effective specialist support when young. Increasingly, parents are expecting this support to be provided in a mainstream context.

22. Pupils who attend Meadowbank or the SRB typically transfer to mainstream secondary schools. It can be very challenging for pupils to transfer directly from a small special class, to a large mainstream secondary school in one step. The local authority undertook consultation with Meadowbank and Allensbank parents in 2012, to identify the best way of supporting transition to secondary school. There were two main outcomes from this consultation. The capacity of the Specialist teacher team was increased in order to provide more support for transition and for secondary pupils in mainstream; and both Allensbank and Meadowbank began working towards earlier reintegration to mainstream. Many pupils now have the chance to reintegrate to a local primary school, and to establish friendships there before transferring to secondary school.
23. In the past, a significant factor in the choice of the special school or the SRB was that these settings were the only schools where school-based therapy was provided, and where therapists and teachers worked closely together to provide support. Children who remained in their local mainstream school would be obliged to miss school on a regular basis and travel to a clinic to receive therapy. Direct contact between therapists and mainstream teaching staff was minimal.
24. With the roll out of a school-based therapy service in 2014-15, pupils included in mainstream are no longer disadvantaged in terms of access to therapy and there are additional benefits to remaining in the local school:
  - the child experiences fewer transitions;
  - local friendships;
  - good role models to support their speech and language development.

### **Early intervention and capacity building in Cardiff**

25. Since 2010, a successful programme of capacity building and early intervention has significantly improved the extent to which children with speech and language difficulties can be well-supported in their local mainstream school.
26. The specialist teacher speech and language team provides effective support, training and advice to mainstream schools, and provides direct teaching intervention to pupils with the most severe difficulties.
27. Using the 'Speech Links' and 'Language Links' programmes, primary schools assess the language development of all children entering Reception and use a range of strategies and interventions to address any language delays identified. This approach has been effective in improving the language skills of children by an average of 20 percentage points during the Reception year. The quality and timeliness of therapy

referrals has also improved, with a positive impact on reducing therapy waiting times (evidence from therapy service).

28. Speech and Language Links has been established in all but one primary school in Cardiff and is now being rolled out across secondary schools.
29. Joint working between the UHB and Education Service has improved efficiency and effectiveness of support for children with speech and language difficulties. Speech and language therapists work closely with the specialist teacher team to deliver the five step graduated response, with a single referral pathway and a shared caseload, this approach has led to less duplication and a more efficient and effective service. The partnership between health and education in Cardiff has been awarded an NHS prize for innovative practice.

**School-based therapy service (introduced in Cardiff between September 2014 and July 2015)**

30. In 2014 -15, the UHB established a school-based therapy service, with a range of benefits:
  - a. Children in mainstream are no longer disadvantaged in comparison to special school or SRB pupils, as they no longer have to travel to a clinic to access therapy;
  - b. School-based therapy is easier for families without their own transport and children do not miss school in order to attend the clinic;
  - c. There are stronger links between schools and therapy service, with therapists providing direct advice to class teachers and teaching assistants to enable them to deliver and oversee programmes.
31. The school-based service was rolled out in the Vale of Glamorgan a year earlier than in Cardiff. Data collected by the UHB demonstrates that the school-based service has led to fewer pupils being discharged early due to non-attendance at clinic. Early signs suggest that the same benefits are being realised in Cardiff.
32. A breakdown of the therapy caseload demonstrates that the majority of speech and language children are being supported in mainstream schools.

*Therapy caseload by level of need (Stage 5 being the highest level of need), June 2015*

<b>Therapy caseload,</b>	<b>Meadowbank</b>	<b>Allensbank SRB</b>	<b>Mainstream</b>	<b>Total caseload</b>
<b>Stage 5 (direct input)</b>	7	1	48	56
<b>Stage 4 (direct input)</b>	11	12	188	211

<b>Stage 3 (monitoring)</b>	7	2	249	258
<b>Not requiring therapy</b>	4	1	N/A	N/A

### Outcomes for pupils in mainstream

33. Pupils in mainstream are achieving their measurable targets. These targets are jointly set between education and health. Progress is also measured via the Speech and Language Link screening tools and school based attainment progress

*Data showing increase in reception age pupils with age appropriate Language Skills and the progress they make over the academic year*

Year	2010- 2011	2011-2012	2012-2013	2013-2014	2014-2015
<b>Pre Screen</b>	63.8%	57.2%	69%	63.8%	67.5%
<b>Post Screen</b>	84%	80.1%	83%	83.7%	84.9%

### Expanding need for special school and SRB provision for other areas of SEN

34. A report on specialist provision for pupils with SEN/ ALN was completed in 2013. This identified a number of priorities for future development of special school and SRB provision. A summary of the current priorities is attached to this report (Appendices 1 and 2).
35. In March 2014 a focus group of Headteachers, health, children services and parent partnership representatives was consulted on the priorities for future development of BESD provision in Cardiff (Appendix 3). There was consensus on the need for:
- More capacity for early intervention such as Nurture Classes and Revolving door classes;
  - Greater emphasis on the underlying needs experienced by this group including: mental health and medical needs; speech and language difficulties; literacy and numeracy delays.
36. Demand for special school or SRB places for primary aged children presenting with challenging behaviours has increased over the last two years. In 2014-15 there was a 30% increase in the number of new statements for this area of need.
37. Developing additional provision for pupils with behavioural emotional and social difficulties is therefore a current priority.



## **Proposal**

38. The following proposal to respond to the falling demand for speech and language places, and increased demand for provision for children with behavioral social and emotional needs has been identified:
- The phased closure of Meadowbank Special School (this would require the supported transition of current pupils to mainstream school or SRB with a strong package of support in line with their needs).
  - Increased capacity for mainstream support for children with speech and language needs.
  - A change in use of the Allensbank SRB to provide extra places for pupils with severe and complex learning difficulties.
  - An increase in the number of Nurture/ Revolving Door classes in mainstream schools across the city, to provide at least one setting in each of the six neighborhood areas, including a Welsh medium setting. (This development to include the existing classes at Springwood, Fairwater and Glan yr Afon, as well as new sites to be identified.) These classes would provide a network of early intervention support for children with attachment difficulties, social and emotional needs, and children who are socially vulnerable due to their speech and language needs.

## **Interim Arrangements**

39. Changes would be carefully planned in consultation with parents and professionals to take account of the needs of pupils attending each of the affected settings, to minimise disruption to their learning and to take full account of parental views.
40. The likely closure date for Meadowbank School would be August 2017. The majority of current pupils will have transferred to secondary school or reintegrated to a mainstream primary by that date. Remaining pupils would be offered a range of options, depending on their needs and on parent's views:
- Transfer to the SRB at Allensbank
  - A supported programme of reintegration to their local mainstream school. This would include funded additional support from an appropriately trained teaching assistant, school-based therapy if this continues to be an assessed need; support from the specialist teacher service.
41. The proposed change of use at Allensbank School would be timed to take account of the needs and ages of existing pupils. The classes would continue to operate as a speech and language specialist setting until these pupils complete their primary education and transfer to secondary school.

## **Educational Benefits**

42. The proposal would offer the following educational benefits:
- Continued high quality support for speech and language pupils in mainstream schools, with an extended specialist teacher team.
  - Reduce the number of school transfers for children with speech and language difficulties, by ensuring every child can be effectively supported in mainstream throughout their education.
  - Significant expansion of Nurture and Revolving Door classes for children with behavioural social and emotional difficulties.
  - Welsh medium specific provision for behavioural social and emotional difficulties.
  - Expansion of SRB places for children with severe learning difficulties.

## **Potential disadvantages of the proposal**

43. Pupils remaining in Meadowbank School at the time of closure would need to transfer to an alternative school, whether a supported return to mainstream, or a transfer to Allensbank SRB.

## **Alternatives considered**

44. The option of keeping Meadowbank open as a speech and language special school has been considered and rejected because the school roll has fallen consistently over the last five years and there is no expectation that the trend will reverse. This places the future of the school at risk even if no action is taken.

## **Future use of the Meadowbank School site**

45. The future use of the Meadowbank School site would be considered should the proposal be progressed to implementation. It is expected that the site would be retained for educational purposes.

## **Impact of proposal on the Welsh Language**

46. It is anticipated that either of the options would have a beneficial impact on Welsh language. Both options would address the need for Welsh medium nurture or revolving door class provision.

## **Local Member consultation**

47. Local members have been appraised of the proposal to consult and will be included as part of any consultation undertaken along with all elected members in view of the provision at Meadowbank being city wide.

## **Reason for Recommendations**

48. To respond to the falling demand for special school places for primary aged pupils with speech and language difficulties, and to the need for

additional provision for children with behavioural emotional and social needs.

### **Financial Implications**

49. All Cardiff schools are funded from the delegated schools budget which is a ring fenced account that allocates funding to each school using the Formula Funding mechanism. The Formula funding mechanism is primarily based on a pupil number basis for Primary and Secondary schools and on a place basis for Special Schools and Specialist Resource Bases (SRB).
50. In this particular instance, the phased reduction of the number of places at the special school will result in a corresponding reduction in the amount of funding being provided to this school. The school is currently operating within its delegated budget and maintains a surplus balance despite falling number of places. However this may not continue to be the case should pupil numbers continue to fall. Using the revised number of places a financial profile of the school for the forthcoming medium term is required in order to establish whether or not the school will be in deficit at any point. In the event of the financial profile indicating a deficit then there will be a need to identify the source which will bridge the gap. Consideration also needs to be given to the governance arrangements of the school when financial viability becomes a clear risk.
51. The report identifies the need for some additional places in some SRBs and the funding for these will be found from the amount released from the reduction in places in Meadowbank School. There will also need to be consideration of any other financial impact on schools as a result of increasing capacity in order to ensure that schools are appropriately funded. This proposal is likely to generate savings for the delegated schools revenue budget but this cannot be effectively quantified at this stage and will need to be considered in detail.
52. Once identified, there will be a need for a future report which will outline the intentions of the site currently occupied by Meadowbank Special School in terms of potential capital receipt or alternative use.

### **Legal Implications**

53. The recommended consultation would have to comply with Part 3 of the School Standards and Organisation (Wales) Act 2013 and the School Organisation Code.
54. Consultation gives rise to the legitimate expectation that the outcome of the consultation will be considered in terms of determining the way forward. Therefore consultation is required to be undertaken:
  - (i) when the proposals are at a formative stage (with no decision having been made);
  - (ii) on the basis that the consultation feedback will be properly considered and could change the proposals; and

- (iii) with the provision of sufficient information and time to facilitate expression of views by consultees and consideration of those views prior to making any decision on the proposals.
55. Following the outcome of the consultation further statutory notices may need to be published.

### **HR Implications**

56. A Human Resources Framework has been produced in consultation with key stakeholders including head teachers, governors, representatives of the diocesan authorities and the trade unions. It provides the basis for managing the human resources issues associated with School Organisation Planning and its purpose is to support governing bodies and staff working in schools, through a variety of strategies and with the ultimate aim of minimising compulsory redundancies across schools in Cardiff.
57. In the period leading up to the closure of a school, as pupil numbers reduce, the impact on the school budget and staff resources will need to be managed through the School's Redeployment and Redundancy Policy and Procedure, which has been developed in consultation with trade unions and key stakeholders. The Council will also support the Headteacher and governing body during this time, as they will need to ensure that staff continue to be supported and motivated during what may be a potentially difficult situation and the Headteacher is able to manage recruitment and retention of employees.
58. A key aspiration for the Council is to achieve staff reductions as far as possible through redeployment rather than voluntary redundancy or compulsory redundancy means. Therefore the Council is committed to maximising opportunities for school staff to secure employment in other schools in Cardiff and will facilitate a redeployment process.
59. Full support will be offered to the school staff and Governing Body of Meadowbank School by HR People Services throughout the reorganisation, this will involve attendance at consultation meetings, meetings with school staff where appropriate and the circulation of a Frequently Asked Questions document.

### **Statutory Screening Tool**

60. This is attached at Appendix 4 and included the Equality Impact Assessment and Strategic Environmental Assessment.

### **Equality Impact Assessment**

61. An Equality Impact Assessment has been carried out. The assessment concluded that this proposal would not adversely affect a particular group in society. This assessment will be reviewed following consultation.

## **Sustainability Assessment**

62. A Strategic Environmental Assessment (SEA) of the proposal has been carried out in accordance with European Legislation. The assessment confirms that the proposal is compatible with the environmental objective identified in the SEA of Cardiff's 21<sup>st</sup> Century: A Strategic Framework for a School Building Improvement Programme.

## **Community Impact**

63. There is a need to respond to the trend away from special schools for speech and language needs and to increase provision for primary aged children presenting with challenging behaviours without impacting adversely on the community. The following are taken into account when considering a proposal: Public Open space, parkland, noise and traffic congestion. Officers will work with schools and any community groups to ensure that should the proposal proceed it would avoid negative impacts wherever possible.

## **RECOMMENDATIONS**

The Cabinet is recommended to:

1. Authorise officers to consult on the proposal to remodel SEN provision specifically to respond to the falling demand for speech and language places and increased demand for provision of children with behavioural social and emotional needs through:

- The closure of Meadowbank Special School by August 2017.

This will be supported by the following proposed changes:-

- An Increase in the capacity for mainstream support for children with speech and language needs
  - A change in the use of the Allensbank SRB to provide additional places for pupils with severe and complex learning difficulties
  - An increase in the number of Nurture/Revolving Door classes in mainstream schools across the city
2. Note that prior to implementation of the proposal a further report will be provided to the Cabinet providing details of any objections received, the responses to those objections and recommendations for implementation or otherwise of the proposal.

## **NICK BATCHELAR**

Director

27 November 2015

*The following appendices are attached:*

Appendix 1 - Specialist Provision Review 2013, Overview and update of main issues, July 2015

Appendix 2 - Specialist Provision Review 2013  
Appendix 3- Provision for learners with social emotional and behavioural  
needs- Summary of stakeholder views  
Appendix 4 – Statutory Screening tool

**Specialist Provision Review 2013**  
**Overview and update of main issues**  
**EMT July 2015**

<b>Red issues</b>
<p><u>Speech Language and Communication</u>  Demand for speech and language special school and SRB places has fallen sharply since 2010, with the majority of SLCD pupils now included in mainstream.</p>
<p><u>Primary provision for Behaviour Emotional Social Difficulties (BESD)</u>  The Court special school is currently over-subscribed, with up to 8 additional places required.  The Court premises are not well-suited to educational purposes and there is no scope for extending the number of places in the current accommodation.  Early intervention classes (Nurture and Revolving Door classes have been successful but there is insufficient capacity to meet needs.</p>
<p><u>Secondary BESD</u>  Greenhill- insufficient places for current demand. Accommodation is in poor condition, not well-suited to purpose. 16 pupils in Independent or other LA schools due to lack of in-county places at significant additional cost to the local authority.  Greenhill  PRU requires new accommodation within the next 2 years, as the Mynachdy/ Bryn y Deryn site has been marked for redevelopment. Referrals have risen significantly and there is a need to consider additional PRU places.  Few options for BESD girls.</p>
<b>Amber issues</b>
<p><u>Provision for Complex Learning Difficulties</u>  Riverbank and Woodlands accommodation is overcrowded.  Special school classes over-sized due to lack of space.  A range of SRBs across the city provide an alternative to special school placement.  Increasing incidence of complex learning needs , coupled with a growing population, will require additional SRB and/ or special school places to meet the rise in demand.</p>
<p><u>Autism Spectrum Conditions (ASC)</u>  Incidence and identification of ASC continues to rise.  No immediate issues identified in the review, largely because there has been a significant increase in provision over last 5 years: Marion Centre; Ty Gwyn; 3 new SRBs. These have absorbed the rise in demand, but are now full.  In next 3-5 years, Cardiff will need either: a) significantly more capacity for mainstream inclusion; b) a further growth in SRB and special school places; or c) a combination of these approaches.</p>
<p><u>Cardiff High SRB (for SPLD Dyslexia)</u>  The need for an SRB has diminished since delegation of SPLD funding to secondary schools.</p>
<b>Green issues</b>
<p><u>Physical medical needs (PMED)</u>  Growing number of children in mainstream schools with significant medical needs and/ or disabilities. The PMED classes at Hollies have now closed reflecting the fall in demand for special school places.  Specialist teacher capacity to coordinate support in mainstream has been established from within existing resources. Better information and support for families and schools.  Increased number of accessible schools achieved through SOP.</p>
<p><u>Specific Learning Difficulties (i.e. dyslexia)</u>  Effective early intervention approaches established in primary.  Successful delegation of specialist support to secondary schools.  Number of statements has fallen sharply as a result.</p>

# **Review of Specialist Provision in Cardiff**

November 2013

**Review of Specialist Provision in Cardiff  
Report to Education Strategy Board, November 2013**



<b>Report Structure</b>	<b>Page</b>
<b>1. Background and Introduction</b>	<b>3-4</b>
1.1 Purpose of this report	3
1.2 Background and history of the review	3
1.3 Conduct of the review 2010-11	4
<b>2. Analysis of main challenges</b>	<b>5-22</b>
2.1 Overview of review findings	5
2.2 Provision for pupils with Social Emotional Behavioural Difficulties (SEBD)	6
2.3 Provision for pupils with Severe Learning Difficulties (SLD)	10
2.4 Provision for pupils with Physical or Medical Needs, and Hearing, Visual and Multi-Sensory Impairments (PMED, VI, HI, MSI)	14
2.5 Provision for pupils with Specific Speech Language and Communication Difficulties (SLCD)	16
2.6 Provision for pupils with complex needs in Welsh Medium sector	18
2.7 Provision for pupils with ASD	19
2.8 Secondary provision for pupils with Specific Learning Difficulties (SpLD) (i.e. dyslexia)	21
<b>3. Summary of Challenges and Opportunities</b>	<b>23</b>
<b>Appendices: overview of data</b>	<b>25-35</b>
1. Cardiff and Out of County Provision, average place costs	25
2. Cardiff Special Schools, budgets and place costs	27
3. Cardiff Special school accommodation, health provision and transition issues	28
4. Specialist Resource Bases in Primary	30
5. Specialist Resource Bases in Secondary	33
6. Summary of actions undertaken since completion of the review in 2011.	35

## **1. Background and introduction**

### **1.1 Purpose of this report**

To report on the current range of special school and specialist resource base (SRB) places currently used to meet the needs of children with complex SEN, with particular emphasis on:

- Capacity and flexibility to meet current and future needs
- Opportunities to reduce places where there is a fall in demand
- Opportunities to re-invest in provision to meet areas of rising need and/or cost
- The extent to which accommodation is 'fit for purpose'
- The potential for reducing the use of Out of County placement

It is not the purpose of this report to make specific recommendations for action. Options for moving forward will be developed following further consultation with schools, parents, pupils and other partners. The intention is to provide sufficient information to inform these discussions.

### **1.2 Background and history of the review**

- In 2006 the Citywide Investment Plan for Cardiff Schools was focused on mainstream sufficiency and did not consider the needs of either the 7 special schools, 23 specialist resource bases or the PRU.
- The omission of special schools and SRBs has continued in later School Organisation Planning proposals and with hindsight, it is clear that this omission has led to missed opportunities. In the absence of a Strategy for Specialist Provision Development to guide and inform the process this has been unavoidable.
- During 2007-10, two significant discrete projects were taken forward; the rebuild of Ty Gwyn as a larger school on a different site and the Marion Centre was also developed in response to increased demands for Autism provision. Both of these developments have been successful in addressing some areas of increasing need, but the lack of a city-wide strategy means these projects have also highlighted the widening disparity in the quality of accommodation and resources between different areas of special school and SRB provision.
- In 2009, in response to the concerns of Special School Headteachers, the Chief Education Officer visited each school to collect Headteacher views about the key issues for special school development in Cardiff. The outcome of these conversations was an acknowledgement that specialist provision should be included in the School Organisation Planning Programme but that a shared vision and an agreed set of goals were needed to inform the process.
- In 2010 a review of specialist provision was initiated by the Education Service. The review considered the full range of specialist provision,

including the 7 special schools, 23 SRBs and the PRU, and the use of placements in other Local Authorities and the Independent Sector.

- The review was completed in 2011 and initial feedback was provided to the Special School Headteachers in February 2012. However, in the context of significant service re-structure, there was a delay in the process of reflecting on the review and developing a strategic plan.

### **1.3 Conduct of the Review**

The main activities of the review were carried out in 2010-11. The review was jointly overseen by Graham Dalton, School Organisation Planning Manager and Jennie Hughes, SEN Provision manager.

Health and Children's Services managers, parents and Headteachers were consulted during the process.

The review has been multi disciplinary and multi agency in scope, and considered buildings, facilities and access; data on current and projected pupil needs; multi agency support for complex needs where relevant.

Although there have been delays in bringing the issues forward for wider discussion, a range of issues have been taken forward in the intervening period (summarised in Appendix 6).

Pupil and financial data has been revisited in 2013 and updated to reflect the current position.

## Review of Specialist Provision in Cardiff, 2013

### 2. Analysis of main challenges

#### 2.1 Overview of review findings

##### Special School Accommodation

Accommodation at the 7 special schools varies from excellent to inadequate.

Riverbank	Significant over-crowding, inadequate facilities.
Woodlands	Significant over-crowding, inadequate facilities.
Ty Gwyn	High quality new build, with excellent facilities and capacity for growth.
Meadowbank	Generally good
The Hollies	Generally good
The Court	Inappropriate building, not fit for purpose
Greenhill	Inappropriate building, not fit for purpose

##### Special school budgets

The special schools vary in size and economy of scale, which also affects the average cost per pupil. (This is illustrated in Appendix 2.) The formulae and pupil descriptors which determine the place funding level for each school were set by the Welsh Office in the 1990s. It was agreed, with Special School Headteachers, that these are out of date and work has started to consider alternative approaches. However, in the current financial context this would merely result in a redistribution of funding between schools.

##### Health provision

Resources held by the UHB are limited with allocations often being based on historical models of need, rather than on current need.

Therapy and nursing provision is over-stretched in all settings, with the exception of speech therapy provision for Specific Language Impairment (Meadowbank and Allensbank). Currently in Greenhill and the Court schools there is no therapy provision even though a proportion of SEBD pupils are known to have unidentified speech and language needs.

The Local Authority funds some additional speech therapy provision, mainly for ASD SRBs and in cases where tribunal appeals have required it.

In 2010-11 the Health Board managers indicated a willingness to work with the Education Service to review health services across the special education sector.

Whilst in the current financial climate, a review would result in a redistribution of resources; the benefit of this would be that potentially a more needs and child focussed allocation could be achieved. Further work needs to be done in working towards more flexibility on the use of Health resources across the city and further exploration into the cost benefits of joint funding of health interventions to reduce the risk of the need for out of county placements.

## **Childrens Services**

Many pupils with complex SEN are also known to Childrens Services, either as children with disabilities or as children in need or at risk.

The scope for collaborative work to improve the quality of services for these children and to reduce risks needs to be further explored to inform a strategic response to the issues raised in this report.

Opportunities may include:

- Greater use of special school facilities for respite or 'wraparound' provision.
- 'Invest to save' projects to reduce the risk of children needing to go out of the authority to have their needs met.

## **Primary SRBs**

The review of the Primary SRBs has progressed with the findings having been shared with the relevant schools and are being addressed in partnership. Most of the issues will be resolved within existing resources, by phasing out some SRBs and reducing places in some areas of need, in order to increase provision in other areas. This work is summarised in Appendix 4.

## **Secondary SRBs**

The number of SRBs at secondary phase has been increased in the last three years to meet increasing demand in some areas of need. There are other areas where there is a need to reduce places, either in the SRBs, in the special schools or in both. These issues are outlined and included in the following sections.

## **Challenges and Opportunities**

The sections below provide a brief outline of the major challenges in relation to specialist provision, in the different areas of specialism and pupil needs, with an indication of some of the opportunities to release or re-organise resources.

The main activities of the review were carried out in 2010-11, with pupil and financial data revisited in 2013 and updated to reflect the current position.

## **2.2 Provision for pupils with Social Emotional Behavioural Difficulties (SEBD)**

### **Accommodation**

Both The Court and Greenhill special schools occupy unsuitable, inadequate buildings. The location of both schools would suggest that they would be of interest to developers.

The PRU operates over two main buildings, at Mynachdy and Howardian. The accommodation is generally adequate, but the future of both buildings is

under consideration as part of the council's goal to reduce the number of council premises across the city. Alternative accommodation will need to be identified.

**Pupil trends and demands: secondary**

Currently SEBD presents the most significant area of pressure in terms of requests for statutory assessment, placement and provision issues. There has been a 37% increase in referrals for statutory assessment in 2013-14 and an increasing number are for very young children, in the Foundation Phase of education.

There is no Cardiff provision for girls with high tariff needs. This is a difficult to provide for group for all local Authorities as the numbers tend to be very small. Typically there are 0 to 4 girls who require provision at KS3/4. The age range may be significant and it is challenging to maintain provision that may not be needed continuously. Appropriate Out of County provision is not always available therefore this presents Cardiff with a significant challenge.

There is no provision for SEBD pupils at post-16. Some pupils transfer to FE places or to work-based learning, but this is not suitable for all pupils. A number of Greenhill leavers are at high risk of becoming NEET.

Cardiff is currently funding 16 young people in Headlands or Mounton House. A redeveloped Greenhill with scope for girls and post 16 provision would help to negate these risks.

Comparison of current costs:

	<b>Average cost per pupil</b>	<b>Number of pupils</b>	<b>Total cost</b>
Greenhill	£18,708.39	56	£1,047,670
Mounton House	£27,511	5	£137,555
Headlands	£38,750	11	£426,256

In addition, there are currently 30 LAC pupils, with primary need of SEBD, in Out of County specialist residential places, funded by Education, Childrens Services and Health. There may be scope for collaborative in-county solutions and early intervention to reduce out of county risks which should be explored.

LAC pupils in residential specialist settings:

<b>LAC pupils in specialist residential settings (shared funding)</b>	<b>Education average cost per pupil</b>	<b>Total cost to Education</b>	<b>Typical cost per pupil to Childrens Services and Health</b>
30	£25,995	£779,842	£170,899

### **Pupil trends and demands: primary**

Pressures within the primary phase are similarly intense.

The Court is currently over number, and will need to limit the Revolving Door places to 4 during the next two terms (usually offer 8 places) in order to provide for additional long term placements.

The number of referrals for Revolving Door places at Glan yr Afon and The Court is currently twice as high as capacity. If no action is taken, this will lead to further requests for statutory assessment, increase the risk of exclusion and put further pressure on capacity for long term places. Whilst this position appears to be temporary, due to an unusually large cohort in Year 6, it should resolve next year in primary, but the 'bulge' in pupils will now begin to put further pressure on capacity at secondary phase.

Current places and costs:

	<b>Average cost per pupil</b>	<b>Number of pupils</b>	<b>Total cost</b>
The Court	£20,515	30 long term 8 revolving door	£779,590
Fairwater SRB	£8,938	10 long term	£89,380
Glan yr Afon, Revolving Door class	£10,056	8 revolving door	£80,450

### **Provision issues: Nurture Bases v. long term placements**

The review of 2010-11 identified a wide consensus that we should continue to move in the direction of early identification of SEBD in primary, with short term 'nurturing' provision focussed on building resilience for the child and sustained support and advice to the mainstream school.

This policy will increase the opportunities for young children to succeed in mainstream schools and has already reduced the demand for long term places. Further development of nurture group provision has the potential to further reduce statements and long term places in future.

Developments in Cardiff over the last 5 years illustrate this:

- Since 2008, 16 long term places for statemented pupils have been re-designated as short term 'Revolving Door' places for pupils at School Action+ (8 places at The Court and 8 places at Glan yr Afon SRB).
- The reduction in long term places has not been a problem as the demand for long term places fell at the same rate as the availability of RD places.
- The mainstream re-integration rate from Revolving Door is approximately 60%
- Most of the 40% of pupils who do not re-integrate have been placed under assessment and moved directly to appropriate long term

provision, without the experience of 'failure' and exclusion that can precede SEBD statutory assessment.

- The majority of RD pupils have been from KS2.
- The next step would be to establish full Nurture Group provision, which would offer 3-4 term placements for Foundation Phase pupils.
- In addition to the RD class, The Court also manages a re-integration programme for long term statemented pupils. This has enabled between 2 or 3 Year 6 pupils to transfer to secondary mainstream schools over the last three years. 4 pupils are expected to transfer to mainstream in September 2014.

