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AGENDA

Committee	CHILDREN AND YOUNG PEOPLE SCRUTINY COMMITTEE	
Date and Time of Meeting	TUESDAY, 11 DECEMBER 2018, 4.30 PM	
Venue	COMMITTEE ROOM 4 - COUNTY HALL	
Membership	Councillor Lee Bridgeman (Chair) Councillors De'Ath, Philippa Hill-John, Joyce, Morgan, Phillips, Taylor, and Singh Patricia Arlotte (Roman Catholic representative), Carol Cobert (Church in Wales representative), Rebecca Crump (Parent Governor Representative), Karen Dell'Armi (Parent Governor Representative) and Hutchings	
		<i>Time approx.</i>
1	Apologies for Absence To receive apologies for absence.	4.30 pm
2	Declarations of Interest To be made at the start of the agenda item in question, in accordance with the Members' Code of Conduct.	
3	Minutes (<i>Pages 5 - 10</i>) To approve as a correct record the minutes of the previous meeting.	
4	Vale, Valleys and Cardiff Adoption Collaborative - Annual Report (<i>Pages 11 - 52</i>) To present the Vale, Valleys and Cardiff Adoption Collaborative Annual Report for 2017/18 for consideration and comment.	4.35 pm
5	Children's Services Quarter 2 Performance Report (<i>Pages 53 - 112</i>) To consider the performance of Children's Services as at the end of Quarter 2 to identify any areas of concern or comment.	5.20 pm

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| 6 | Out of County Inquiry Report - Cabinet Response <i>(Pages 113 - 180)</i> | 6.20 pm |
| | To receive the Cabinet Response to the Committee's inquiry report. | |
| 7 | Provision of English-Medium Primary School Places in the Llanrumney area SOP: Pre-Decision Scrutiny | 6.40 pm |
| | <i>Draft Cabinet Report – to follow</i> | |
| | To consider and review the information and recommendations contained in the draft report. | |
| 8 | SOP 21st Century (Band B) - Redevelopment of Cantonian, Woodlands and Riverbank Schools | 7.00 pm |
| | <i>Draft Cabinet Report – to follow</i> | |
| | To consider and review the information and recommendations contained the draft report. | |
| 9 | Joint Committee draft Drug Inquiry Report <i>(Pages 181 - 266)</i> | 7.20 pm |
| | To receive a briefing on the recently completed joint inquiry and to approve the draft report for presentation to Cabinet. | |
| 10 | Work Programme <i>(Pages 267 - 272)</i> | 7.30 pm |
| | To receive a briefing on the recently completed joint inquiry and to approve the draft report for presentation to Cabinet. | |
| 11 | Urgent Items (if any) | |
| 12 | Way Forward | 7.40 pm |
| | To review the evidence and information gathered during consideration of each agenda item, agree Members comments, observations and concerns to be passed on to the relevant Cabinet Member by the Chair, and to note items for inclusion on the Committee's forward work programme. | |
| 13 | Date of next meeting | |
| | The date of the next scheduled meeting of the Children and Young People Scrutiny Committee is on Tuesday 15 January 2019 at 4.30 pm. The meeting will be held at Eastern High School. | |

Davina Fiore
Director Governance & Legal Services
Date: Wednesday, 5 December 2018

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CHILDREN AND YOUNG PEOPLE SCRUTINY COMMITTEE

13 NOVEMBER 2018

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

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

Chloe Burrage (Cardiff Youth Council representative)

38 : APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillor Heather Joyce and Karen Dell'Armi (Parent Governor Representative)

39 : DECLARATIONS OF INTEREST

No declarations of Interest were received.

40 : MINUTES

The minutes of the meeting held on 9 October were agreed as a correct record and signed by the Chairperson.

41 : CARDIFF CHILD FRIENDLY CITY - DRAFT STRATEGY

The Chairperson welcomed Councillor Sarah Merry (Deputy Leader and Cabinet Member for Education, Employment and Skills, Nick Batchelar (Direction, Education and Lifelong Learning), Lee Patterson (Community Education Officer) and Marianne Mannelo (Policy Director, Play Wales) to the meeting.

The Chairperson invited Councillor Merry to make a statement in which she stated that the reason that such a strategy is being considered is due largely to the austerity measures and cuts in funding and that it is vital that the needs of the most vulnerable children are considered and protected and that services are shaped around them. Children must also be consulted about what is being proposed.

The Director outlined the importance of the programme and the importance of strong partnership working. Cabinet committed to the Child Friendly City programme in March 2017. Whilst there has been real progress in participation and partnerships, there has been limited focus as to what this programme will do; it is important to demonstrate that we have made a difference to a young person being in Cardiff. That focus has now been distilled into a strategy. The presentation [Working towards a Child Friendly City](#) outlined the programme development; programme delivery to date; the vision (Cardiff is 'a great place to grow up') for a Child Friendly Cardiff and the 5 goals and 17 commitments to action, namely:

Goal 1 – Every child and young person is valued, respected and treated fairly;

Goal 2 – Every child and young person has their voice, needs and priorities heard and taken into account;

Goal 3 – All children and young people grow up in a safe and supportive home;

Goal 4 – All children and young people access high quality education that promotes their rights and helps them develop their skills and talents to the full; and

Goal 5 – Children have good physical, mental and emotional health and know how to stay healthy.

Marianne Mannelo (Policy Director, Play Wales) provided Members with information about the Street Play Road Closure Pilot which is still ongoing, advising that they had been contacted by an organisation which supports Street play – called Playing Out. As a consequence a pilot scheme was set up in a number of communities August 2017 which initially continued for 5 months. They took place in neighbourhoods where none tertiary roads and roads without bus traffic could be used. The roads were closed for a few hours each month. The results were positive with children playing out and feeling safer and parents getting to know their neighbours. The idea is not to move the children away from danger but to support parents to manage the risk assessment. The model can be a cost neutral intervention in the city, although some funding was drawn down to provide HiVis jackets for stewards.

Members noted that the Child Friendly City Strategy Launch is to take place at City Hall on Tuesday 20 November 2018.

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

- Members noted that in the Whitchurch & Tongwynlais ward an unofficial monthly road closure was taking place; it was hoped that this could become an official arrangement. Members suggested that sport and music are other avenues which could be used to encourage children, particularly bearing in mind the large number of sporting groups. Members were advised that a music strategy for the city is being considered.

Members were advised of the difficulties in obtaining the relevant authority to close streets for play; requests to extend the pilot periods have been refused, particularly due to the legislative process which needs to be undertaken. It is the same process to close a road for 2 hours or to close roads for a week for Dr Who to be filmed. The costs are not proportionate.

- Members noted that children have stated that Cardiff feels like a safe city. Alcohol abuse and antisocial behaviour were not highlighted as being one of the more serious concerns that children and young people had. Unicef take the view that it is not possible to solve all of the city's problems; however young people must be listened to.
- Members sought clarification as to why the words diet and obesity did not appear; the strategy uses the words well-being and mental health. The Director advised that the Council works closely with the Health Board to help shape policies. They were keen that

obesity was not used as a key priority. Well-being covers food, healthy eating and diet, they are of course aspirations but have not been spelt out in the actions; Members have access to the early draft action plan. Members noted that the Director is the Chair of the strategy group; there is also a wider operational group; and a Young Peoples Advisory Board.

Members noted that whilst schools are clearly leading in relation to healthy school food, there should be a city wide commitment to minimising the exposure of junk food.

- Members asked whether the annual report should be presented to Council and not just to the Public Service Board. The Cabinet Member advised that there is an issue in terms of format and that it is a partnership initiative rather than Council, however, in principle it would be a good idea to share it. Members asked that it be shared with this Committee if it is no possible for it to be shared with Council.
- Members noted that the second goal is for every child and young person to have a their voice, needs and priorities heard and taken into account, but queried how that sits with the governance arrangements. Members were advised that consideration has to be given to changing the governance and, although the advisory board are helping, more children and young people need to hold the Council to account. Consideration has to be given to how the private section can be engaged.

There also needs to be focus on vulnerable young people and what young people in care say, for example they do not have Dad or Mum's taxi, that can be a hindrance to moving around Cardiff therefore negotiation is taking place with Cardiff Bus.

- Members noted that the event on 20 November is a celebration on Children's rights and not a consultation exercise, although they believed that it was important that children and young people needed to know the point of it.
- Members discussed the necessity of engaging the private sector noting that it was necessary to actively advocate the programme beyond the Public Service Board.
- Members queried the tie in with front line staff, or charities who currently have programmes working day to day listening to the needs of children, and were advised that consideration is being given to providing a platform and forum for sharing ideas. It forms part of the delivery plan.
- Members discussed, bearing in mind the number of UK Councils on this journey, that the sharing of best practise would be helpful. It was noted that the co-ordinators are brought together by Unicef on a regular basis; Cardiff is the first city to put together a piece of

work. Information can also be shared through a portal, it being a repository for information.

- Members queried the funding of the strategy and were advised that the figure was £80k total including all costs staff, running costs etc which includes £25k to Unicef.
- Members discussed the need to ensure that the Committee and other Members attend all the training that Unicef have to offer. It is importance that there is a real understanding of what Children's rights mean.

The Committee wished to thank Lee Patterson for his hard work and requested regular updates on the implementation of the strategy.

RESOLVED:

The Chairperson writes to the Cabinet Member on behalf of the Committee expressing their comments and observations discussed during the way forward.

42 : 'SEIZING THE OPPORTUNITY' SHAPING A NEW CURRICULUM FOR WALES - VERBAL BRIEFING

The Chairperson welcomed Councillor Sarah Merry (Deputy Leader and Cabinet Member for Education, Employment and Skills, Nick Batchelar (Direction, Education and Lifelong Learning), Suzanne Scarlet (Performance Manager) and Natalie Stork (Performance and Information Officer) to the meeting.

The Director was invited to make a statement. Members were provided with a presentation, ['Shaping a new curriculum for Wales'](#), and shown a clip of one of the speakers, Victor Ciunca, from the Youth Council addressing the audience at the Cardiff Education Convention on 23 October 2018.

Members were invited to comment, seek clarification or raise questions on the presentation. Those discussions were summarised as follows;

- Members asked whether, even with the four key purposes of the new curriculum, grades will continue to drive both children at school and employers. Members were advised that in primary schools, the practice is very close to the successful futures ideal, the biggest challenge is rethinking secondary education. Members noted that the WJEC are hoping to start a conversation with schools and local authorities to develop a new testing system.
- Members queried what happens to those left behind if employers and schools are not moving forward at the same rate. Officers advised that they are involved with the Regional Skills Partnership and Cardiff City Deal in looking at upskilling the existing work force. Close attention needs to be paid to the post 16 age group. It is hoped that the City Deal will bring

forward a programme to incentivise learners. It is important to share identify and share opportunities.

- Members discussed the assessment arrangements, it is important to ensure that an innovative curriculum is designed only to be followed by a neanderthal assessment process. Some work is being doing on competency based assessments rather than assessment taking place at the high stakes threshold points in a school career. It is noted however that there is still an obsession with exams; perhaps Qualification Wales should be questioned about it. They do not what to repeat what happened within the Scottish education system.
- Members discussed the education and reform journey in Wales but noted that the Pisa results which will not be published until next year. Members noted that it is important to that there is confidence in the education system from all sectors, if not it will not last.
- Members discussed the importance of learning through interaction and the fact that that needs to be weaved into the curriculum. In life almost anything we do is done collaboratively – social relationships in education need to be change, and then it will be necessary to work out how it is assessed.

The Youth Council produced the Curriculum for Life Report 4 years ago, it now needs to be embedded in schools. There is a contrast between what schools thought they were doing for pupils and what pupils through schools were doing for them.

RESOLVED:

The Chairperson writes to the Cabinet Member on behalf of the Committee expressing their comments and observations discussed during the way forward.

43 : WAY FORWARD

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

44 : URGENT ITEMS (IF ANY)

There were no urgent items considered.

