Agenda – Children, Young People and Education Committee

Meeting Venue: Video Conference via Zoom
Meeting date: 20 July 2020
Meeting time: 09.00

For further information contact:
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In accordance with Standing Order 34.19, the Chair has determined that the public are excluded from the Committee's meeting in order to protect public health. This meeting will be broadcast live on www.senedd.tv.

Private pre-meeting
(09.00 – 09.30)

1  Introductions, apologies, substitutions and declarations of interest
(09.30)

2  Curriculum and Assessment (Wales) Bill – evidence session 2 with representatives from the Welsh Local Government Association (WLGA) and the Association of Directors of Education in Wales (ADEW)
(09.30 – 10.30)  

Cllr Ellen ap Gwynn, Deputy Spokesperson for Education and Welsh Language – Welsh Local Government Association
Sharon Davies, Head of Education – Welsh Local Government Association
Karen Evans, Chair – Association of Directors of Education in Wales
Attached Documents:
Research Brief
Curriculum and Assessment (Wales) Bill – Private note on Codes and Guidance made under the Bill
Curriculum and Assessment (Wales) Bill – Private note on Welsh Language, ‘RSE’ and ‘RVE’ provisions

3 **Motion under Standing Order 17.42(ix) to resolve to exclude the public from the meeting for item 4**
(10.30)

**Break**
(10.30 – 10.40)

4 **Curriculum and Assessment (Wales) Bill: Consideration of evidence**
(10.40 – 11.00)

5 **Curriculum and Assessment (Wales) Bill – evidence session 3 with representatives from the Regional Education Consortia**
(11.00 – 12.00)

Debbie Harteveld, Managing Director – Education Achievement Service (EAS) for South East Wales
Anna Bolt, Head of Curriculum Reform and Innovation – Education through Regional Working (ERW)
Clara Seery, Managing Director – Central South Consortium Joint Education Service (CSC)
Natalie Gould, Senior Lead for Curriculum Reform – Central South Consortium Joint Education (CSC)
Arwyn Thomas, Managing Director – North Wales School Effectiveness and Improvement Service (GwE)
6 Papers to note  
(12.00)

6.1 Letter from the Minister for Health and Social Services – additional information following the meeting on 5 May  
(Pages 51 – 52)

Attached Documents:  
CYPE(5)–19–20 – Paper to note 1

6.2 Letter from the Minister for Education regarding an update on the Additional Learning Needs (ALN) transformation programme  
(Pages 53 – 55)

Attached Documents:  
CYPE(5)–19–20 – Paper to note 2

6.3 Letter from the Minister for Education regarding the debate of Estyn’s 2018 – 19 Annual Report  
(Pages 56 – 57)

Attached Documents:  
CYPE(5)–19–20 – Paper to note 3

6.4 Letter from the Minister for Education regarding elective home education  
(Pages 58 – 63)

Attached Documents:  
CYPE(5)–19–20 – Paper to note 4

6.5 Letter from the Healthcare Inspectorate Wales regarding COVID19 CAMHS In-patient units  
(Pages 64 – 66)

Attached Documents:  
CYPE(5)–19–20 – Paper to note 5

7 Motion under Standing Order 17.42(ix) to resolve to exclude the public for the remainder of the meeting  
(12.00)
8 Curriculum and Assessment (Wales) Bill – Consideration of the evidence  
(12.00 – 12.15)

9 Forward Work Programme  
(12.15 – 12.30)  
(Pages 67 – 71)

Attached Documents:  
CYPE(5)–19–20 – Private paper
By virtue of paragraph(s) vi of Standing Order 17.42

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Agenda Item 2
By virtue of paragraph(s) vi of Standing Order 17.42

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

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Dear Lynne,

During my attendance at committee on 5 May 2020, I confirmed that the Welsh Government had commissioned the NHS Delivery Unit (DU) to lead on a rapid review of unexpected youth deaths during the start of the Covid-19 pandemic in Wales from January to May 2020. I agreed to write to the Committee once the report had been received and there had been an opportunity to consider its conclusions.