### **Current position regarding nurture provision**

As described above, considerable work has already been achieved to shift the emphasis from long term SEBD places, to nurture or RD provision working within current resources. However, there are barriers to moving forward that will require some initial investment to resolve:

- For this early intervention policy to be fully effective there is a need to move beyond single term 'Revolving Door' places at KS2 to the full Nurture Group model which provides places for 3-4 terms for Foundation Phase pupils.
- Glan yr Afon is working towards this model during 2013-14
- Fairwater SRB is willing to move to Nurture group provision but there are 10 long term pupils with a wide range of ages in the SRB. It's unlikely that these pupils would be appropriate for nurture provision so this could block the development for the next 3-5 years.
- There are short term pressures on capacity in primary phase in 2013-14. A temporary solution is being explored but this would require funding for a temporary nurture/ RD class to manage current pressures.

### **SEBD challenges:**

1. Both special schools are operating in poor quality, inappropriate accommodation, with limited scope to expand places.
2. The PRU will require alternative accommodation within next few years.
3. There is a lack of provision for girls in KS3 and KS4.
4. There is no provision for post-16 pupils.
5. Early Intervention through RD or Nurture Provision has been successful within current constraints. Further development is hampered by the need to work within resources.

### **SEBD opportunities:**

1. Potential value of the special school sites.
2. Potential for reducing out of county spend and re-investing in Cardiff provision.
3. It is already clear that RD and/ or Nurture Group provision is a successful early intervention strategy that can reduce the demand for long term placements in Primary.



## **2.3 Provision for pupils with Severe Learning Difficulties (SLD)**

### **Accommodation**

There are significant overcrowding issues at both special schools.

At Riverbank there is a lack of non-teaching space; classrooms are small and overcrowded, designed for open plan team teaching. Toilet and changing facilities are inadequate for the needs of the pupils, 50% of whom have toileting/ changing needs.

At Woodlands there is severely limited outdoor space and the school relies on several demountables in poor condition.

There has been work on accommodation at many of the SRBs, although there remain some challenges to be addressed.

### **Pupil trends and implications for places: primary**

Prior to 2006 Cardiff funded a significant number of places in 'MLD Units' but demand had fallen significantly by this time. The greater capacity of mainstream schools to include learners with mild to moderate difficulties had led to a sharp fall in demand. In 2006 the number of funded places was reduced significantly, from 250 to 140 in primary, and MLD units were ceased altogether in secondary schools. Funding for MLD was delegated to schools with the result that the number of pupils requiring a statement for MLD has decreased significantly and continues to fall.

Riverbank, Woodlands and the remaining SRBs now focus on pupils with severe learning difficulties, many of whom have additional complex needs such as delayed speech, language and communication, physical or medical needs. As predicted in 2006, the demand for places has continued to fall, as the older 'MLD' pupils move on, but the needs of the younger population are significantly more complex.

In 2011 there were approximately 40 'empty places' per year in the primary SRBs, but the bases were finding the wide range of needs, with a mixture of SLD and ASD pupils placed together, very challenging. In 2013 the SRBs are being re-organised to eliminate empty places, create additional ASD provision and to reduce the range of need in a single SRB. The current plan is to reduce SRB places for SLD to 64 by September 2015 (there will need to be an increase in the number of ASD specific places to facilitate this).

Riverbank's numbers have remained stable at 70.

### **Pupil trends and implications for places: secondary**

Most of the MLD units in secondary schools were phased out in 2006, during the re-organisation of the primary units. Whitchurch SRB continues, with some post-16 classes at Cantonian.

The further fall in primary SLD demand is now being felt at secondary phase, where the number of 'empty places' is high. This can be seen in the tables below. Secondary places will need to be reduced by 30.

Demand for places in Whitchurch SRB has dropped significantly over the last two years.

Demand for Woodlands places has remained stable at 130 places.

Cantonian provides an SRB class for post-16 pupils with SLD. This class was originally established to provide for a 'bulge' year moving through secondary. It was anticipated this class would phase out by 2014, but this year it has been necessary to admit some pupils returning from an out of county setting. Like Whitchurch, the classes are not at full capacity.

### SLD places 2013-14, by NCY

School	R	1	2	3	4	5	6	7	8	9	10	11	12	13	14	Total	Empty places	Total places available
(SLD pop only)																		
Bryn Hafod SRB	0	0	2	1	5	0	1									9		
Llanedeyrn SRB	3	3	3	2	3	2	2									18		
Llanishen Fach SRB	1	0	1	4	2	3	2									13		
Trelai SRB	0	0	0	0	2	2	0									4		
Windsor Clive SRB	0	0	2	3	3	2	1									11		
Marlborough SRB	1	1	2	3	1	4	2									14		
Riverbank	5	8	0	1	1	1	1									69		
																<b>138</b>		
Whitchurch SRB								4	5	1	1	9	1	2		51	19	70
Cantonian (SLD) SRB													2	6		8	12	20
Woodlands High								1	1	2	1	1	1	1	1	132	-2	130
																<b>191</b>	<b>29</b>	<b>220</b>
Total population	10	12	20	27	27	23	19	18	24	30	27	20	27	27	18	<b>329</b>		

### Projected secondary demand 2014-19

Secondary projections 2014-19	Yr 7	Yr 8	Yr 9	Yr 10	Yr 11	Yr 12	Yr 13	Yr 14 (w'lands only)	Total
2014-15	19	18	24	30	27	20	27	19	184
2015-16	23	19	18	24	30	27	20	14	175
2016-17	27	23	19	18	24	30	27	11	179

2017-18	27	27	23	19	18	24	30	17	185
2018-19	20	27	27	23	19	18	24	20	178

### Places and comparative costs, SLD

	Average cost per pupil	Number of pupils	Total cost
Primary SRB	£9,254	68	£629,272
Riverbank	£14,744	70	£1,032,120
Whitchurch SRB	£10,357	51	£528,230
Cantonian SRB	£16,981	8	£135,854
Woodlands	£13,477	130	£1,752,060

### 14-19 Opportunities

Woodlands has developed a range of accredited entry level courses and work-based learning opportunities for their pupils. It is difficult to provide the same range of opportunities in a mainstream setting, with smaller groups of pupils.

Cantonian SRB has worked closely with Woodlands to offer a similar range of opportunities. Collaboration between Whitchurch and Woodlands is less developed as the complex SLD population has only reached Y12 in 2013-14. There are a small but significant number of mainstream pupils who would also benefit from accessing this provision.

Further development of 14-19 pathways at Woodlands is hampered by the physical constraints and over-crowding.

### Parental choice, inclusion issues

Parental choice is the determining factor for most SLD placements. As a result, it should not be assumed that pupils in the SRBs are less complex than those in special schools.

Many parents prefer a special school setting for the secure environment, the opportunity for their child to be among peers with similar needs and the expertise offered by a special school. Many want this to be combined with inclusion opportunities and this can be achieved through partnership with mainstream schools, but can be resource intensive and complicated as it means transfer between sites.

Some parents want their child to learn in a mainstream environment and to have social and learning opportunities with mainstream peers. Obviously these parents also expect a secure environment and the benefits of specialist support.

The primary SRBs have varied in the extent to which they can include SRB pupils in mainstream lessons. The current work with primary SRB heads includes discussion about how a more consistent approach might be achieved in future, without the need for additional funding for each individual pupil.

At Whitchurch the opportunities for inclusion in mainstream classes are restricted as the school is over-subscribed. Adding an individual or small group of pupils to a mainstream class, with the SRB staff to support them, would not be realistic.

At Cantonian the level of mainstream integration is better, and is easier to achieve in a setting where mainstream admissions are below capacity.

### **Mainstream inclusion and implications for school performance data**

The effect of large groups of SLD pupils on Pupil Outcome data is an issue for secondary schools. SRB pupils cannot be excluded from the data and this can have a significant impact on end of year results.

### **Staff CPD in SRBs**

The review showed that it can be difficult to secure the necessary expertise, experience and CPD for special class staff in an SRB. Many teaching staff were originally teachers of 'MLD units' and have found the complex SLD population a challenge. Where schools may be facing staff reductions, they may not have the luxury of advertising and appointing experienced specialist staff when an SRB post becomes vacant: in some cases, mainstream teachers have taken on the role with minimal training or experience. Teachers in SRBs can also feel 'isolated' as their classroom practice may be radically different to that of their colleagues so there are fewer opportunities for peer support.

There is a need to develop common CPD opportunities across SRBs and special schools.

### **SLD challenges:**

1. Significant accommodation pressures at both special schools
2. Some accommodation issues in SRBs
3. Demand is falling overall. Place numbers are being reduced in primary, but will need to be reduced at secondary in the near future.
4. Parental expectations for both inclusion and specialism need to be borne in mind.
5. There are significant CPD challenges, particularly for the SRBs.  
Further development of Post 14 opportunities

### **SLD opportunities:**

1. The opportunity to reduce places at secondary level may release resources to resolve some of these challenges.
2. Opportunities for common CPD.

## **2.4 Provision for pupils with Physical or Medical Needs, and Hearing, Visual and Multi-Sensory Impairments (PMED, VI, HI, MSI)**

### **PMED and disability access**

#### **Special school places**

The majority of special school places are at Ty Gwyn. Two classes remain at The Hollies: historically these places have been regarded as more appropriate for 'higher functioning' pupils although there is an overlap with Ty Gwyn in practice. Classroom facilities at the Hollies are poor in comparison to Ty Gwyn, particularly the toilet facilities. There are on-site nursing and therapy services at The Hollies but these have been reduced in recent years.

#### **Pupils in mainstream**

There are growing numbers of children with physical and medical needs in mainstream schools. In most respects their needs are well met. However, there have been some issues in relation to effective forward planning for disability access.

Consultation with parents shows that lack of information has been a key issue. Many of our reasonably accessible primary schools feed secondaries with significant barriers to disability access. This can result in a child being unable to transfer to secondary with their friends or significant pressure to undertake significant building work in a short time scale. Although the LA is required to improve access across all schools, the statutory requirements allow for a strategic approach over time. School Organisation Planning is successfully improving disability access in many schools but better information needs to be made available about this aspect of the programme.

Parents have asked for better information about which schools are accessible; which schools will be improved in the next few years and which accessible primaries feed accessible secondaries. They have also asked for more transparency about the progress the LA is making in improving disability access across all schools.

Current Admissions and Transport policies can be barriers to a more strategic approach to disability access. Not all disabled children require a statement of SEN, and the current policy is to introduce IDPs in place of statements in Early Years. A number of children will need to be given priority for admission, or be provided with transport, so they can access a more accessible school, but current policies will only prioritise children with statements.

**PMED Challenges:**

1. Uneven special school facilities, including over-stretched health resources for this area of need.
2. Updating the strategy regarding disability access and providing better information for parents.

**PMED Opportunities:**

1. School Organisation Programme

**Hearing and Visual Impairments (HI/VI)**

There are well-established SRBs for HI pupils in both primary and secondary phases, at Coed Glas and Llanishen High.

There is no primary SRB for VI. The secondary SRB for VI was formerly at Llanederyn High School. Purpose-built facilities have been included in the new build St Teilo's. However, the lack of an effective base for new Year 7 admissions for the last few years has resulted in the complex pupils being distributed across several local secondaries. This was anticipated. The SRB staff were incorporated into the central team and are providing an effective peripatetic service to support the local schools. There is a need to consider the future role and development of the SRB.

Provision for pre-school, mainstream and special school pupils with HI and VI are severely over-stretched as this is a growing area of need. Cardiff is also affected by high mobility rates, with significant numbers of EU arrivals with complex Sensory Impairments.

There is a statutory minimum qualification required for this area of work. In the absence of national training initiatives, the specialist teacher population is a 'mature population', with very few teachers under forty and very few teachers entering this field of specialism. Future staffing and retention issues need to be considered, as well as capacity, perhaps on a regional basis.

**HI/VI/MSI Challenges:**

1. Re-establishing an SRB for pupils with VI
2. Addressing the shortfall in support for pupils with sensory impairments in mainstream and special schools settings
3. Recruitment and retention issues

**HI/VI/MSI Opportunities:**

1. Purpose built accommodation for the VI SR at St Teilo's School

## **2.5 Provision for pupils with Specific Speech Language and Communication Difficulties (SLCD)**

### **Context: Improved capacity in mainstream schools and collaborative work therapy/ specialist teacher teams**

Over the last few years, Speech and Language Links have been rolled out in the majority of primary schools. Secondary Language Links is now being rolled out to Secondary Schools. Most schools now have at least one ELKLAN trained teacher and Teaching Assistant. As a result, mainstream schools have considerably more skill and capacity to address language delays, to identify specific difficulties early and to make good quality referrals for these children. They are also better equipped to implement the statements of children with more complex needs.

The specialist teacher service and speech and language therapy service have been collaborating on workloads for two-three years, in order to provide a more efficient and effective service, with less 'waste' and 'doubling up' of effort. The services have now established a single referral pathway that will further improve collaboration and efficiency.

This work at stages 1-4 of the 'pyramid of provision' constitutes a significantly stronger context for specialist provision.

### **Specialist provision: pupil needs and parental expectations**

Pupils with specific language impairments have good potential to re-integrate to a mainstream class, providing they are well supported and receive the early input they need. Consequently, specialist provision and speech and language therapy is mainly targeted at primary phase. The expectation is that the majority of pupils will make good progress and reintegrate fully to mainstream education by Year 7 or earlier.

The transition from a small class specialist setting at Allensbank SRB or Meadowbank Special School directly to a mainstream secondary school is challenging and has led to high parental anxiety about support in mainstream secondary.

### **Meadowbank and Allensbank**

Both settings have reduced in capacity over the last 6-7 years.

Places at Allensbank were reduced from 30 to 20 in 2007, due to a fall in demand. Places have been further reduced to 16 in 2013-14 as part of the Primary SRB review. A further fall in demand has made this possible, and the smaller class size will facilitate a stronger programme of mainstream reintegration during the primary phase.

Cardiff places at Meadowbank have remained stable at 30, but the school has been affected by the Vale's decision to phase out the ten places formerly funded by them. Vale policy is now to support all SLCD children in mainstream or SRBs. Two Vale pupils remain but will have left the school by September 2015.

Demand for specialist placement is expected to fall further, as the capacity of mainstream schools continues to improve, and as earlier reintegration to mainstream is achieved.

### **‘Virtual’ Secondary SRB**

Whitchurch SRB was originally funded to include pupils with SLCD, but it is no longer regarded as appropriate due to the difficulties providing mainstream integration opportunities, as described above. The shift in pupil needs towards SLD, rather than MLD, also makes the base inappropriate for pupils with specific language impairments.

Following consultation with parents in 2012, a ‘virtual’ resource base has been established for pupils from Meadowbank, and, where appropriate, from Allensbank. This model will ensure pupils continue to receive school based therapy if this is indicated, and will be supported by specialist teaching assistants. It will ‘follow the child’ to their local secondary school, rather than be established in any single school.

The ‘virtual base’ is in early stages of development but includes pupils at Cardiff High and Fitzalan, Llanishen and Cathays. These schools will not become permanent bases: if pupils move on they will no longer operate as part of the SRB partnership. Future pupils will not automatically be proposed to these schools but to the local secondary of their parents’ choice.

The goal is to build parental confidence in secondary mainstream placement, and to enable earlier reintegration to mainstream during the primary phase.

### **Places and comparative costs, SLCD**

	<b>Average cost per pupil</b>	<b>Number of pupils</b>	<b>Total cost</b>
Allensbank SRB	£9254	16	£148,064
Meadowbank	£24,016	32	£792,550
‘Virtual SRB’	£11,513	8	£92,110

### **SLCD Challenges**

1. Continuing to facilitate reintegration
2. Continuing to address the fall in demand for special class places

### **SLCD Opportunities**

1. Improved capacity to meet needs at stages 1-4
2. Improved collaboration between specialist teachers and therapy services.



## **2.6 Provision for pupils with complex needs in Welsh Medium sector**

A separate and intensive review of Welsh medium provision was carried out in 2010, which informed the full review of 2010-11.

### **Pupil trends**

There are very low numbers with complex needs in WM, which makes it impossible to provide the same range of options to English medium context. However, it is important to consider the needs of Welsh medium in every area of need, as an embedded practice, not an 'add on'.

The demand for WM mainstream is rising steadily, and there may be the need to consider Welsh medium special school places in future, perhaps on a regional basis.

A small number of Welsh first language children attend EM special schools. Although numbers are too low to provide a WM 'class', it is possible to provide a stronger Welsh language context through the deployment of Welsh speaking staff. At present there is no formal policy to promote this approach.

Most pupils with complex needs are included successfully in the mainstream Welsh medium schools, with support and advice from special school outreach or the specialist teacher teams.

### **Coed y Gof and Glantaf SRBs**

Both SRBs successfully support a wide range of needs.

The SRBs are in different clusters which can create transition difficulties for some pupils. Good collaboration and transition planning between the two schools usually succeeds in preventing and resolving any difficulties.

Physical space is limited in the primary SRB and there is currently no scope to extend in this location. Future investment in new WM schools may provide an opportunity to address both these issues by transferring the provision to purpose-built accommodation within the same transition cluster.

### **WM challenges:**

1. Limited space in the primary SRB
2. The SRBs are not in the same transition cluster
3. Monitoring demand for special school places and ensuring a range of options available: supported mainstream places; EM special school with Welsh language input; a special school class if there is sufficient demand.

### **WM Opportunities:**

1. School Organisation Programme

## **2.7 Provision for pupils with ASD**

### **Pupil demands**

In Cardiff there has been a significant rise in identified need in this area over the last 10 years. The numbers of pupils diagnosed with autism continues to increase, with the number of places in specialist provision being extended each year to meet the demand.

There has been significant investment in additional provision, partnership working and risk management so that ASD is no longer the most pressing area in terms of demand and out of county risks. However, the continued growth in this area needs to be planned and monitored carefully.

### **Extended SRB and special school places**

The development of the Marion Centre and extension of Ty Gwyn has resolved the over-dependence on places in the Vale special schools and assisted in managing the out of county risks associated with Ty Coryton. The establishment of a third secondary SRB at Llanishen in 2013 provides the required flexibility to meet the projected needs over the next 4-5 years.

### **Developments in the Vale**

Cardiff has reached agreement with the Vale regarding future placements in the new 'Super School' that will replace Ashgrove and Erw'r Delyn. Cardiff places have been falling gradually in recent years and are expected to stabilise at 40 places by 2016 if trends continue. However, the trends may change if parents begin to request the new school in preference to The Hollies or Ty Gwyn.

### **Primary places**

There is one ASD-specific primary SRB at Pentrebane. The Primary SRB review demonstrated the need for a second base, to avoid combining pupils with ASD and SLD in the same classes. This can be achieved within the existing primary SRB budget as there are two bases phasing out over the next two to three years, releasing the funding for a new base.

Many complex pupils are successfully included in primary mainstream, but then require an SRB to cope with the demands of secondary school.

The numbers with complex needs identified pre-school continues to grow, with additional places funded at the Hollies each year. The Hollies has reached capacity in terms of accommodation and will struggle to extend further.

### **Secondary places**

Places are extended each year at the Marion Centre, Ty Gwyn and in secondary SRBs. Reduced reliance on Ashgrove accounts for some of this growth, but increased levels of need is the key issue.

Currently there is a good range of provision at secondary phase, with capacity for growth to meet the rising numbers transferring from primary.

**Health provision**

The provision of speech and language therapy and occupational therapy for ASD pupils is over-stretched. A small but significant group of parents challenges this each year, often commissioning private reports to strengthen their case. The Local Authority can be vulnerable to SEN Tribunal appeals as the ultimate responsibility for ensuring children's therapy needs are met lies with Education. If provision cannot be secured from the UHB then the LA is obliged to commission additional therapy from the UHB or from private practitioners.

**ASD Challenges:**

1. Meeting the demand for additional primary special school places.
2. Monitoring and planning for future growth
3. Therapy provision.

**ASD Opportunities:**

1. Re-organisation of the Primary SRBs, releasing resources for a second ASD SRB.

## **2.8 Secondary provision for pupils with Specific Learning Difficulties (SpLD) (i.e. dyslexia)**

### **Secondary SRB for SpLD: historical context**

The SRB was established in the 1990s following a spate of successful tribunal appeals for private residential colleges for pupils with dyslexia.

At that time there was little expertise in mainstream schools to respond to dyslexia/ SpLD. This left the LA unable to defend the Tribunal appeals with a convincing package of support in our own schools.

The SRB was successful in attracting parents who might otherwise have lodged appeals. Pupils have made good progress at the SRB and it has set a high standard in support for this group of learners.

### **The Literacy Strategy and delegation of SpLD resources**

In recent years Cardiff has developed significant expertise in effective literacy interventions, and in understanding and supporting pupils with dyslexia/ SpLD. The Learning Intervention Team has provided specialist teaching input to pupils with statements, and training to mainstream schools to enable the development of focussed literacy interventions.

The reliance on statements of SEN to identify and meet needs, resulted in the Learning Intervention Team being increasingly tied to secondary aged pupils, restricting the scope for capacity building training programmes and for early intervention at primary phase.

In 2008 the Learning Intervention Team was therefore re-organised. Resources for specialist teaching were delegated to the secondary schools. All secondary schools now have qualified SpLD teachers to support pupils with dyslexia/ SpLD. This support is available without a statement.

As part of the Cardiff Literacy Strategy, the Learning Intervention Team re-focussed on training and capacity building at primary phase, with the goal of achieving functional literacy for all pupils by the end of Y6. This strategy is proving successful and the rate of functional literacy has improved each year.

### **Impact on the secondary SRB**

These developments have changed the context in which the SRB is functioning and raises questions about whether there will continue to be a need for the base in future years.

With all secondary schools resourced to provide specialist teaching and support to pupils with dyslexia, the reasons for SRB placement are increasingly linked to parental demand, rather than clear evidence of more complex need than pupils attending their local secondary school.

Since delegation, there has been an unanticipated difficulty when pupils reach the 'cease criteria' for the SRB. If transferred out of the base they will, as pupils from outside the natural catchment areas, impact unfairly on the Cardiff

High School's delegated SpLD resources. If maintained within the base, the pupils are receiving a 'gold standard' level of specialist support, despite having reached the cease criteria.

**SpLD Challenges:**

1. Monitoring the need for SRB places.

**Review of Specialist Provision in Cardiff, 2013**  
**3. Summary of Challenges and Opportunities**

<p><b>SEBD challenges:</b></p> <ol style="list-style-type: none"> <li>1. The Court and Greenhill special schools are operating in poor quality, inappropriate accommodation, with limited scope to expand places.</li> <li>2. The PRU will require alternative accommodation within next few years.</li> <li>3. There is a lack of provision for girls in KS3 and KS4.</li> <li>4. There is no provision for post-16 pupils.</li> <li>5. Early Intervention through RD or Nurture Provision has been successful within current constraints. Further development is hampered by the need to work within resources.</li> </ol>	<p><b>SLD challenges:</b></p> <ol style="list-style-type: none"> <li>1. Significant accommodation pressures at both special schools</li> <li>2. Some accommodation issues in SRBs</li> <li>3. Demand is falling overall. Place numbers are being reduced in primary, but will need to be reduced at secondary in the near future.</li> <li>4. Parental expectations for both inclusion and specialism need to be borne in mind.</li> <li>5. There are significant CPD challenges, particularly for the SRBs.</li> <li>6. Further development of Post 14 opportunities</li> </ol>	<p><b>PMED Challenges:</b></p> <ol style="list-style-type: none"> <li>1. Uneven quality of special school facilities, including over-stretched health resources for this area of need.</li> <li>2. Updating the strategy regarding disability access and providing better information for parents.</li> </ol> <p><b>HI/VI/MSI Challenges:</b></p> <ol style="list-style-type: none"> <li>1. Re-establishing an SRB for pupils with VI</li> <li>2. Addressing the shortfall in support for pupils with sensory impairments in mainstream and special schools settings</li> <li>3. Recruitment and retention of specialist teachers</li> </ol>	<p><b>SLCD Challenges</b></p> <ol style="list-style-type: none"> <li>1. Continuing to facilitate reintegration</li> <li>2. Continuing to address the fall in demand for special class places</li> </ol>
<p><b>WM challenges:</b></p> <ol style="list-style-type: none"> <li>1. Limited space in the primary SRB</li> <li>2. The primary and secondary</li> </ol>	<p><b>ASD Challenges:</b></p> <ol style="list-style-type: none"> <li>1. Meeting the demand for additional primary special school places.</li> </ol>	<p><b>SpLD Challenges:</b></p> <ol style="list-style-type: none"> <li>1. Monitoring the need for SRB places.</li> </ol>	

<p>SRBs are not in the same transition cluster</p> <p><b>3.</b> Monitoring demand for special school places and ensuring a range of options available: supported mainstream places; EM special school with Welsh language input; a special school class if there is sufficient demand.</p>	<p><b>2.</b> Monitoring and planning for future growth</p> <p><b>3.</b> Therapy provision.</p>		
<p><b>Opportunities:</b></p> <ul style="list-style-type: none"> <li>• Potential value of The Court and Greenhill special school sites.</li> <li>• Potential for reducing out of county spend and re-investing in Cardiff provision, especially in the area of SEBD provision.</li> <li>• Evidence that RD and/ or Nurture Group provision is a successful early intervention strategy.</li> <li>• Opportunity to reduce SLD places at secondary level.</li> <li>• Opportunities for common CPD across special schools and SRBs</li> <li>• School Organisation Programme</li> <li>• Purpose built accommodation for the VI SR at St Teilo's School</li> <li>• Improved capacity to meet needs at Stages 1-4, reducing the need for statements and Stage 5 provision for some areas of need.</li> <li>• Improved collaboration between speech and language specialist teachers and therapy services.</li> <li>• Re-organisation of the Primary SRBs, releasing resources for a second ASD SRB.</li> </ul>			

**Review of Specialist Provision in Cardiff, 2013  
Appendices**

**Appendix 1: Summary of placement costs, Cardiff and Out of County Provision**

**Cardiff maintained specialist provision places**

Type of Provision	Cardiff funded places	Budget 2013-14	Average cost per pupil	Range of per pupil costs
7 Cardiff maintained special schools	541	£10,687,000	£19,593	£13,477- £24,141
23 Cardiff maintained SRBs	345	£4,413,121	£12,792	£9,254- £24,153
Pupil Referral Unit	44	£542,050	£12,319	N/A

**Specialist places in schools maintained by other Local Authorities**

Type of Provision	Cardiff funded places	Total cost 2013-14	Average cost per pupil	Notes
Vale Special Schools	64	£1,882,400	£28,631	Shared use of these schools dates back to Local Government reorganisation.
Mounton House Special School	5	£137,555	£27,511	Pupils placed 2012-13 due to lack of scope to extend Greenhill places. These places also incur significant transport costs.
Other	17	£238,372	£14,022	LAC pupils fostered in other areas, or lack of in county provision.
	86	£2,252,827	£29,196	Although these placements are in LA schools, the average costs can be significantly higher than comparable provision in Cardiff.



<b>Specialist Places in the Independent sector</b>				
<b>Type of Provision</b>	<b>Cardiff funded places</b>	<b>Budget 2013-14</b>	<b>Average cost per pupil</b>	<b>Notes</b>
LAC: Independent Out of County	33	£890,492	£26,984	Pupils with high tariff needs requiring specialist residential places. Majority are SEBD or ASD.
Non-LAC Independent special schools	22	£1,070,899	£48,677	Placement via Tribunal appeals or lack of in-county provision (e.g. Headlands)
Non-LAC Independent mainstream	14	£156,389	£11,170	E.g. funded places in Kings Monkton, Howell's or Cathedral Schools.
Funded nursery settings	17	£17,385	£1,022	N.B. These pupils transfer to maintained settings in reception.
ABA Home Programmes	2	£30,735	£15,367	Tribunal appeals.
Tuition/ alternative education (pupils not on a school roll)	8	£135,207	£16,900	Reflects insufficient capacity to provide for pupils with high tariff SEBD particularly girls.
	96	£2,301,107	(Not meaningful)	The first two groups represent the greatest opportunities for 'investing to save' in Cardiff provision.

### Comments

Significant investment in some areas of Cardiff provision (Ty Gwyn and Marion Centre) in recent years has reduced the risk of Independent placement in some areas, notably ASD, PMLD and PMED.

The main opportunities to further reduce out of county spend and re-invest in Cardiff schools are in the area of SEBD.