45 : DATE OF NEXT MEETING

The next scheduled meeting of the Children & Young People Scrutiny Committee is on Tuesday 11 December 2018 at 4.30 pm

The meeting terminated at 6.50 pm

**CYNGOR CAERDYDD
CARDIFF COUNCIL**

CHILDREN & YOUNG PEOPLE SCRUTINY COMMITTEE

11 December 2018

**VALE, VALLEYS & CARDIFF REGIONAL ADOPTION SERVICE – ANNUAL
REPORT 2017-2018**

Purpose of the Report

1. The purpose of this report is to provide the Committee with a copy of the Vale, Valleys and Cardiff (VVC) Regional Adoption Collaborative's Annual Report 2017/18 (copy attached at **Appendix A and A1**). The report sets out the key information about the Regional services together with monthly and quarterly performance information for the period 2017 – 2018.

Background

2. As a key part of the implementation of the Social Services and Well Being Act (Wales) 2014, the National Adoption Service for Wales has been created to bring together existing local government services into a three tier system, with partnership arrangements for services provided in other sectors, to co-ordinate and deliver adoption services in a different way. These tiers are:
 - local authority level – where all local authorities will continue to identify and meet needs of children for whom adoption is the most appropriate plan;
 - regional level – where five local authority collaboratives have been created to deliver agreed adoption functions and develop operational links, as appropriate, with voluntary sector and other services to develop and improve service delivery; and at

- national level – a small team to co-ordinate and drive improvement and consistency, while maintaining strategic and planning links with Voluntary Adoption Agencies (VAAs) and the delivery of certain national functions.
3. The Vale, Valleys & Cardiff Adoption Collaborative (VVC) brings together the adoption services of the Vale of Glamorgan Council, Merthyr Tydfil County Borough Council, Cardiff Council and Rhondda Cynon Taff County Borough Council. It is one of the five regional Collaborative's which form part of the National Adoption Service in Wales (NAS) .The Vale of Glamorgan Council host the Regional Collaborative.
 4. In March 2015 Welsh Government published the (Joint Adoption Arrangements) (Wales) Directions 2015, known as “ The Directions Powers “, which prescribe the regional areas and the governance structure for the service at a national and regional level. The merger of the adoption services within the region in June 2015 was the culmination of much co-ordinated effort and joint working on the part of all partners in progressing the plan to implement the service.
 5. The Annual report brings together into one document a review and analysis of the activities of the collaborative, together with a number of performance measures which monitor performance in relation to the key stages in the adoption process for children with particular emphasis upon the overall timeliness off the process. The report also provides the annual review of the service as required by Regulation 22 of the Local Authority Adoption Service (Wales) Regulations 2007 and section 15 (c) of the Adoption and Children Act 2002 (joint Adoption Arrangements) (Wales) Direction 2015.
 6. The report, copy attached at **Appendix A** focusses on the following areas of the regions work:
 - a. Service Development and Governance
 - b. Service Functions

- c. Family Finding
 - d. Recruitment & Assessment of Adopters
 - e. Adoption support
 - f. Adoption Panel
 - g. Complaints and Compliments
 - h. Conclusion and 2018-19 priorities
7. Also attached at **Appendix A1** to the Annual Report is a copy of the Region's performance data for each Local Authority in the Collaborative together with monthly and quarterly data for the year.
8. The Regional report also acts as the Regions Annual Report to the Director of Operations for the National Adoption Service, the Management Board and Joint Committee.
9. The Committee scrutinised the 2016/17 Regional Adoption Service proposals in October 2017. Members welcomed the 2016/17 Annual Report and agreed to commend it to the Management Board and Joint Committee. In a letter to the Head of Service in the Vale of Glamorgan, the Committee made a number of comments (see **Appendix B** and a full response was provided, copy attached at **Appendix C**).
10. The Collaboration's Annual Report for last year, 2017- 2018, included a number of specific improvements and priorities for implementation during the year 2018-19, these are set out in paragraphs 9.

Scope of the Scrutiny

11. The Report will provide the Members with the opportunity to review the progress made in the management and operation of the Regional Adoption Service. Members may wish to evaluate the following aspects of the reports:
- a. How well has the VVC Regional Service progressed against the targets and performance measures;

- b. The progress that the VVC Region has made in addressing the improvements and priorities highlighted in paragraph 9.
- c. What are the plans for the future for the VVC Region.

Way Forward

12. Angela Harris, Regional Adoption Manager, VVC, will present the report on the implementation and performance of the regional collaborations following which they will all be available to answer questions Members may have. Councillor Graham Hinchey, Cabinet Member for Children and Families, Claire Marchant, Director of Social Services and Deborah Driffield, Assistant Director Children's Services will also be available to answer any questions.

Legal Implications

13. 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

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 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. These financial implications will need to be considered before any changes are implemented. Any report with recommendations for decision that goes to Cabinet/Council will set out any financial implications arising from those recommendations.

RECOMMENDATIONS

That Members review the information contained in **Appendices A & A1** together with any additional information provided at the meeting and submit any comments, concerns or recommendations about the services to the Cabinet Member for discussion with the Regional Manager.

Davina Fiore

Director of Governance and legal Services

5 December 2018

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VALE, VALLEYS AND CARDIFF ADOPTION COLLABORATIVE (VVC)

ANNUAL REPORT FOR 1 APRIL 2017 TO 31 MARCH 2018

1. BACKGROUND

1.1 Vale, Valleys and Cardiff Adoption Collaborative (VVC) is the largest of the five regional collaboratives which form part of the National Adoption Service in Wales (NAS). It provides a regional adoption service to the Vale of Glamorgan Council, Merthyr Tydfil County Borough Council, Cardiff Council and Rhondda Cynon Taff County Borough Council. The service is hosted by the Vale of Glamorgan Council.

1.2 This is VVC's third annual report and covers the period 1 April 2017 to 31 March 2018. The Collaborative is required to review the service it provides by regulation and as part of the reporting requirements set out in the legal agreement underpinning the operation of the Collaborative. This report seeks to combine the various reporting requirements in one report.

Appendix A to the report sets out key performance data by quarter and local authority.

2. SERVICE DEVELOPMENT AND GOVERNANCE

2.1 There has been no changes to the managerial structure of the service during the period and the service continues to be managed by a Regional Adoption Manager and three service specific managers for Family Finding, Adoption Support, and Recruitment and Assessment. The Family Finding Manager went on maternity leave in January 2018 and the post has been covered by an interim 'acting up' arrangement within the service. The Adoption Support Manager's post has been made a permanent full time position as a result of the Best Value Review.

2.2 There have been some changes to the staff team during the year due to a part time Business Support Officer leaving the service to obtain a full-time position, two part-time Social Workers retiring, one Social Worker, who was employed for 30

hours, moving out of the area and two Social Workers going on maternity leave. The loss of these part-time posts has enabled some reconfiguration of these posts to full time positions. The service has continued to receive a high number of applicants for the vacancies which have arisen and also has had success in filling temporary positions. Some short term agency cover has also been put in place to cover gaps.

2.3 As outlined in the last report and due to the increased demands being placed upon the Collaborative, the Directors of the partner authorities commissioned a Best Value Review of the service in December 2016. The review was undertaken by an Officer from the Vale of Glamorgan Business Improvement Team and Finance Officer from Merthyr Tydfil County Borough Council. The analysis for the review was undertaken between January and September 2017. A draft report was presented to members of the Management Board during the autumn of 2017, prior to the report being agreed by the Directors and Joint Committee in December 2017.

2.4 The review was comprehensive and sought engagement from a range of staff both within VVC and also from our local authority partners. Consultation also took place with key stakeholders, members of the Management Board and representatives from the NAS central team. The review considered a range of aspects from the current service delivery model, the level of demand being placed upon the service, staffing arrangements, the governance of the region and funding.

2.5 The principal recommendations of the review were as follows:

- a) Finalise completion of the digital Adoption Panel process to streamline processes and improve efficiency.
- b) Establish an Operational Group of VVC and local authority managers to progress service improvement and development work within the region.
- c) Increase regional staff resources within Adoption Support by securing the full time permanent appointment of the Adoption Support Manager and also the additional post covering Letterbox and Access to Birth Records.

- d) In order to meet the emerging need to recruit more adopters, the review also recommended the appointment of a Marketing and Recruitment Co-ordinator on a two year fixed term basis and two Social Workers in Recruitment and Assessment, one to be appointed initially and a further one should adopter applications increase.
- e) Formal review of the Legal Agreement to be undertaken to include twice yearly meetings of the Directors and the Management Board, changes to the frequency of Management Board meetings to quarterly and establishment of an Operational Group as part of the overall governance of the region.
- f) Update and consider revision of the existing funding formula for the service and keep it under review.

2.6 An Action Plan has been developed and agreed to take forward the actions arising from the review.

2.7 VVC continued to operate from Ty Pennant, Pontypridd during this time but due to the licence to occupy the premises expiring in September 2018, a trawl of alternative accommodation options was undertaken in the latter part of 2017 which included partner authorities and commercial options. The available commercial options were financially prohibitive and the partner authorities provided a nil return with the exception of the Vale of Glamorgan. It was therefore agreed that the service would relocate to the Dock Office in Barry during August 2018 prior to the cessation of the licence and following completion of some remedial work to the new premises. It was felt that this would also allow for consultation re any HR issues and for any other matters affecting staff to be considered. The service moved to their new base on 10 September 2018.

2.8 The budget for the Collaborative is managed by the Vale of Glamorgan and is monitored closely by the Management Board and Joint Committee. The end of year position reported a slight overspend in the budget for 2017-18 created by some

additional and unexpected costs for cleaning services at Ty Pennant which were received at year end. The Collaborative receives an annual internal audit undertaken by Bridgend and Vale Audit Shared Service. The audit undertaken for 2017-18 found 'substantial assurance' in respect of the management of risks within the service. The Best Value recommendation to review the funding formula has been taken forward by the Finance Technical Group comprised of Finance Officers from the four authorities. It was agreed that funding arrangements would remain unchanged for 2017-18 but further work would be undertaken in 2018-19 to consider options for future funding of the Collaborative.

2.9. The Management Board has continued to meet bi-monthly during this period. Board meetings have continued to be well represented and supported by Heads of Service from the partner authorities and wider membership. The representative from the Voluntary Adoption Agency, St David's has changed to their Director of Operations and the Chair of the Management Board transferred to the Director of Social Services for RCT in July 2017.

2.10 The Management Board has played a key role in monitoring the progress of the Best Value Review to address improvements in service delivery. It has also continued to regularly monitor the overall performance of the region highlighting areas for improvement and potential solutions. To support the Management Board in monitoring the key elements of the performance framework, it has agreed the key performance data it wishes to receive on a regular basis which is attached at Appendix A.

2.11 The performance of the regional service has continued to be monitored via the NAS Performance Framework. The range of measures has increased each year which has required more comprehensive recording mechanisms to be put in place to capture this data. VVC has fully complied with all reporting requirements.

2.12 The Director of Operations for NAS attended the VVC Management Board in May 2018 to present the NAS End of Year Report for 2017-18 in respect of VVC's performance. Some of the headlines from this report are covered later.

2.13 The Joint Committee met in June and December 2017. The Joint Committee is comprised of elected Members from each of the authorities although the individual Members changed in May 2017 following the local elections. The Joint Committee approved the annual accounts for the Collaborative, the annual budget and plan and the Best Value Review.

3. SERVICE FUNCTIONS

3.1 VVC's Annual Work Plan has focused actions around the ongoing priorities set by NAS to improve adoption support and to place children and recruit adopters more effectively. Progress in meeting these priorities and developments to enhance service delivery are outlined under each of the service areas.

4. FAMILY FINDING

4.1 As previously indicated VVC is the largest of the regional collaboratives with the largest children looked after population. This context was acknowledged in the NAS End of Year Report for 2017-18 which states 'one of the implications of the size of VVC is that it represents a correspondingly large proportion of the overall demand across the spectrum of adoption services that local government and partners are required to provide'. In terms of family finding activity this represents a large area of work for the region and one that has increased since VVC's inception. The NAS report indicates that regionally VVC worked with about 15% of the children looked after within the region during this period.