To inform the DU review, a further Child Death Review (CDR) was undertaken by the CDR team and Professor Ann John of Swansea University. This concluded that its findings from the recent deaths of under 18s by possible suicide in 2020, were similar to those identified in the Thematic Review of Deaths of Children and Young People through probable suicide 2013-2017.

Between January 2020 and May 2020, the CDR identified a small number of possible suicide deaths among under 18s. The review team believed the exercise was an accurate reflection of all possible and probable suicides among under 18s. Whilst the actual number is similar to the total for a complete 12 month period for possible and probable suicides, they concluded it remains too soon to tell whether this represents an increase of statistical significance. However, it is, of course, a signal of a potential issue and one that we must explore and monitor carefully.

Between January and May 2020 a similar small number of probable suicides were identified among those people aged 18-25. The review concluded that further analysis with local services is required to attain greater confidence in the probable suicide deaths among this age group within this period. Health Boards have confirmed that they will participate in this more detailed analysis over the next few months and I have asked for this to be undertaken.

The Delivery Unit review has provided a number of further recommendations for action. These include continuing to monitor the situation for young people as we go through the pandemic period and improving data collection, particularly for those unexpected deaths within the 18-25 age group.

Agenda Item 6.1
In response to these findings, I have instructed detailed monitoring of the situation to continue, at least through to the end of 2020. I will provide a further update at an appropriate time.

Yours sincerely,

Vaughan Gething

Vaughan Gething AS/MS
Y Gweinidog Iechyd a Gwasanaethau Cymdeithasol
Minister for Health and Social Services
Dear Lynne,

During your Committee’s scrutiny of the Additional Learning Needs and Education Tribunal (Wales) Bill, a commitment was made to provide regular updates on the Additional Learning Needs (ALN) transformation programme. This letter is the ninth of these updates. This update will also address the issues you raised in your letter of 18 June.

1. Legislation and statutory guidance

Despite the restrictions necessitated by the Covid19 pandemic, work towards the successful implementation of the ALN Act remains a priority. My officials continue to work on the ALN Code and regulations and my intention remains to lay these before the end of this Senedd term, to enable the commencement of the new ALN system on a phased basis from September 2021.

Following the consultation, I published a summary of responses report which answered the common misconceptions arising from the reforms. Since then the priority is to finalise the Code and regulations ready for laying and publication. To ensure that our draft Code and regulations meet the needs of practitioners, parents and learners, we are engaging with a range of stakeholders in the public, health and third sectors; as well as representatives of the specialist institutions at post 16. This engagement has allowed my officials to discuss the consultation feedback and how...
the updated Code and regulations might address these, where it is appropriate to do so.

2. Implementation / transition support

The ALN Transformation Leads have provided a suite of documents that highlight good practice and summarise the transformation activity that has taken place in their respective regions during 2019-20 and they will shortly be providing their Regional Implementation Plans for 2020-21. During the lockdown period the Transformation Leads have been meeting officials on a weekly basis, providing an update from the ALN Transformation Leadership Group on progress made in relation to their regional and further education plans and to highlight and discuss any issues as they occur.

As part of work to increase Welsh Language resources for learners with ALN we have awarded a contract, subject to agreement of terms and conditions, for the translation of three books into Welsh. These books are part of a series aimed at teaching social, emotional and communication skills to learners of all ages and will be particularly useful for supporting children and young people with ALN.

We are also working with our stakeholders including the Third Sector Additional Learning Need Alliance (TSANA), to develop our thinking and materials around inclusion practices to provide reference materials to those working in ALN.

3. Workforce development

We continue investing in developing the skills of the education workforce to support the delivery of the new ALN system. Part of this work includes the development of a specific professional learning offer for Additional Learning Needs Co-ordinators (ALNCos).

We are working with our ALN Transformation leads, the Professional Learning Accreditation Group for Wales and other stakeholders to develop an accredited and a recognised route for the ALNCo professional learning.

It is anticipated that ALN modules that will be developed as part of the new national Masters qualification (MA in Education) will form the basis of the accredited option. The non-accredited but recognised option is likely to be a discrete module of learning that will contribute to an outcome in learners’ Professional Learning Passports. This module will be available on the Welsh Government’s Hwb digital learning platform and will be free at point of use.