## Appendix 2: Comparison of Cardiff special school places and per pupils costs

School	Age range	Primary Need	Av. place funding per pupil	No. of places 2013-14	Total pupil based funding	Formula funding other	Total budget 2013-12	Total per pupil cost
Ty Gwyn	(3-19)	PMLD ASD	£16,462.00	131	£2,160,640.00	£954,220.00	£3,114,860.00	£23,732.27
Woodlands	(11-19)	SLD	£9,000.00	130	£1,169,960.00	£582,100.00	£1,752,060.00	£13,477.38
Riverbank	(4-11)	SLD	£9,408.00	70	£658,530.00	£373,590.00	£1,032,120.00	£14,744.57
Meadowbank	(4-11)	SLCD	£12,462.00	33	£409,130.00	£383,420.00	£792,550.00	£24,016.67
The Hollies	(4-11)	ASD PMED	£16,112.00	83	£1,329,270.00	£608,840.00	£1,938,110.00	£23,350.72
The Court	(4-11)	SEBD	£11,929.00	38	£453,310.00	£326,280.00	£779,590.00	£20,515.53
Greenhill	(11-16)	SEBD	£12,381.00	56	£693,360.00	£354,310.00	£1,047,670.00	£18,708.39
				541			£10,456,960.00	

### Appendix 3: Special school accommodation, provision and transition issues

School	Accommodation	Health Services	Transition	Other
Ty Gwyn	High quality, purpose built accommodation	Specialist nursing, OT, physio and SLT on-site provision.	Provides across 3-19 age range. Also provides a secondary transition for some Hollies pupils.	Scope for out of school hours provision in partnership with Children Services and health
Woodlands	Severely limited outdoor space. Several demountables in poor condition.	Liaison with OT, physio. Half day consultative service from SLT.	Admits pupils from Riverbank, primary SRBs and mainstream.	Scope to further develop post-16 provision for pupils from across the city, but accommodation prevents this.
Riverbank	Severe over-crowding in classrooms. Lack of non-teaching space.	Liaison with OT, physio. Half day consultative service from SLT.	Pupils usually transfer to Woodlands.	
Meadowbank	Some small classrooms but generally a high standard of accommodation, with many specialist curriculum areas and non-teaching spaces.	On-site speech and language therapy service.	Pupils used to transfer to Whitchurch: this became an issue due to lack of integration opportunities. Following consultation with parents in 2012, the LA has developed the concept of a 'virtual SRB' to resolve this.	Transition from a small special school to mainstream secondary is extremely challenging. It results in very high expectations from parents re support levels, and pupils who are highly vulnerable socially.
The Hollies	Generally good quality of accommodation for ASD. Very poor quality toilet and specialist facilities for PMED.	Specialist nursing, OT, physio and SLT on-site provision. However, this is being reduced by UHB.	Historically, most Hollies pupils have transferred to vale specials schools: Ashgrove for ASD and Erw'r Delyn for PMED. Crisis re lack of spaces at Ashgrove was a driver for development of Ty Gwyn ASD provision and for the Marion Centre. Vale schools continue to be an option, but	The PMED provision at Hollies is small and facilities are poor.

			Cardiff is less dependent on this provision than formerly.	
The Court	Generally agreed that the school accommodation is not 'fit for purpose'.	Liaison with CAMHS. No speech and language or other provision.	Pupils transfer to Greenhill or to mainstream with support. The school runs a re-integration class to support re-integration prior to secondary.	8 of the 35 places are used for revolving door places for KS2 pupils at SA+.
Greenhill	Generally agreed that the school accommodation is not 'fit for purpose'.	Liaison with CAMHS. No speech and language or other provision.	Pupils transfer from The Court, or from mainstream secondary, following place breakdown, often mid-year. Pupils move on to college or work-based learning. Some pupils with significant learning difficulties are unable to access these options.	Accommodation limits scope for further development of the school. The school has the expertise to develop provision for girls, post-16 provision, and high tariff pupils at risk of becoming looked after. Lack of provision in these areas results in rising out of county costs.

#### Appendix 4: Specialist Resource Bases in Primary

The review of 2011 has resulted in a set of broadly agreed priorities and actions that have been discussed and agreed with the Primary SRB Headteachers and some actions are underway to resolve some of these issues. The range of provision is summarised below, followed by a summary of the main issues and actions required, or already in train, to resolve these.

#### Specialist Resource Bases in mainstream primary schools

Schools	Phase	Range of needs	Number of places <i>(NB this is the agreed standard number: several bases are currently over number)</i>	Cost per place
Bryn Hafod Primary School	Primary (4-11)	SLD  Many pupils also have related needs such as delayed development of language and communication; emotional, medical or sensory needs.	8 (Proposed increase to 16 from September 2014)	£10,182
Llanederyn Primary School			16	£9,254
Llanishen Fach Primary School			16	£9,254
Marlborough Primary School			16	£9,254
Trelai Primary School			Phased closure: no further admissions	£14,406
Windsor Clive Primary School			Phased closure: no further admissions	£12,088
Ysgol Coed y Gof	Primary (4-11)	ASD and SLD	10 (Welsh medium)	£11,694
Allensbank Primary School	Primary (4-11)	SLCD	16	£9,254
Coed Glas	Primary (4-11)	HI	16	£14,070
Pentrebane Primary School	Primary	ASD	16	£12,965

A.N.Other Primary School	(4-11)		(First admissions September 2014)	tbc
Fairwater Primary School	Primary (7-11)	SEBD	8	£8,938
Glan yr Afon Primary School	Foundation Phase (4-7)	Many pupils also have related needs such as speech and language disorders or delays; delayed literacy and numeracy.	8 Nurture Base places	£10,056

<b>Main issues</b>	<b>Actions planned or required</b>
Demand has fallen over the last several years and a high number of 'empty' places were being funded.	Two SRBs with low numbers have opted for 'phased closure'
Some classes were designated for 10 pupils others for 8 although the review demonstrated the classes were equally complex.	The standard class number for all SRBs has now been standardised at 8, although there several classes still over that number in 2013-14.
There is sufficient demand/need for a second primary SRB for ASD.	Options for creating a second base, or converting from an existing base, are being considered.
The SEBD bases have been developed in different ways and for different purposes. There is a need for early intervention through Nurture Base provision.	Glan yr Afon SRB is converting to a Nurture Base in 2013-14. Fairwater would be willing to convert but there are 10 long term pupils who would need alternative placement. These developments would be best considered as part of a wider strategic plan to include The Court, Greenhill and the PRU.
The skills and qualifications of SRB teachers and TAs vary widely from school to school. Practice and expertise is also uneven.	Additional EP time has been allocated this year, to support SRB improvement planning. Proposal to establish a training action group of SRB heads.

<p>As a result of parental pressure, some pupils have been individually funded for mainstream integration. Many others would benefit from integration but the cost of individual support for each child would be prohibitive and cancels out the economy of scale of an SRB.</p>	<p>Discussions with the SRB heads around how mainstream integration can be secured as standard for all SRB pupils by re-thinking the overall staff ratios and operation of the bases.</p>
<p>Standard of accommodation varies widely. Even in schools which have benefitted from significant SOP investment the SRB may not have been factored into the wider project. Potential for improvement also varies widely.</p>	<p>There is a need for SRB numbers and accommodation to be factored into all future SOP projects as standard.</p>

## Appendix 5: Specialist Resource Bases in Secondary

Since the review was carried out in 2011, there have been some steps taken to fill 'gaps' in secondary provision through new developments, but no work has been taken forward collectively with the SRB Headteachers as has happened with the Primary SRBs.

### Specialist Resource Bases in mainstream secondary schools

Schools	Phase	Range of needs	Number of places (NB This is the actual number currently on roll: in most cases there is flexibility in line with need/ demand)	Cost per place
Cantonian High School	Secondary (11-18)	Pupils with Autism Spectrum Conditions	18	£20,785
Cathays High School			14	£24,153
Llanishen High School			3 (First admissions September 2013)	
Llanishen High School	Secondary (11-18)	Pupils with Hearing Impairments	22	£11,710
St Teilo's High School	Secondary (11-18)	Pupils with Visual Impairments	3	N/A In practice we have a 'virtual' base, with pupils across several high schools. The SRB staff were absorbed into the central team in order to facilitate a peripatetic approach to support.
Various High Schools	Secondary (11-16)	Pupils with specific speech and language disorders	8 (This is a 'virtual' SRB which supports pupils in their local catchment High School.)	£11,513



Cardiff High School	Secondary (11-16)	Vulnerable learners with specific learning difficulties- dyslexia, dyscalculia, dyspraxia	14	£10,357
Marion Centre, Bishop of Llandaff High School	Secondary (11-18)	Pupils with Autism Spectrum Conditions	36 (6 new admissions per year)	£18,945
Cantonian High School in Partnership with Woodlands Special School	Secondary (16-18)	Pupils with significant learning delays. Many pupils also have related needs such as delayed development of language and communication; emotional, medical or sensory needs.	8	£16,981
Whitchurch High School	Secondary (11-18)		70	£10,357
Ysgol Glantaf	Secondary (11-18)		10	£20,336

### General comments re secondary SRB provision

1. Most secondary SRB provision operates on a full-integration model, with pupils enrolled in mainstream classes as part of the standard admission number for the school. The pupils at three SRBs require small discrete class teaching, and are counted as additional to the standard admission number (i.e. at Whitchurch, Bishop of Llandaff and Cantonian SLD). This causes significant practical difficulties in providing opportunities for individuals or groups to access some mainstream learning opportunities when appropriate.
2. The ASD SRB budgets used to be supplemented by matrix funding for some individuals. Since delegation of matrix funding the extra staffing has been included in the SRB budget. This is a less flexible approach which can lead to over-staffing. For example, the numbers have fallen at Cathays ASD this year, which accounts for the high per pupil cost.

## Appendix 6: Summary of actions undertaken since completion of the review in 2011

1. Opening of the Marion Centre at the Bishop of Llandaff High School. A large purpose built centre for secondary pupils with ASD.
2. Development of a third secondary SRB for pupils with ASD at Llanishen High School, to supplement the SRBs at Cantonian High and Cathays High.
3. The Court Special School (SEBD) has developed a successful 'revolving door' class for pupils at School Action Plus which has enabled a significant number of pupils to return to their mainstream school after a period of intensive input.
4. The SRB for Visual Impairment has been transferred from Llanishen High School to St Teilo's High School. As anticipated, the period of transfer (which rolled out over 3-4 years) has resulted in VI placements being more widely distributed across the city. At present the VI SRB therefore operates as a 'Virtual SRB' based at St Teilo's but supporting pupils in 4 high schools.
5. A collaborative piece of work was undertaken by the Headteachers of Meadowbank Special School and Allensbank Primary, the Speech and Language Therapy Manager and the Lead Specialist Teacher for Speech and Language. The focus of this work has been to achieve more consistent criteria for speech and language placements, to support capacity building approaches and early intervention across mainstream schools and to ensure a more efficient and effective use of resources by achieving a single referral pathway and collaboration between Education and Health re the management of caseloads. The achievements of this piece of work include:
  - A re-focussing of Meadowbank Outreach Service
  - Roll out of Speech and Language Links in mainstream primary schools
  - Establishing a joint speech and language panel to consider all referrals and admissions
  - Earlier re-integration programmes for children in SRB or special school placements
  - Widespread consultation with parents re the 'gap' in secondary provision
  - Established a 'Virtual SRB' for secondary pupils to close the 'gap' and which will enable all pupils with specific speech and language difficulties to return to mainstream education at Year 7 or earlier.

6. A review and re-shaping of all Primary SRB provision is underway to reduce the number of 'surplus' places, refine admission criteria and support schools in developing a shared CPD programme for specialist teaching staff.

## **SEN Focus Group 1: provision for learners with social emotional and behavioural needs- Summary of stakeholder views**

### ***What makes a difference for learners with social emotional and behavioural needs?***

1. **Good multi agency working**, addressing education, social care and health needs. Ideally this should include well-coordinated liaison with Childrens Services; school-based services to address therapy and counselling needs, mental health and medical issues; educational psychology.
2. **Excellent teaching and learning**; a relevant, flexible curriculum tailored to pupils' specific learning needs.
3. **Good relationships**; trust and respect. Stability and consistency.
4. **Strong home-school links.**
5. **Attendance, engagement.**
6. **Inclusion.**
7. **Early identification and assessment**: a holistic view of the child and the needs that underpin challenging behaviours.
8. **Effective pathways to address the full range of needs**, e.g. speech language and communication, specific learning difficulties, social skills, emotional well-being, medical needs. Core entitlement.
9. **Accommodation that is 'fit for purpose'**. A calm, safe environment.
10. **Skilled staff**, access to good CPD.
11. **Effective outreach services focussed on capacity building** (whether provided by special schools, central or delegated services).

### ***What are the strengths and limitations of our current range of provision?***

#### **Strengths/ potential strengths**

Systems leaders/ challenge advisers should have a greater focus on this area.

Behaviour and Behaviour Management Policies

Securing enough capacity at each level

Clear entry/ exit criteria at each stage

Primary/ secondary graduated responses should be consistent

Clear links with achievement/ learning and behaviour.

Role of PARMs- Schools taking shared responsibility for placement/ provision decisions.

#### **Limitations/ weaknesses**

No post-16 provision

No special school places for girls

No links with speech and language services

Insufficient places

Reduced curriculum

Integration after the Revolving Door placement (at The Court) can be challenging: mainstream schools vary in their willingness.

Parenting

*Painting a blue sky...What might a successful spectrum of provision for learners with social emotional and behavioural needs look like?*

Primary continuum:	Secondary continuum:
Whole school inclusive approach (BESD)...	Whole school inclusive approach...
Person Centred Planning takes account of all needs...	Person Centred Planning takes account of all needs...
In school nurture groups (ELSA)...	In school nurture groups (ELSA)...
Access to Nurture Provision in every cluster of schools...	PRU (stage 4) Ks3/KS4 dual registration...
Pupils dual registered local school/ specialist base...	
Alternative curriculum- need more flexibility...	Alternative provision pathways...
Special schools- girls and boys catered for...	Special schools- should have health and childrens service staff attached...
NB Access to speech and language provision/support from stage 3	

**Blue sky provision would include:**

- Full time innovative curriculum
- Access to mainstream where appropriate
- Age appropriate
- Mix of BESD provision to also meet underlying SEN issues
- Needs-led pathways/ provision planning for exact needs
- Multi agency working model: nurse; speech and language; YOS; social worker; flying start
- Early identification and intervention
- Supportive of pupils, parents and teachers
- Small scale settings

## **Plenary: 5 most important points to share**

### **5 Point Summaries from Groups**

#### **Group A**

1. Action – create a strategic overview and deliver.
2. Bravery – front load resource for long term gain.
3. Design an appropriate curriculum for SEBD needs – focus on achievement rather than attainment.
4. Early identification and holistic approach needed (Education, Health, Children, Parents).
5. Whole school inclusive approaches to nurture approach.

#### **Group B**

1. 24 hour integrated services
2. Multi agencies based in schools in cluster areas to increase attendance at specialist appointments and to provide training to upskill staff so consistency is achieved.
3. Joint policy commitment from all partners to provide sustainable annual core funding.
4. Schools to become the hub of the community and more family focussed.
5. Parenting support, parenting education and early family intervention is needed to be delivered from multi-agency providers.

#### **Group C**

1. Analyse need of SEBD and build for capacity.
2. Early identification and successful interventions so can target response correctly for each child's specific needs.
3. Purpose built accommodation in the right location at the right time at the right size including post 16 provision.
4. Training of staff and sharing of good practice – locally and across UK. Capacity building across all schools and provide a shared training schedule accessible by all school staff (including PRU, special schools and mainstream).
5. Undertake mapping of services – what is the point of the service, how can the service be accessed, how assess children to qualify for service, to ensure multi agency working with adequate funding.

## Appendix 4



### Cardiff Council Statutory Screening Tool Guidance

If you are developing a strategy, policy or activity that is likely to impact people, communities or land use in any way then there are a number of statutory requirements that apply. Failure to comply with these requirements, or demonstrate due regard, can expose the Council to legal challenge or other forms of reproach.

For instance, this will apply to strategies (i.e. Housing Strategy or Disabled Play Strategy), policies (i.e. Procurement Policy) or activity (i.e. developing new play area).

Completing the Statutory Screening Tool will ensure that all Cardiff Council strategies, policies and activities comply with relevant statutory obligations and responsibilities. Where a more detailed consideration of an issue is required, the Screening Tool will identify if there is a need for a full impact assessment, as relevant.

---

The main statutory requirements that strategies, policies or activities must reflect include:

- **Equality Act 2010 - Equality Impact Assessment**
- **Welsh Government's Sustainable Development Bill**
- **Welsh Government's Statutory Guidance - Shared Purpose Shared Delivery**
- **United Nations Convention on the Rights of the Child**
- **United Nations Principles for Older Persons**
- **Welsh Language Measure 2011**
- **Health Impact Assessment**
- **Habitats Regulations Assessment**
- **Strategic Environmental Assessment**

This Statutory Screening Tool allows us to meet all the requirements of all these pieces of legislation as part of an integrated screening method that usually taken no longer than an hour.

---

The Screening Tool can be completed as a self assessment or as part of a facilitated session, should further support be needed. For further information or if you require a facilitated session please contact the Policy, Partnerships and Citizen Focus Team on 2078 8563 e-mail: [siadavies@cardiff.gov.uk](mailto:siadavies@cardiff.gov.uk). Please note:

- **The completed Screening Tool must be submitted as an appendix with the Cabinet report.**
- **The completed screening tool will be published on the intranet.**

## Statutory Screening Tool

<b>Name of Strategy / Policy / Activity:</b>  School Organisation Proposals: The provision of additional Welsh-medium and English-medium primary school places in and around the Butetown, Canton, Grangetown and Riverside areas of Cardiff.	<b>Date of Screening:</b>  November 2015
<b>Service Area/Section:</b> Education	<b>Lead Officer:</b> Nick Batchelar
<b>Attendees:</b> Self-assessment	

<b>What are the objectives of the Policy/Strategy/Project/Procedure/ Service/Function</b>	<b>Please provide background information on the Policy/Strategy/Project/Procedure/Service/Function and any research done [e.g. service users data against demographic statistics, similar EIAs done etc.]</b>
<p>Page 192</p> <p>Plans proposed to:</p> <p>Close Meadowbank Special School by August 2017.</p> <p>This will be supported by the following proposed changes: -</p> <ul style="list-style-type: none"> <li>• An Increase in the capacity for mainstream support for children with speech and language needs</li> <li>• A change in the use of the Allensbank SRB to provide additional places for pupils with severe and complex learning difficulties</li> <li>• An increase in the number of Nurture/Revolving Door classes in mainstream schools across the city</li> </ul>	<p>There has been a trend away from special schools places for speech and language needs as part of a national trend towards inclusion. Cardiff is the only local authority in England and Wales still maintaining a special school specialising solely in speech and language needs.</p> <p>While special school continues to be an important option for some children with complex, long term learning difficulties, there has been a general trend for children with moderate learning delays, speech and language difficulties and physical disabilities to attend a local school.</p> <p>Meadowbank School is a small special school located in Gabalfa adjacent to Gabalfa Primary School and Ysgol Glan Ceubal, for children aged 4-11 with significant speech and language difficulties.</p> <p>Historically the Vale of Glamorgan Council funded 10 places at the school and at that time the school operated at 40 places. In 2010, the Vale of Glamorgan gave notice of their intention to withdraw from this arrangement, making no new placements. In July 2015 the last Vale child left the school.</p>



Cardiff also maintains a specialist resource base (SRB) at Allensbank Primary School, for 20 pupils with speech and language difficulties.

Although the number of children and young people with speech and language difficulties has not fallen, demand for places at both Meadowbank and Allensbank SRB has fallen in recent years, with an increasing number of parents expressing a preference for mainstream education, with support provided in the local catchment school.

At the present time, November 2015, there are 23 pupils on roll at Meadowbank.

Demand for places at Allensbank has also fallen from 18 in 2010-11, to 11 pupils in November 2015.

The prospects for pupils with speech and language difficulties to be reintegrated to mainstream school are good; the majority of pupils attending Meadowbank and Allensbank SRB transfer to a local high school at Year 7, and many pupils make sufficient progress to transfer at an earlier age.

A report on specialist provision for pupils with SEN/ ALN was completed in 2013. This identified a number of priorities for future development of special school and SRB provision.

In March 2014 a focus group of Headteachers, health, children services and parent partnership representatives was consulted on the priorities for future development of BESD provision in Cardiff (Appendix 3). There was consensus on the need for:

- More capacity for early intervention such as Nurture Classes and Revolving door classes;
- Greater emphasis on the underlying needs experienced by this group including: mental health and medical needs; speech and

	<p>language difficulties; literacy and numeracy delays.</p> <p>Demand for special school or SRB places for primary aged children presenting with challenging behaviours has increased over the last two years. In 2014-15 there was a 30% increase in the number of new statements for this area of need.</p>
--	---

## Part 1: Impact on outcomes and due regard to Sustainable Development

Please use the following scale when considering what contribution the activity makes:		
<b>+</b>	Positive	Positive contribution to the outcome
<b>-</b>	Negative	Negative contribution to the outcome
<b>ntrl</b>	Neutral	Neutral contribution to the outcome
<b>Uncertain</b>	Not Sure	Uncertain if any contribution is made to the outcome

Page 1 of 4

	Has the Strategy/Policy/Activity considered how it will impact one or more of Cardiff's 7 Citizen focused Outcomes?	Please Tick				Evidence or suggestion for improvement/mitigation
		+	-	Ntrl	Un-Crtn	
	<p><b>People in Cardiff are healthy;</b>  <i>Consider the potential impact on</i></p> <ul style="list-style-type: none"> <li><i>the promotion of good health, prevention of damaging behaviour, promote healthy eating/active lifestyles etc,</i></li> <li><i>vulnerable citizens and areas of multiple deprivation</i></li> <li><i>Addressing instances of inequality in health</i></li> </ul>	✓				<ul style="list-style-type: none"> <li>- the proposal is likely to result in more children accessing provision in local schools avoiding the need for cross city travel.</li> <li>- the proposal would reduce the number of school transfers for children with speech and language difficulties, by ensuring every child can be effectively supported in mainstream throughout education.</li> <li>- the proposal would allow for continued high quality support for speech and language pupils in mainstream schools, with an extended specialist teacher team.</li> <li>- Developing additional provision (English-medium and Welsh-medium) for pupils with behavioural emotional and social difficulties will contribute to meeting the needs of vulnerable citizen.</li> </ul>
1.2	<b>People in Cardiff have a clean, attractive and sustainable environment;</b>	✓				<ul style="list-style-type: none"> <li>- the proposal is likely to result in more children accessing provision in local schools avoiding the need for cross city</li> </ul>

	Has the Strategy/Policy/Activity considered how it will impact one or more of Cardiff's 7 Citizen focused Outcomes?	Please Tick				Evidence or suggestion for improvement/mitigation
		+	-	Ntrl	Un-Crtn	
Page 195	<p><i>Consider the potential impact on</i></p> <ul style="list-style-type: none"> <li><i>the causes and consequences of Climate Change and creating a carbon lite city</i></li> </ul>					travel.
	<ul style="list-style-type: none"> <li><i>encouraging walking, cycling, and use of public transport and improving access to countryside and open space</i></li> </ul>	✓				- the proposal is likely to result in more children accessing provision in local schools avoiding the need for cross city travel.
	<ul style="list-style-type: none"> <li><i>reducing environmental pollution (land, air, noise and water)</i></li> </ul>	✓				- the proposal is likely to result in more children accessing provision in local schools avoiding the need for cross city travel.
	<ul style="list-style-type: none"> <li><i>reducing consumption and encouraging waste reduction, reuse, recycling and recovery</i></li> </ul>					N/A
	<ul style="list-style-type: none"> <li><i>encouraging biodiversity</i></li> </ul>					N/A
Page 195	<p><b>People in Cardiff are safe and feel safe;</b></p> <p><i>Consider the potential impact on</i></p> <ul style="list-style-type: none"> <li><i>reducing crime, fear of crime and increasing safety of individuals</i></li> <li><i>addressing anti-social behaviour</i></li> <li><i>protecting vulnerable adults and children in Cardiff from harm or abuse</i></li> </ul>	✓				<ul style="list-style-type: none"> <li>- the proposal would reduce the number of school transfers for children with speech and language difficulties, by ensuring every child can be effectively supported in mainstream throughout education.</li> <li>- the proposal would allow for continued high quality support for speech and language pupils in mainstream schools, with an extended specialist teacher team.</li> <li>- developing additional provision (English-medium and Welsh-medium) for pupils with behavioural emotional and social difficulties will contribute to meeting the needs of vulnerable citizens.</li> </ul>
1.4	<p><b>Cardiff has a thriving and prosperous economy;</b></p> <p><i>Consider the potential impact on</i></p> <ul style="list-style-type: none"> <li><i>economic competitiveness (enterprise activity, social enterprises, average earnings, improve productivity)</i></li> </ul>					N/A.

	Has the Strategy/Policy/Activity considered how it will impact one or more of Cardiff's 7 Citizen focused Outcomes?	Please Tick				Evidence or suggestion for improvement/mitigation
		+	-	Ntrl	Un-Crtn	
	<ul style="list-style-type: none"> <li>Assisting those Not in Education, Employment or Training</li> <li>attracting and retaining workers (new employment and training opportunities, increase the value of employment,)</li> <li>promoting local procurement opportunities or enhancing the capacity of local companies to compete</li> </ul>					
1.5	<p><b>People in Cardiff achieve their full potential;</b> Consider the potential impact on</p> <ul style="list-style-type: none"> <li>promoting and improving access to life-long learning in Cardiff</li> <li>raising levels of skills and qualifications</li> <li>giving children the best start</li> <li>improving the understanding of sustainability</li> <li>addressing child poverty (financial poverty, access poverty, participation poverty)</li> <li>the United Nations Convention on the Rights of a Child and Principles for Older persons</li> </ul>	✓  ✓				<ul style="list-style-type: none"> <li>the proposal would reduce the number of school transfers for children with speech and language difficulties, by ensuring every child can be effectively supported in mainstream throughout education.</li> <li>Developing additional provision (English-medium and Welsh-medium) for pupils with behavioural emotional and social difficulties will contribute to meeting the needs of vulnerable citizens.</li> </ul>
Page 196	<p><b>Cardiff is a Great Place to Live, Work and Play</b> Consider the potential impact on</p> <ul style="list-style-type: none"> <li>promoting the cultural diversity of Cardiff</li> <li>encouraging participation and access for all to physical activity, leisure &amp; culture</li> <li>play opportunities for Children and Young People</li> <li>protecting and enhancing the landscape and historic heritage of Cardiff</li> <li>promoting the City's international links</li> </ul>					N/A

	Has the Strategy/Policy/Activity considered how it will impact one or more of Cardiff's 7 Citizen focused Outcomes?	Please Tick				Evidence or suggestion for improvement/mitigation
		+	-	Ntrl	Un-Crtn	
1.7	<p><b>Cardiff is a fair, just and inclusive society.</b></p> <p>Consider the potential impact on</p> <ul style="list-style-type: none"> <li><i>the elimination of discrimination, harassment or victimisation for equality groups</i></li> <li><i>has the community or stakeholders been engaged in developing the strategy/policy/activity?</i></li> <li><i>how will citizen participation be encouraged (encouraging actions that consider different forms of consultation, through more in depth engagement to full participation in service development and delivery)?</i></li> </ul>				✓	<p>See Equality Impact Assessment below (and attached).</p> <ul style="list-style-type: none"> <li>- Statutory public consultation would be carried out on formal proposals (including engagement with school pupils)</li> <li>- Relevant departments in the Council would be engaged</li> </ul>
1.8	<p><b>The Council delivers positive outcomes for the city and its citizens through strong partnerships</b></p> <p>Consider the potential impact on</p> <ul style="list-style-type: none"> <li><i>strengthening partnerships with business and voluntary sectors</i></li> <li><i>the collaboration agenda and the potential for shared services, cross-boundary working and efficiency savings</i></li> </ul>					N/A

Has the Strategy/Policy/Activity considered how it will impact one or more of Cardiff's 7 Citizen focused Outcomes?	Please Tick				Evidence or suggestion for improvement/mitigation
	+	-	Ntrl	Un-Crtn	
<p>Will this Policy/Strategy/Project have a <b>differential impact</b> on any of the following:</p> <ul style="list-style-type: none"> <li><b>Age</b> (including children and young people aged 0-25 and older people over 65 in line with the United Nations Conventions)</li> </ul>				✓	<p><i>Please give details/consequences of the differential impact (positive and negative), and what action(s) can you take to address any negative implications?</i></p> <p><b>Age 4 – 11</b></p> <p>The likely closure date for Meadowbank School would be August 2017. The majority of current pupils will have transferred to secondary school or reintegrated to a mainstream primary by that date. Remaining pupils would be offered a range of options, depending on their needs and on parent's views:</p> <ul style="list-style-type: none"> <li>• Transfer to the SRB at Allensbank</li> <li>• A supported programme of reintegration to their local mainstream school. This would include funded additional support from an appropriately trained teaching assistant, school-based therapy if this continues to be an assessed need; support from the specialist teacher service.</li> </ul> <p>The proposed change of use at Allensbank School would be timed to take account of the needs and ages of existing pupils. The classes would continue to operate as a speech and language specialist setting until these pupils complete their primary education and transfer to secondary school.</p> <p>Changes would be carefully planned in consultation with parents and professionals to take account of the needs of pupils attending each of the affected settings, to minimise disruption to their learning and to take full account of parental views.</p>

Has the Strategy/Policy/Activity considered how it will impact one or more of Cardiff's 7 Citizen focused Outcomes?	Please Tick				Evidence or suggestion for improvement/mitigation
	+	-	Ntrl	Un-Crtn	
			✓		<p><b><u>Employment Age</u></b></p> <p><i>Redeployment/recruitment</i></p> <p>There may still be a perception that redeployment/recruitment opportunities could be affected by age.</p> <p>The Council's procedure for managing staffing changes arising from reorganisation would be used in implementing any changes as a result of this proposal. This would ensure that good practice is followed, including the application of the Council's policies on equal opportunities.</p>
• Disability			✓		Transport for disabled pupils would not be affected as it would be provided to meet the child's needs in accordance with the SEN Code of Practice.
• Gender Reassignment			✓		N/A
• Marriage & Civil Partnership			✓		N/A
• Pregnancy & Maternity			✓		N/A
• Race			✓		The proposal would not have a differential impact upon one particular ethnic group as the provision would be available to all.
• Religion/Belief			✓		N/A
• Sex			✓		<p>All schools would continue to admit pupils of both sexes.</p> <p>The Council's procedure for managing staffing changes arising from reorganisation would be used in implementing the changes in this proposal. This ensures that good practice is followed, including the application of the Council's policies on equal opportunities.</p>
• Sexual Orientation			✓		Fears that recruitment opportunities could be affected by sexual

	Has the Strategy/Policy/Activity considered how it will impact one or more of Cardiff's 7 Citizen focused Outcomes?	Please Tick				Evidence or suggestion for improvement/mitigation
		+	-	Ntrl	Un-Crtn	
Page 200						<p>orientation.</p> <p>Evidence collated by the Stonewall lobby group alleges that LGB people are likely to be discriminated against in workplace recruitment.</p> <p>The Council's procedure for managing staffing changes arising from reorganisation would be used in implementing the changes in this proposal. This ensures that good practice is followed, including the application of the Council's policies on equal opportunities.</p>
	<ul style="list-style-type: none"> <li>• Welsh Language</li> <li>• Other languages</li> </ul>	✓				<p>The proposal would provide Welsh-medium specific provision for behavioural social and emotional difficulties.</p> <p><u>Other Language support</u></p> <p>The proposal will not directly impact on the level of support provided as all support is dependent on the Minority Ethnic Achievement Grant which is reviewed and then renewed according to the results of the annual Needs Assessment Survey. The allocation of teachers and Bi-lingual Teacher Assistants (BTAs) is usually in place for the period of the academic year but is liable to change throughout the year to meet fluctuations in demand.</p>

**SUMMARY OF APPRAISAL (highlight positive and negative effects of the policy / plan / project being assessed, demonstrating how it contributes to the economic, social and environmental sustainability of the city):**

**Economic/Educational/Social**

The proposal would offer the following educational benefits:

- Continued high quality support for speech and language pupils in mainstream schools, with an extended specialist teacher team.