4.2 The number of children referred for adoption totalled **244** which has fallen slightly on the previous year, although this represents the highest in Wales. **86** children were placed for adoption during the year, a 6% increase on the previous year. A new measure introduced in 2017-18 requires regions to report on the location of placements. During the reporting period, **51** children out of the 86 were placed within the region. **23%** of the placements made were for children in sibling groups which represents an increasing trend.

4.3 At the end of the year there were **138** children who had a 'should be placed' for adoption decision but had not been placed for adoption which is significant

increase on previous returns. **117** of these children were subject of a Placement Order. This figure has been used to project the number of adoptive placements required by the region to meet its' needs. However out of this total, 16 children were on hold pending a change of Care Plan, 34 children had active links, 10 of which were proceeding to matching, and the region was at year end actively recruiting for 67 children.

4.4 The region has recorded **102** Placement Orders being made during the year which also represents a slight decrease although the number of Adoption Orders has increased to **70**.

4.5 The measure in relation to the timeliness of the process from becoming looked after to being placed for adoption indicates that on average children were placed within **13.6 months** which the NAS report indicates is 'close to the benchmark of 13 months or less and one of the better averages amongst the NAS regions'. The NAS report also highlights that the VVC average of **7.7 months** from Placement Order 'is a significant improvement from last year; it is better than the national average although the benchmark is 6 months or less'. Regrettably of all the placements made during the year, **68** children had waited longer than six months to be placed which is higher than the previous year but is indicative of the challenges faced in placing children with complex and additional needs.

4.6 The level of placement breakdown remains relatively low with **3** placement disruptions during the year, one of these was a sibling group where one of the children had complex emotional needs and the other was a little boy with complex needs who had also experienced a previous breakdown.

4.7 The number of birth parents referred to the service for counselling fell during the year to **297** in line with the national picture and slight reduction in children being referred. Overall take up in this area continues to pose significant challenges for the service as only **112** parents took up the service, although this represents one of the higher proportions across Wales.

4.8 The provision of Life Journey Material for children at their second adoption review remains an area of national and regional focus. Further improvement has been noted during the period with **68%** of children placed having life journey work materials in place by the second review. NAS has provided a Welsh Government grant to regions to improve performance in this area. VVC has purchased various resources of direct work materials which have been distributed to childcare teams in the region to assist and improve practice. AFA Cymru has been commissioned by NAS to develop a toolkit and to work with regions to develop improvement plans. AFA Cymru facilitated a day for VVC staff and local authority practitioners in November 2017 and more development days are planned.

4.9 The region utilises several different methods to assist Family Finding. If there are no internal links within the Collaborative external funding agreement is sought. The Welsh Adoption Register generates suggested links based on children's referrals and adopters approved by regional collaboratives and Welsh Voluntary Adoption Agencies. Last year VVC purchased a licence for Link Maker, a national database of children waiting. This has proved to be the most successful avenue for external links although sometimes this has been supplemented by an external mailshot which is sent securely to adoption agencies within the UK. The use of Link Maker has also reduced the need to advertise nationally in family finding publications for children waiting.

4.10 VVC accessed the Welsh Adoption Register Exchange Day in North Wales September 2017 where 29 children were profiled. Unfortunately there were fewer adopters in attendance and many children did not have any potential links from the event. A lot of interest was generated for one of the children but unfortunately none of these links were suitable. One link is still being explored however it has taken some time as therapeutic involvement was required for the transition.

4.11 The service has also used Activity Days organised through Coram BAAF to promote children that were harder to place. Three were accessed across the UK, one child attended in May 2017, another attended in June 2017 and a third child attended in September 2017. Unfortunately no appropriate links progressed from these days. The first Welsh Adoption Activity Day took place in March 2018. This

was extremely successful and resulted in links progressing to a match for four children, a toddler with additional needs, an older child and a sibling group of two.

4.12 As members of Adoption UK, VVC is able to access 'Children Who Wait', a magazine which profiles children seeking adoptive families. A sibling group of two were profiled in September 2017 and two single children were profiled in March – May 2018 for three sequential editions. The sibling group were not linked using this method however we are exploring links for the two single children. As part of the membership VVC is able to access 10 free advertising spaces from April 2018 which will hopefully be utilised productively.

4.13 An application to join 'New Families Social' Adoption Group from April 2018 has been made which will hopefully offer another avenue of profiling children to approved same sex adopters across the UK.

5. RECRUITMENT AND ASSESSMENT OF ADOPTERS

5.1 The Performance Management Framework records key activity around enquiries, response times to enquiries, applications and timeliness in respect of approval of adopters. The returns in respect of adopter activity have been mixed, with improvements in some areas but not in other areas.

5.2 The region received **242** enquiries from prospective adopters in total for the year 2017/18 which represents an impressive 61% increase on the previous year and is the highest it has been for three years. This is encouraging and provides a sound basis for planning recruitment activity going forward. It remains however difficult to accurately identify the geographical location for all the enquiries received, although the local authority area is now a standard question on the enquiry form linked to the VVC website. Whilst this question has been added, VVC continues to receive a significant number of electronic enquiries where the local authority area is not completed and this information is not specified on the enquiries that come via the NAS website. Of the 242 enquiries received, VVC was only able to identify the local authority area for 152.

5.3 VVC's response rate to enquiries within five working days has returned to 100% following a slight drop in performance during the previous year. It is anticipated that the employment of a Marketing Officer will address any further deficits in this area and enhance our initial response to ensure that enquiries are followed up promptly.

5.4 The region approved **46** adopter households in the year 2017/18 compared with **47** in the previous year. The region was on target to approve over 50 households but there were **5** assessments that did not progress to Panel. This is a high number but the reasons given assist in understanding the complexities which can occur in assessing adopters. In two of the assessments, the couple's birth children were not supporting adoption. In one of the assessments the couple had come to a realisation that adoption was not right for their family situation and in another a realisation that they had come too late to adoption. In the fifth assessment that did not proceed a complex family issue had emerged which the couple found too intrusive to continue. There were two further assessments that were due to be completed in the final quarter of the year but were put on hold. The first couple suffered the loss of a family member and wished to take some time to grieve. The second couple had a complex family issue which arose during the assessment which needed further investigation.

5.5 In relation to VVC's overall performance in relation to the timeliness of assessments the picture is mixed. The timescales from initially enquiry to approval has increased from **12.2 months** to **13.5 months** but the timescale from application to approval has improved with an average of **7.1 months** overall. These figures clearly highlight that the greatest gap is between initial enquiry and application, arguably something that has been out of the control of the Collaborative as this is very much related to individual choice. The region continues to be able to account for the delays in assessment and has continued to supply an explanatory narrative to NAS to accompany the return in respect of these measures.

5.6 As mentioned in the previous report, VVC revamped the initial information provided to adopters, believing that those interested in adoption should be provided with more information on the needs of children at a far earlier stage in the process in order for them to make a more informed decision around whether adoption is the

right choice for them. This continues to be the case, and those attending the information evenings have frequently provided very positive feedback to VVC on how much better informed they have felt. It is clear that the trend noted previously with enquirers taking a longer time to come forward for an initial visit has continued. The recruitment of families for siblings and children with additional needs continues to remain a challenge.

5.7 The shortfall in adopter recruitment and the number of children waiting at year end has become an emerging and very pressing need. VVC was required, along with other regions, to submit a Recruitment Plan and target for approvals at year end. For the reasons indicated above VVC fell short of this target but the need to increase adopter resource was considered closely by the Best Value Review and the additional resources recommended in Recruitment & Assessment was in response to as the emerging need.

5.8 The decision to employ a Marketing and Recruitment Co-ordinator is seen as crucial in being able to track and harness the enquiries to increase the number of enquiries which can be converted into applications. Due to the number of children waiting and the number of Placement Orders projected to be made in the coming year, NAS project that the number of adoptive placements required will be 145. This is likely to pose significant challenges upon the service. The Marketing and Recruitment Officer has recently been appointed.

5.9 As of 31st March 2018 there were 26 assessments being completed by the region with a further 11 assessments generated from the adopter training in March 2018 which were all allocated within the first quarter of 2018/19.

5.10 Five of the adopter assessments undertaken during the year were from foster carers wishing to adopt the child in placement. Of the five that were completed in 2017/18, four of them had the child placed with them for more than one year at the point of their application.

5.11 During the past year the majority of the assessments completed have been allocated within the Recruitment and Assessment function. Agreement to extend hours for a couple of part time staff in the Family Finding Team was sought to complete assessments that could not be allocated and by utilising staff slippage monies. Assessment plans and mid-point reviews have continued to be used to improve practice and timeliness.

5.12 VVC continues to receive high numbers of non-agency adoption referrals, the majority of which are from step-parents wishing to adopt their step-child. It is planned that this area of work will be collated by NAS in the coming year. Again this is an area which poses significant challenges for the service. The need to prioritise the recruitment of adopters for children waiting to be adopted has resulted in a waiting list for allocation. On occasion, applicants have submitted their application to adopt directly into Court which resulted in an urgent assessment being required.

5.13 During the year, there has also been a slight increase in inter-country related enquiries, which have posed some issues for the team due to their complexity. Quite a few of the enquiries received are from couples wishing to adopt a child who is known to them, who resides in a different country. This area has also identified a knowledge gap in the service which we hope to address via training.

5.14 Towards the end of the reporting period, NAS was able to secure some additional funding to assist with recruitment. VVC utilised their grant to provide leaflets to assist with marketing the service and along with two other regions to employ a marketing company, COWSHED to develop a regional Marketing Plan. Further funding has been provided by NAS to provide mentoring by the company to the regions. This plan will therefore be further developed by the Marketing Co-ordinator in conjunction with COWSHED.

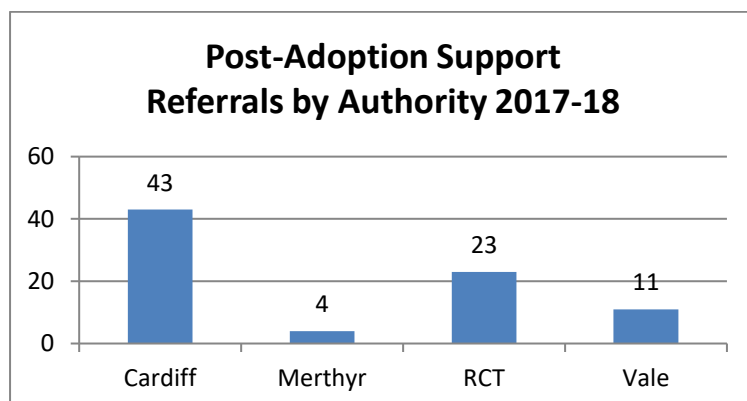
5.15 VVC has recognised that further training is beneficial for adopters to help prepare them for the matching process following approval as adopters. A couple of staff within Recruitment and Assessment have therefore devised a four day course for adopters which now runs every two months. The course provides guidance to help prospective adopters prepare for a visit from a childcare Social Worker to discuss a proposed match providing an overview of the process required to match a

child and explain the legal process of adoption. Information about how introductions are planned is also provided. The second part of the course encourages adopters to think about the grief and loss a child will experience following a placement move. Activities are undertaken to help adopters think about their support network and highlight the importance of seeking help if they experience difficulties post placement. Techniques to promote positive parenting are discussed and materials shared to help adopters think about ways they can introduce themselves to children prior to placement.

5.16 Three training sessions were held between November 2017 and March 2018 and a total of 37 people attended the course during this period. A lot of positive feedback was received from participants including comments such as adopters felt 'better prepared' and found the course 'informative and enjoyable'. A Welcome Booklet for new adopters has also been developed which provides information and guidance pre-matching on a range of issues.