The project scope has now been signed off by the ALN Professional Learning Steering Group and we anticipate that authoring groups for the modules of learning will be established over the summer.

4. Awareness raising

Eliesha Cymru are continuing to work alongside Welsh Government officials to develop ALN implementation training and awareness raising materials. An e-learning course will be the first of a three-part training package, made available over the summer and will be available on the Welsh Government’s Hwb digital learning platform. It will be targeted at those who work in ALN but will be accessible to anyone.
with an interest in understanding the basics of the new ALN system. Further training will be available on Hwb in the autumn.

Yours sincerely

Kirsty Williams AS/MS
Y Gweinidog Addysg
Minister for Education
Dear Lynne,

**Debate of Estyn’s 2018-19 Annual Report**

You will be aware that Estyn’s 2018-19 Annual Report was published on 26th February 2020.

The report reflected on the key developments in education over the last 3 years and recognised the progress that has been made since the publication of the Curriculum for Wales’ guidance. The report also highlighted the strengths and improvements in different sectors and some of the challenges that remained.

I understand that Meilyr Rowlands, Her Majesty’s Chief Inspector and his Strategic Directors, Jassa Scott and Claire Morgan attended CYPE Committee on 11th March to discuss the report.

Usually, once Estyn’s Annual Reports are published I lead a debate on the reports in plenary. The 2018-19 Estyn Annual Report was due to be debated during the summer term. However, due to the COVID-19 outbreak the debate was not scheduled as the Senedd was only considering matters in relation to the pandemic crisis and urgent business.

I am aware that the plenary forward work programme for September to December has been issued and my officials have approached me to ask whether I wish to proceed with a debate on Estyn’s 2018-19 Annual report.

Considering the delay in time between the publication of the 2018-19 report and a potential date in the autumn term to debate the report, I wondered whether this would be the most effective use of plenary time and whether the committee believed it would be more appropriate to lay the report before the Senedd to note.

Estyn’s 2019-20 Annual Report is due to be published on 9th December. I will lead a debate on that report early in 2021.
I would welcome your views.

Yours sincerely

Kirsty Williams AS/MS
Y Gweinidog Addysg
Minister for Education
Dear Lynne

Thank you for your letter of 8 July regarding the recent announcement to pause work on the proposals for home education statutory guidance and the draft database regulations.

This decision was not taken lightly and I was extremely disappointed that I had to take the difficult decision to pause work on the reforms.

A copy of the correspondence with the Children’s Commissioner (as requested) is attached.

Yours sincerely

Kirsty Williams AS/MS
Y Gweinidog Addysg
Minister for Education
Dear Sally Holland,

Thank you for your letter of 16 June regarding your concerns about the decision to pause the development of the home education reforms.

As I outlined at our meeting on 4 June, developing the national response to Covid19 has had significant implications on resources within Welsh Government – this includes, financial, policy and of course on the legislative plans for this Government term. Given the new and unprecedented pressures on the day-to-day work within the Government, the Cabinet undertook a prioritisation exercise to evaluate what was and was not deliverable and to analyse the potential options for alternative solutions.

I would like to assure you that home education remains one of my priorities and I was extremely disappointed that I had to take the difficult decision to pause work on the reforms. I can confirm that I considered a range of scenarios and mitigating actions, including options for alternative support, but ultimately I had to take the decision to focus limited resources on the Government response to Covid19 and to ensure that schools were able to operate in the current circumstances. The unprecedented situation we find ourselves in unfortunately means that there are limited resources for other areas of work within Welsh Government.

I do not think that the work that we have carried out to date is a waste of resources and whilst it is not possible to continue with these proposals at this time, I believe that we have provided a solid foundation for future work in this area. I will continue to promote children’s rights and will ensure that local authorities are accountable for the delivery of their statutory responsibility to ensure that all children in their locality are receiving a suitable education regardless of where that may be provided.