- Reduce the number of school transfers for children with speech and language difficulties, by ensuring every child can be effectively supported in mainstream throughout their education.
- Significant expansion of Nurture and Revolving Door classes for children with behavioural social and emotional difficulties.
- Welsh medium specific provision for behavioural social and emotional difficulties.
- Expansion of SRB places for children with severe learning difficulties.

Pupils remaining in Meadowbank School at the time of closure would need to transfer to an alternative school, whether a supported return to mainstream, or a transfer to Allensbank SRB.

Changes would be carefully planned in consultation with parents and professionals to take account of the needs of pupils attending each of the affected settings, to minimise disruption to their learning and to take full account of parental views.

#### **WHAT ACTIONS HAVE BEEN IDENTIFIED OR CHANGES BEEN MADE TO THE POLICY / PLAN / PROJECT AS A RESULT OF THIS APPRAISAL:**

The following assessments to be undertaken:

- Equality Impact Assessment to be updated post consultation

## Part 2: Strategic Environmental Assessment Screening

		Yes	No
2.1	Does the plan or programme set the framework for future development consent?		X
2.2	Is the plan or programme likely to have significant, positive or negative, environmental effects?		X

Is a Full Strategic Environmental Assessment Screening Needed?	Yes	No
<ul style="list-style-type: none"> <li>▪ If yes has been ticked to both questions 2.1 and 2.2 then the answer is yes</li> <li>▪ If a full SEA Screening is required then please contact the Sustainable Development Unit to arrange (details below)</li> </ul>		<p>X</p> <p>An SEA has been undertaken (see attached) and will be updated following public consultation on the school proposals.</p>

If you have any doubt on your answers to the above questions regarding SEA then please consult with the Sustainable Development Unit on 2087 3228 [sustainabledevelopment@cardiff.gov.uk](mailto:sustainabledevelopment@cardiff.gov.uk)

## Part 3: Habitat Regulation Assessment (HRA)

		Yes	No	Unsure
3.1	Will the plan, project or programme results in an activity which is known to affect a European site, such as the Severn Estuary or the Cardiff Beech Woods?		X	
3.2	Will the plan, project or programme which steers development towards an area that includes a European site, such as the Severn Estuary or the Cardiff Beech Woods or may indirectly affect a European site?		X	
3.3	Is a full HRA needed?		X	

Details of the strategy will be sent to the County Ecologist on completion of the process to determine if a Habitat Regulation Assessment is needed. For further information please phone 2087 3215 or email [biodiversity@cardiff.gov.uk](mailto:biodiversity@cardiff.gov.uk)

## Appendix 1 – Statutory Requirements

It is possible that the Impact Screening Tool will identify the need to undertake specific statutory assessments:

- **Equality Impact Assessment:** *This assessment is required by the Equality Act 2010 and Welsh Government's Equality Regulations 2011.*
- **Sustainable Development Bill:** *The Bill, when it comes into effect, will require sustainable development (SD) to be a central organising principle for the organisation. This means that there is a duty to consider SD in the strategic decision making processes.*
- **Shared Purpose Shared Delivery-** *The Welsh Government requires local authorities to produce a single integrated plan to meet statutory requirements under a range of legislation. Cardiff Council must therefore demonstrate its contribution towards Cardiff's own integrated plan; "What Matters".*
- **United Nations Convention on the Rights of the Child:** *The Children Act 2004 guidance for Wales requires local authorities and their partners to have regard to the United Nations Convention on the Rights of a Child.*
- **United Nations Principles for Older Persons:** *The principles require a consideration of independence, participation, care, self-fulfillment and dignity.*
- **The Welsh Language Measure 2011:** *The measure sets out official status for the Welsh language, a Welsh language Commissioner, and the freedom to speak Welsh.*
- **Health Impact Assessment:** *(HIA) considers policies, programmes or projects for their potential effects on the health of a population*
- **Strategic Environmental Impact Assessment:** *A Strategic Environmental Assessment (SEA) is an European Directive for plans, programmes and policies with land use implications and significant environmental effects.*
- **Habitats Regulations Assessment:** *The Conservation (Natural Habitats, &c.) (Amendment) Regulations 2007 provides a requirement to undertake Habitats Regulations Assessment (HRA) of land use plans.*

Initial Equality Impact Assessment  
**Corporate Assessment Template**



<b>Policy/Strategy/Project/Procedure/Service/Function Title:</b>	
School Organisation Proposals: Specialist provision for primary aged pupils with speech and language difficulties and with behavioural emotional and social difficulties	
<b>New/Existing/Updating/Amending:</b>	
New	
<b>Who is responsible for developing and implementing the Policy/Strategy/Project/Procedure/Service/Function?</b>	
Name:	Job Title:
Jennie Hughes	Senior Achievement Leader Inclusion
Service Team:	Service Area:
Inclusion	Education
Assessment Date: December 2014	

**1. What are the objectives of the Policy/Strategy/Project/ Procedure/ Service/Function?**

**It is proposed that:**

Meadowbank Special School close by August 2017.

This will be supported by the following proposed changes: -

- An Increase in the capacity for mainstream support for children with speech and language needs
- A change in the use of the Allensbank SRB to provide additional places for pupils with severe and complex learning difficulties
- An increase in the number of Nurture/Revolving Door classes in mainstream schools across the city

**2. Please provide background information on the Policy/Strategy/Project/Procedure/Service/Function and any research done [e.g. service users data against demographic statistics, similar EIAs done etc.]**

There has been a trend away from special schools places for speech and language needs as part of a national trend towards inclusion. Cardiff is the only local authority in England and Wales still maintaining a special school specialising solely in speech and language needs.

While special school continues to be an important option for some children with complex, long term learning difficulties, there has been a general trend for children with moderate learning delays, speech and language difficulties and physical disabilities to attend a local school.

Meadowbank School is a small special school located in Gabalfa adjacent to Gabalfa Primary School and Ysgol Glan Ceubal, for children aged 4-11 with significant speech and language difficulties.

Historically the Vale of Glamorgan Council funded 10 places at the school and at that

time the school operated at 40 places. In 2010, the Vale of Glamorgan gave notice of their intention to withdraw from this arrangement, making no new placements. In July 2015 the last Vale child left the school.

Cardiff also maintains a specialist resource base (SRB) at Allensbank Primary School, for 20 pupils with speech and language difficulties.

Although the number of children and young people with speech and language difficulties has not fallen, demand for places at both Meadowbank and Allensbank SRB has fallen in recent years, with an increasing number of parents expressing a preference for mainstream education, with support provided in the local catchment school.

At the present time, November 2015, there are 23 pupils on roll at Meadowbank.

Demand for places at Allensbank has also fallen from 18 in 2010-11, to 11 pupils in November 2015.

The prospects for pupils with speech and language difficulties to be reintegrated to mainstream school are good; the majority of pupils attending Meadowbank and Allensbank SRB transfer to a local high school at Year 7, and many pupils make sufficient progress to transfer at an earlier age.

A report on specialist provision for pupils with SEN/ ALN was completed in 2013. This identified a number of priorities for future development of special school and SRB provision.

In March 2014 a focus group of Headteachers, health, children services and parent partnership representatives was consulted on the priorities for future development of BESD provision in Cardiff (Appendix 3). There was consensus on the need for:

- More capacity for early intervention such as Nurture Classes and Revolving door classes;
- Greater emphasis on the underlying needs experienced by this group including: mental health and medical needs; speech and language difficulties; literacy and numeracy delays.

Demand for special school or SRB places for primary aged children presenting with challenging behaviours has increased over the last two years. In 2014-15 there was a 30% increase in the number of new statements for this area of need..

### **Interim and transition arrangements**

Changes would be carefully planned in consultation with parents and professionals to take account of the needs of pupils attending each of the affected settings, to minimise disruption to their learning and to take full account of parental views.

The likely closure date for Meadowbank School would be August 2017. The majority of current pupils will have transferred to secondary school or reintegrated to a mainstream primary by that date. Remaining pupils would be offered a range of options, depending on their needs and on parent's views:

- Transfer to the SRB at Allensbank

- A supported programme of reintegration to their local mainstream school. This would include funded additional support from an appropriately trained teaching assistant, school-based therapy if this continues to be an assessed need; support from the specialist teacher service.

The proposed change of use at Allensbank School would be timed to take account of the needs and ages of existing pupils. The classes would continue to operate as a speech and language specialist setting until these pupils complete their primary education and transfer to secondary school.

### 3 Assess Impact on the Protected Characteristics

#### 3.1 Age

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative/]** on younger/older people?

	Yes	No	N/A
3-11 years	+ve /-ve		
12 - 65 years	x		
Over 65 years	x		

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

What action(s) can you take to address the differential impact?

If no differential impact, explain the reason(s) for this assessment:

#### **3-11 year olds**

The likely closure date for Meadowbank School would be August 2017. The majority of current pupils will have transferred to secondary school or reintegrated to a mainstream primary by that date. Remaining pupils would be offered a range of options, depending on their needs and on parent's views:

- Transfer to the SRB at Allensbank
- A supported programme of reintegration to their local mainstream school. This would include funded additional support from an appropriately trained teaching assistant, school-based therapy if this continues to be an assessed need; support from the specialist teacher service.

The proposed change of use at Allensbank School would be timed to take account of the needs and ages of existing pupils. The classes would continue to operate as a speech and language specialist setting until these pupils complete their primary education and transfer to secondary school.

Changes would be carefully planned in consultation with parents and professionals to take account of the needs of pupils attending each of the affected settings, to minimise disruption to their learning and to take full account of parental views.

#### **Redeployment**

There may still be a perception that redeployment opportunities could be affected by age.

The Council's procedure for managing staffing changes arising from reorganisation would be used in implementing any changes as a result of this proposal. This would ensure that good practice is followed, including the application of the Council's policies on equal opportunities.

### 3.2 Disability

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on disabled people?

	Yes	No	N/A
Hearing Impairment	+ve		
Physical Impairment	+ve		
Visual Impairment	+ve		
Learning Disability	+ve		
Long-Standing Illness or Health Condition			X
Mental Health			X
Substance Misuse			X
Other			X

**Please give details/consequences of the differential impact, and provide supporting evidence, if any.**

**What action(s) can you take to address the differential impact?**

**If no differential impact, explain the reason(s) for this assessment:**

).

### 3.3 Gender Reassignment

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on transgender people?

	Yes	No	N/A
<b>Transgender People</b> (People who are proposing to undergo, are undergoing, or have undergone a process [or part of a process] to reassign their sex by changing physiological or other attributes of sex)		X	

**Please give details/consequences of the differential impact, and provide supporting evidence, if any.**

**What action(s) can you take to address the differential impact?**

**If no differential impact, explain the reason(s) for this assessment:**

N/A

### 3.4 Marriage and Civil Partnership

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on marriage and civil partnership?

	Yes	No	N/A
Marriage			X
Civil Partnership			X

**Please give details/consequences of the differential impact, and provide supporting evidence, if any.**

**What action(s) can you take to address the differential impact?**

**If no differential impact, explain the reason(s) for this assessment:**

N/A

**3.5 Pregnancy and Maternity**

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on pregnancy and maternity?

	Yes	No	N/A
Pregnancy		X	
Maternity			X

**Please give details/consequences of the differential impact, and provide supporting evidence, if any.**

**What action(s) can you take to address the differential impact?**

**If no differential impact, explain the reason(s) for this assessment:**

N/A

**3.6 Race**

Will this Policy/Strategy/Project//Procedure/Service/Function have a **differential impact [positive/negative]** on the following groups?

	Yes	No	N/A
White		X	
Mixed / Multiple Ethnic Groups		X	
Asian / Asian British		X	
Black / African / Caribbean / Black British		X	
Other Ethnic Groups		X	

**Please give details/consequences of the differential impact, and provide supporting evidence, if any.**

**What action(s) can you take to address the differential impact?**

**If no differential impact, explain the reason(s) for this assessment:**

N/A

**3.7 Religion, Belief or Non-Belief**

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on people with different religions, beliefs or non-beliefs?

	Yes	No	N/A
Buddhist		X	
Christian		X	
Hindu		X	
Humanist		X	
Jewish		X	
Muslim		X	
Sikh		X	
Other		X	

**Please give details/consequences of the differential impact, and provide supporting evidence, if any.**

**What action(s) can you take to address the differential impact?**

**If no differential impact, explain the reason(s) for this assessment:**



N/A

### 3.8 Sex

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on men and/or women?

	Yes	No	N/A
Men		X	
Women		X	

**Please give details/consequences of the differential impact, and provide supporting evidence, if any.**

**What action(s) can you take to address the differential impact?**

**If no differential impact, explain the reason(s) for this assessment:**

All schools would continue to admit pupils of both sexes.

The Council's procedure for managing staffing changes arising from reorganisation would be used in implementing the changes in this proposal. This ensures that good practice is followed, including the application of the Council's policies on equal opportunities.

### 3.9 Sexual Orientation

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on the following groups?

	Yes	No	N/A
Bisexual		X	
Gay Men		X	
Gay Women/Lesbians		X	
Heterosexual/Straight		X	

**Please give details/consequences of the differential impact, and provide supporting evidence, if any.**

**What action(s) can you take to address the differential impact?**

**If no differential impact, explain the reason(s) for this assessment:**

Fears that recruitment opportunities could be affected by sexual orientation.

Evidence collated by the Stonewall lobby group alleges that LGB people are likely to be discriminated against in workplace recruitment.

The Council's procedure for managing staffing changes arising from reorganisation would be used in implementing the changes in this proposal. This ensures that good practice is followed, including the application of the Council's policies on equal opportunities.

### 3.10 Language

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on Language?

	Yes	No	N/A
Welsh Language	<b>Proposal seeks to establish Welsh –medium SEBD provision</b>	x	
Other languages		x	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

What action(s) can you take to address the differential impact?

If no differential impact, explain the reason(s) for this assessment:

The proposal would provide Welsh-medium specific provision for behavioural social and emotional difficulties.

Other Language support

The proposal will not directly impact on the level of support provided as all support is dependent on the Minority Ethnic Achievement Grant which is reviewed and then renewed according to the results of the annual Needs Assessment Survey. The allocation of teachers and Bi-lingual Teacher Assistants (BTAs) is usually in place for the period of the academic year but is liable to change throughout the year to meet fluctuations in demand

**4. Consultation and Engagement**

What arrangements have been made to consult/engage with the various Equalities Groups?

- Statutory public consultation would be carried out on formal proposals (including engagement with school pupils)
- Relevant departments in the Council would be engaged

**5. Summary of Actions [Listed in the Sections above]**

Groups	Actions
Age	
Disability	Transport for disabled pupils would not be affected as it would be provided to meet the child's needs in accordance with the SEN Code of Practice
Gender Reassignment	None identified
Marriage & Civil Partnership	None identified
Pregnancy & Maternity	None identified
Race	None identified
Religion/Belief	None identified
Sex	None identified
Sexual Orientation	None identified
Language	None identified .
Generic Over-Arching	None identified .

**6. Further Action**

This equality impact assessment will be updated to reflect feedback received from the public consultation

**7. Authorisation**

The Template should be completed by the Lead Officer of the identified Policy/Strategy/Project/Function and approved by the appropriate Manager in each Service Area.

Completed By:	Date:
---------------	-------

Designation:	
Approved By:	
Designation:	
Service Area: Education	

## **Sustainability Appraisal (SA) incorporating Strategic Environmental Assessment (SEA) of the proposal to provide additional Welsh-medium and English-medium primary school places in and around the Butetown, Canton, Grangetown and Riverside areas of Cardiff.**

### **Background**

In 2008, a retrospective Strategic Environmental Assessment (SEA) of Cardiff's 21st Century: A Strategic Framework for a School Building Improvement Programme (published in 2006) was carried out based on the guidance that supports the European SEA Directive 2001/42/EC.

The retrospective approach to assessment was quality assured by an external consultant and their independent compliance review determined that the report detailing the assessment on the strategic framework met the key requirements set out for reporting the SEA process as required by the SEA Directive.

The assessment provides the basis for assessing current and future school organisation proposals at a strategic level.

**To request a copy of the assessment on the Strategic Framework please contact Clive Bailey, 029 2087 3166, [CBailey@cardiff.gov.uk](mailto:CBailey@cardiff.gov.uk) .**

### **Proposal**

**It is proposed that:**

Meadowbank Special School close by August 2017.

This will be supported by the following proposed changes: -

- An Increase in the capacity for mainstream support for children with speech and language needs
- A change in the use of the Allensbank SRB to provide additional places for pupils with severe and complex learning difficulties
- An increase in the number of Nurture/Revolving Door classes in mainstream schools across the city

### **Background to the proposal**

There has been a trend away from special schools places for speech and language needs as part of a national trend towards inclusion. Cardiff is the only local authority in England and Wales still maintaining a special school specialising solely in speech and language needs.

While special school continues to be an important option for some children with complex, long term learning difficulties, there has been a general trend for children with moderate learning delays, speech and language difficulties and physical disabilities to attend a local school.

Meadowbank School is a small special school located in Gabalfa adjacent to Gabalfa Primary School and Ysgol Glan Ceubal, for children aged 4-11 with significant speech and language difficulties.

Historically the Vale of Glamorgan Council funded 10 places at the school and at that time the school operated at 40 places. In 2010, the Vale of Glamorgan gave notice of

their intention to withdraw from this arrangement, making no new placements. In July 2015 the last Vale child left the school.

Cardiff also maintains a specialist resource base (SRB) at Allensbank Primary School, for 20 pupils with speech and language difficulties.

Although the number of children and young people with speech and language difficulties has not fallen, demand for places at both Meadowbank and Allensbank SRB has fallen in recent years, with an increasing number of parents expressing a preference for mainstream education, with support provided in the local catchment school.

At the present time, November 2015, there are 23 pupils on roll at Meadowbank.

Demand for places at Allensbank has also fallen from 18 in 2010-11, to 11 pupils in November 2015.

The prospects for pupils with speech and language difficulties to be reintegrated to mainstream school are good; the majority of pupils attending Meadowbank and Allensbank SRB transfer to a local high school at Year 7, and many pupils make sufficient progress to transfer at an earlier age.

A report on specialist provision for pupils with SEN/ ALN was completed in 2013. This identified a number of priorities for future development of special school and SRB provision.

In March 2014 a focus group of Headteachers, health, children services and parent partnership representatives was consulted on the priorities for future development of BESD provision in Cardiff (Appendix 3). There was consensus on the need for:

- More capacity for early intervention such as Nurture Classes and Revolving door classes;
- Greater emphasis on the underlying needs experienced by this group including: mental health and medical needs; speech and language difficulties; literacy and numeracy delays.

Demand for special school or SRB places for primary aged children presenting with challenging behaviours has increased over the last two years. In 2014-15 there was a 30% increase in the number of new statements for this area of need..

Key:

xx	= very incompatible; very negative effect
x	= incompatible; negative effect
✓	= compatible; positive effect
✓✓	= very compatible; very positive effect
0	= no links; neutral effect
?	= uncertain effects
DNA	= data not available

\* Comparison of the preferred option to do nothing or possible alternative options is required in a SA/SEA.

SEA objective	Proposed Closure of Meadowbank		Do Nothing	
	Rating	Commentary/ explanation of compatibility with SEA objective	Rating	Commentary/ explanation of compatibility with SEA objective
1. <i>Promote</i> a greener economy by delivering a sustainable pattern of Speech and Language and SEBD provision across Cardiff	✓	Achieved as this proposal would provide a better match of supply to demand.	X	Do nothing is not an option as the the change in the pattern of Speech and Language demand and the increased need for SEBD has to be addressed
4. <i>Reduce</i> greenhouse gas emissions through:  a) Energy efficient building design and disposing of poor quality surplus accommodation  b) Promoting sustainable modes of transport and integrated transport systems	N/A	N/A	N/A	N/A
	✓	<b>the proposal is likely to result in more children accessing provision in local schools avoiding the need for cross city travel</b>	N/A	N/A

Page 21

3. <i>Promote health and wellbeing</i> by protecting and enhancing public open space and improving access to POS	N/A	N/A	N/A	N/A
4. <i>Minimise</i> air, light and noise pollution associated with building development and traffic congestion	N/A	N/A	N/A	N/A
5. <i>Protect and enhance</i> biodiversity, flora and fauna	N/A	N/A	N/A	N/A
6. <i>Protect and enhance</i> the landscape (habitats/visual amenities)	N/A	N/A	N/A	N/A
7. Conserve water resources and increase water efficiency in new developments and promote sustainable urban drainage systems	N/A	N/A	N/A	N/A
8. <i>Promote</i> regeneration by delivering inclusive schools that will improve equality of opportunity and access for all	N/A	N/A	N/A	N/A
9. <i>Protect and enhance</i> designated historic assets	N/A	N/A	N/A	N/A

Page 21

### Conclusion

The proposal has been assessed to be largely compatible with the environmental objectives used to assess the goal and principles of the "21st Century Schools: A Strategic Framework for A School Building Improvement Programme" that underpin school organisation proposals. The proposal should have a positive impact on the environment as it will allow for children to be educated in a local school avoiding the need for cross city travel and the more likely to use polluting modes of transport. Congestion is also exacerbated due to the volume of traffic transversing the city.

Mae'r dudalen hon yn wag yn fwiadol



**CITY AND COUNTY OF CARDIFF  
DINAS A SIR CAERDYDD**

**CHILDREN and YOUNG PEOPLE SCRUTINY COMMITTEE**

**17 May 2016**

---

**CHILD SEXUAL EXPLOITATION - Report of Committee's Task & Finish Group**

---

**Reason for the Report**

1. This report enables the Committee to approve the draft report of this Committee's Task & Finish Group, copy attached at **Appendix A**. The draft report also includes the All-Wales National Action Plan for Tackling Child Sexual Exploitation in Wales 2016/17.

**Background**

2. At its meeting in September 2015 the Committee agreed a Task & Finish group to investigate 'Child Sexual Exploitation in Cardiff'. The Committee agreed the following Terms of Reference for the task group:

- To assess the robustness of the Child Sexual Exploitation strategy, preventative measures and the level of the Council's and partner organisations responses to incidences of Child Sexual Exploitation (CSE);
  - Exploring partnership working and resources allocation associated with managing CSE in Cardiff;
  - Exploring the scale of CSE in minority groups;
- To gather stakeholders views with regards to the above, including statutory partners and relevant Cabinet Members and Cardiff Council officers;
- To explore relevant best practice in external organisations and other local authorities, that is transferable to Cardiff; and

- To make evidence based recommendations to improve the reduction of CSE in Cardiff, to the Cabinet and relevant stakeholders.
3. Members of the Task & Finish group were:
- Councillor Richard Cook (Chairman)
  - Councillor Dianne Rees
  - Councillor Jim Murphy
  - Patricia Arlotte – Roman Catholic co-optee member.
- 4 Throughout the Inquiry, Members considered a wide range of research, guidance and Policy documents, as well as deliberating upon examples of good practice, and lessons learned from recent high profile CSE cases. The report’s bibliography sets out the breadth of information and data considered as part of the Inquiry.
- 5 In addition, Members held telephone conversations with witnesses and encouraged written statements from those who were unable to attend the round table discussions. Whilst these are not specifically referred to detail in the Background Evidence, they played a significant role in the Inquiry and in shaping findings and recommendations
- 6 The task group Inquiry was informed by evidence from relevant Members who were Cabinet Members at the time of the Inquiry, and senior officers as follows:
- Councillor Sue Lent, Deputy Leader, Early Years, Children & Families
  - Councillor Sarah Merry, Cabinet Member, Education
  - Tony Young, Director of Social Services
  - Carol Jones, Assistant Director Education & Lifelong Learning
  - Sian Cadwalladr, Principal Education Welfare and Safeguarding Officer
  - Jan Coles, Lead Manager, CSE
  - Nici Evans, Partnership Manager, Policy, Partnerships & Citizen Focus
  - Gary Bowen-Thompson, Education Outreach Team

- Paul Clayton, Specialist Education Team
- Jade Harrison, Children's Services CSE Coordinator
- Mary Lewis, Ethnic Minority and Traveller Advisory Service (EMTAS)
- Olwen Evans, EMTAS
- Balwinder Sandhu, EMTAS
- Kay Evans, EMTAS
- Brigitte Stavrakis, EMTAS
- Ian Whittaker, Willows High School
- Ian Loynd, Assistant Headteacher, St. Teilo's High School.

7 The task group Inquiry also heard from the following external witnesses:

- Phil Evans, Chair C&V Local Safeguarding Children Board
- Bernie Bowen Thompson, Safer Wales/Streetlife
- Donna Tucker, Safer Wales/Streetlife
- Rachael Ray, NSPCC
- Allyson Davies, Barnardo's SERAF
- Caroline Ryan, YMCA Sexual Health Outreach Team (SHOT)
- Amy Stuart-Torrie, YMCA (SHOT)
- George Grindle, YMCA (SHOT)
- Debbie Farrar, Missing Children Lead, South Wales Police
- Linda Hughes-Jones, NHS Safeguarding Children, C&V Health Board
- Pam Flanagan, Looked After Nurse, C&V Health Board
- Peter Greenhill, Probation Services
- Alasdair Macinnes, Youth Offending Service
- John Davies, Senior Gypsy, Roma and Traveller Policy Manager, Welsh Government Inclusion Unit
- Dr Dan Allen, Lecturer in Social Work, Trustee to The Romani Cultural and Arts Company, Salford University
- Ruth Nash, Sexual Assault Referral Centre (SARC) Manager
- Sadie Alexander, Substance Misuse and Young People, Public Health Wales.

- 8 Evidence received from all of the above witnesses was used by the task group members to identify appropriate findings for the Inquiry and its recommendations.