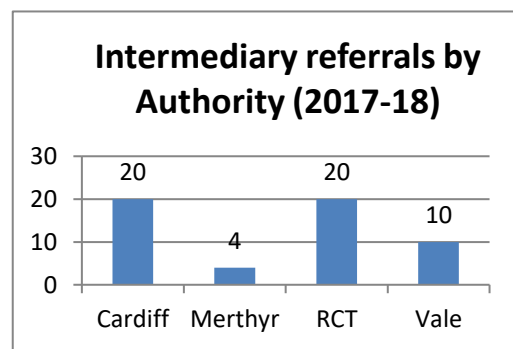
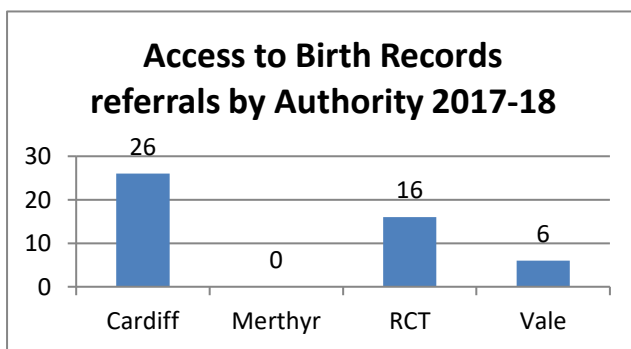
6. ADOPTION SUPPORT

6.1 Demand for adoption support services has remained steady through 2017-18. With **81** requests for adoption support received VVC is showing a consistent referral rate with the previous year's figure (83). This averages around 20 referrals per quarter requiring allocation for assessment. This trend has also continued in Quarter 1 of 2018-19 when 25 referrals were received.



Although referral rates overall remain similar, Cardiff's proportion of referrals rose by 54% from 2016-17 whilst RCT and the Vale of Glamorgan saw a drop of around 35%. Merthyr's referral rate dropped by over 50% however this represents a drop from 9 referrals in 2016-17 to just 4 in 2017-18. Q1 figures for 2018-2019 show referrals for Cardiff, RCT and the Vale of Glamorgan on a par with each other; in fact the Vale of Glamorgan has had 8 referrals in Q1 this year when there were only 11 in the whole of 2017-18.

6.2 In relation to Access to Birth Records cases, VVC has observed a drop of around 28% in referrals with **48** in 2017-18, however in contrast intermediary referrals have increased by 59% to **54** (from 34 last year). Comparing the referral rates when VVC became operational in 2015-16 to the year-end figures for 2017-18, intermediary referrals have increased by 184%. This is largely due to the increase in VVC's capacity to allocate Access to Birth Records cases resulting in an increase in these adopted adults seeking a follow-on intermediary service. VVC remains one of few regions in Wales that has been able to continue to provide this service albeit with a lengthy waiting list.



There has been no marked difference in the referral rates by local authority from the previous year in relation to Access to Birth Records. There is a notable increase in intermediary referrals for RCT from 7 to 20 in 2017-18 (185% increase).

6.3 As at 31st March 2018 there were **812** open letterbox cases, an increase of 6% from 767 on 31 March 2017. This reflects the ongoing gradual increase observed in letterbox contact as new referrals exceed the number of existing arrangements closing when a child reaches 18.

6.4 The permanent staffing to enhance the Adoption Support Team 2016 as a result of the pilot exercise in 2016 and the outcome of the Best Value Review has been of significant benefit in reducing pressures within the team and gaps in service delivery. The Letterbox Co-ordinator role in particular has improved the quality of support being provided to adoptive families and birth parents.

6.5 Other monies secured as part of the 2016 pilot were used to access specialist training, the majority of this being used in 2016-17 although additional training has been accessed for some staff in the Adoption Support Team to complete DDP Level 1 training during the year. Staff within the Adoption Support Team are experienced and committed to service improvement. The team has facilitated adoption support groups for adoptive parents with topics including Sensory Processing Difficulties, Social Media and Contact in the last year. In addition, a monthly toddler groups has been maintained which provides opportunities for early intervention as well as bi-annual fun days which have high attendances.

6.6 Family fun days were held in July and November 2017 which were both well attended and numbers of those attending remain consistently high at around 90-100 children. VVC issued a newsletter in the spring of 2018 which was produced by the Adoption Support Manager. The region also contributed to the Adopter Voice project with Adoption UK which included attendance at one of VVC's support groups to consult with adopters. A report of this consultation has been presented to VVC Management Board.

6.7 The Regional Adoption Manager and Adoption Support Manager have continued to be involved in the IPC project commissioned by NAS to develop a National Framework for Adoption Support, the National Adoption Support sub group meetings to take forward the Framework as well as the focused project on Life Journey Work through 2017-18. The Adoption Support Manager has been involved in securing resources to utilise the grant monies referred to earlier in the report to support improvements in Life Journey work. Further funding is anticipated for 2018-19 and plans for how to make the best use of these resources are being considered.

6.8 The Adoption Support Team has continued to develop an understanding of the demand for targeted and therapeutic services with families needing support across the region and the cost of these to the local authorities. At present the adoption support budget is not held centrally in the region and is retained by the individual local authorities. This continues to pose some challenge in terms of equity of service and timeliness of decision making, but generally local authority partners concur with the assessment undertaken by VVC and packages of support are being put in place as needed. The Adoption Support Manager is currently developing an adoption support improvement plan which places a greater focus on social work input and intervention with families prior to progression to therapeutic support services with a view to avoiding the need for such interventions.

6.9 The Regional Adoption Manager and Adoption Support Manager have, in conjunction with colleagues from Western Bay met with the CAMHS Clinical Lead with a view to developing a consultancy service for Social Workers and a clear referral pathway for adopted children who may require a CAMHS service. A plan to progress these initial discussions is being developed.

7. ADOPTION PANEL

7.1 The Collaborative has continued to operate a joint regional Panel from two sittings, a north sitting covering cases from RCT and Merthyr Tydfil CBC and a south sitting covering cases from Cardiff and the Vale of Glamorgan. Where adopter approvals involve no medical issues, there is provision to transfer the case for consideration to the Panel sitting with availability.

7.2 Panel business has remained at a high level during the year with 42 Panel meetings being held, with three scheduled meetings being cancelled due to delays in cases being ready for presentation.

7.3 As outlined in the previous report and highlighted as an improvement action in the Best Value Review, a significant area of development for the Panel has been to move to digitalising the Panel process and business. This work was completed by

the end of March 2018 with the result that Panel business is now conducted via the use of tablets and sending Panel information to Panel members via a secure portal. This has improved security and reduced administrative time and printing costs.

7.4 Maintenance of the central list of Panel members continues to pose challenges in terms of maintaining a sufficient number of independent members and Social Work members. Some new members have been recruited during the year. An induction session for new members was held in June 2017 and a training day for all Panel members was also held in June 2017 facilitated by an independent trainer.

7.5 The other priority set in respect of completing the annual reviews of Panel members remains outstanding but a timetable is being developed to meet this requirement.

8. COMPLAINTS AND COMPLIMENTS

8.1 VVC has received the following complaints during the period:

- Complaint from prospective adopters regarding the process of linking and matching a child and lack of transparency on the part of the local authority Social Worker and staff within the Collaborative in respect of a link they were being considered for.
- Complaint from non-agency adopters regarding the initial advice provided by VVC regarding the process and requirements.
- Complaint from a step-parent regarding the step-parent adoption process, the delay in the Social Worker concluding the report and not responding to queries raised by the applicant.
- Complaint to the Managing Director from an adopted person regarding the service provided in respect of his access to birth records enquiry.
- Complaint from adoptive parents regarding their attendance at Adoption Panel in 2015 following a review of their approval. Complaint received as part of a stage 2 complaint to Cardiff Council concerning the breakdown in introductions to a child.
- Complaint from adoptive parent in respect of the post adoption support received from the allocated Social Worker.

- Complaint from an adoptive parent regarding the delay in securing a post adoption therapeutic support package.
- Complaint from adopters alleging that they had been discriminated against and treated less favourably by VVC staff in terms of their assessment and the subsequent linking process.

8.2 All the complaints have been resolved at stage 1 of the Vale of Glamorgan Complaint Process.

8.3 Two of the complaints have highlighted issues in respect of the linking process. VVC has, as outlined earlier in the report, introduced a fourth day of training to address some of the issues raised. Two of the complaints have highlighted issues in respect of the non-agency adoption process. VVC's website now contains information in respect of this process. Two have highlighted concerns in respect of adoption support which were addressed.

8.4 Regional staff have also received a number of compliments during the year. A record of these is maintained. The compliments include positive feedback from the fun-days, the toddler group, information evening and support provided for letterbox contact and access to birth records enquiries.

9. CONCLUSION AND 2018-19 PRIORITIES

9.1 During the period for this report, a Best Value Review was undertaken, commissioned by the Directors of the four local authorities. This provided a real opportunity to look at the strengths and weaknesses of the service and to look at potential remedies to address some of the presenting difficulties. The findings of the Review validated the earlier work undertaken by VVC detailing capacity and resourcing issues and options to address the shortfalls in the service.

9.2 In respect of regional performance, the increased the number of children being placed for adoption during the period, the number being adopted and the reduced time taken to place a child for adoption from Placement Order are positive improvements. Some improvement has also been noted in the provision of Life Journey materials for children placed and in respect of the take up of birth parent

counselling. These improvements must however be considered against the increase in the number of children waiting for placements and the number waiting over six months to be placed. This set against the decrease in approvals of adopters and delays in timely recruitment of adopters makes recruitment an ongoing and clear priority for the service.

9.3 The service has also been proactive in developing some new initiatives during the year to more effectively support adopters and prepare them for placement. There is also evidence that the increased permanent resource in Adoption Support is having a positive effect in improving performance and reducing pressures on the service. The priorities set for the 2017-18 have been met in part but some are ongoing due to the need to continue to remain focused on our core business.

9.4 The priorities we have set for 2018-19 focus upon completing the actions arising from the Best Value Review which have been endorsed by the Management Board. Particular emphasis for the remainder of the year will focus upon driving up the conversion rate of adopter enquiry to application with the intention of increasing the rate of adopter approvals. Some systems have already been put in place to improve our initial response following the recent appointment of the Marketing and Recruitment Co-ordinator and so it is hoped that these can be developed further once the additional resources in Recruitment and Assessment are in place.

9.10 The other focus of activity and priority for VVC during this current year has been managing the recent relocation of the service to Barry. In order to achieve as smooth a transition as possible and to minimise service disruption, this has required careful planning and preparation by VVC staff and the development of some new systems of working to meet the needs of the whole region. The permanent location will have benefits longer term but the service is still in a settling in period so it is important that our priorities remain delivering our core business and service improvements.

Angela Harris

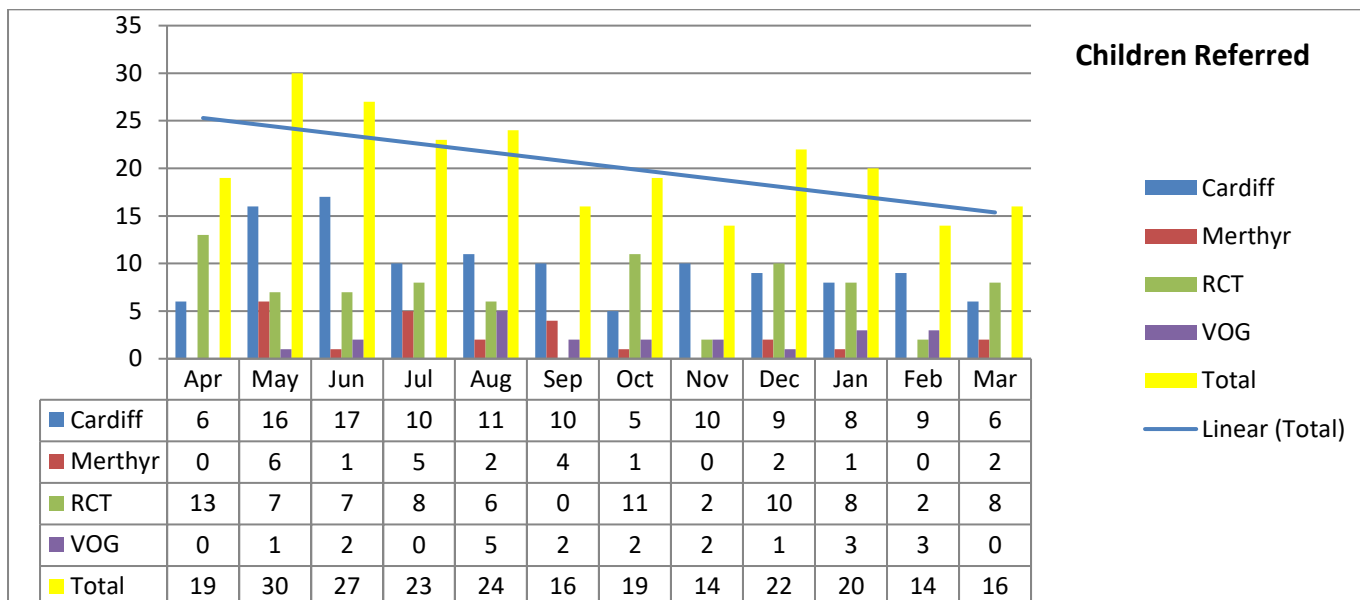
Regional Adoption Manager

September 2018

This report provides an overview of VVC performance against key indicators in respect children and adopters. The information is provided by local authorities. Comparative data is presented for 2016-17.