I would like to confirm that I hope that work can re-start towards the start of the next financial year if resources allow and I understand that my officials are shortly meeting with counterparts in Social Services to discuss key themes and next steps for home education following a meeting with the Deputy Minister for Health and Social Services. I was pleased that the Welsh Government was able to welcome and accept the recommendations made in your 2018/19 report and I made sure that resources were made available to ensure that we were able to deliver on the response. At the time our response...
was published, on 3 December, it was our intention to publish both guidance and regulations in 2020. However, as I have outlined in this letter, unfortunately the unforeseen onset of Covid19 has changed the landscape for everyone in terms of what can and cannot be delivered.

You asked a number of questions in your letter, let me answer them in order.

1. **When was the decision taken not to take these changes forward?**

   This decision was taken at a Ministerial meeting to discuss the legislative programme on the 30 April. This meeting was chaired by the First Minister and covered the legislative portfolios of a number of Ministers (all of whom were in attendance).

2. **How was the decision to not take these changes forward reached and by whom?**

   Let me assure you, the decision to pause the home education proposals was not taken lightly or in isolation. It was reached following a cross Government exercise which evaluated current resources against workload in light of the unprecedented need to respond to Covid19 and the potential implications of the ending of the EU transitional period.

   This means that we have had to make some really difficult decisions, including legislative prioritisation across the Government. In my portfolio, my priority has to be ensuring delivery of the curriculum and reforms to the ALN system.

3. **What information was presented to the decision makers in order for that decision to be taken?**

   Ministers were presented with a range of information to take into account before making a final decision on priorities including a range of scenarios and mitigating actions. As part of the decision making process, we were also provided with information on the amount of Welsh Government resource and an analysis of the level of complexity involved in each of the areas, for example in this instance, there was a high probability that the proposals would be subject to legal challenge (judicial review/JR).

   Additionally, confirmation was provided that officials have not been able to progress with necessary engagement with local authorities, local health boards and other stakeholders, due to Covid19. This information highlighted that local authorities are not able to prioritise this work, given the current demands that the Covid19 outbreak is placing on them, and all available local authority resources are now focused on maintaining critical services. Local authorities will continue to prioritise their response to Covid19 for the foreseeable future, including putting in place arrangements for the safe increased operation of schools, prioritising the health and wellbeing of learners and education staff.

   It was also clear that local health boards have experienced the biggest impact of the pandemic, and this will remain a significant issue for them as they continue to focus on front line working to mitigate and manage the impact of Covid19.

4. **What was the weighting to any decision making; was there consideration of work already undertaken and public commitments to actions for example?**
The response to Covid19 has, by necessity, taken priority over the majority of all other Welsh Government programmes of work. Weighting of decisions was based on the need to prioritise;

- the response to Covid19;
- legislation required for European transition; and
- legislation, which is a legal necessity that must be made under any circumstances.

New and substantial legislative workstreams have arisen because of Covid19 which needed to take priority including making amendments to existing powers as well as utilising the notice powers under Schedule 17 to the Coronavirus Act 2020.

5. What was the conclusion of the Children’s Rights Impact Assessment that accompanied that decision? I would like to see a copy of that impact assessment in full. If no such report exists I would like to know how the decision took into account the different considerations of children’s rights and the necessary balancing exercise in deciding which pieces of legislation and guidance would be prioritised.

During the initial stages of Covid19, Ministers have been keen to ensure that we continue to meet our statutory obligations, and as you are aware, an Integrated Impact Assessment (IIA) has been drafted for decisions taken early in the pandemic. Unlike normal IIAs, this will set out the impact of decisions that have been taken, rather than proposed policy proposals, to provide a transparent account of the actions and mitigations that the Welsh Government has had to take during this emergency period. This will of course include the CRIA.

Decisions taken after this initial period will be subject to individual IIAs and CRIA’s

In this instance, the CRIA had not been conducted at the time of the Ministerial meeting on the 30 April. The decision was taken because Welsh Government had to urgently move resources to other areas to support the priority response to the pandemic and on balance, it was decided to proceed with the Curriculum Bill and the reforms to ALN.