### **Way Forward**

- 9 The draft report of the Task & Finish Group is attached at **Appendix A**. Members' attention is particularly drawn to the Key Findings section (pages 11 - 20) and the Recommendations section (pages 21- 26). These are based on the evidence heard throughout the Task & Finish Group Inquiry.
- 10 Members may wish to consider the report, make any amendments and agree whether to approve the report to be considered by the Cabinet.

### **Legal Implications**

- 11 The Scrutiny Committee is empowered to enquire, consider, review and recommend but not making 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**

- 12 The Scrutiny Committee is empowered to enquire, consider, review and recommend but not making policy decisions. As the recommendations in this report are to consider and review matters there are no direct financial implications at this stage in relation to any of the work programme. However, financial 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 financial implications arising from those recommendations.

## **RECOMMENDATIONS**

The Committee is recommended to:

- Consider the draft report of the Task and Finish Group, copy attached at **Appendix A.**
- Endorse the report, subject to any comments the Committee wish to make, for submission to the Cabinet.

**DAVID MARR**

Interim Monitoring Officer

11 May 2016

Mae'r dudalen hon yn wag yn fwriadol

# scrutiny



---

## A Report of the: Children & Young People Scrutiny Committee

### Child Sexual Exploitation

May 2016



The City and County of Cardiff

# CONTENTS

<b>CONTENTS .....</b>	<b>2</b>
<b>CHAIR’S FOREWORD.....</b>	<b>3</b>
<b>TERMS OF REFERENCE .....</b>	<b>4</b>
<b>DEFINITION OF CHILD SEXUAL EXPLOITATION (CSE) .....</b>	<b>5</b>
<b>EXECUTIVE SUMMARY .....</b>	<b>8</b>
<b>KEY FINDINGS .....</b>	<b>11</b>
<b>RECOMMENDATIONS .....</b>	<b>21</b>
<b>BACKGROUND EVIDENCE .....</b>	<b>27</b>
<b>INQUIRY METHODOLOGY .....</b>	<b>29</b>
<b>BIBLIOGRAPHY .....</b>	<b>33</b>
<b>FINANCIAL IMPLICATIONS.....</b>	<b>36</b>
<b>LEGAL IMPLICATIONS .....</b>	<b>36</b>
<b>COMMITTEE TERMS OF REFERENCE.....</b>	<b>37</b>

## Appendices:

Appendix 1 – All Wales National Action Plan for Tackling Child Sexual Exploitation (CSE) in Wales 2016/17



## CHAIR'S FOREWORD



**Councillor Richard Cook**  
**Chair, Children & Young People Scrutiny Committee**

## TERMS OF REFERENCE

As part of their 2015/16 Work Programme, Members of the Cardiff Council Children & Young People Scrutiny Committee established a task and finish Inquiry into Child Sexual Exploitation. This inquiry sought:

- To assess the robustness of the CSE strategy, preventative measures and the level of the Council's and partner organisations response to incidences of CSE.
  - Exploring partnership working and resource allocation associated with managing CSE in Cardiff.
  - Exploring the scale of CSE in minority groups.
- To gather stakeholders views with regard to the above, including statutory partners and relevant Cabinet Members and Cardiff Council officers.
- To explore relevant best practice in external organisations and other local authorities, that is transferable to Cardiff.
- To make evidence based recommendations to improve the reduction of CSE in Cardiff, to the Cabinet and relevant stakeholders.

Members of the Task & Finish Group were:

- Councillor Richard Cook (Chair)
- Councillor Dianne Rees
- Councillor Jim Murphy
- Mrs. Patricia Arlotte, Roman Catholic Co-Optee.

## WHAT IS CHILD SEXUAL EXPLOITATION (CSE)?

1. Sexual exploitation of children and young people under 18 involves exploitative situations, contexts and relationships where young people (or a third person or persons) receive 'something' (e.g. food, accommodation, drugs, alcohol, cigarettes, affection, gifts, money) as a result of them performing, and/or another or others performing on them, sexual activities.
2. Violence, coercion and intimidation are common, with involvement in exploitative relationships being characterised in the main by the child or young person's limited availability of choice resulting from their social, economic and/or emotional vulnerability.
3. The sexual exploitation of a child under the age of 18 is illegal under Section 65(1) of the Children Act 2004.

### **Statutory responsibilities**

4. Following the publication of statutory guidance "Safeguarding Children: Working Together under the Children Act 2004", Councils were required to establish Local Safeguarding Children Boards (LSCBs).

The objectives of an LSCB are to:

- **Protect** children within its area who are experiencing, or are at risk of abuse, neglect or other kinds of harm, and
- **Prevent** children within its area from becoming at risk of abuse, neglect or other kinds of harm.

Cardiff and the Vale of Glamorgan established LSCBs in 2006, merging as one LSCB in October 2013.

5. The Cardiff and the Vale of Glamorgan LSCB brings together representatives of each of the main agencies and professionals responsible for helping safeguard children. In Wales, the statutory responsibility for establishing the LSCB rests with the local Children's Services authority.
6. The Social Services and Well-being (Wales) Act 2014 introduced a strengthened, robust and effective partnership approach to safeguarding. Part 7 of the Act sets out clear statutory responsibilities for local agencies, including Councils, in relation to safeguarding children (and adults) via local safeguarding boards.
7. In addition, the Welsh Government published *the "All-Wales National Action Plan to Tackle Child Sexual Exploitation"* which sets out a framework and minimum standards that Safeguarding Children Boards and partner agencies should work collectively and individually towards and build on to:
  - Prevent and protect children and young people from sexual exploitation.
  - Provide responsive, appropriate and consistent support to those identified as being subject to or at risk of sexual exploitation.
  - Contribute to the identification, disruption and prosecution of perpetrators.

A copy of the All Wales National Action Plan for Tackling CSE is attached as Appendix 1.

8. Councils play a crucial, statutory role in safeguarding children, including tackling child sexual exploitation. However, they cannot do this alone. It needs the cooperation of the wider community and partner agencies. Councils can use their links with police, schools, health professionals, and community and faith groups to highlight the signs and ensure people know where to turn if they have concerns. Child sexual exploitation is a difficult and unpleasant subject to discuss, but having these conversations is crucial to stamping it out.

9. The experiences of Rotherham go to demonstrate the key role that the Leader of the Council, the lead Member for Children's Services, scrutiny committees and all Councillors have in questioning and challenging responses to CSE in their local area.

## EXECUTIVE SUMMARY

1. This Inquiry took place between November 2015 and April 2016 and during this time, Members were working in a fast-moving, ever changing landscape around tackling CSE. This ranged from an improved drive and recognition of the issue across the Council, the work of key partners and other agencies, a raft of research and guidance, the implications of the Social Services and Well-being Act 2014, and most recently, the launch of an *“All Wales National Action Plan to Tackle Child Sexual Exploitation”*. At the same time, national media reported extensively on several issues related to CSE, including Rotherham, Savile and Operation Yewtree.
2. During this Inquiry, Members received evidence from a wide range of individuals and organisations that directly deal with children, young people and their families. In addition, Members considered a wide range of evidence and research undertaken across the UK, including the serious case reviews of high profile cases in areas such as Rochdale, Oxfordshire, Rotherham and Manchester.
3. Members concluded that it is critical to ensure that those children and young people subjected to CSE are **always** recognised as victims, despite the possibility that they may display a range of challenging negative behaviour, be disruptive, not want to engage, or display criminal behaviour. It should also be noted that legislation states that all children and young people under the age of 18 should be protected.
4. CSE has a devastating impact on children, young people and their families and it is the conclusion of the Inquiry Team that CSE should be a concern for **everyone**. CSE is largely a hidden crime, and raising awareness of this type of abuse is essential to preventing it and stopping it early when it does happen. Welsh Government has strengthened this by stating;

*“One of the most important principles of safeguarding is that it is everyone’s responsibility. Each professional and organisation must do everything they can, to ensure that children... at risk are protected from abuse<sup>1</sup>”.*

5. The Inquiry has highlighted the need for whole-scale recognition of not just the issue within the City, but also the importance of having a range of initiatives and mechanisms in place to enable the wider public to also play a part in tackling the issue.
  
6. It is crucial that partners, practitioners and the wider public in general are equipped with the knowledge to recognise and report potential victims and perpetrators, as well as feed invaluable evidence to organisations, for example, potential “hotspots” in the City.
  
7. The Inquiry heard and read evidence that the approach (particularly in terms of language used) in any awareness raising and engagement with the wider community must be carefully considered. This is particularly so in relation to minority groups and how they are perceived. For example, at the beginning of the Inquiry, “Roma” communities were highlighted as a particular group being exploited, but the Inquiry concluded that children/young people in this group were no more vulnerable than any other child sharing similar wider socio economic circumstances to those within the Roma community. Therefore, they should not be stereotyped and “myths” about them allowed to be further communicated.
  
8. Looking further inward to the partners and other organisations involved tackling CSE, the Inquiry concluded that this issue should be viewed as a priority across all agencies, and a commitment to a holistic approach adopted, as it is critical that joined up, open and intelligence led work is undertaken, not only in tackling individual cases, but delivering wider, large-scale work. In addition, CSE should be joined up with other

---

<sup>1</sup> <http://gov.wales/topics/health/socialcare/safeguarding/?lang=en>

safeguarding children-related strands such as human trafficking, missing, forced marriage etc.

9. Only through an open, proactive dialogue across all agencies can the whole issue of CSE be tackled. No one agency should be viewed as “responsible”, with others passive in playing their part.
  
10. Linked with all of the above, the Inquiry concluded that central to all work going forward is ensuring everything being **victim-centred and victim-led**. This links with the principles set out in the Social Services and Well-Being Act 2014, which places the individual at the heart of their own decisions.



## KEY FINDINGS

There were a number of key findings and conclusions arising from the Inquiry that could be drawn under a number of themed headings. These are as follows:

### **Cardiff Council's Strategic Approach to CSE**

- KF1. The Inquiry concluded that there needs to be a real commitment across the whole Council to make sure that it plays a key role in this issue, and a need for further commitment at a higher level within the organisation.
- KF2. In order to ensure that the Council meets its part in the wider commitment in the Welsh Government National Action Plan to *“establish a strategic response to tackle CSE that reflects statutory guidance”*, Members concluded that an officer at, for example, Operational Manager level or above should have a specific responsibility to coordinate CSE issues at a strategic level, including being responsible for raising awareness of CSE across the Council, playing a role in making strategic linkages, pooling resources, linking with the LSCB on strategic issues, reporting to Cabinet and Scrutiny Committees and ensuring that systems for referral, support and rehabilitation within the Council are fit for purpose.
- KF3. During the Inquiry, Members did not receive any evidence that any “CSE Referral Pathway” system was in place, which would set out a clear and concise route of support and rehabilitation services and end-to-end care for those referred into the Council. This Pathway, if in place, could also be used as a tool across a range of activities to promote a clear, consistent message across all practitioners, partners and the wider community.

KF4. On 21 January 2016, Members undertook an in-depth review of the Cardiff & Vale LSCB Multi-Agency Draft CSE Strategy and a copy of the full response is set out in the “Background Evidence” section of this report. It concluded that the Strategy, at that time, required the following additional information:

- Key baseline data;
- Explicit references to governance and lines of accountability;
- Performance measures, including targets, costs and clear timeframes for review;
- Details of progress made to date; and
- Links to other key plans and strategies

#### **Cardiff & Vale Local Safeguarding Children Board (C&V LSCB)**

KF5. As stated above, the LSCB is the key strategic body in ensuring that children and young people who are at risk of, or subjected to, CSE are safeguarded against harm or abuse. The majority of the actions and outcomes required by the National Action Plan will be the responsibility of the LSCB.

KF6. Some witnesses to the Inquiry suggested that the C&V LSCB was a reactive body, waiting for national guidance to be imposed before taking action. Throughout the Inquiry, little reference was made about the C&V LSCB in organisations’ and partners’ dealings with CSE; where, in fact, Members felt that the work of the LSCB should have been more pivotal in taking this issue forward. Members also felt that this could have resulted in delays in driving forward and implementing key initiatives to ensure that children were being safeguarded against CSE, as well as driving forward the wider issues of awareness raising, training, developing a CSE Strategy, linkages with other strands of working etc.

KF7. Members also highlighted the situation in the Cardiff and Vale area, where the Chair and Vice Chair of the C&V LSCB were both Directors of Social Services. They felt this could present a risk to the objectivity of any reviews undertaken in their areas of work. Evidence suggested that Chairs from differing partner bodies were seen to be commonplace in other area LSCBs. An independent Chair could offer even more scrutiny and autonomy, as required in England under Chapter 3 of “*Working Together*” (2015).

### **Working in partnership (including information sharing)**

KF8. Members were pleased to receive evidence that a Multi Agency Service Hub (MASH) developed in Cardiff had been launched (but not yet operational), and that this would further improve partnership working between agencies.

KF9. Members concluded that critical to its success was the need to operate as a positive, proactive strategic multi-agency working arrangement, ensuring the leadership of the MASH is effective.

KF10. Members acknowledge the major improvements made since the appointment of the CSE Lead Manager and the CSE Coordinator. They concluded that the responsibility should not just lie with them, but across the whole authority.

KF11. During the Inquiry, there appeared to be some anomalies between the evidence provided by the Council and other organisations in relation to arrangements for data sharing. Numerous witnesses agreed that training was needed, and that a clear guidance or protocol needed to be developed to address this. Whilst it was acknowledged that sensitive information cannot be disseminated widely, it was felt that positive working relationships across all partners should result in key data and information being made available for those working within this area.

## **Children's Services**

KF12. Throughout the Inquiry, Members heard praise from all witnesses on the work the CSE Lead Manager and the CSE Coordinator had achieved to date. The improvements they have made, and continue to make to the operational aspects of CSE are to be highly commended. Members were concerned that these posts were fixed term contracts and felt that both of these posts should be made permanent.

KF13. However, some witnesses expressed their concern that the CSE Lead Manager and CSE Coordinator could not take forward the whole CSE agenda within the Council, and bearing in mind the scale and scope of the work required to tackle the issue in Cardiff, they should be supported more widely across the Service Area and beyond. Whilst the MASH will greatly assist them once operational, it was felt that currently, the weight of the success of this work rested heavily on their shoulders and that wider support from all stakeholders was required.

## **Referrals/Reporting CSE Allegations**

KF14. Despite improvements to the process being made, witnesses identified issues remaining in their dealings with Children's Services. This appeared to be particularly apparent in referrals/reporting and advice for the 81 CSE related referrals presented to Children's Services between January and December 2015.

KF15. Members became aware that there seemed to be a "mismatch" of expectations between what the referrer anticipated would happen and what the Service could provide. For example, messages given to Members included:

- Inconsistencies in advice via the Children's Access Point (CAP) desk;
- A lack of practitioner/referrer involvement in Strategy meetings;
- An apparent reluctance to take on cases;
- The need to provide "hard" evidence;
- Referrals not being "taken seriously";
- Referrals not being dealt with in a "timely manner";
- Joint referrals being made to give them added weight.

Overall, the witnesses felt that they have to fight hard to get Children's Services to listen to what they are saying about clients and their experiences;

KF16. Whilst Members were aware that the MASH would operate a more joined-up approach, with a dedicated line and signposting into organisations, they wanted to flag up that these issues still existed under the current arrangements. Members also felt that every CSE referral should be assessed to ensure that all evidence is picked up, recorded and flagged, particularly where multiple referrals are made.

### **Awareness Raising and Training**

KF17. Critical to the success of addressing and tackling CSE will be the need for a coordinated, well organised system of awareness raising and training initiatives that can be delivered to a wide range of audiences. This major piece of work is a requirement of the National Action Plan during 2016/17. Members were made aware of the training undertaken by the CSE Lead Manager and the CSE Coordinator, and again, this work needs to be commended. From witness suggestions, some initiatives could include:

- Coordinating a number of initiatives already in place, including:
  - SWIS (Safer Wales Inclusive Service) accredited learning
  - SERAF (Sexual Exploitation Risk Assessment Form) including online tools
  - Safeguarding training
  - Work of the CSE Lead Manager
  - Work of the Partnerships Manager
  
- Large scale/high profile campaign - hotspots, targeted work with vulnerable groups, bottom-up community engagement
  
- More targeted work with:
  - Schools
  - Foster Carers
  - Staff in children's homes
  - Providers of Council Services (Commissioning & Procurement requirement).
  
- Campaigns for children and young people, developed by young people, including:
  - PSHE (Personal Social Health & Economic) teaching materials – sexual health; healthy relationships etc.
  - Apps
  - Social media.

### **The Role of Schools**

KF18. The Inquiry concluded from the evidence received that a major factor in minimising risk of CSE was the importance of ensuring children and young people remain in school, and acknowledges and commends the work that schools, mentors and youth workers undertake in facilitating this.

- KF19. Of particular concern to Members were issues in relation to elective home learning; reduced timetables etc. and “hidden” non attendance, and how these could contribute to increased risk to young people. There are currently no legislative powers to see/check a child who is being home educated.
- KF20. Members stated that it is critical that all parties work with schools to give them ownership of the issue, but provide the support (awareness raising, class materials and training) to enable them to act on managing disclosures. Examples of work within St. Teilo’s and Willows High Schools were cited as examples of good practice that could be rolled out across all schools in Cardiff.
- KF21. Witnesses suggested that training (for both staff and pupils) within this setting should be coordinated, covering Child Protection, CSE, forced marriage and radicalisation. This may be better done by partner organisations working with individual schools, including offering training facilitators for staff and pupils.
- KF22. Witnesses also expressed the view that a higher profile should be given to PSHE lessons and the issue of sex education and healthy relationships more generally. Evidence has shown that doing this could be very influential in preventative work and should be provided at the earliest opportunity (even at Primary level).

### **Prevention Work**

- KF23. Members received evidence that concluded that there was a lack of preventative work and very few programmes available across the Cardiff and Vale area. The National Action Plan places a duty on the LSCB and partners to “*identify a range of preventative services*” during 2016/17, and witnesses cited the NSPCC “Respect and Prevent”

programme as an example of good practice in relation to CSE which needs to be considered by all partners.

### **Low/Medium Risk Intervention**

KF24. Members received evidence that this is another area that needs to be reviewed to ensure that more options are available in tackling risk at an earlier stage. Members were informed that those who have been subject to significant harm as a result of CSE required an average of six months intensive help, and capacity is a major issue.

KF25. Linked to this, witnesses stated that, to date, it can take up to 12 months to get a referral to CAMHS (Child & Adolescent Mental Health Services) and this poses a significant risk of links breaking down, whilst waiting so long for referrals. Members were informed of a major restructure of CAMHS and this would go some way in greatly improving referral times, but there appeared to be no target date for the implementation of the restructure.

### **Post Trauma Support**

KF26. Members heard that post trauma support was currently felt to be inadequate as, in many cases, significant mental health services are required. Witnesses informed Members of limited access to counselling services, but capacity and a lack of funding continues to be a major barrier for them.

KF27. In addition, there is also a lack of victim support services for clients once they have gone through the criminal justice system, particularly aftercare.



## **Vulnerable Groups**

It is widely assumed that the majority of victims of CSE are young girls, but during the Inquiry, Members also considered other potential vulnerable groups and details of these are set out as follows:

### **Young Males**

KF28. The Inquiry concluded after evidence from Barnardo's that, in terms of boys and young men, there is a need to acknowledge that 1 in 4 victims of CSE are male.

KF29. Members were informed that young males' behaviour can easily be categorised as 'just' low level criminal behaviour, thus the potential for CSE of young males is ignored. Additionally, males are less aware of where to go for help. Research also suggested that there could be a link between male victims potentially moving on to become facilitators or even perpetrators of CSE.

KF30. Evidence suggested that there was need to treat suspicions of male victims on a par with female and this needs to be publicised as a part of awareness raising and training.

### **"Roma" Children and Young People**

KF31. The Roma community were highlighted as a potentially vulnerable Group in Cardiff, and this concern was therefore built into part of this Inquiry's terms of reference. Members heard from staff from the Council's Ethnic Minority and Traveller Advisory Service (EMTAS) about repeat referrals within this Group. Also there was an ongoing and serious issue regarding interpreters, who have little knowledge of the large number of languages spoken within the Roma community. This made case conferences difficult and is a major concern for staff within the Service.

KF32. During the Inquiry, Members heard that the Roma community were also concerned about the “westernisation” of their children..

KF33. A recent study undertaken in England<sup>2</sup> had revealed that, contrary to the “myths” surrounding Roma, these young people were no more likely to be at risk of CSE than any other group who had been subjected to similar socio economic vulnerabilities. Members were informed that Roma families often had a lack of basic funds and services, which made them vulnerable in terms of poor diet, poor living conditions, issues of special educational need (SEN) in their family, and a poor image of who they are and how they are perceived.

KF34. Due to this, international scale criminal organisations target newly arrived Roma and can exploit them on a number of levels – eg housing / landlords, slave labour, loan sharks and CSE.

---

<sup>2</sup> Research undertaken by Dan Allen, on CSE and Roma in North East England – yet to be published.

## RECOMMENDATIONS

This inquiry was undertaken to investigate how the Council and its partners work together to respond to incidences of Child Sexual Exploitation (CSE) and meet the statutory duty to introduce a range of measures to tackle CSE in Cardiff.

During 2016/17, the Council and its partners (via the Cardiff & Vale LSCB) will be required to develop and implement a challenging programme of work via the ***All Wales National Action Plan to tackle CSE***. Many of the key activities and actions that would have been recommended by Members arising from this Inquiry are covered by the Action Plan, and therefore, the following recommendations aim to complement and enhance this work.

Please note that the recommendations below do not cover every aspect of the key findings highlighted in the previous Section due to the specific requirements of the National Action Plan, particularly in the areas of:

- Child Sexual Exploitation Strategy (KF4)
- Solutions to Low/Medium Risk Intervention (KF23)
- Services in relation to Post Trauma Support (KF26, KF27).

These three issues are likely, however, to be factored into future scrutiny activity as appropriate.

It is recommended that the following recommendations are commended to the Cabinet and the Cardiff & Vale LSCB for their consideration, and that an Action Plan be developed and form part of a Cabinet response to this Scrutiny Inquiry by the 31 August 2016, unless otherwise stated.

## **Recommendations to the Cabinet:**

It is recommended that:

### **The Council's Strategic Approach to CSE**

- R1. A CSE Referral Pathway be developed, which will set out clear and concise route of end-to-end care for those referred into the Council. This Pathway could also be used as a tool across a range of activities to promote a clear, consistent message across all practitioners, partners and the wider community.

*Supported by Key Finding KF3*

- R2. An Officer at Operational Manager or above be made responsible for CSE, and their job description to include a range of responsibilities including raising awareness of CSE across the Council, playing a role in making strategic linkages, pooling resources, linking with the LSCB on strategic issues, reporting to Cabinet and Scrutiny Committees and ensuring that systems for referral, support and rehabilitation within the Council are fit for purpose.

*Supported by Key Finding KF2*

### **Working in Partnership/Information Sharing**

- R3. After 12 months of operation, a survey be carried out amongst all partners and practitioners to gauge the effectiveness of the Multi Agency Safeguarding Hub (MASH) in Cardiff and also improvements in partnership working and information sharing.

*Supported by Key Findings KF8 – KF11*

## **Children's Services**

- R4. Members would like to commend the work carried out to date by the CSE Lead Manager and CSE Coordinator and that our thanks and the thanks of the many witnesses who took part in the Inquiry be passed on to them. It is also recommended that these posts be made permanent.

*Supported by Key Findings KF12, KF13*

## **Referrals/Reporting CSE Allegations**

- R5. That Children's Services review the way that it deals with incoming CSE referrals as detailed in KF15. This is to meet the commitment required by the National Action Plan to *"support the identification of CSE and enable a timely range of appropriate responses"*.

*Supported by Key Findings KF14, KF15*

- R6. Ongoing training be given to social workers to ensure that consistent, professional, timely advice is given to everyone who makes a referral to Children's Services. Linked to this, wider training outside of the organisation (particularly to schools) should form part of the wider training programme to empower individuals and organisations to intervene at lower levels and therefore assist in reducing the number of referrals being made via the CAP Desk.

*Supported by Key Findings KF16, KF17*

## **Awareness Raising and Training**

R7. A strategic, coordinated awareness raising and training programme be developed with input from all partners. Whilst it is acknowledged that the CSE Lead Manager and CSE Coordinator are currently engaged in CSE training with social workers and practitioners, further work needs to be planned, developed and implemented. This should include the coordination of current materials that could be used as part of the programme. The programme should include mechanisms for delivering a large scale campaign across the City, and also more targeted awareness raising and training to include vulnerable groups, community groups, schools' training, those engaged in the night-time economy, foster carers, staff in children's homes and those engaged in providing council services via the commissioning and procurement process.

*Supported by Key Findings KF17, KF28-30, KF31-34*

R8. It is also recommended that a programme of campaigns for children and young people is developed by young people, to include PSHE teaching materials, social media, development of apps, etc. The wording of all material should be very carefully considered not to stereotype victims, and materials should also pay particular attention to boys and young men who were identified as a particular "hidden" group.

*Supported by Key Findings KF17, KF28-30, KF31-34*

## **The Role of Schools**

R9. That the LEA (Local Education Authority) conduct a risk assessment of those not in mainstream education, and that the results of this risk assessment be reported to the C&V LSCB and to the Children & Young People Scrutiny Committee. Members were particularly concerned about the potential risks inherent in children undertaking alternative curriculum and home schooling. Whilst it is recognised that the LEA does not have statutory responsibility to account for those children and young people, an idea of the scale of the issue and potential “risks” should be assessed.

*Supported by Key Findings KF18-19*

R10. It is also recommended that the Education Department play an active role in the awareness raising and training programme for schools. The proactive and positive work undertaken by Willows High School and St. Teilo’s High School should be included within the programme.

*Supported by Key Findings KF20-22*

## **Low/Medium Risk Intervention**

R11. It is recommended that a report on the restructure of the CAMHS service be factored into the work programme of the Children & Young People Scrutiny Committee for consideration at a future date.

*Supported by Key Findings KF24-25*

## **Recommendations to the Cardiff & Vale Local Safeguarding Children Board**

R12. Whilst it is recognised that the LSCB is not accountable to the Council, it is recommended that the Cabinet requests that C&V LSCB make a commitment to report to Cabinet and the Children & Young People Scrutiny Committee on progress towards achieving the All Wales National Action Plan, and commit to submitting, for information annually, progress against the Multi Agency CSE Strategy.

*Supported by Key Findings KF 5 – KF7*

R13. It is also recommended that the LSCB should review whether the current governance structure enabled robust scrutiny of the organisation and consider the need for an independent Chair.

*Supported by Key Finding KF7*



## BACKGROUND EVIDENCE

### What we know about CSE in Cardiff and how we will make sure we understand the scale of the problem<sup>3</sup>

From January to December 2015, 3741 referrals were made to Children's Services and of these 81 referrals where there was a concern regarding CSE. Of those 81, 79 processed to initial assessment.

#### **Breakdown of who refers cases – where do they come from?**

Source of CSE referral	Total	Total % (based on 81 CSE referrals)
<b>Family, friend or neighbour</b>	1	1
<b>Local Authority's own Social Services Dept.</b>	17	21
<b>Other Agency</b>	4	5
<b>Other Departments of own or other LA</b>	4	5
<b>Police</b>	31	38
<b>Primary health / Community health</b>	3	4
<b>School</b>	20	25
<b>Secondary health</b>	1	1
<b>Grand Total</b>	<b>81</b>	<b>100</b>

Number of multi agency/STRAT meetings by month:

Month	Jan to Mar	Apr to Jun	July to Sep	Oct to Dec	Total
Number of CSE STRAT meetings	0	14	40	49	103

<sup>3</sup> Information received by Children's Services, January 2016

## Characteristics of those vulnerable to CSE

- Poor family relationships – excluded families, single parents
- A history of being in care – not just young people, but their parents
- Drugs/alcohol problems
- Lack of money/poverty
- Family expectations/perceptions – *“it happened to me, therefore its going to happen to my children”*
- Additional learning needs – both young people and their families
- School experiences – particularly girls who have indicated they had a positive primary education, but secondary school is a problem
- The critical importance of keeping children and young people engaged with school

Case Studies set out in Appendix 2.

***Background evidence under the themes/headings in the report is currently being collated.***

## INQUIRY METHODOLOGY

M1. The Children & Young People Scrutiny Committee applies a project management approach to its inquiries; including mechanisms to consistently prioritise topics suggested for scrutiny, scoping reports and project plans. The aim of these is to ensure there is a dialogue with the services involved in the scrutiny process with the ultimate aim of improving overall service delivery and enabling effective scrutiny.