CHILDREN

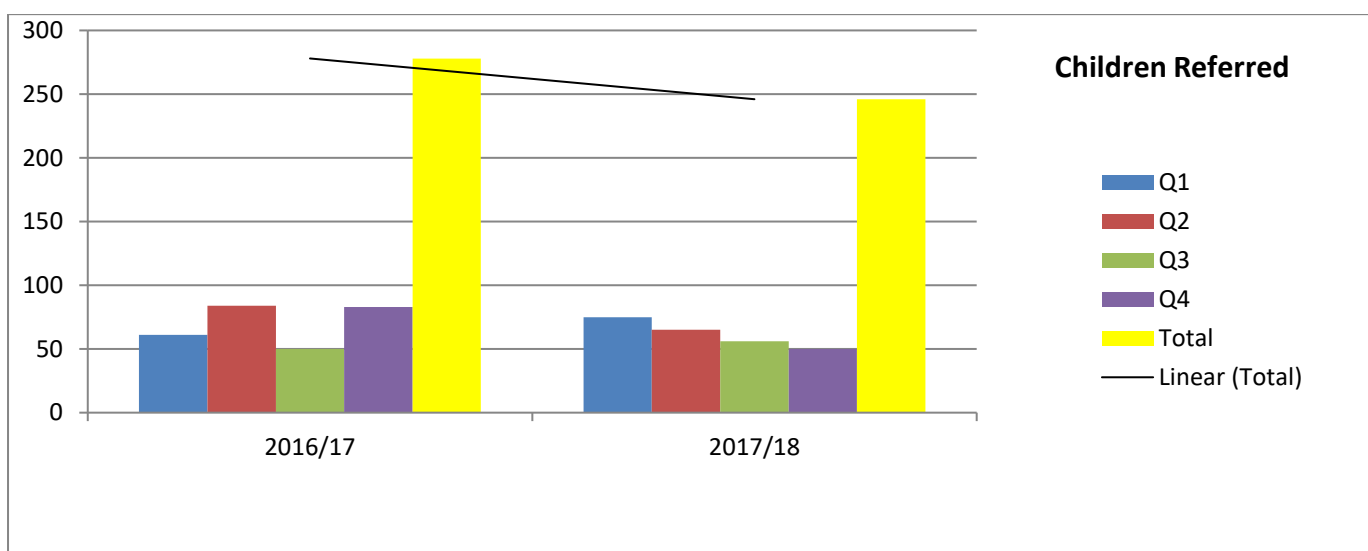
Number of Children Referrals made to VVC since April 2017 – of the 245 referrals received for 2017/18 – 57 have been withdrawn (23%)



2017/18	Cardiff	Merthyr	RCT	VOG	Total
Total	117	24	82	21	244

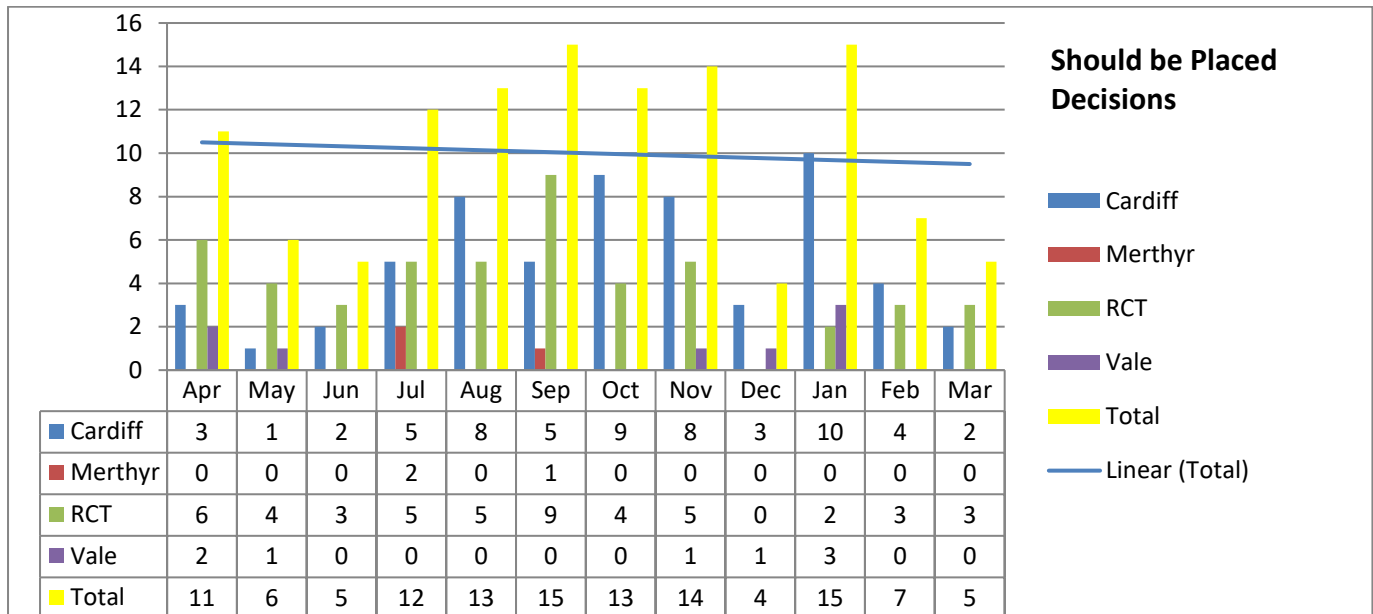
The number of children referred for adoption has fallen slightly although this figure represents the highest in Wales.

Number of Children Referrals made to VVC – Comparative Data



Year	Q1	Q2	Q3	Q4	Total
2016/17	63	84	50	83	280
2017/18	76	63	55	50	244
Total	139	147	105	133	524

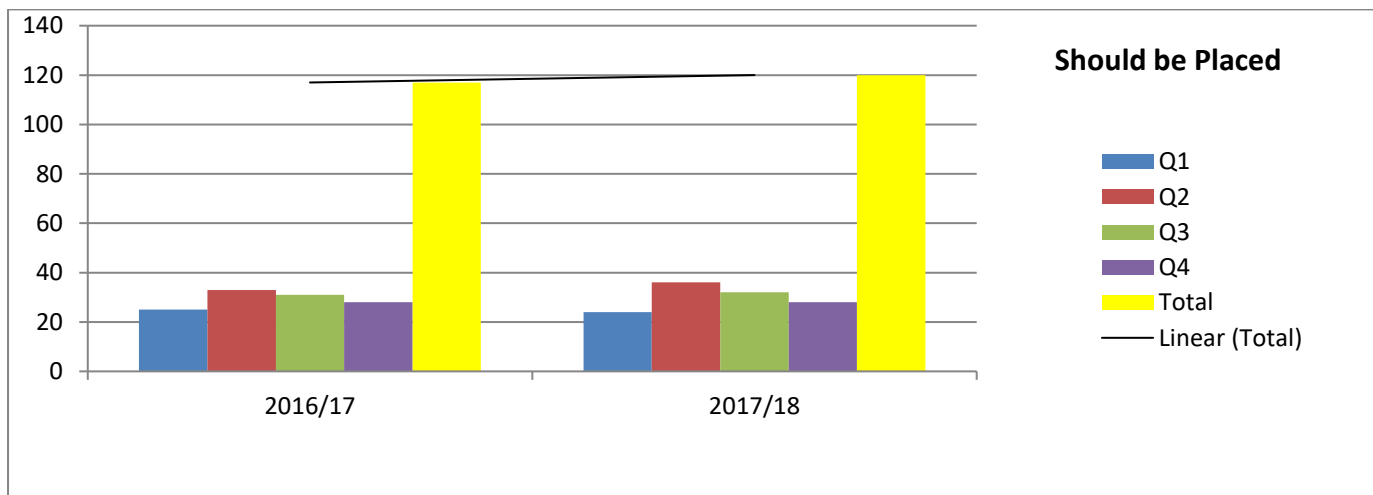
Number of Should Be Placed Decisions made since April 2017



2017/18	Cardiff	Merthyr	RCT	Vale	Total
Total	60	3	49	8	120

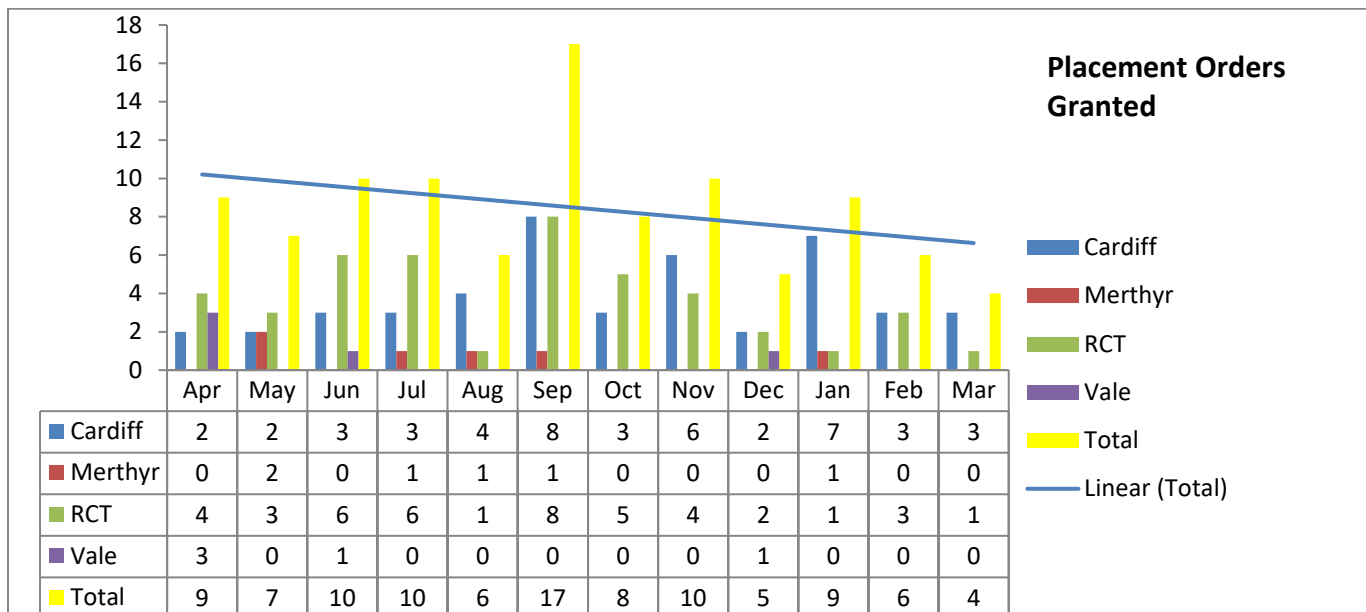
The number of children with a should be placed for adoption decision has slightly increased during the period.