You will also be aware from the work my officials have been engaged in with your office regarding integrated impact assessments that understanding the impact of the pandemic and our subsequent response on children’s rights and how this can be mitigated, has been at the forefront of our decisions. I am grateful for the responsive way your office is working with us during this emergency period to help inform our decision making.

The best interests of the child remains at the heart of Welsh Government decision making and the home education proposals were fundamentally about ensuring compliance with children’s rights and, in doing so, ensuring that children of compulsory school age receive a suitable education. This consideration will be reflected in the CRIA, which will be published in due course.

6 Given the explanation that constraints around legal resourcing has been a driving factor behind this decision, has there been specific consideration of sourcing additional legal capacity specifically to work on the statutory changes around home education, in order to ensure that work undertaken to date will not be lost, and that the protections being taken forward by the statutory guidance and regulations can be maintained.

I considered a range of scenarios and mitigating actions, including options for alternative support before I reached the difficult decision to pause work on home education. However, ultimately I had to take the decision to focus limited resources on the Government response.
7. How has safeguarding been directly considered in reaching this decision?

The proposals have always primarily been about ensuring home educated children receive a suitable education. As I have said previously, safeguarding remains everyone’s responsibility. In November, the Welsh Government published Working Together to Safeguard People guidance, which reinforces the requirements already in place.

While I am disappointed we cannot continue the development of the home education proposals at this time, where pressures and resources allow, my officials will continue to work to try to make improvements and aim to;

- provide supplementary advice to the current guidance on safeguarding;
- publish the handbook for parents who are home educating;
- continue to fund the home education post in Careers Wales specifically for home educated young people;
- take forward work on the DEWI system to ensure it has the functionality so that when the database regulations are taken forward the system is in place to process the data from the outset.

In addition, my officials will be contacting local authorities to gather information about some of the issues home educating families may be experiencing as a result of Covid19. This will focus on the wellbeing of these children, and awareness and access to information and will help identify whether we need to do some targeted work with home educating communities during this time.

Independent Schools

Updating the independent school standard regulations has also been a priority for me; however, as with the home education proposals intensified pressures have now meant that this work cannot be taken forward in this term.

Further legislation in relation to the powers and scope of the Education Workforce Council (EWC) was another area that was due to be advanced this year. Some elements are still moving forward. For example, consideration of providing a new power for the EWC allowing the imposition of interim suspension orders on registrants. Where required, relevant legislative procedures will be progressed.

However, other potential legislative changes are less likely to be taken forward in this term, particularly where a non-legislative approach could go some way to achieving the overall aim. This is the case in relation to introducing a regulatory requirement on staff at independent schools to register with EWC. My officials are considering a potential interim measure of encouraging independent schools as responsible employers to require that their staff are registered with EWC. Such a move would prepare the sector for any future legislative requirements as well as go some way to achieving the aims referred to in your letter.

In terms of your point about non-qualified youth workers, our Youth Work Strategy, 2019, commits us to ‘consider the future role of registration in professionalising and supporting voluntary and paid professional youth work staff in Wales’. To support implementation of the strategy we established a number of sector-led Strategy Participation Groups (SPG’s), and one of these, the Workforce Development Group, is actively considering this area of work. This includes looking at a number of issues which you raise – the registration of non-
qualified youth workers – but also other important areas of work like the Schedule of Qualifications that supports registration but which needs updating. Members of the Workforce Development SPG, including the Education Workforce Council and Education Training Standards Cymru, are currently compiling an up-to-date list of qualification from around the UK that will support an update to the Schedule of Qualifications at an appropriate time. While the work of the majority of Strategy Participation Groups has been temporarily suspended to enable members to deliver key frontline services to young people during Covid-19, the Workforce Development SPG will no doubt be returning to consider the wider issues with registration in due course. The will include giving careful consideration to the potential role of registration in supporting and professionalising the work of non-qualified youth workers and those working towards qualification.

In these unprecedented times, I would like to finish by once again reiterating that children’s rights remain at the forefront of my thinking but difficult decisions have had to be made. Whilst I am disappointed that work has paused on the reforms I remain committed to working with you to ensure that we can tackle the issues raised during the reforms and be in a position to resume work in this area as soon as resources allow.