M2. The process for the Inquiry was agreed via a Scoping Report agreed by Members. The key milestones were as follows:

<p><b>Meeting 1</b></p> <p>Task Group Members</p> <p><b>November 18 2015</b></p>	<p><b>Context briefing</b></p> <ul style="list-style-type: none"> <li>• Agree the scope of Inquiry and research.</li> <li>• Comprehensive report providing background context to the main issues, to include the following:             <ul style="list-style-type: none"> <li>• Overview of existing policy and resource landscape regarding tackling CSE in Cardiff including:                 <ul style="list-style-type: none"> <li>○ Legislation and National Policy governing CSE</li> <li>○ Welsh Government Document ‘All Wales Protocol’</li> <li>○ Cardiff Local Safeguarding Children Board’s “Protocols and Procedures”</li> </ul> </li> </ul> </li> <li>• Review the Cardiff LSCBs “Protocols and Procedures”</li> <li>• Overview of structures in place for tackling CSE in Cardiff</li> </ul>
<p><b>Meeting 2</b></p> <p>Task Group Members</p> <p>Scrutiny Officer</p> <p><b>21 January 2016</b></p>	<p><b>Draft CSE Strategy</b></p> <ul style="list-style-type: none"> <li>• Review a copy of the draft Cardiff LSCB CSE Strategy, with a view of informing its development and implementation.</li> <li>• Examine a number of good practice examples of tackling CSE work; high profile inspection reports on CSE (e.g. Rochdale and Oxford); and examples of CSE joint working in Core Cities and Wales.</li> <li>• Agree a way forward for “round table” event – 23 February 2016</li> </ul>

<p><b>Meeting 3a</b>  <b>23<sup>rd</sup> February 2016</b>  <b>Mansion House</b>  <b>Session 1</b>  <b>10.00am-11.30am</b></p>	<p>To receive evidence from 3<sup>rd</sup> Sector/Outreach/Frontline Staff witnesses regarding:</p> <ul style="list-style-type: none"> <li>• What is currently working well in tackling CSB in Cardiff</li> <li>• What issues and concerns face witnesses regarding CSB in Cardiff;</li> <li>• Issues relating to the Czech Roma community; and</li> <li>• Views and perspectives on how to further improve approaches in Cardiff</li> </ul>
<p><b>Meeting 3b</b>  <b>23<sup>rd</sup> February 2016</b>  <b>Session 2</b>  <b>11.30 – 12.30pm</b></p>	<p>To receive evidence from Council Partners regarding:</p> <ul style="list-style-type: none"> <li>• What is currently working well in tackling CSB in Cardiff</li> <li>• What issues and concerns face witnesses regarding CSB in Cardiff;</li> <li>• Issues relating to the Czech Roma community; and</li> <li>• Views and perspectives on how to further improve approaches in Cardiff</li> </ul>
<p><b>Meeting 3c</b>  <b>23<sup>rd</sup> February 2016</b>  <b>Session 3 - Roma</b>  <b>12.30pm</b></p>	<p>To receive evidence from EMTAS staff regarding issues relating to the Czech Roma community</p>
<p><b>Meeting 4</b>  <b>3<sup>rd</sup> March 2016</b>  <b>2.30pm – 4.00pm</b></p>	<p><b>Evidence gathering - To hear the views of Cabinet Members, Senior Officers and the Cardiff &amp; Vale LSCB on</b></p> <ul style="list-style-type: none"> <li>- Strategic Overview on how the Council is addressing CSE;</li> <li>- The Council's commitment to tackling CSE</li> </ul>
<p><b>Meeting 5</b>  <b>7 March 2016</b>  <b>3.15pm</b></p>	<p>Gather evidence on Roma research undertaken by Dr Dan Allen, Lecturer in Social Work, Trustee to The Romani Cultural and Arts Company, Salford University.</p>
<p><b>Meeting 6</b>  <b>15 April 2016</b>  <b>2.00pm</b></p>	<p>To receive evidence from following internal and external witnesses regarding:</p> <ul style="list-style-type: none"> <li>• What is currently working well in tackling CSB in Cardiff</li> <li>• What issues and concerns face witnesses regarding CSB in Cardiff; and</li> <li>• Views and perspectives on how to further improve approaches in Cardiff</li> </ul>
<p><b>Meeting 7</b>  <b>Review Meeting</b>  <b>25 April 2016 – 2.30pm</b></p>	<ul style="list-style-type: none"> <li>• To review evidence received to date and any written evidence.</li> <li>• Consider content, findings, conclusions and recommendations for the draft report.</li> </ul>

<b>Meeting 8</b> <b>Draft report</b> <b>3 May 2016</b> <b>*-10.30pm</b>	Members to consider draft report, including agreeing key findings and recommendations.  Sign Off
--	--

M3. Members heard from the following Council witnesses:

**Cabinet Members**

- Councillor Sue Lent, Deputy Leader, Early Years, Children & Families
- Councillor Sarah Merry, Cabinet Member, Education

**Officers**

- Tony Young, Director of Social Services
- Carol Jones, Assistant Director Education & Lifelong Learning
- Sian Cadwalladr, Principal Education Welfare and Safeguarding Officer)
- Jan Coles, Lead Manager, CSE
- Nici Evans, Partnership Manager, Policy, Partnerships & Citizen Focus
- Gary Bowen-Thompson, Education Outreach Team
- Paul Clayton, Specialist Education Team
- Jade Harrison, Children’s Services CSE Coordinator
- Mary Lewis, Ethnic Minority and Traveller Advisory Service (EMTAS)
- Olwen Evans, EMTAS
- Balwinder Sandhu, EMTAS
- Kay Evans, EMTAS
- Brigitte Stavrakis, EMTAS
- Ian Whittaker, Willows High School
- Ian Loynd, Assistant Headteacher, St. Teilo’s High School

M4. Members also heard from the following external witnesses:

- Phil Evans, Chair C&V Local Safeguarding Children Board
- Bernie Bowen Thompson, Safer Wales/Streetlife
- Donna Tucker, Safer Wales/Streetlife
- Rachael Ray, NSPCC
- Allyson Davies, Barnardo's SERAF
- Caroline Ryan, YMCA Sexual Health Outreach Team (SHOT)
- Amy Stuart-Torrie, YMCA (SHOT)
- George Grindle, YMCA (SHOT)
- Debbie Farrar, Missing Children Lead, South Wales Police
- Linda Hughes-Jones, NHS Safeguarding Children, C&V Health Board
- Pam Flanagan, Looked After Nurse, C&V Health Board
- Peter Greenhill, Probation Services
- Alasdair Macinnes, Youth Offending Service
- John Davies, Senior Gypsy, Roma and Traveller Policy Manager, Welsh Government, Inclusion Unit
- Dr Dan Allen, Lecturer in Social Work, Trustee to The Romani Cultural and Arts Company, Salford University
- Ruth Nash, Sexual Assault Referral Centre (SARC) Manager
- Sadie Alexander, Substance Misuse and Young People, Public Health Wales.

Throughout the Inquiry, Members considered a wide range of research, guidance and Policy documents, as well as deliberating upon examples of good practice, and lessons learned from the high profile CSE cases. The following bibliography sets out the breadth of information and data considered as part of the Inquiry.

In addition, Members held telephone conversations with witnesses and encouraged written statements for those who were unable to attend the round table discussions. Whilst these are not specifically referred to detail in the Background Evidence, they played a significant role in the Inquiry and shaping findings and recommendations.

## BIBLIOGRAPHY

- Community & Adult Services Scrutiny Committee and Children & Young People Scrutiny Committee – Human Trafficking Report, September 2014
- Data from Jan Coles – arising from request made at meeting 1 of the Task Group – March 2016
- W.A.G. Supplementary Guidance – Safeguarding Children & Young People from Sexual Exploitation
- All Wales Child Protection Procedures Review Group – Safeguarding and promoting the welfare of children who are at risk of abuse through Sexual Exploitation – All Wales Protocol
- Cardiff Local Safeguarding Children Board – Children & Young People Abused Through Sexual Exploitation – Protocol & Procedure
- Local Government Association – Resource Pack for Councils – December 2014
- Barnardo's Cymru – Child Sexual Exploitation in Wales: 3 Years On
- Oxfordshire Safeguarding Children Board – Child Sexual Exploitation "Making a Difference" (June 2015)
- Barnardo's Cymru – Educate to Stay Safe: A Rights Based Approach to Preventing Child Sexual Exploitation (November 2014)
- OFSTED – Tackling CSE: Blackburn and Darwen Borough Council (Operation Engage) (February 2013)
- OFSTED – Children & Young People who go missing and CSE – a Partnership Approach: Staffordshire County Council (June 2013)
- Lancashire Constabulary – ENGAGE
- Alexis Jay OBE - Independent Inquiry into Child Sexual Exploitation in Rotherham 1997 – 2013 (August 2014)

- Oxfordshire Safeguarding Children Board - Serious Case Review into Child Sexual Exploitation in Oxfordshire: from the experiences of Children A, B, C, D, E, and F (February 2015)
- Ann Coffey, MP - Real Voices - Child sexual exploitation in Greater Manchester (October 2014)
- Birmingham LSCB – CSE Strategy 2015-17
- Leeds LSCB – CSE Strategy 2015-17
- Bristol LSCB – CSE Strategy – 2015
- Newcastle Multi-agency Sexual Exploitation Strategy - 2015-2018
- Nottingham LSAB & LSCB - Safeguarding Children and Young People from Sexual Exploitation, Interagency Practice Guidance, 2015
- Shared Regulatory Services – Briefing Note on the Role of Regulatory Services with new Psychoactive Substances – March 2016
- Written statement from Paul Clayton, Senior Education Psychologist following 23 February 2016 meeting
- Community Care Webinar on “Protecting young people from child sexual exploitation: addressing the challenges” – recording and summary note – 16 March 2016
- Welsh Government – Consultation Document – Out of school education settings, February 2016
- Welsh Government National Action Plan To Tackle CSE In Wales (March 2016)
- Barnardo’s Cymru/ Glyndwr University – “You Can Trust Me.....” (March 2016)
- NSPCC – “Getting Help – What Children Tell Us About Accessing Services After Sexual Abuse” (2016)
- Barnardo’s Cymru/Welsh Government – “Sexual Exploitation – Sex, Secrets And Lies, Your Guide” (2013)
- Barnardo’s - ‘It’s Not On The Radar’ - The Hidden Diversity Of Children And Young People At Risk Of Sexual Exploitation In England” (2016)



- Barnardo's – “Unprotected, Overprotected: Meeting The Needs Of Young People With Learning Disabilities Who Experience, Or Are At Risk Of, Sexual Exploitation” (2015)
- House of Commons Communities and Local Government Committee: Child Sexual Exploitation in Rotherham: some issues for Local Government (18 November 2014)
- OFSTED – The Sexual Exploitation of Children: It Couldn't Happen Here, Could It? (November 2014)
- Guidance On Safeguarding, The Social Services And Wellbeing Act 2014 (March 2016)
- Cardiff & Vale LSCB – Annual Progress Report 2014/2015
- Cardiff & Vale LSCB – Business Plan 2015/16
- Cardiff & Vale LSCB Draft Business Plan 2016/17
- Barnardo's/NatCen/UCL - Research on the Sexual Exploitation of Boys and Young Men, Summary of Findings (August 2014)
- St. Teilo's School – Presentation on Child Sexual Exploitation (11 April 2016)
- Community Care Webinar – Protecting Young People from Child Sexual Exploitation: Addressing the Challenges (16 March 2016)

## **FINANCIAL IMPLICATIONS**

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 financial implications at this stage in relation to any of the work programme. However, financial implications may arise if and when the matters under review are implemented with or without any modifications.

## **LEGAL IMPLICATIONS**

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 modification. 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 power 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. standing orders and financial regulations; (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.

## COMMITTEE TERMS OF REFERENCE

The role of the Committee is to scrutinise, measure and actively promote improvement in the Council's performance in the provision of services and compliance with Council policies, aims and objectives in the area of children and young people, including:

- School Improvement
- Schools Organisation
- School Support Services
- Education Welfare & Inclusion
- Early Years Development
- Special Educational Needs
- Governor Services
- Children's Social Services
- Children & Young Peoples Partnership
- Youth Services and Justice
- Play Services.

To assess the impact of partnerships with and resources and services provided by external organisations including the Welsh Government, Welsh Government Sponsored Public Bodies, joint local government services and quasi-departmental non-government bodies on the effectiveness of Council service delivery.

To report to an appropriate Cabinet or Council meeting on its findings and to make recommendations on measures, which may enhance Council performance and service delivery in this area.

**APPENDIX 1**

ALL-WALES NATIONAL ACTION PLAN FOR TACKLING CHILD SEXUAL EXPLOITATION IN WALES 2016/17

**Examples Of CSE Cases****Case study 1 - K**

K went to the Basement at 33 for support as she was no longer able to live at home with her mother and siblings. She was age 17 years and assessed as homeless and was offered a choice as to whether or not to choose to become a child looked after by the local authority. Choosing to become a looked after child, she was allocated a social worker. The initial assessment identified very serious concerns that this child was being sexually exploited and a CSE MASM was convened. The child was in real danger and following an escalation of risks which put the lives of others in danger, she was placed in a residential children's home away from the Cardiff area. Regular review CSE MASMs were convened and an effective safety plan running alongside the looked after child plan was able to see the reduction of risk to CSE over time.

**Services involved/ provided:**

- Social worker
- Hostel placement
- Police Missing Person's coordinator
- Police intelligence
- Residential placement
- Specialist training for the residential staff
- Looked After Children Education
- Looked After Children Health
- Sexual health services
- Personal Adviser
- Careers Wales

## Case study 2 – The G family.

The G family is made up of 6 siblings – 3 girls and a boy aged 13 to 17 and 2 adult siblings. The girls were reported missing by their family when they failed to return home over night. When the girls returned they claimed they had been abducted and taken out of the area and sexually assaulted.

A police investigation discovered that the children had been groomed by adult males and moved around the country for the purpose of sexual exploitation. The case is ongoing.

The case is subject to regular review CSE MASMs which is ensuring that the CSE safety plan is being effective. All four siblings as well as parents are receiving support from agencies who are working to raise awareness of the risk to CSE, reduce risks and increase protective factors.

### Services involved/ provided:

- SARC
- Police
- New Pathways
- FISS
- Education – schools
- Education Welfare
- Looked After Children Education
- Looked After Children Health
- Sexual health services
- Police Missing Person's coordinator
- Foster placements
- Barnardo's Missing Person's Advocate
- Barnardo's Seraf Service
- NSPCC Protect and Respect

### Case Study 3

M is a 16 year old girl who is looked after by the local authority. She has been reported missing numerous times in the last 6 weeks. She lives in a residential placement because no foster placement can be found for her due to the concerns.

She will not confide in any of the many professionals involved in her life and wants only to return home with her family who will not have her. She does not attend any form of education.

She has no steady friendship group but rather drifts from one group to another without any ability to judge whether new friends are safe. She has had a number of 'boyfriends' who are considerably older than her. She is using drugs and alcohol. She exchanges sexual acts for cigarettes, drugs and alcohol.

- Youth mentoring service
- Social worker
- Residential placement
- Foster placements
- Sexual health services
- Police Missing Persons Coordinator
- Youth Service
- Looked After Children Health
- Looked After Children Education
- Action for Children Counsellor
- Barnardo's Up 2 U service
- Barnardo's Missing Person's Advocate
- Careers Wales

#### Case Study 4 – A

A is age 13 years and lives at home with her family. A has learning difficulties and attends school regularly. Last year A was in contact with adult males in countries as far away as USA and Egypt via social media. Sexually explicit messages and material was exchanged.

Some weeks ago A's mother contacted children's services to say that she was concerned when A had not returned from walking the family dog and had gone to look for her. She had found A in a field with a man and observed a man in a car watching. When she approached the man got into a car that had been waiting nearby.

- Social worker
- Sexual health services
- Police Missing Persons Coordinator
- Police CID
- Barnardo's Missing Person's Advocate
- School
- NSPCC Protect and respect



## National Action Plan to Tackle Child Sexual Exploitation (Wales)

Child Sexual Exploitation (CSE) is child abuse and a criminal act. CSE as defined in statutory guidance and the All Wales Protocol is:

*“Child sexual exploitation is the coercion or manipulation of children and young people into taking part in sexual activities. It is a form of sexual abuse involving an exchange of some form of payment which can include money, mobile phones and other items, drugs, alcohol, a place to stay, ‘protection’ or affection. The vulnerability of the young person and grooming process employed by perpetrators renders them powerless to recognise the exploitative nature of relationships and unable to give informed consent”.*

The Welsh Government is committed to the United Nations Convention on the Rights of the Child (UNCRC), an international agreement which protects the human rights of children under the age of 18, enshrined in the Rights of Children and Young Persons (Wales) Measure 2011.

Child abuse directly contravenes the UNCRC and its universal goals of provision, protection and participation. In compliance with the UNCRC and specifically article 34, all children and young people must be protected from all forms of sexual exploitation and sexual abuse.

This national action plan sets out a framework and minimum standards that Safeguarding Children Boards (SCBs) and partner agencies should work collectively and individually towards and build on to:

- Prevent and protect children and young people from sexual exploitation;
- Provide responsive, appropriate and consistent support to those identified as being subject to or at risk of CSE;
- Contribute to the identification, disruption and prosecution of perpetrators.

The four overarching outcomes of this national action plan are:

<b>PREPARE:</b>	Safeguarding Children Boards and partner agencies assume CSE to be present and have specified objectives to support:- <ul style="list-style-type: none"> <li>- The identification of children and young people subject to or at risk of CSE</li> <li>- A range of appropriate responses and resources designed to improve well-being outcomes for children subject to or at risk of CSE</li> </ul>
<b>PREVENT:</b>	Safeguarding Children Boards and partner agencies have a prevention programme and responsive services in place to help children and young people at risk of CSE and their families
<b>PROTECT:</b>	Safeguarding Children Boards and partner agencies actively protect children and young people from CSE, by working together to achieve the continuity and effectiveness of care plans for those children and young people subject to or at risk of CSE
<b>PURSUE:</b>	Safeguarding Children Boards and partner agencies have a clear and shared understanding about how they can contribute to the disruption and prosecution of perpetrators and to the support of victims through a consistent child centred approach

This plan is for use by all agencies, statutory and non-statutory, that have a responsibility for safeguarding specifically to prevent and protect children from abuse, neglect or other forms of harm.

Outcome	Actions needed	Timeline	Responsibility to take forward
---------	----------------	----------	--------------------------------

**1. PREPARE - Overarching outcome:**

***Safeguarding Children Boards and partner agencies assume CSE to be present and have specified objectives to support:***

- ***The identification of children and young people subject to or at risk of CSE***
- ***A range of appropriate responses and resources designed to improve well-being outcomes for children subject to or at risk of CSE***

Page 267	<p><b>1.1</b> SCBs and partner agencies have established a strategic response to tackle CSE that reflects statutory guidance and aims to prevent and protect children from abuse</p>	<p><b>1.1a</b> Statutory safeguarding guidance including CSE guidance to be reviewed to ensure it reflects accurately new legislation including a clear definition of CSE that makes appropriate links with other associated risky behaviours</p> <p><b>1.1b</b> SCBs and partner agencies contribute to and agree revisions to the All Wales CSE protocol and definitions within the All Wales Child Protection Procedures</p> <p><b>1.1c</b> SCBs and partner agencies adopt and implement revisions to the All Wales CSE protocol and definitions within the All Wales Child Protection Procedures</p>	<p>July 2016</p> <p>September 2016</p> <p>December 2016</p>	<p>WG</p> <p>SCBs and partner agencies</p> <p>SCBs and partner agencies</p>
	<p><b>1.2</b> SCBs and partner agencies have established operational arrangements and practitioner tools to support the identification of CSE and enable a timely</p>	<p><b>1.2a</b> Effectiveness of SERAF assessment tool to be evaluated across agencies and improvement action taken as needed</p> <p><b>1.2b</b> Service analysis of demand and need to include those</p>	<p>July 2016</p> <p>December 2016</p>	<p>WG</p> <p>SCBs and partner agencies</p>

Outcome	Actions needed	Timeline	Responsibility to take forward
range of appropriate responses	<p>resulting from risk / impact of CSE</p> <p><b>1.2c</b> The availability and usefulness of risk assessment processes /tools, to be reviewed and improvement action taken as needed</p>	December 2016	SCBs and partner agencies
<p><b>1.3</b> SCBs and partner agencies assume CSE is present and have identified children and young people subject to or at risk of CSE as a shared priority</p>	<p><b>1.3a</b> SCBs have a CSE strategy and action plan in place which is incorporated into the SCBs work plan</p> <p><b>1.3b</b> SCBs prioritise work plans according to local issues</p> <p><b>1.3c</b> Development of national response to address CSE</p>	<p>March 2016</p> <p>March 2016</p> <p>January 2016</p>	<p>SCBs and partner agencies</p> <p>SCBs and partner agencies</p> <p>WG</p>
<p>SCBs and partner agencies contribute to a national shared dataset informed through local evidence and intelligence to improve understanding, profiling, and response to CSE</p>	<p><b>1.4a</b> Development and agreement of a national data set to enable the collection of data that captures the profile, prevalence and response to CSE in Wales</p> <p><b>1.4b</b> SCBs and partner agencies to capture and return data to WG to inform both local and national collation and analysis of data</p> <p><b>1.4c</b> WG to publish a summary report on the CSE data submitted</p> <p><b>1.4d</b> Development of CSE information sharing systems e.g. CSE WASPI to contribute to effective information sharing in known or suspected CSE cases</p>	<p>December 2015</p> <p>April 2016</p> <p>April 2016</p> <p>July 2016</p>	<p>WG and SCBs and partner agencies</p> <p>SCBs and partner agencies</p> <p>WG</p> <p>SCBs and partner agencies</p>

Outcome	Actions needed	Timeline	Responsibility to take forward
	<p><b>1.4e</b> As statutory partner agencies of SCBs, probation (Community Rehabilitation Companies and National Probation Services) will hold information about individuals linked to CSE. SCBs (and where appropriate partner agencies) should ensure effective information sharing amongst partners to support this</p> <p><b>1.4f</b> Safeguarding quality assurance and reporting systems to include CSE</p>	<p>July 2016</p> <p>December 2016</p>	<p>SCBs and partner agencies</p> <p>SCBs and partner agencies</p>
<p><b>1.5</b> SCBs and partner agencies are active in informing all members of the community of the role that they can play to make the community safer from CSE</p> <p>Page 269</p>	<p><b>1.5a</b> WG/SCBs and partner agencies to develop general awareness-raising strategies and activities in respect of CSE (aimed at children, young people, their families and the general public)</p>	<p>December 2016</p>	<p>WG/ SCBs and partner agencies</p>
<p><b>1.6</b> SCBs and partner agencies ensure that the risk and impact of CSE forms part of safeguarding training for all staff, this includes awareness raising (including about those at greater risk of CSE as a result of their vulnerabilities), warning signs and the responsibility to report and respond to concerns</p>	<p><b>1.6a</b> SCBs and partner agencies undertake a review and analysis of their training needs in relation to CSE</p> <p><b>1.6b</b> SCBs to develop a relevant multi-agency training programme that promotes the board's aims and objectives in relation to CSE (which seeks to complement not duplicate individual partner agencies training)</p> <p><b>1.6c</b> SCBs training sub-groups to lead on and report progress to SCBs in relation to multi-agency training in relation to</p>	<p>July 2016</p> <p>July 2016</p> <p>December 2016</p>	<p>SCBs and partner agencies</p> <p>SCBs and partner agencies</p> <p>SCBs and partner agencies</p>

Outcome	Actions needed	Timeline	Responsibility to take forward
	CSE, and related risky behaviour (e.g. missing children)		
<p>1.7 SCBs and partner agencies improvement agenda are supported through inspection activity that evaluates the service effectiveness in promoting the safety and well-being of children and young people</p>	<p><b>1.7a</b> All inspection frameworks to include safeguarding and well-being focus</p> <p><b>1.7b</b> SCBs and partner agencies to share inspection reports and resulting action plans to inform shared SCB and partner objectives regarding CSE and safeguarding</p>	<p>December 2016</p> <p>Annually/ December 2016</p>	<p>Inspectorates</p> <p>SCBs and partner agencies</p>

Outcome	Actions needed	Timeline	Responsibility to take forward
<b>2. PREVENT - Overarching outcome:</b> <i>Safeguarding Children Boards and partner agencies have a prevention programme and responsive services in place to help children and young people at risk of CSE and their families</i>			
<b>2.1</b> Agencies preparedness for the implementation of the Social Services and Well-being (Wales) Act 2014 includes a focus on the well-being outcomes of children subject to or at risk of CSE	<b>2.1a</b> SCBs and partner agencies to develop mechanisms to identify, map and assess risk and patterns of CSE within their areas  <b>2.1b</b> SCBs and partner agencies to develop best practice approach to LAC placements of children and young people (at high risk of CSE) through effective communication and cooperation arrangements. (LAs should be aware of the requirement in the Care Planning, Placement and Case Review (Wales) Regulations 2015 to refer decisions about placements out of area to a panel, and to notify relevant partners about the placement)	December 2016  April 2016	SCBs and partner agencies  SCBs and partner agencies
<b>2.2</b> SCBs and partner agencies have identified the range of preventative services to support those at risk of CSE in their locality	<b>2.2a</b> SCBs and partner agencies to undertake /update a needs assessment that enables them to understand: - <ul style="list-style-type: none"> <li>- Service demand in relation to CSE prevention</li> <li>- The impact and effectiveness of the preventative activity and services available to help those at risk of CSE in their locality</li> <li>- The impact and effectiveness of activity aimed at changing perception, motivation and behaviour of those likely to offend</li> <li>- Identify any gaps in service and areas for development</li> <li>- The impact and effectiveness of targeted preventative activity and services available to</li> </ul>	December 2016	SCBs and partner agencies





Outcome	Actions needed	Timeline	Responsibility to take forward
<b>3. PROTECT - Overarching outcome:</b> <i>Safeguarding Children Boards and partner agencies actively protect children and young people from CSE by working together to achieve the continuity and effectiveness of care plans for those children and young people subject to or at risk of CSE</i>			
<b>3.1</b> SCBs and partner agencies promote the well-being of children and young people who are subject to or at risk of CSE including those at greater risk of CSE as a result of their vulnerabilities	<b>3.1a</b> SCBs and partner agencies to review, evaluate and update their operational arrangements and training programmes to ensure that in relation to CSE: <ul style="list-style-type: none"> <li>- Thresholds for intervention are understood and consistently applied</li> <li>- Staff get adequate supervision and support</li> <li>- Interface between risk assessment and risk management mechanisms are clear and understood</li> <li>- Partners work together at the earliest opportunity to coordinate assessments and action aimed at mitigating risk</li> </ul>	December 2016	SCBs and partner agencies
<b>3.2</b> CSE is considered as part of any risk management process /mechanisms	<b>3.2a</b> Children, young people and their families are supported through a responsive child protection/care and support plan aimed at reducing risk based on individual need	July 2016	SCBs and partner agencies
<b>3.3</b> SCBs and partner agencies have identified the range of services available /needed, to help those children and young people affected by CSE, in their locality	<b>3.3a</b> SCBs and partner agencies to undertake /update a needs assessment that enables them to understand: <ul style="list-style-type: none"> <li>- Service demand in relation to children and young people subject to or at risk of CSE</li> <li>- The impact and effectiveness of the activity and services available to help those affected by CSE in their locality</li> <li>- Identify any gaps in services and areas for development</li> </ul>	December 2016	SCBs and partner agencies

Outcome	Actions needed	Timeline	Responsibility to take forward
<p><b>3.4</b> SCBs and partners agencies to hold each other to account for their contribution to the safety and protection of children and young people subject to CSE and challenge practice shortfalls</p>	<p><b>3.4a</b> SCBs and partners have mechanisms in place to assess and challenge whether they are fulfilling their statutory responsibilities to work in partnership to help protect children and young people experiencing or at risk of CSE</p> <p><b>3.4b</b> SCBs and partner agencies routinely evaluate the difference /improvement made by changes in guidance, operational systems practice makes to outcomes for children and young people</p>	<p>July 2016</p> <p>December 2016</p>	<p>SCBs and partner agencies</p> <p>SCBs and partner agencies</p>

Outcome	Actions needed	Timeline	Responsibility to take forward
---------	----------------	----------	--------------------------------

**4. PURSUE - Overarching outcome:**

***Safeguarding Children Boards and partner agencies have a clear and shared understanding about how they can contribute to the disruption and prosecution of perpetrators and to the support of victims through a consistent child centred approach***

<p><b>4.1</b> Make Wales a hostile place for perpetrators of CSE through development of robust investigative strategies to disrupt perpetrator activity and better protect children and young people</p> <p>Page 275</p>	<p><b>4.1a</b> Problem profiles on CSE to be developed and to incorporate multi-agency data to be shared with SCBs.</p>	<p>July 2016</p>	<p>Police</p>
	<p><b>4.1b</b> Profiles to be reviewed annually with appropriate intelligence to help ensure a multi-agency response.</p>	<p>Annually/ December 2016</p>	<p>Police</p>
	<p><b>4.1c</b> Ensure perpetrators of CSE are prosecuted where there is sufficient evidence to do so and the victims of CSE receive appropriate protection in court</p>	<p>December 2016</p>	<p>Police</p>
	<p><b>4.1d</b> Information exchange mechanisms to be developed between police and probation to ensure coordinated criminal justice response</p>	<p>July 2016</p>	<p>Police and Probation</p>
	<p><b>4.1e</b> Training and awareness programmes to include disruption and protection strategies</p>	<p>July 2016</p>	<p>SCBs and partner agencies</p>
<p><b>4.2</b> Crown Prosecution Service, Police and partners to work collaboratively to deliver quality and timely investigations that meets the needs of the victim and brings abusers to justice</p>	<p><b>4.2a</b> Equip professionals to understand the CPS structure and to gather high quality evidence consistently and in accordance with Achieving Best Evidence</p>	<p>December 2016</p>	<p>SCBs and partner agencies</p>
	<p><b>4.2b</b> Develop working relationships between partner agencies and the CPS Rape and Serious Sexual Offences (RASSO) Unit</p>	<p>July 2016</p>	<p>SCBs and partner agencies</p>

Outcome	Actions needed	Timeline	Responsibility to take forward
<b>4.3</b> Increased understanding of the needs of young victims and witnesses of CSE giving them a voice, ensuring they are treated fairly, sensitively and in an age appropriate way	<b>4.3a</b> Analysis of experiences to ensure that victims are treated sensitively and given adequate support	December 2016	SCBs and partner agencies
	<b>4.3b</b> Develop an approach in responding to victims of CSE where their needs are recognised consistently, where they are treated fairly, sensitively supported in an age appropriate way which avoids blame	December 2016	SCBs and partner agencies
<b>4.4</b> Identifying and dismantling organised crime groups targeting and exploiting children and young people in our communities	<b>4.4a</b> Welsh Police Forces to be supported by partner agencies in conducting operations relating to CSE involving groups and gangs	December 2016	SCBs and partner agencies
	<b>4.4b</b> Welsh Police Forces to work collaboratively with the Regional Organised Crime Unit and the National Crime Agency to include CEOP	December 2016	Police
<b>4.5</b> Welsh Police Forces to work with partner agencies to identify and disrupt perpetrators targeting young people in our communities	<b>4.5a</b> Training and awareness programmes across all agencies to include disruption and protection strategies	July 2016	SCBs and partner agencies
	<b>4.5b</b> SCBs and partner agencies to develop formal multiagency arrangements to effectively manage CSE risk and protect vulnerable young children within their locality	July 2016	SCBs and partner agencies
	<b>4.5c</b> SCBs and partner agencies to strengthen enforcement and adherence of licensing laws	July 2016	SCBs and partner agencies
	<b>4.5d</b> Utilise ancillary and civil orders to maximise effect to assist investigations and restrict and manage offenders thereby supporting and safeguarding victims	December 2016	Police

**CITY AND COUNTY OF CARDIFF**  
**DINAS A SIR CAERDYDD**

**17 MAY 2016**

**CHILDREN & YOUNG PEOPLE SCRUTINY COMMITTEE**

---

**DRAFT SCHOOLS CAUSING CONCERN - MEMBERS VISITS**

---

**Purpose of Report**

1. To provide Members with an update on the outcome of the latest series of visits to schools causing concern in 2015/16. The visit were arranged to enable the Members to explore the factors challenging the performance of schools which had shown an unexpected drop in pupil performance last year.
2. To seek agreement to report the task group's findings to the Cabinet Member for Education and the Director of Education and Lifelong Learning.
3. To determine whether the Committee wishes to develop a further programme of visits to schools, as identified by an assessment of the 2015 – 2016 pupil performance results.