Number of Should Be Placed Decisions made – Comparative Data



Year	Q1	Q2	Q3	Q4	Total
2016/17	25	33	31	28	117
2017/18	24	36	32	28	120
Total	49	69	63	56	237

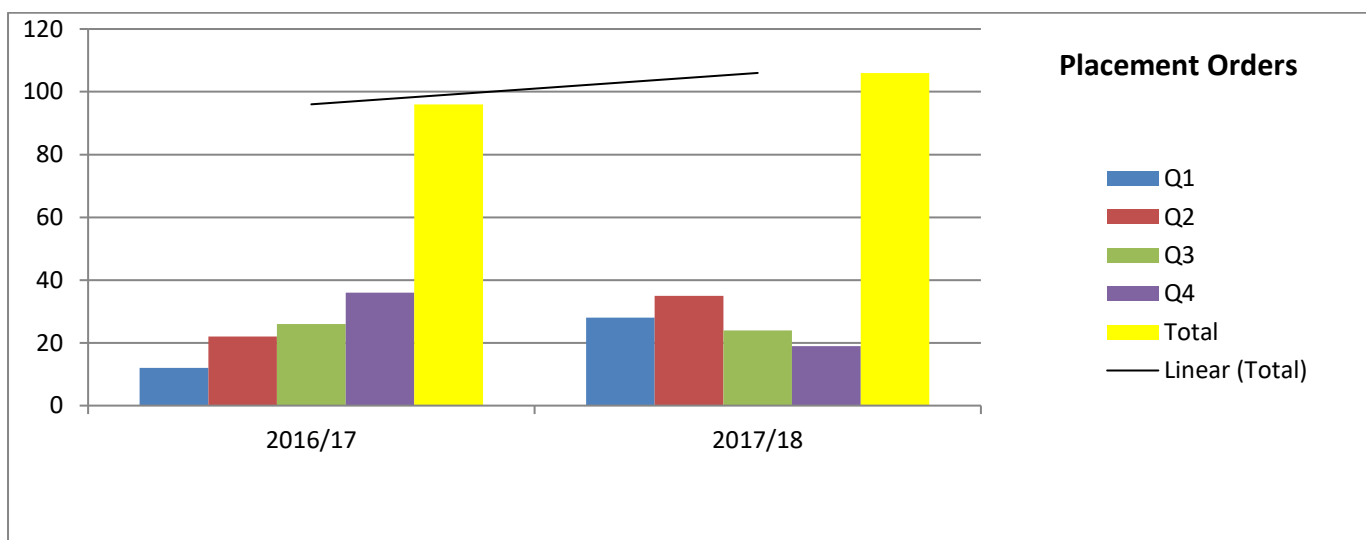
APPENDIX A VVC ANNUAL REPORT 17-18
Number of Placement Orders made since April 2017



2017/18	Cardiff	Merthyr	RCT	VOG	Total
Total	47	6	44	5	102

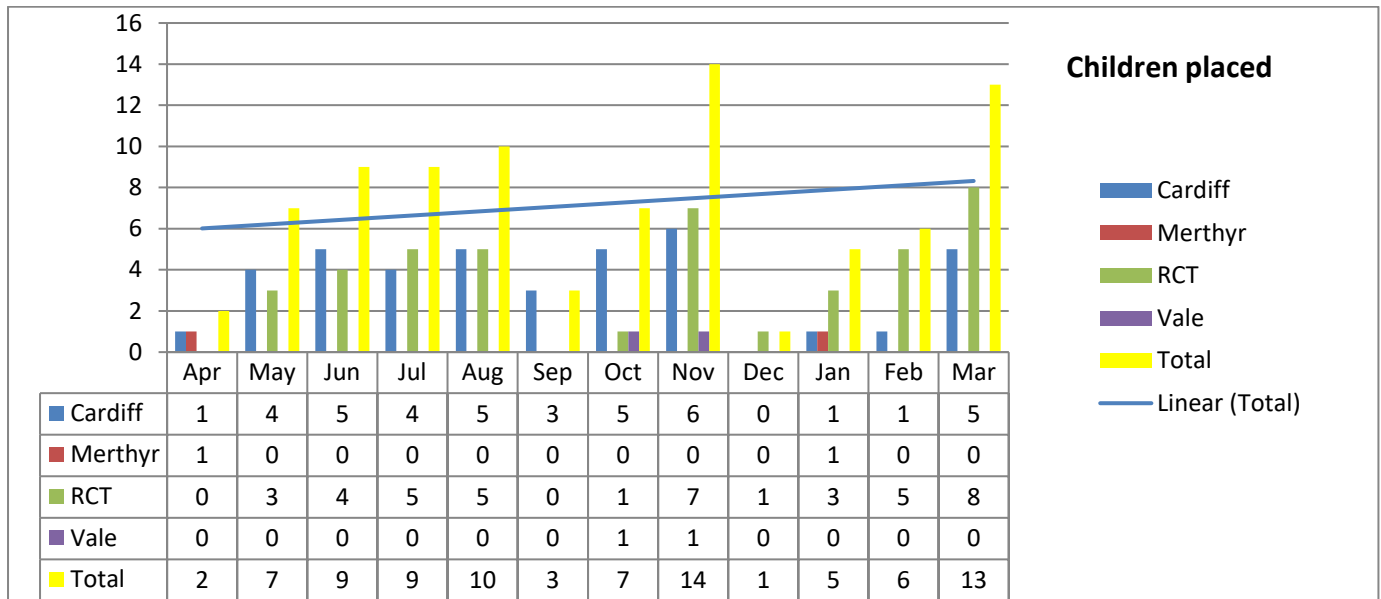
The region has also seen an increase in the number of children made subject of a Placement Order which is clearly affecting the number of children waiting.

Number of Placement Orders – Comparative Data



Year	Q1	Q2	Q3	Q4	Total
2016/17	18	33	26	36	113
2017/18	26	33	23	19	102
Total	40	57	50	55	215

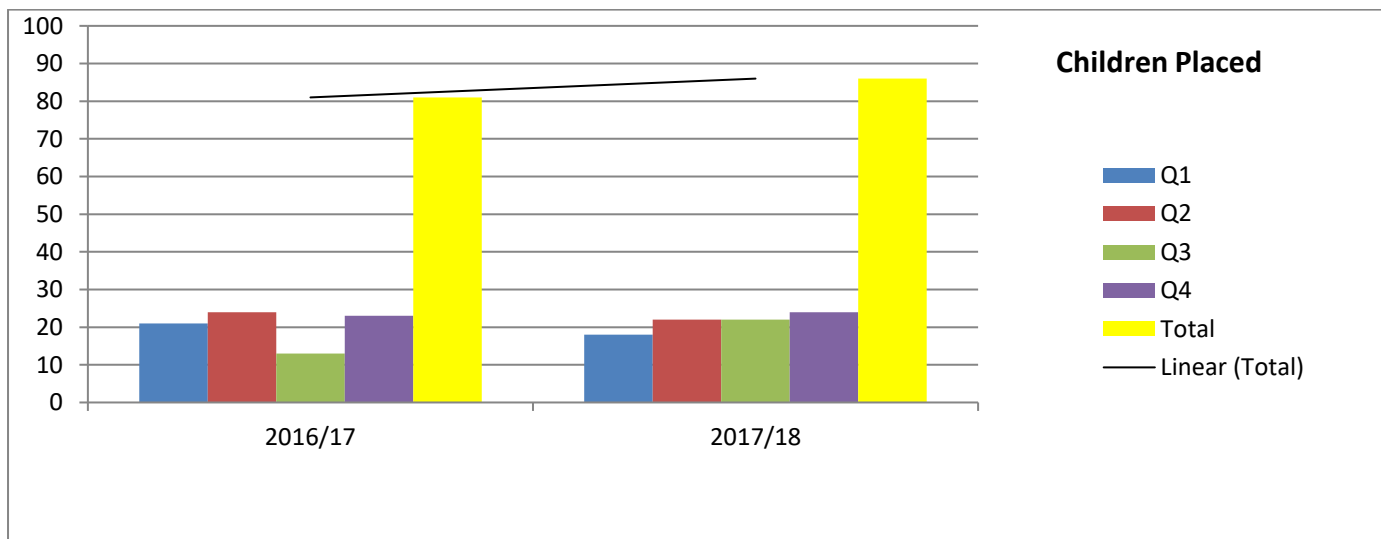
Number of children Placed for Adoption since April 2017



2017/18	Cardiff	Merthyr	RCT	VOG	Total
Total	40	2	42	2	86

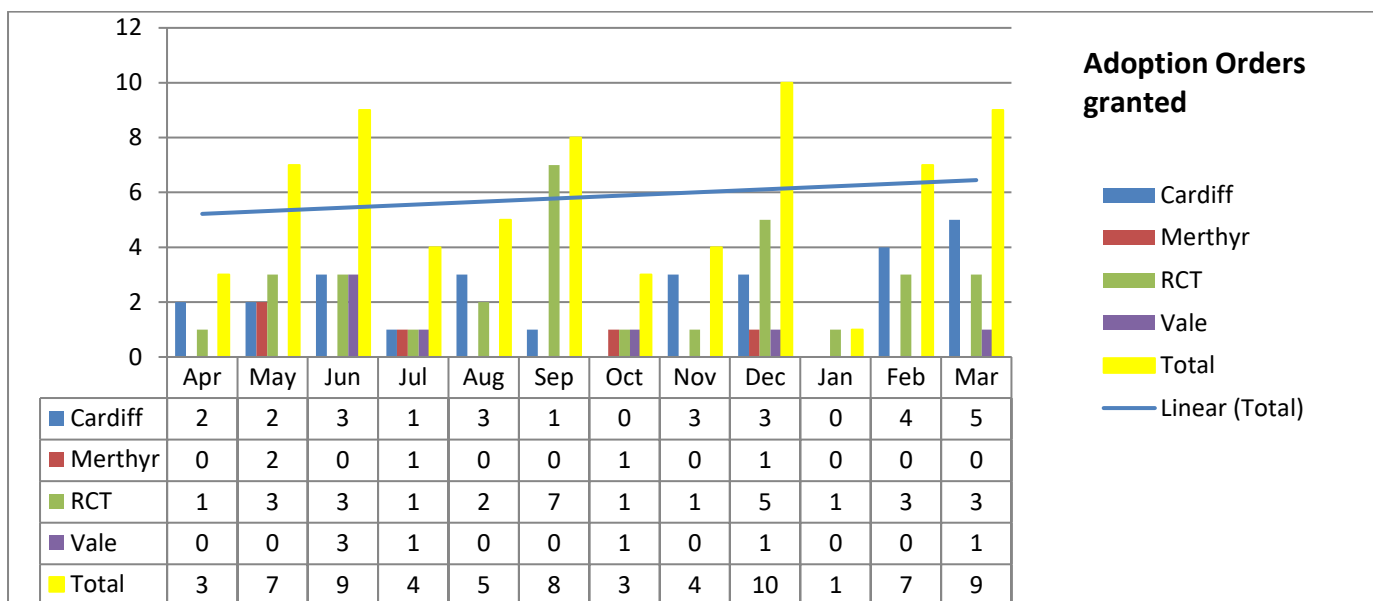
The number of children placed for adoption during the year has increased on the previous year which again is the highest in Wales.