Yours sincerely,

Kirsty Williams
AS/MS
The Minister for Education
Y Gweinidog Addysg
Dear Lynne

RE: COVID19 CAMHS In-patient units

Thank you for your letter dated 30th June in which you asked me to provide an update on the arrangements that are now in place for HIW to visit and inspect in-patient facilities and the plans that HIW has to respond to any future easing or tightening of lockdown requirements.

HIW recently published a position statement

In summary, our approach during the pandemic period has been underpinned by four principles:

1. Reducing the burden and regulatory pressure of our work on healthcare settings at such a pressured time, whilst still delivering our statutory functions.

2. Maintaining an oversight of healthcare services and providing assurance to the public and Minister through a focus on intelligence and working closely with partner organisations.

3. Supporting the NHS, Welsh Government and other organisations directly in responding to the pandemic.

4. Preparing HIW to enable it to continue to deliver its purpose in the face of the current and ongoing challenges, whilst meeting our duty of care to HIW colleagues.

Although this approach led us to suspend routine inspection on 17 March, we have continued to monitor and risk assess healthcare settings through established intelligence feeds including monitoring performance measures and analysis of serious incidents, public concerns, information shared by our partners and our strong relationships with health boards. For the safety of patients, healthcare workers and our own staff, we have had to raise the threshold for undertaking physical inspections. However, it is important to note that we have at all times retained the option of inspecting healthcare settings where
we believe there are immediate risks to the safety of patients. There are a number of ways in which HIW can seek assurance, take action or escalate concerning issues without physically visiting a healthcare setting, but it has been necessary to conduct inspections on two recent occasions. These inspections did not, however, relate to the provision of CAMHS inpatient services in Wales.

In the case of independent mental health services in Wales, for which HIW acts as Regulator, we have continued to work closely with the National Collaborative Commissioning Unit (NCCU) in order to assess any risks to the safe provision of services. This wider monitoring arrangement includes oversight of the inpatient CAMHS services provided by Hillview Hospital, Ebbw Vale. Over the past year we have also had ongoing contact with the Children’s Commissioner about care provided by this setting, which has helped us to discharge our role as regulator.

In response to the safety considerations associated with undertaking physical inspections, which I have referred to above, we have been developing new ways of working. We are currently planning a new programme of routine assurance work which will be refined adjusted on an ongoing basis according to risk. We will be piloting our new way of working for the three month period from August to October. Towards the end of this period we will evaluate the approach to ensure it is appropriate and in meeting its aims and objectives. A key feature of our new approach will be the use of a three tiered model of assurance and inspection that reduces the reliance on onsite inspection activity as our primary method of gaining assurance. Tier 1 activity will be conducted entirely offsite and will be used for a number of purposes but, at this stage, primarily where issues cannot be resolved via our standard concerns process and where the risk of conducting an onsite inspection remains high. Tier 2 will introduce a combination of offsite and limited onsite activity, whilst Tier 3 will represent a more traditional onsite inspection. The unannounced nature of our work means that I cannot disclose exact details of our forthcoming work programme in relation to CAMHS services. However, I can confirm that our plans take into account a range of intelligence in relation to inpatient CAMHS services including the findings from previous inspections.

You may recall that HIW published a youth thematic report in March 2019, which including concerns about the ability of CAMHS to accommodate people who are high risk and the need for young people to receive services outside of their local area. We are planning to follow-up on the recommendations of the youth thematic review imminently by seeking updates on action taken by Welsh Government, health boards and independent service providers. We will publish the findings of this work and would be happy to meet with you or attend a future committee to discuss this work.

I hope you find this update useful in understanding how we are discharging our role during these challenging times. Please do not hesitate to contact me should you wish to raise any specific issues or concerns about inpatient CAMHS in Wales.
Yours sincerely

Alun Jones
Interim Chief Executive
Healthcare Inspectorate Wales
By virtue of paragraph(s) vi of Standing Order 17.42

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