**Background**

4. On 15 September 2015 the Committee agreed their work programme for 2015/16, which included the scrutiny of the advice, support and challenge of Cardiff's schools categorised as causing concern. The Inquiry was programmed to take place throughout the year, with head teachers and chairs of governors being either invited in to County Hall, or visited within their schools.
5. The Committee agreed an interim report in November 2015, which was sent to the Cabinet Member, who provided a full response in January 2016. The task group subsequently agreed to re-focus its work to visit those schools that had show an unexpected drop in pupil performance, as show in the previous year's result. The change of focus was to better understand the causes for the change in

performance, the challenges that the school is facing, actions put in place, and the support being received from the Council and the Consortium.

### **Aim of the Visits**

6. The Task Group's key aim for each visit was for:
  - a. The Members to explore the factors challenging the performance of the schools, whose results had shown an unexpected drop in performance, as published in the 2014/15 School Results.
  - b. To enable the school to demonstrate its ambitions, capacity and commitment to rapid and sustained improvement.
  - c. To identify any barriers that the school considers it is facing, which could be resolved by action of the Council or the Consortium.
  
7. The Committee's Task Group Members included, Councillors Cook, Chaundy, Murphy and Rees, and Carol Cobert, Church in Wales Representative. The Chairperson also extended an invitation to any Committee Member from a School's Electoral Ward.
  
8. The visits were also designed to offer constructive challenge to the Head Teacher and Chair of Governors, as well providing feedback and observations that might support the improvement of the schools performance. To aid in the review of the school a visit feedback form was developed which included questions for the Head Teacher and Chair of Governors to respond to, where appropriate, around:

The reasons for the dip in performance	Tracking and monitoring Pupils	Support from the Council
Leadership	Learning pathways	Skills of the Governing Body
Improvement process	Attendance & Punctuality	Governor Training
Interventions	Exclusions	Governor Challenge of performance
Teaching	Support from the Consortium	

9. The Members were provided as background information, the latest Estyn inspection report, progress against the Estyn recommendations, School Improvement plans, and details of which areas of performance had shown an unexpectedly dip.

10. The Task Group arranged to visit three schools (one each term) to Bryn Hafod Primary School, Thornhill Primary School and Eastern High, and met with Head Teachers and (where possible) the Chair of Governors. The dip in performance that prompted the Members to visit each school were:

### Bryn Hafod Primary School

School Name	2013-14 FPOI	2014-15 FPOI	BMQ	Diff	SRB nos	2013-14 CSI	2014-15 CSI	BMQ	Diff	SRB nos
BRYN HAFOD PRIMARY SCHOOL	71.74	71.74	4	0.00	SRB 1	75.68	55.88	4	-19.79	SRB 1

### Thornhill Primary School

School Name	2013-14 FPOI	2014-15 FPOI	BMQ	Diff	SRB nos	2013-14 CSI	2014-15 CSI	BMQ	Diff	SRB nos
THORNHILL PRIMARY SCHOOL	91.80	86.67	3	-5.14		94.74	89.09	3	-5.65	

### Eastern High School

ALL PUPILS		Level 1 Threshold				
School Name	2012	2013	2014	2015 Target	2015 (from school)	
Eastern High School	79.8	78.1	79.8	80.6	63.7	
ALL PUPILS		Level 2 Threshold				
School Name	2012	2013	2014	2015 Target	2015 (from school)	
Eastern High School	45.3	43.9	43.9	44.3	39.3	
ALL PUPILS		Level 2+ Threshold				
School Name	2012	2013	2014	2015 Target	2015 (from school)	
Eastern High School	25.0	25.4	21.5	30.3	13.9	

**Outcome of School visits**

- 11. The Members were pleased to meet with the Head Teacher and where possible the Chair of Governors. The Members took the opportunity to be shown around the schools, observing where possible lessons and facilities. The information provided and discussions around the areas of concern were open and honest. The Members were also pleased with all three of the visits, and considered that the Head Teachers had each identified the key areas for improvement, and these were being supported appropriately by the Council and Consortium.
  
- 12. Each of the Members who visited the schools completed the pro forma with their own perspective on the answers provided during their discussions with the Head Teacher, around the areas of interest highlighted through the questions listed in the visit pro forma.
  
- 13. The visit pro forma also included an opportunity for the Members to provide their overall comments on the visit, areas for improvement, future actions and any other comments. Detailed below are the comments provided by Members for each visit:

<b>Bryn Hafod Primary School</b>			
<b>Overall comments on visit</b>	<b>Areas for improvement</b>	<b>Further actions</b>	<b>Other comments</b>
<p>The Members were very pleased with the progress being made by the new head teacher since her appointment in September 2015.</p> <p>The Members judged that the performance assessments made by the Head Teacher following her appointment were well documented and that the Head Teacher had implemented a number of key changes to address the issues she had identified.</p>	<p>Investigate the progress being made on the outstanding safety issues and building work</p>	<p>None</p>	<p>None</p>



<p>The Members agreed to:</p> <ul style="list-style-type: none"> <li>• Monitor the impact of the changes brought in, through the implementation of the changes by the Head Teacher, prior to the Estyn inspection in January 2017.</li> <li>• Seek feedback from the Chair of Governors on the Governing Body's: <ul style="list-style-type: none"> <li>• response to the dip in performance</li> <li>• involvement in school's improvements process</li> <li>• fully trained in performance data analysis and up to date with school performance.</li> </ul> </li> </ul>			
<b>Thornhill Primary School</b>			
<p>Restructure of leadership team and teachers is now working well</p> <p>Recently appointed Deputy head has brought in a number of new ideas to improve performance and better engage with parents and the community</p> <p>Staff are much more proactive</p>	None	Appointment of a LA Governor to provide a more balanced governing body	None
<b>Eastern High School</b>			
<p>Now feels like a "normal school"</p> <p>School needs extra support for high level behaviour issues + mental</p>	Need extra training days for staff when	CAMHS – extra	Lessons for New Western High  Head should be on-

<p>Heath (CAMHS). Behaviour, child psychologist</p> <p>Very Good</p> <p>With the appointment of a new Head and two deputies the school is showing signs of positive improvement both in teaching and behaviour.</p>	<p>move to new school</p> <p>About 12 pupils have significant behavioural problems who need special help</p> <p>Maths and literacy. Attendance needs to improve</p> <p>There is a need to improve teachers with a more consistent approach across key stages.</p>	<p>resources</p>	<p>site at all times – or an experienced Deputy – apparently it is proposed that Head is off-site.</p> <p>Be aware of, and quickly address, any conflicts between the staff of the two merged schools.</p> <p>Draw line in the sand.</p> <p>Good governing Body.</p> <p>Boundaries on behaviour – and keep them.</p> <p>More support from high level behaviour issues + mental Health (CAMHS) Liaison with children’s services – better – full time child protection officer at school.</p>
---	---	------------------	---

**Future Scrutiny of schools**

14. Members may wish to agree to undertake further visits to schools causing concern during the summer term or continue the visits following the publication of the next set of school performance data in September.

**Way Forward**

15. Committee Members will have the opportunity to discuss the information provided in this report, and agree whether any of the information included in the feedback

from the visits should be forwarded to the Cabinet Member for Education, Director of Education and Lifelong Learning or the schools. Members may also wish to discuss the future scrutiny of Cardiff Schools.

## **Legal Implications**

16. 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**

17. 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 financial implications at this stage in relation to any of the work programme. However, financial 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 financial implications arising from those recommendations.

## **RECOMMENDATIONS**

The Committee is recommended to discuss the information provided in this report and:

- i. Agree on the way forward for the continued scrutiny of Cardiff's Schools and overspends;
- ii. Agree to report the outcome of the visits to the Cabinet Member for Education and Director of Education and Lifelong Learning; and
- iii. To identify any areas for further investigations.

**DAVID MARR**

**Interim Monitoring Officer**

**11 May 2016**

**CITY AND COUNTY OF CARDIFF  
DINAS A SIR CAERDYDD**

**CHILDREN & YOUNG PEOPLE SCRUTINY COMMITTEE:**

**17 May 2016**

---

**CHILDREN & YOUNG PEOPLE SCRUTINY COMMITTEE:  
ANNUAL REPORT 2015 - 17**

---

**Background**

1. The Council's Constitution requires all Scrutiny Committees to 'report annually to the Council on their workings and make recommendations for future work programmes and amended working methods if appropriate'.
2. A copy of the Scrutiny Committee's draft Annual Report 2015-16 is attached at **Appendix A**. This report outlines the Committee's main activities from June 2015 to April 2016. Wherever possible the report identifies the impact that the Committee has had, in terms of the Cabinet's responses to the Committee's comments and recommendations. Where responses on specific topics have not yet been received, these will be added to the Report prior to it being laid before Council if possible.

**Way Forward**

3. The Committee's Principal Scrutiny Officer will present the draft report at the meeting, and Members will discuss and agree any changes that Members feel need to be made. The Scrutiny Officer will then make any required amendments, and send the agreed Annual Report for presentation by the Committee Chair at June 2016's Full Council meeting..

## **Legal Implications**

4. 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**

5. There are no financial implications arising directly from this report.

## **RECOMMENDATION**

The Committee is recommended to consider, if necessary amend, and approve the attached draft Annual Report 2015-16 to be laid before Council.

**DAVID MARR**

Interim Monitoring Officer

11 May 2016

**s c r u t i n y**



---

**A Report of:  
Children & Young People Scrutiny  
Committee**

**Annual Report 2015 – 2016**

**May 2016**



**The City and County of Cardiff Council**

## CHILDREN AND YOUNG PEOPLE SCRUTINY COMMITTEE MEMBERSHIP



Councillor Richard Cook  
(Chairperson)



Councillor Paul Chaundy



Councillor Derrick Morgan



Councillor Iona Gordon



Councillor Dianne Rees



Councillor Jim Murphy



Councillor Jo Boyle



Councillor Heather Joyce



Councillor Lynda Thorne

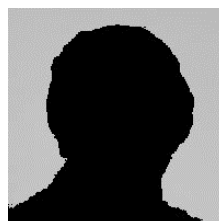
### Co-opted Members:



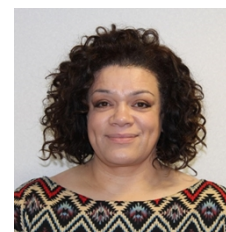
**Mrs Patricia Arlotte**  
Roman Catholic  
Representative



**Carol Cobert**  
Church in Wales  
Representative



**Vacant**  
Parent Governor  
Representative



**Mrs Hayley Smith**  
Parent Governor  
Representative

Ms Catrin Lewis (Parent Governor Representative) resigned in February 2016



## CHAIR'S FOREWORD



**Councillor Richard Cook**  
**Chairperson of the Children & Young People Scrutiny Committee**  
**May 2016**

## INTRODUCTION

The Children and Young People Scrutiny Committee plays an important role in assessing service performance and informing service and policy development across a range of Council services, including all aspects of Education, Social Care for Children, Children's Play and the Youth Service.

This report presents the Committee's main activities during 2015-16 and uses where ever possible the National Welsh Characteristics of Good Scrutiny to ensure that there are:

- Better outcomes - Democratic accountability drives improvement in public service.
- Better decisions - Democratic decision making is accountable, inclusive and robust.
- Better engagement – The public is engaged in democratic debate about current and future delivery of public services.

Between May 2015 and April 2016 the Committee Members have undertaken training in performance information and budgeting, and visited front line services. The Committee has scrutinised a wide range of topics contributing to the development and improvement of services for children and young people, a list of which is set out below under the following headings:

- **Inquiries** – Where the Committee has undertaken an examination of a topic over a period of time, resulting in a formal report to the Cabinet. The Committee has also undertaken a number of short one day investigations.
- **Policy Development** – Where the Committee has contributed to the Council's policy development processes by considering draft policy documents.
- **Pre-decision** - Where the Committee has evaluated and commented on policy proposals before they go to the Cabinet, giving the Cabinet the opportunity to know Scrutiny Members' views prior to making their decision.

- **Monitoring** - Where the Committee has undertaken monitoring of the Council's performance and progress in implementing actions previously agreed. The Committee has also set up two Monitoring Panels, one for Budget monitoring and the other for Performance monitoring
- **Call-In** - Where a Member has invoked the Call-in procedure under the Council's constitution, to review a Cabinet decision prior to its implementation.

### **Inquiries**

- ❖ The Effectiveness of School Governors
- ❖ Child Sexual Exploitation
- ❖ Schools Causing Concern
- ❖ Procurement of external fostering service
- ❖ Cost of accommodating Looked After Children

### **Committee Panels**

- ❖ Budget Monitoring
- ❖ Performance Monitoring

### **Policy Development**

- ❖ Regional Adoption Services
- ❖ Social Services and Well-being (Wales) Act
- ❖ Youth Guarantee
- ❖ Prevent Strategy
- ❖ Long-term Plan for Education (Cardiff 2020)
- ❖ Scrutiny of Central South Education Consortium

### **Pre-decision Scrutiny**

- ❖ 2015-16 Budget Proposals
- ❖ Corporate Parenting Strategy
- ❖ Play Strategy
- ❖ Child Sexual Exploitation Strategy

## **Performance Monitoring**

- ❖ ESTYN Inspection monitoring
- ❖ Children's Services – Quarterly Performance Monitoring
- ❖ Education and Lifelong Learning – Schools Annual Report 2014/15 and quarterly performance reports
- ❖ CSSIW Evaluation on Social Care in Cardiff in 2013/14 (Jointly held with Community and Adult Services Scrutiny Committee)
- ❖ Central South Education Consortium – Annual Performance Report
- ❖ Integrated Family Support
- ❖ Corporate Parenting Annual Report
- ❖ Families First Annual Report

## **Member Briefings**

- ❖ Social Services Managed Team
- ❖ School Organisation Planning Proposals
- ❖ Pool of Social Workers

## **Call-in**

- ❖ Welsh Medium Schools Catchment Areas

## **Inspection Reports**

- ❖ CSSIW – Inspection Report on Children's Services
- ❖ Estyn – Monitoring Visit Letter
- ❖ WAO – Corporate Assessment

The Children and Young People Scrutiny Committee has held 12 full Committee meetings, and two joint meeting with Community and Adult Services Scrutiny Committee since May 2015. As a result of the consideration of over 41 reports covering policy development, pre-decision scrutiny, monitoring progress and service area performance, the Scrutiny Committee Chairperson sent 32 letters to the Cabinet and officers, which included requests for additional information, comments, and observations on items considered at the Committee Meetings.

Also as a result of these meetings the Committee agreed to write to the relevant Cabinet Member identifying 13 recommendations for the Cabinet and officers to consider. The Committee received timely responses from the Cabinet to all letters that requested a response. In addition officers have provided information where requested and agreed to amend future reports in response to the Committee's requests. Members of the Committee have also participated in a cross cutting Task and Finish Group inquiry along with Members from other Scrutiny Committees, namely a joint inquiry into the Community Infrastructure Levy.

## PUBLIC QUESTIONS TO SCRUTINY – BETTER ENGAGEMENT

The Council’s five scrutiny committees regularly invite citizens and representatives of community and third sector organisations to provide evidence at committee meetings and Task & Finish inquiries. During 2015/16 the committee has received advice, comments and concerns from numerous people who have either been invited or requested attendance at Committee.

During the summer of 2015 the scrutiny chairs introduced arrangements for public questions from the City’s Third Sector Council (C3SC) around issues of interest to the C3SC. On this occasion C3SC did not identify any issues within the terms of reference of this Committee, but the Committee remains willing to receive questions from third sector bodies and citizens.

The Committee is committed to ensuring that citizens are involved in Governance and that the “voice” of local people and communities are heard as part of decision making and policy development. To this end the Committee has encouraged the participation of the public at numerous meetings, with representatives from the following external organisation participating in the Committee work:

Barnardos’	YMCA (SHOT)
Action for Children	South Wales Police
Grangetown Play Centre	C&V Health Board
Chair C&V LSCB	Probation Services
Safer Wales / Streetlife	Ely Play Centre
NSPCC	Youth Offending Service
Head Teachers	School Governors
Sexual Assault Resource Centre	Welsh Government
Public Health Wales	

## Inspection and Assessment of the Committee's work – Better Decisions

The work of this Committee has been assessed by her Majesty's Inspectorate for Education and Training in Wales (Estyn), the Care and Social Services Inspectorate Wales (CSSIW) and the Wales Audit Office (WAO) Corporate Assessment, during the last 12 months. The assessments have been undertaken through attendance as observers at Committee meetings, review of reports, minutes and letters, together with interviews with Councillor Richard Cook, the Committee Chairman and Officers.

The aim of each of the assessments was to review and acknowledge the Committee's key role in holding the Executive to account, aiding in the pre-decision scrutiny of policy development helping challenge and monitor the performance of services provided for Children and Young People in Cardiff.

During the past year all three Inspectorates have provided reports on Cardiff Council, which included an assessment of the work of Scrutiny.

**WAO - Governance** – *“The Council's scrutiny function is improving. Actions from scrutiny meetings are issued to relevant Cabinet Members by the Scrutiny Committee Chair, and our review found that Cabinet Members respond promptly”.*

**Estyn – Improve the Scrutiny of local authority education services and partnership working** – *“The authority has made satisfactory progress in addressing this recommendation.*

*The authority has responded well to this recommendation in a timely and appropriate manner. The Council has made changes to the scrutiny committee structure and responsibilities. There are now five scrutiny committees, and each is responsible for the scrutiny of partnership work and its impact, in its respective work programme. The children and young people scrutiny committee's work programme appropriately includes arrangements for the scrutiny of all education*

*services for children and young people. This includes services delivered through community settings and through schools.*

*The Children and Young People Scrutiny Committee is increasingly effective. The Committee has agreed a framework to provide its members with structured development and training opportunities. This training has helped scrutiny members to improve their understanding of the issues relating to the achievements and attainment of Children and Young People, and how to interpret the data sets used by education officers and schools to track outcomes. The Committee has put in place a number of actions to better manage its range of duties and the size of its agenda. These include a programme of pre-meetings and briefings, as well as monitoring panels enabling members to identify clear lines of inquiry for follow-up at committee meetings. These changes have helped the scrutiny committee become more focused.*

*The Committee also makes good use of task and finish groups to follow up identified areas in greater detail and to produce reports for the wider scrutiny Committee. The task and finish groups are working well. Their findings have, for example, led to improvements in the way the local authority appoints its school governors and matches governors' skill sets to the needs of a governing body. Following each scrutiny meeting, the chair writes to the cabinet member setting out findings and recommendations from the meeting, and these are generally clear and challenging. For example, following the task and finish group, which met with head teachers from schools categorised as red, the chair of scrutiny's letter included challenges and recommendations to the education department and the regional consortium. However, the letter does not include any challenges or recommendations to the schools they scrutinised".*

**CSSIW – Theme 1 - Providing Direction** – *“Scrutiny arrangements had been strengthened. Considerable investment in promoting improvement in Children’s Services using expert advice to support better practice and strengthen scrutiny arrangements”.*



## Committee Member Development – Better Decisions

Scrutiny is a Member-led function whose success is closely linked to the capacity and capabilities of the Members who sit on Scrutiny Committees. The Scrutiny Team therefore worked closely with colleagues across the Council to provide a continuous range of opportunities for Members to build or refresh their Scrutiny skills, and to extend their knowledge and insight into a range of issues relevant to their Scrutiny role.

The Committee undertook a four-module programme of school performance and analysis training to further support the Council in improving the educational outcomes for its pupils. These outlined the various levels of accountability and performance reporting that underpins schools performance, with input from Scrutiny officers, corporate performance officers, managers from South Central Wales Consortium and the Council's Education Service. The Committee also holds Committee pre-meetings to discuss, analyse and understand the issues being considered, and where necessary asks for further clarification of information. From this, the Members established a number of lines of inquiry for the meeting.

Members of the Committee participated actively in briefings provided in the lead up to the Budget scrutiny meeting in February. The Members also agreed to set up a Budget Monitoring Panel and a Performance Monitoring Panel. These were developed to better focus the work of the Members on monitoring Directorate performance, and to reduce the number of items considered at Committee meetings. Members received briefings and guidance on various aspects of expenditure and performance.

## **Highlights from the Committee's work during 2015/16**

This section of the Annual Report presents highlights of the Committee's activities during 2015-16. The report identifies what the scrutiny committee was trying to achieve in each piece of scrutiny, and what it actually achieved.

### **Task & Finish Group Inquiries – Better outcomes**

A key part of the Committee's work is identification and investigate of a key area of concern, to enable better outcomes for public services and drive improvement in service provision. These are often areas which are not being actively worked on by a Directorate, or which are cross cutting in nature, involving several Directorate and partner organisations. The outputs from these investigations are reported back to the Cabinet Member for consideration, and – where appropriate – the implementation of the Committee's recommendations.

### **The Appointment and Effectiveness of Local Authority School Governors**

The Committee agreed to undertake a phased inquiry into Local Authority School Governors (LASG). The first phase of the inquiry was held in 2014 /15 to gain an understanding of the role of school governors; assess the level of local authority governor vacancies across Cardiff's schools. The key issue that the Members anticipated achieving was identify ways in which the skill base of local authority governors could be improved, the process by which local authority governors are appointed be improved and the number of local authority governors vacancies reduced.

The Members received and reviewed evidence from key professionals and supporting organisations and agreed a report. The Members recommended that the Council delegate its powers of LEA Governor Appointment to a cross party Member Panel. The Director of Education, Monitoring Officer and a representative

from the Cardiff Governors Association would act as advisors to the Panel, the Panel also should ensure that appointees had the appropriate skills for the Governing Body.

***The Cabinet Member subsequently confirmed support for these proposals and recommended to amend the Constitution at the council meeting on 29 January 2015 and was implemented at the beginning of 2015/16. The Committee was pleased to see that its recommendations were fully implemented.***

The second phase of the inquiry was held during June and July 2015. The expected result from this phase was the identification of key issues to improve the effectiveness of Governing Bodies. The Members received background information in respect of the support and training of school Governing Bodies, as well as the findings of a survey of 599 Governors.

The Task & Finish group and the Committee agreed ten specific recommendations for the Cabinet to consider, which covered: the Effectiveness of the Governing Body, the Support for School Governing Bodies; and the Training of Governors, which if all implemented would over time improve the effectiveness of Cardiff Schools' Governing Bodies.

The Cabinet Member responded to the inquiries recommendations in a detailed letter dated October 2015.

***In the letter the Cabinet Member agreed to all the recommendations except for "That the Cabinet explores whether there would be benefits from the Governors Support Services being transferred fully to the Central South Consortium". The Committee was pleased to learn that the Inquiry's recommendations were also reviewed during the recent Estyn Inspection, which commented: "the task and finish groups are working well. Their findings have, for example, led to improvements in the way the local authority appoints its school governors and matches governors' skill sets to the needs of a governing body".***

## Schools Causing Concern

---

Children & Young People Scrutiny Committee was concerned at the number of schools classified by Estyn as “causing concern”. The Members agreed to review the improvement action for a number of schools together with the support and advice provided by the Council and Consortium. Following the completion of these meetings and visits the Members identified a number of issues which they captured in a report approved by Committee in November 2015. The report included 14 recommendations for the Cabinet Member and Consortium to consider. These covered the school improvement process; Governing Bodies and Governors’ involvement in school improvement; and school support categorisation.

***The Committee was pleased to receive the Cabinet Member’s answer to the inquiry’s findings and recommendations in January 2016. She provided a full response to the issues raised in the first phase of the inquiry, and explained the work which was now being undertaken to improve the services and support for these specific schools.***

The Members agreed to refocus the second phase of the inquiry to visit schools which had experienced unexpected recent dips in pupil performance. The Members were particularly interested to find out what had cause the dip in performance, what actions had been put in place and what support and advice the schools had received. The Members have already visited a number of schools, but this inquiry is still ongoing. It plans to report back to Committee in the summer.

## Child Sexual Exploitation (CSE)

---

The Committee agreed to undertake a Task & Finish Inquiry into Child Sexual Exploitation in Cardiff, as concerns had been raised during last year’s inquiry into Trafficking. The Director of Social Services also highlighted it as an issue of concern. The Members organised the inquiry to assess the robustness of the CSE strategy, the preventative measures in place and the level of the Council’s and partner organisations response to incidents of CSE. It agreed to explore

partnership working and resource allocation associated with managing CSE in Cardiff. Members were also interested in assessing the scale of CSE in some communities.

On 7 January 2016, the Director of Social Services asked the CSE Task Group to review the draft Cardiff CSE Strategy, which was due to be considered by the Cabinet on 10 March 2016. The Task Group reviewed the draft Strategy and Action Plan made a number of observations and recommendations for consideration by the Directorate prior to the implementation of the Strategy, which were reported to Committee and sent to the Cabinet Member.