Number of children Placed for Adoption – Comparative Data



Year	Q1	Q2	Q3	Q4	Total
2016/17	21	24	13	23	81
2017/18	18	22	22	24	86
Total	39	46	35	47	167

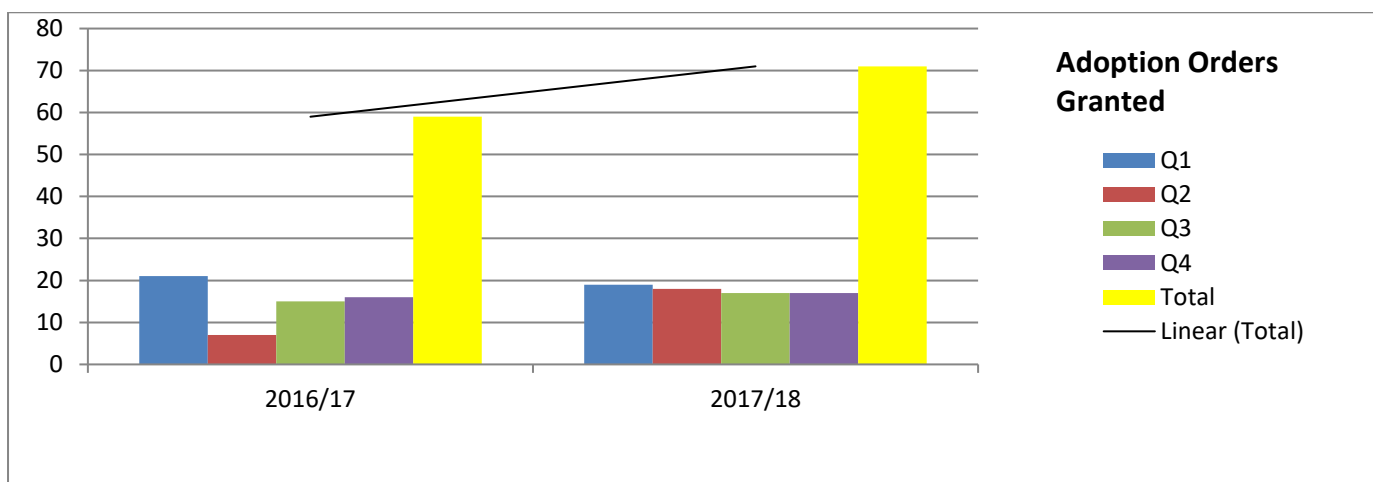
Number of Adoption Orders Granted since April 2017



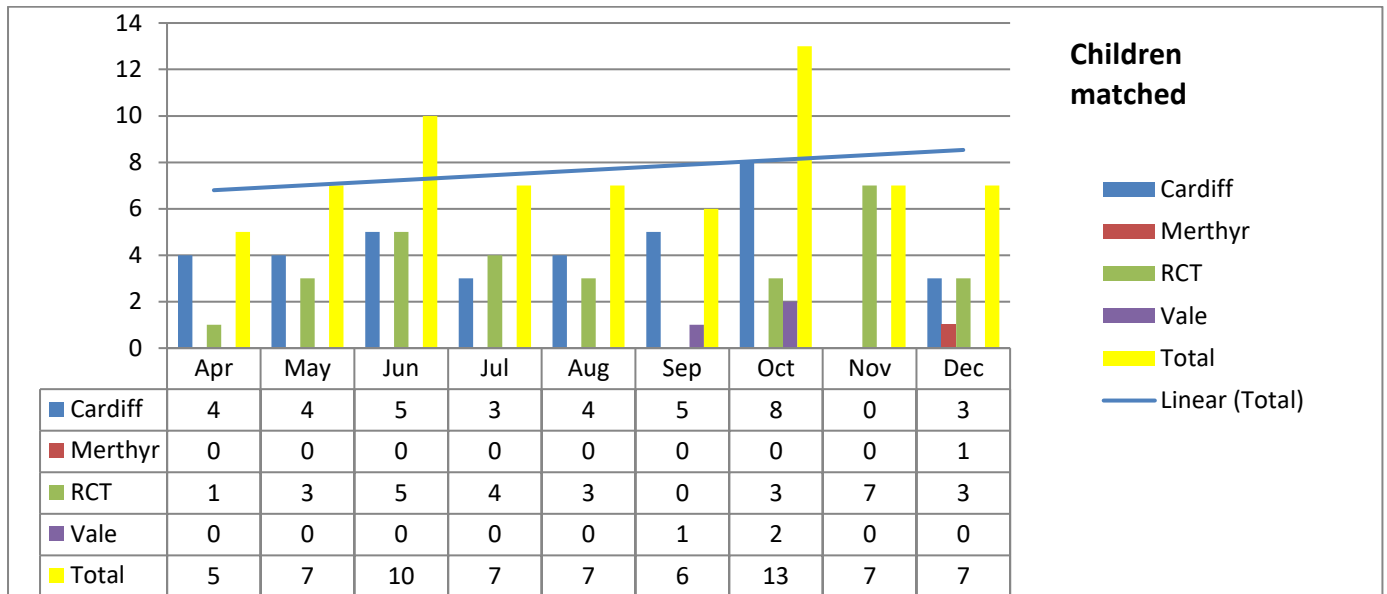
2017/18	Cardiff	Merthyr	RCT	VOG	Total
Total	27	5	31	7	70

Adoption Orders are up on the previous year.

Number of Adoption Orders Granted – Comparative Data



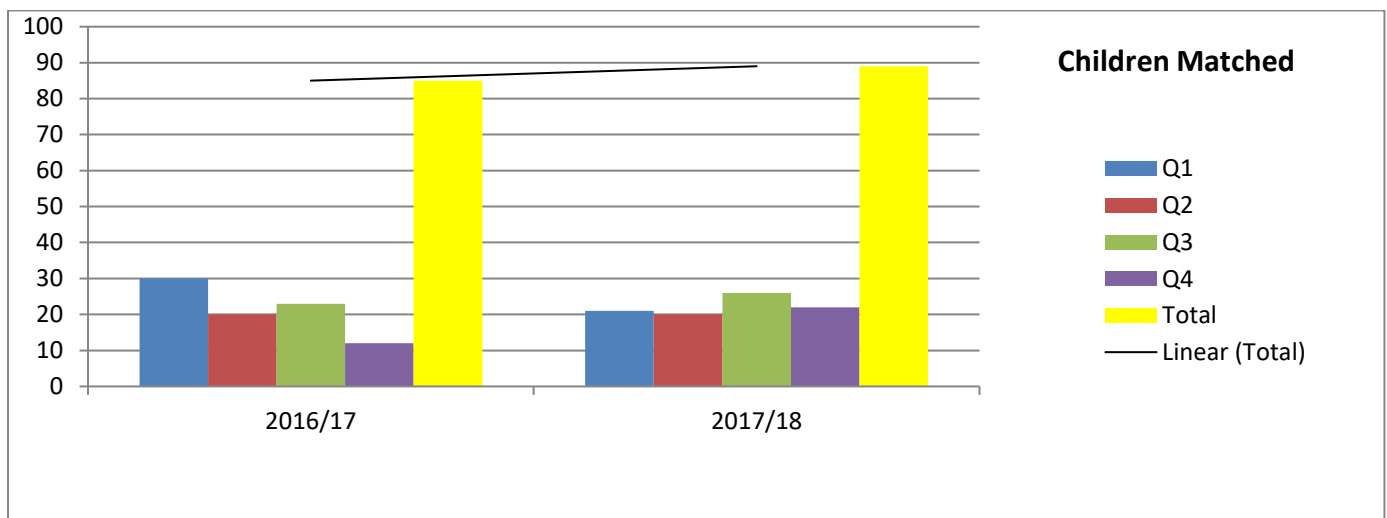
Number of children Matched (approved by Agency Decision Maker) since April 2017



2017/18	Cardiff	Merthyr	RCT	VOG	Total
Total	43	1	42	5	89

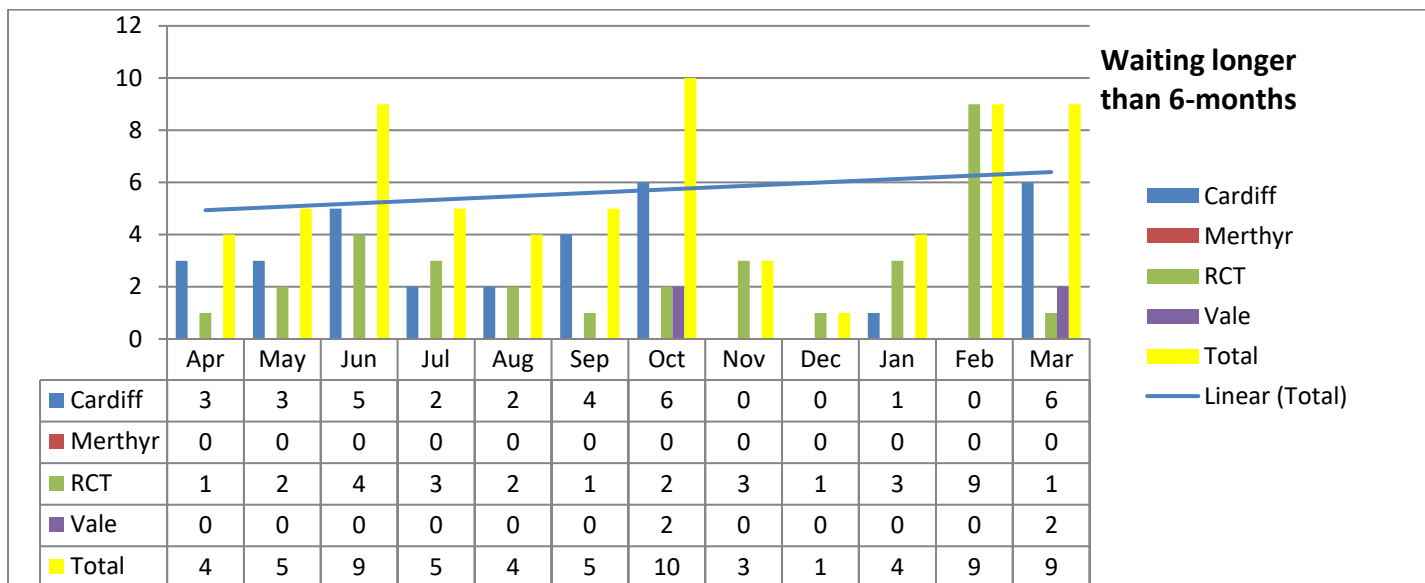
This figure represents those children who were matched but not placed at the end of the period.

Number of children Matched (approved by Agency Decision Maker) – Comparative Data



Year	Q1	Q2	Q3	Q4	Total
2016/17	30	20	23	12	85
2017/18	21	20	26	22	89
Total	51	40	49	34	174

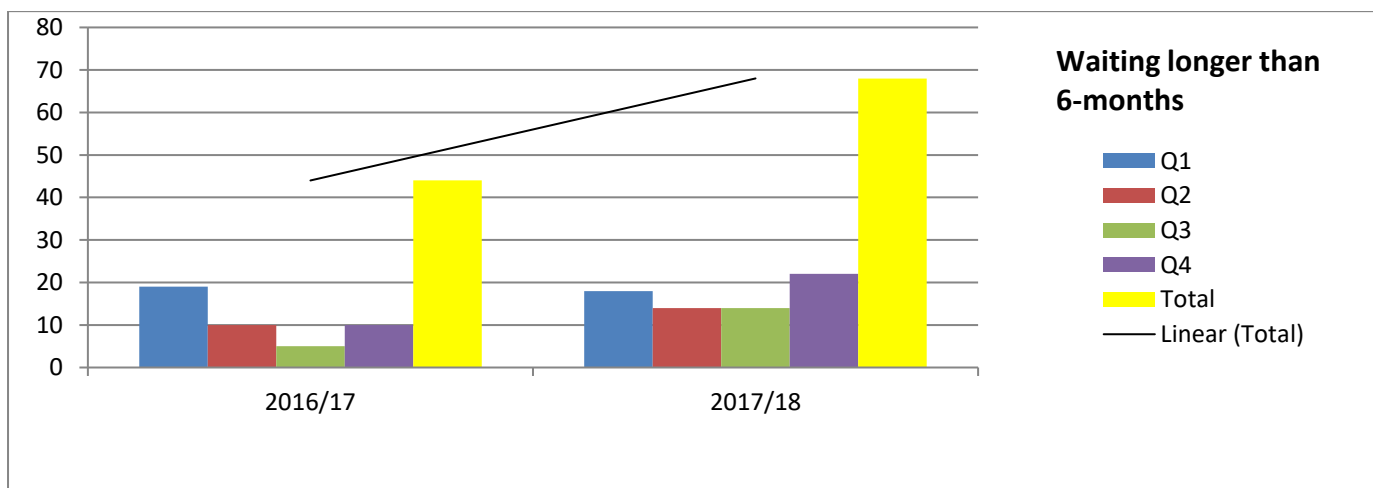
Number of children Matched in since April 2017 who have waited longer than 6 months (or 3 months for a relinquished child under 6 months of age) to progress from date of 'Should be Placed' for Adoption Decision to date of Agency Decision to approve Match