***The Committee were pleased to receive a letter clarifying a number of points that the Committee identified, and outlining the approach being taken by partners in Cardiff, in partnership with the Local Safeguarding Children's Board, to make sure that the Council has a coherent starting point from which to strengthen prevention and intervention in relation to CSE in Cardiff.***

The Task Group has continue its investigations into CSE in Cardiff and has heard from third sector organisations, the Police, Cardiff & Vale University Health Board, Probation, Youth Offending Service, Education, Welsh Government and the Local Safeguarding Children's Board. The Members have also considered the All Wales Protocol and best practice examples from other Local Authorities.

The Task Group is expected to report its findings to the Committee's May meeting

## Policy Development & Pre-Decision Scrutiny – Better Decisions

A key part of the Committee's work is the review and assessment of effectiveness of the Council's policies which will impact of the lives of Children & Young People in Cardiff. The Committee always ensures that its work programme enables the scrutiny of any policy development and the pre-decision of any Cabinet report seeking approval for a strategy or policy affecting Children & Young People.

The Committee has during the past year undertaken pre-decision scrutiny of the following key policies:

### National & Regional Adoption Services

---

The Committee had previously reviewed the establishment of a National and Regional Adoption Service in 2014/15. It wished to receive a further update on the implementation of the service, further reviewing the structure, the role of the central team, governance arrangements and performance measures to ensure that they were fit for purpose. This was arranged at Committee's October 2015 meeting.

***The Committee was pleased with the progress being made by the National Adoption Services in particular the Governance and Operation. Members also welcomed the additional performance data as well as the positive picture it was now showing.***

The Members recommended that that the scrutiny of the National and Regional Adoption Service should continue, to enable the Committee to be assured that the services are providing an appropriate service for Cardiff's Looked After Children.

## Prevent Strategy

---

The Committee agreed to review how the Government's Prevent Strategy is being implemented in Cardiff. The Committee was interested to hear how various partners were working together and how the Strategy was being developed to work in Cardiff.

The Committee was informed that Welsh Government was still developing an updated guidance and self assessment tool. Members considered the training and awareness raising to be of key importance, and requested that specific training must be developed for Councillors. In addition Members felt that clearer links needed to be made with Council directorates.

***The Committee subsequently received a very positive response from the Prevent Coordinator, which responded to all the points raised by the Members, agreed to organise Training for Members, and to ensure that the strategy clearly identifies links with all Council Directorates.***

## Social Services and Well-Being (Wales) Act 2014

---

The Committee requested a series of reports on the progress being made to ensure the Council is prepared to implement the Social Services and Well-being (Wales) Act 2014.

The Committee initially considered the Regional Implementation Plan, which had been submitted to Welsh Government on 16 October 2015. Members noted that the Plan reflects the nine work streams being delivered through the Sustainable Social Services Programme and includes a risk assessment of the tasks required to implement the Act. The Members also reviewed the governance structure for this Programme, which included regional task and finish groups for each work stream and lead co-ordinating officers. The Committee requested further reports

giving more detail on the implementation on the areas of the Act that will introduce the greatest change, namely:

- Information, Advice and Assistance Service
- Financial Assessment and Charging
- Planning and promoting Preventative Services
- Eligibility/Assessment of Need
- Performance Measures
- Advocacy.

***The Members are now receiving a programme series of briefing papers covering each of the above elements. Members are providing feedback on each work stream so that the regional task & finish groups and lead co-ordinating officers can take into considerations the comments, concerns and recommendations of the Committee.***

## **2016-17 Budget Proposals**

---

The Council's Constitution allows for Scrutiny Committees to consider the draft Cabinet budget proposals prior to their consideration by the Cabinet and Full Council. The Committee considered the Council's draft Corporate Plan and draft budgetary proposals for 2016 -17, including their detailed savings proposals and Capital Programme at its meeting in February 2016. It reviewed the draft Corporate Plan and budget savings proposals, and tested their impact on the outcomes for Children and Young People.

The Committee expressed concern around the budget consultation exercise undertaken during December 2015, as Members considered that the weight given in the formulation of the budget to such a small sample was overstated. The Members also expressed concern around the achievability of a number of budget savings proposals. In particular Members were concerned that the savings in respect of tuition of children who are not educated in school could have a



detrimental impact on their educational outcomes. The Members also expressed concern that the Play Service savings proposals did not allow for the continuity of the service during the transfer of facilities.

***The Committee's letter was considered by Cabinet and Council during their deliberations on the proposals. The Cabinet Member for Corporate Services and Performance also responded to the letter providing a full explanation on the specific budget savings points raised by the Committee and also provided assurance that the review of the budget consultation would include the comments made by the Committee.***

## Performance Monitoring – Better outcomes

The Committee has a clearly defined role in the Council's improvement and governance arrangements, and its work programme includes a high level of the monitoring and review of Directorate performance, resource management, target setting and improvement management.

This year the Committee reviewed the level of Member involvement in monitoring performance and budget, particularly at Committee. The Committee agreed to set up a Budget Monitoring Panel and a Performance Monitoring Panel to determine whether this would free up some time at Committee and better focus the Members' analysis of information through an ongoing informal panel that reported back to the Full Committee.

### Budget Monitoring Panel

---

The Committee agreed to create a Budget Monitoring Panel to more effectively investigate each Directorate's progress in achieving the Council's agreed savings proposals, and in managing any potential expenditure overspends during the year.

The Panel agreed a programme of four meetings to review the Cabinet Budget Monitoring reports as and when they are published. The Panel has met three times this year and has reviewed the Month 4, 6 and 9 Cabinet budget monitoring reports. The outcome of each panel meeting has been reported to Committee and appropriate letters sent to Directors seeking clarification on savings programme, details of funding calculations and a commitment to undertake a detailed investigation.

***All requests for information have been responded to promptly and reported to Members at the next Panel meeting.***

## Performance Monitoring Panel

---

The Committee agreed to create a Performance Monitoring Panel to more deeply investigate each Directorate's progress against the key performance indicators.

The Panel has undertaken its work during the pre-meeting before Committee as it was subsequently felt that the Corporate Performance Reports were better reviewed at a public meeting.

***The three pre-meetings already held have enabled the Members to understand in more detail the narrative behind many of the indicators, and Members have requested clarification on particular indicators, background information and a commitment to undertake more detailed investigation into the reasons for variations in performance.***

***The pre-meeting format has worked well and it is anticipated that this format will continue in the future.***

## Quarterly Performance Reports – Children's Services

---

During 2015/16 the Committee noted generally improving performance across many indicators; however they expressed their concern at a few indicators showing reduction in performance. The Committee has reviewed each quarterly corporate performance report together with a catalogue of local indicators which the Members have requested to regularly monitor.

***The Committee has reviewed all of the local performance indicator reports in detail, following which the Committee has always written expressing their concern about areas where performance was either slowly reducing or had experienced a sudden dip in Performance, Members have also written passing on their appreciation of the work officers had made in those areas where performance has improved.***

## **Performance Reports – Education and Lifelong Learning**

---

The Committee continued its new approach to the scrutiny of educational performance by scheduling throughout the year examination of particular aspects of performance, in addition to an overview of Annual Performance in January. This approach has, however, been seen to have created duplication in reporting, and as such will be reviewed during the development of next year's work programme.

The performance monitoring reports enable Committee to review, assess and challenge the implementation of all actions and thereby the delivery of high quality education and improved outcomes for children and young people in Cardiff's Schools.

***The Committee has regularly written to the Cabinet Member seeking clarification on actions and recommended improvements in performance.***

## **Central South Consortium – Annual Performance Report**

---

The Committee considered the Consortium's draft business plan and reviewed the agreed business plan as part of its consideration of the Education Business Plan. The Committee's key task was to ensure that the two business plans fitted together in ensuring the improvement of outcomes of Cardiff's pupils.

The Committee also reviewed the monitoring and assessment of the work of the Consortium in Cardiff, and agreed to continue to do this at three meetings a year. The Members also discussed how best the five participating local authority's Scrutiny Committees could scrutinise the strategic direction and output of the Consortium, and agreed initially to enable the Chairpersons of all five scrutiny committees to meet to undertake a more strategic overview.

***The Committee at its Meeting in March queried the Director of Education and the Consortium as to whether the two Business plans did complement each***

*other in driving forward improvements in outcome for Cardiff's pupils. The Members were reassured to receive confirmation that both Business plans did ensure Cardiff's pupil outcomes would improve during the year.*

## **ESTYN Inspection Report**

---

An ESTYN inspection of educational services in Cardiff took place in the summer of 2011, to help form a judgment on the local education authority's performance. Her Majesty's Chief Inspector was of the opinion that the local authority was in need of significant improvement. An additional follow up monitoring visit was undertaken in February 2014, which recognised that progress had been made, but that there was still more that the local authority needed to do.

The Committee continued to monitor the service area's progress in improving educational attainment, and received regular briefings and progress reports throughout the year.

The Committee continued to work to address its actions designed to address the Estyn recommendations directed to the scrutiny committee:

- Ensure that the Children & Young People Scrutiny Committee receive clear, accurate and up to date information, together with improved quality analysis in all school performance reports;
- Develop and agree a clear protocol on the roles and responsibilities of the Children & Young People Scrutiny Committee and the Cardiff Partnership Board Scrutiny Panel in respect of the performance of education services;
- Develop and deliver a formal programme of training, covering education performance, analysis, and assessment, for Children & Young People Scrutiny Committee Members; and
- Establish a programme to scrutinise the Education and Lifelong Learning Directorate's delivery of its Monitoring Revisit Action Plan which addresses

Estyn's recommendations and which will improve educational performance in Cardiff schools.

The final Estyn inspection was undertaken in January 2016, which assessed the Council's progress against all six recommendations. The outcome of the assessment was that the Council had made satisfactory progress and was removed from Estyn monitoring.

***In respect of the recommendations directed at the Scrutiny Committee, the inspection letter stated that "The children and young people scrutiny committee's work programme appropriately includes arrangements for the scrutiny of all education services for children and young people. This includes services delivered through community settings and through schools. The Children and Young People Scrutiny Committee is increasingly effective. The Committee has agreed a framework to provide its members with structured development and training opportunities. This training has helped scrutiny members to improve their understanding of the issues relating to the achievements and attainment of Children and Young People, and how to interpret the data sets used by education officers and schools to track outcomes".***

## **CSSIW Evaluation on Social Care in Cardiff in 2014/15 (Joint CYP & CASSC Scrutiny)**

---

The Care and Social Service Inspectorate Wales (CSSIW) Performance Evaluation Report 2014-15 of the City of Cardiff Council Social Care Services provides their judgements on both Adult Services and Children's Services, and details their findings on the key strengths as well as areas for development and improvement.

The report takes into account the Director of Social Services Annual Report 2014-15, as well as the views of other auditors, and draws on inspection work undertaken during the year. It also provides a summary of the overall review and evaluation of performance for 2014- 2015. The main messages in the summary are:

- The Director's report presents a clear picture of the challenges and areas of progress made, as well as clearer aims for improvement;
- Performance indicators show some key areas requiring improvement although the Council is moving in the right direction;
- Improvements are required in reducing the number of people waiting for Hospital discharge, and Children's intake and assessment needs continued improvement;
- Planned appointments of assistant directors should enable the department to:
  - Take up the strategic challenge it faces;
  - Promote integrated services with Health and the Vale of Glamorgan;
  - Manage new models of care;
  - Promote service users well being in ever increasing financial restraint.
- There is strong corporate support for the delivery of social services;
- Elected Members are briefed and understand the implications of the Social Services and Wellbeing Act;
- There is good corporate understanding of the challenges facing the department, and the difficulties it faces in its efforts to provide services to the most vulnerable.

***Following consideration of the Inspection report The Joint Committee wrote to the Cabinet Member setting out the following comments and concerns that related to Children's Services:***

- ***to prepare an action plan to address the areas for improvement highlighted in the CSSIW report;***
- ***That the Director of Social Services to provide a written briefing on our readiness to implement the Social Services and Well Being Act (Wales) 2014 to our January 2016 committee meetings, with progress reports on each work stream to come each month to subsequent committee meetings;***
- ***Be informed about how the Directorate proposes to monitor performance in the critical area of Personal Education Plans for Looked After Children and to be informed how this will be reported;***
- ***Provide Children and Young People Scrutiny Committee Members with sight of the review into recruitment of Personal Advisors;***
- ***Provide reassurance regarding the clarity of the various responsibilities and roles for early intervention and prevention services.***



## Committee Briefing Reports – Better outcomes

The Committee agreed to receive briefing papers outside the normal Committee agenda so that they could be more effectively reviewed. The Committee agreed to receive these briefings as and when they were available.

Subjects covered included:

- Social worker vacancies and the pool of social workers
- Budget scrutiny
- Schools organisation plans.

***The outcome from the Members' review of the briefings has been reported to Committee and appropriate letters sent to Directors. All requests for information have been responded to promptly and reported to Members.***

## **CALL-IN of Welsh Cabinet Decision 15/CAB/84 Medium Schools Catchment Areas – Better Decisions**

The Council's Call-In Procedure provides that any non-Executive Member may request to call-in a decision of which notice has been given in writing to the Operational Manager (Scrutiny Services). The Committee received a request for a call in on Cabinet Decision CAB/15/84 on Welsh Medium Schools Catchment Areas. **The Call-in was held on 17 May and the outcome of the meetings was to :**

## Suggested Items for 2016/17 Work Programme

The Committee receives regular work programme updates at which Members have the opportunity to consider items suggested by members of the public, young people, organisations, Council Members and other Scrutiny Committees, for inclusion on the work programme. Committee Members can also suggest any new issues which may be of interest to the Committee.

The Committee will be starting the development of its work programme in June 2016. It has recommended that the following issues could be prioritised for scrutiny:

- Schools Causing Concern
- Education Long term Strategy
- Update on Youth Guarantee
- Cardiff Commitment to Youth Engagement and Progression
- Appointment of School Governors
- Consortium performance
- Merger of Glyn Derw and Michaelston High Schools
- Social Services Wellbeing Wales Act
- Regional Adoption Service
- Play Service.

The Council is responsible for co-ordinating the production of the main strategies and plans covering service development and provision across a range of services and agencies. The Committee's future work programme could include:

- Education long term strategy
- Children's Services Improvement Plan
- Corporate Plan and Budget
- Integrated Family Support Team.

The Committee has undertaken a number of Task Group inquiries during the year and will be identifying further issues for consideration during June/July 2016.

It is suggested that the Committee continues to receive the regular progress and performance reports on:

- Children's Services performance
- School performance
- Budget proposals and monitoring.

My Ref: Scrutiny/Correspondence/MJH

23 May 2016

Pam Clutton  
Lead Inspector  
CSSIW  
Welsh Government office  
Rhydycar Business Park  
Merthyr Tydfil  
CF48 1UZ



County Hall  
Cardiff,  
CF10 4UW  
Tel: (029) 2087 2087

Neuadd y Sir  
Caerdydd,  
CF10 4UW  
Ffôn: (029) 2087 2088

Dear Pam

On behalf of the Members of the Children & Young People Scrutiny Committee, I would like to thank you for attending the Committee meeting on 17 May 2016 to present the Inspection of Children's Services in City of Cardiff Council report dated March 2016.

We greatly appreciated your attendance, and that you continue to value your engagement with this Scrutiny Committee and we hope to continue to develop this engagement in the future. The Committee also wished to reiterate its commitment to continue to monitor and challenge Children's Services performance, the implementation of the Social Services and Well-being (Wales) Act 2014, and changes to the recruitment and retention of social workers.

The Members were pleased to hear your honest and open assessment of Cardiff's Children's Services and the identification of a number of areas of improvement. The Committee agreed to write to the Cabinet Member, requesting that an action plan must be developed to effectively address all the recommendations that were identified in the report.

Following the consideration of the agenda item the Committee agreed to include the monitoring of the Action Plan in its future work programme to ensure that all the recommendations are addressed.

Yours sincerely

**COUNTY COUNCILLOR – RICHARD COOK**  
**Chairperson of the Children and Young People Scrutiny Committee.**

CC Tony Young, Director of Social Services

Mae'r dudalen hon yn wag yn fwriadol



County Hall  
Cardiff,  
CF10 4UW  
Tel: (029) 2087 2087

Neuadd y Sir  
Caerdydd,  
CF10 4UW  
Ffôn: (029) 2087 2088

Date 23 May 2016

My Ref SS/CYP/MJH  
Your Ref:

Councillor Sue Lent  
Deputy Leader and Cabinet Member for Families, Children and Early Years  
County Hall  
Atlantic Wharf  
CARDIFF  
CF10 4UW

Dear Sue

On behalf of the Committee, I would like to thank you, Tony Young and Kim Brown for attending Children and Young People Scrutiny Committee on 17 May 2016 to present the **Quarter Four performance report for Children's Services**. During the way forward section of the meeting the Members considered the information in the report, comments made during the consideration of the CSSIW inspection report presented by the Inspector together with answers to their questions, and agreed to provide you with the following comments and concerns.

The Committee was pleased with the overall direction of Children's Services performance, but noted that there was slippage in some areas of performance. In particular the Members noticed that the increase in referrals had had a detrimental impact on the percentage of referrals with decisions made within one day, and those allocated to a social worker for initial assessment. The Members noted that the implementation of the MASH would help redirect a number of referrals, and as a result the Committee would be looking for future performance to improve.

The Members noted that there would be a new set of Performance Indicators for this year, which would include some of the present indicators but also some new indicators, and Committee agreed to undertake further briefings on the new performance measures in the near future.

Finally the Members noted that the CSSIW inspection report on Children's Services highlighted 19 recommendations. The Committee requested a copy of the relevant action plans that address the recommendations, so that it can monitor the Directorate's implementation of the actions, and assess that the outcome addresses the concerns identified in the inspection report

I hope that these comments, advice and requests for information, will be of use and support in improving outcomes for children. The Committee looks forward to receiving

future quarterly performance reports, a briefing and training session on the new performance indicators, together with a positive response to this letter within the next month.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Richard Cook', with a long horizontal flourish underneath.

**COUNTY COUNCILLOR RICHARD COOK**  
**Chairperson – Children and Young People Scrutiny Committee**

CC: Tony Young, Director of Children's Services  
Melanie Jackson - Personal Assistant to Deputy Leader  
Kim Brown, Service Manager, Policy & Performance



My Ref: Scrutiny/Correspondence/MJH

23 May 2016



County Hall  
Cardiff,  
CF10 4UW  
Tel: (029) 2087 2087

Neuadd y Sir  
Caerdydd,  
CF10 4UW  
Ffôn: (029) 2087 2088

Councillor Sarah Merry  
Cabinet Member - Education and Skills  
County Hall  
Atlantic Wharf  
CARDIFF  
CF10 4UW

Dear Sarah

On behalf of the Committee I would like to thank you for attending the Children and Young People Scrutiny Committee on 17 May 2016, to respond to the Estyn letter and the Quarter 4 performance report. Members welcomed your statements, answers to Members' questions and your attendance throughout the education agenda items.

I would also like to thank Nick Batchelar and Angela Kent from Education and Lifelong Learning for their response to the Estyn letter and the presentation of the Quarter 4 performance report, as well as the answers they gave to Members' questions. During the Way Forward section of the meeting the Members raised a number of comments and concerns for your consideration, which they asked me to write to you about.

## **Estyn**

The Committee was pleased with the overall assessment of Cardiff in the Estyn Inspection letter dated March 2016, however the Committee was of the view that in some areas the narrative of the letter seemed to be at odds with the final assessment. Members thought that the Council should have attained a "good" assessment.

Members inquired whether the Estyn Assistant Director was aware of any unregistered school in Wales, as recent press articles indicated that there were over 100 in England. The Inspector stated that Estyn was presently investigating four schools, all of which are in Cardiff, to determine if they are schools, as specified under the Act. The Members requested that they are kept informed should it be determined that these are schools, as specified under the Act.

The Members also noted that the "wider capped points score" and Level 2 threshold, was identified by Estyn as being below the all Wales average, and that Cardiff has been amongst the lowest performing authorities for the past three years. Members requested a detailed briefing on these two performance indicators and an explanation of the relevant actions that have been put in place to address this poor performance.

Members also noted that the Assistant Director Clive Phillips had highlighted a number of areas which he considered the Committee should focus on within its future work programme. The Committee therefore agreed that they would specifically include the monitoring of progress against these issues during the next 12 months, as a result the Members requested a copy of the relevant action plans that include the points listed below:

- Improve the performance of pupils at key stage 4, particularly in the wider capped points score, level 2 and level 1 threshold.
- Improve the percentage of young people that are not in education, employment or training.
- Improve the information that the authority has on the extent and quality of provision made by schools for pupils educated away from the school site.
- Ensure that the local authority's self-evaluation evaluates the impact of actions taken.
- Ensure that areas for improvement are supported by suitable action plans.

#### **Quarter 4 Performance**

The Committee initially focused on school admissions, as concerns had been raised in the media, and the situation was highlighted in the performance report as “facing increasing challenges”. The Members requested details of the plans to improve the admissions procedure across all schools, to be provided with the next quarterly performance report.

The Committee also expressed continued concern at the high level of children not in education, employment or training (NEET) across a number of Cardiff's Schools. Members noted the officers' comments that there were differing reasons for pupils to be classified as NEET. The Committee therefore requested a breakdown, by number, of the different reasons for pupils to be not in education, training or employment, as at the end Quarter 4.

Members also noted that the *Cardiff 2020 – Aiming for Excellence: a renewed vision for Education and Learning in Cardiff* report was being considered by Cabinet on 19 May. The Committee requested that the report be presented to Committee at its next meeting on 14 June 2016, so that the Committee can be fully briefed on the report prior to its launch on 29 June.

I hope that these comments, advice and requests for information detailed above will be of use and support in improving outcomes for Cardiff's pupils. The Committee looks forward to receiving further reports and information in the near future, and as such the Members require a formal response to this letter within the next month.

To recap, this letter requests several actions, requests for information and recommendations, as follows and requires:

- A copy of the action plans which have been developed and include the areas that the Estyn letter highlighted.

- Details of the plans to improve the admissions procedure across all schools, to be provided with the next quarterly performance report.
- A copy and briefing on the *Cardiff 2020 – Aiming for Excellence: a renewed vision for Education and Learning in Cardiff* report to be presented to the 14 June Committee meeting
- A breakdown, by number, of the different reasons for pupils to be not in education, training or employment;
- A detailed briefing and actions focussing on the “wider capped points score” and Level 2 threshold.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Richard Cook', with a long horizontal flourish underneath.

**COUNTY COUNCILLOR RICHARD COOK**  
**Chair – Children and Young People Scrutiny Committee**

CC: Nick Batchelar, Director of Education and Lifelong Learning  
Angela Kent Head of Achievement and Inclusion.

Mae'r dudalen hon yn wag yn fwriadol

My Ref: Scrutiny/Correspondence/MJH

23 May 2016

Clive Phillips  
Assistant Director  
Estyn  
Anchor Court  
Keen Road  
Cardiff CF24 5JW



County Hall  
Cardiff,  
CF10 4UW  
Tel: (029) 2087 2087

Neuadd y Sir  
Caerdydd,  
CF10 4UW  
Ffôn: (029) 2087 2088

Dear Clive

On behalf of the Members of the Children & Young People Scrutiny Committee, I would like to thank you for attending the Committee meeting on 17 May 2016 to present the Final Estyn Significant Improvement visit letter dated March 2016.

We greatly appreciated your attendance, and that you continue to value your engagement with this Scrutiny Committee and we hope to continue to develop this engagement in the future. The Committee also wishes to reiterate its commitment to continue to monitor and challenge education performance, schools causing concern and to review the development of education policies.

The Members were pleased to be presented with the letter and to hear your explanation of the positive outcome from the inspection visit together with the key issues you identified as requiring further attention. The Members also welcomed your advice on broad messages from the inspection as well as the particular issues which you felt the Committee should focus on, as part of its future work programme.

The Committee noted that in response to concern about unregistered schools in England, Estyn is presently investigating four schools, all in Cardiff, to determine if they are schools, as specified under the Education and Skills Act 2008. The Members requested that they are kept informed of the result of your investigations.

Following the consideration of the agenda item the Committee agreed to include the issues in its list of areas for future scrutiny, and will also be seeking to ensure that the Council puts in place suitable action plans to address all the issues raised.

Yours sincerely

**COUNTY COUNCILLOR – RICHARD COOK**  
**Chair of the Children and Young People Scrutiny Committee.**

CC Nick Batchelar, Director of Education and Lifelong Learning

Mae'r dudalen hon yn wag yn fwriadol

My Ref: Scrutiny/Correspondence/MJH

24 May 2016



County Hall  
Cardiff,  
CF10 4UW  
Tel: (029) 2087 2087

Neuadd y Sir  
Caerdydd,  
CF10 4UW  
Ffôn: (029) 2087 2088

Councillor Sarah Merry  
Cabinet Member - Education and Skills  
County Hall  
Atlantic Wharf  
CARDIFF  
CF10 4UW

Dear Sarah

**Cabinet proposal Meadowbank School – Specialist Provision for Primary Aged Pupils with Speech and Language Difficulties, and with Behavioural, Emotional and Social Difficulties**

The Committee has asked me to write to you following its consideration of the Cabinet report on the proposals for Meadowbank School, views of a number of interested stakeholders, as well as comments contained in the Estyn inspection letter and the Directorate Quarter 4 performance report, at Committee on 17 May 2016.

I was initially contacted by a number of people who were concerned about the proposals for Meadowbank School. As you are aware a Scrutiny Committee may invite anyone whom it believes can make a useful contribution to address it, discuss issues of local concern and/or answer questions. To this end I agreed to include an item on the agenda to enable anyone wishing to express a view on the proposals to address the Committee.

At the Committee meeting a number of parents and staff, the chair of governors and a third sector organisation expressed their wish to address the Committee and / or submit documents for the Committee to consider. The Committee heard some very passionate comments about the education and support provided by the school, and how these proposals could impact on the future outcome of pupils with speech and language difficulties and with behavioural emotional and social difficulties.

The Committee is fully aware that the consultation period had ended, however having read and considered the information in the Cabinet report and reflected on the information provided by the parents, staff and governors the Members agreed to provide you with its comments, concern and recommendations in respect of the policy and service development proposed in the Cabinet report dated 3 December 2015, prior to the final decision being taken by Cabinet.

The Committee also reflected on comments made by Estyn: *“Pupils most at risk of exclusion often have speech and language difficulties”* and also the Director of Education and Lifelong Learning in the Quarter 4 performance report *“There is a decline in performance on both National strategic indicators relating to the timeliness of processing Statements of Special Educational Needs and targets have not been met. The main contributory factors to this decline are*

*1) An increase in the volume of requests for statutory assessments and the associated work*

*2) A commitment to try to resolve issues with parents/carers which often extends timescales*

*3) Challenges in securing placements at specialist provisions*

*4) The capacity of the Education Psychology Service and Local Health Board to respond to the increase in demand for advice.*

*Action to improve performance is focused upon reducing the reliance upon statements to meet children's needs in mainstream schools, by introducing alternative provision, funding models, business processes and improved information sharing."*

The Committee discussed in detail the Cabinet report and information provided, and agreed to raise the following issues for you to take into consideration, prior to the approval of the proposals for Meadowbank School at Cabinet in the near future. We believe that the school should remain open until:

- a. A detailed Cardiff wide strategy for the provision of Speech and Language Difficulties, and with Behavioural, Emotional and Social Difficulties support, is developed, consulted on and implemented.
- b. An assessment of current support for children with Speech and Language Difficulties, and with Behavioural, Emotional and Social Difficulties across Cardiff's primary schools is undertaken, and is determined to be fit for purpose.
- c. The professional views of all primary and secondary head teachers on the impact of pupils with Speech and Language Difficulties, and with Behavioural, Emotional and Social Difficulties currently in their schools is sought and assessed.
- d. Further discussions are held with the school and appropriate third sector organisations on the support and needs of children and young people with Speech and Language Difficulties, and with Behavioural, Emotional and Social Difficulties.
- e. That the school's expertise is promoted as a centre of excellence or as a training centre for teachers across Cardiff and the wider region.
- f. Ensure that the Council continues to provide early specialist intervention, as it is considered to be the most effective and efficient method of managing children with special educational needs.

The Committee also wishes to receive anonymised data on the number and cost of any "Out of County" placements of children with Speech and Language Difficulties,



and with Behavioural, Emotional and Social Difficulties, as it was unable to assess from the Cabinet report the financial impact of the overall proposals.

The Committee recommends that you consider the above points before you agree the final proposals for Meadowbank School, and that you inform the Committee of your views on the above.

Yours sincerely

A handwritten signature in black ink, appearing to read 'R. Cook', with a long horizontal flourish underneath.

**COUNTY COUNCILLOR RICHARD COOK**  
**Chair – Children and Young People Scrutiny Committee**

CC: Nick Batchelar, Director of Education and Lifelong Learning  
Angela Kent, Head of Achievement and Inclusion.

Mae'r dudalen hon yn wag yn fwriadol