2017/18	Cardiff	Merthyr	RCT	VOG	Total
Total	32	0	32	4	68

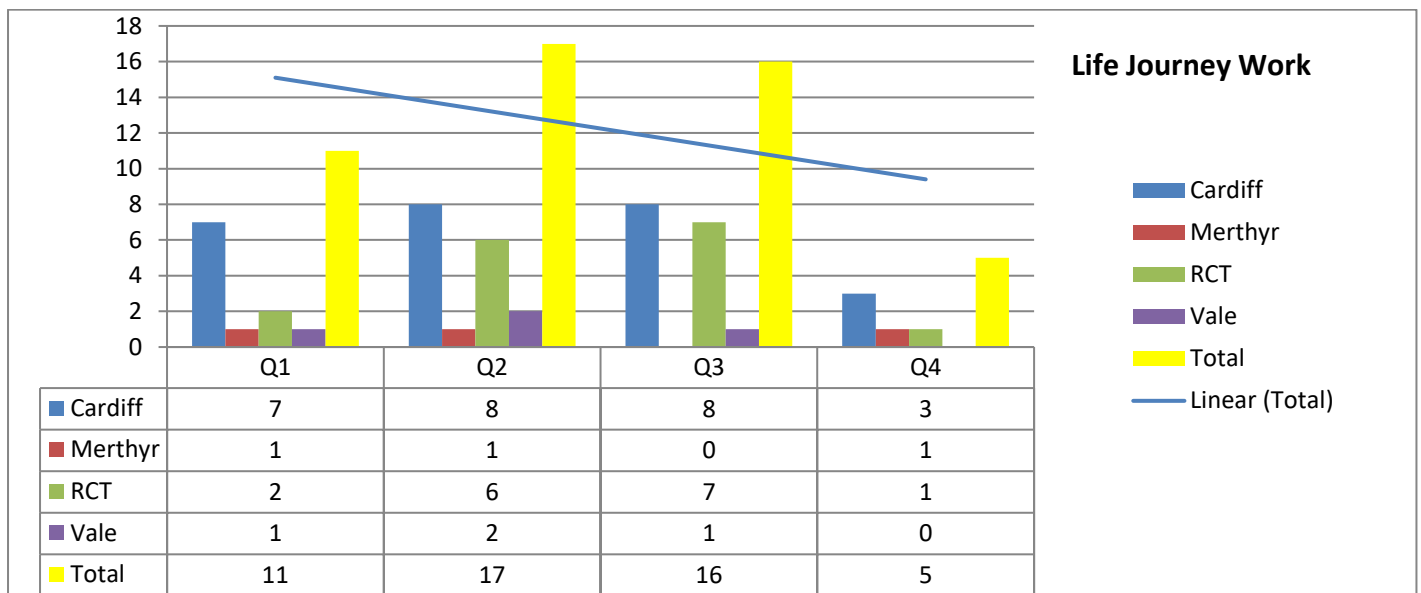
These graphs are an indicator of the increase in the numbers waiting longer than six months for placement.

Number of children Matched who have waited longer than 6 months (or 3 months for a relinquished child under 6 months of age) to progress from date of Should be Placed for Adoption Decision to date of Agency Decision to approve Match – Comparative Data



Year	Q1	Q2	Q3	Q4	Total
2016/17	19	10	5	10	44
2017/18	16	16	14	22	68
Total	35	26	19	32	112

Number of children Placed for Adoption since April 2017 for whom Life Journey Material has been provided to adopters by the time of 2nd Adoption Review



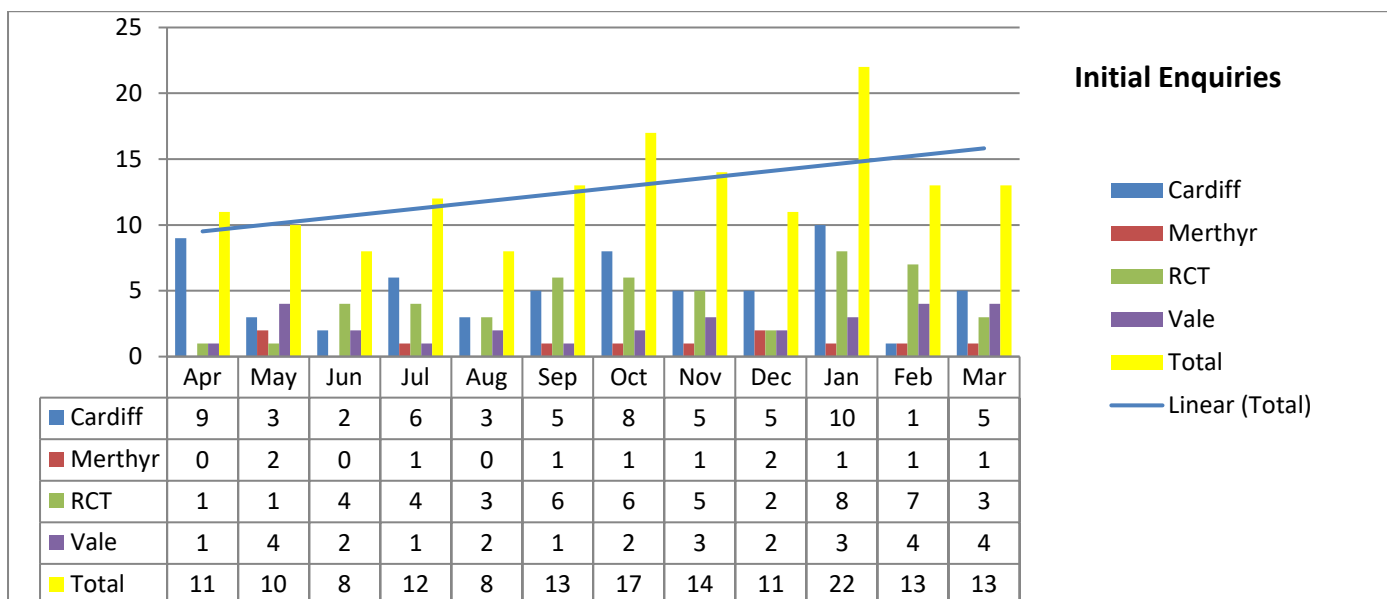
Totals 2017/18	Cardiff	Merthyr	RCT	VOG	Total
2 nd Adoption Review	44	2	23	3	72
Life Journey provided	26	3	21	4	49
					68%

* This % is representative of VVC’s figures broken down by local authority.

NAS figures show VVC’s overall quarterly performance as 73%, 89%, 84% and 46% with the average for 2017/18 at 67% compared to an average of 61% last year.

Whilst NAS indicates an improvement this % presents a worrying picture and this remains a key improvement priority for the region.

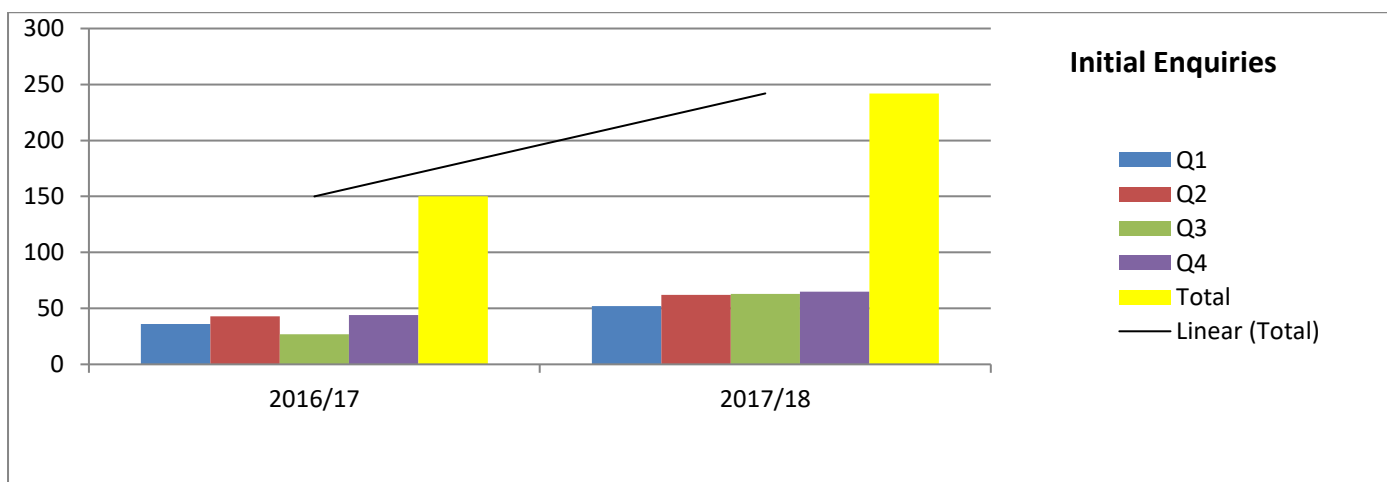
Number of Initial Enquiries regarding Adoption received since April 2017 - Total number of initial enquiries received = 242 of which 90 (37%) we are not able to allocate to a local authority as they were received by email. This is something we are continuing to address.



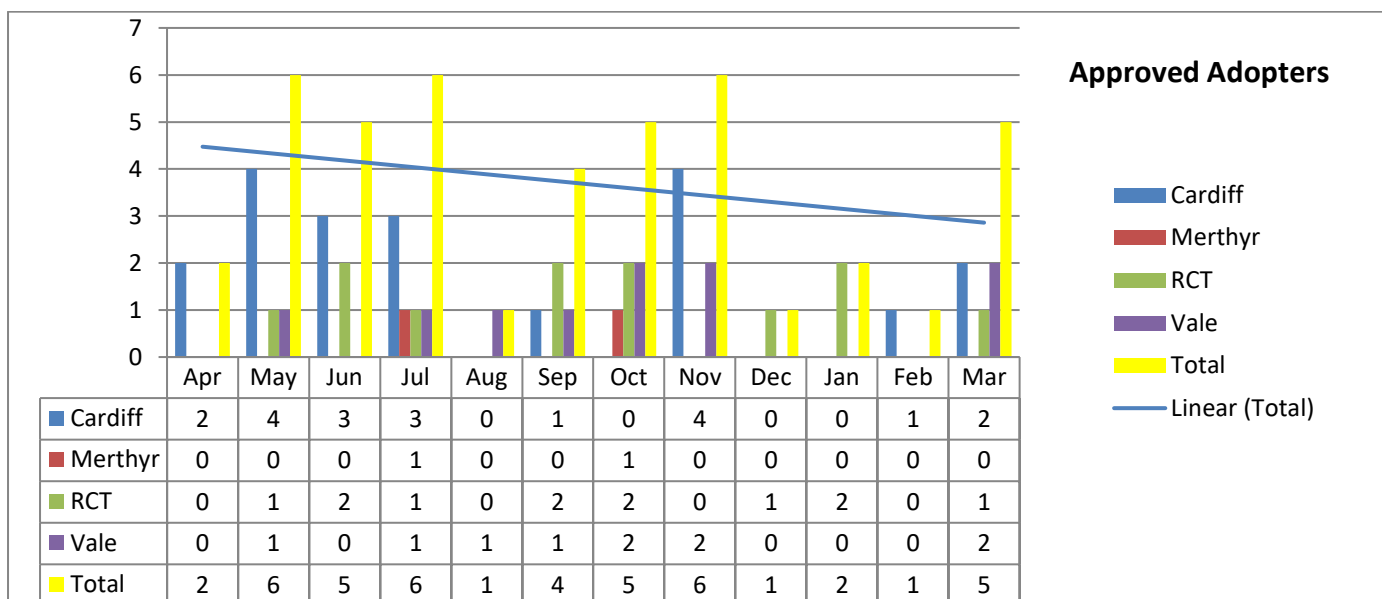
2017/18	Cardiff	Merthyr	RCT	VOG	Total
Total	62	11	50	29	152 (actual 242)

These graphs indicate the breakdown by authority. There are a large number where the geographical area is unknown.

Number of Initial Enquiries regarding Adoption received – Comparative Data



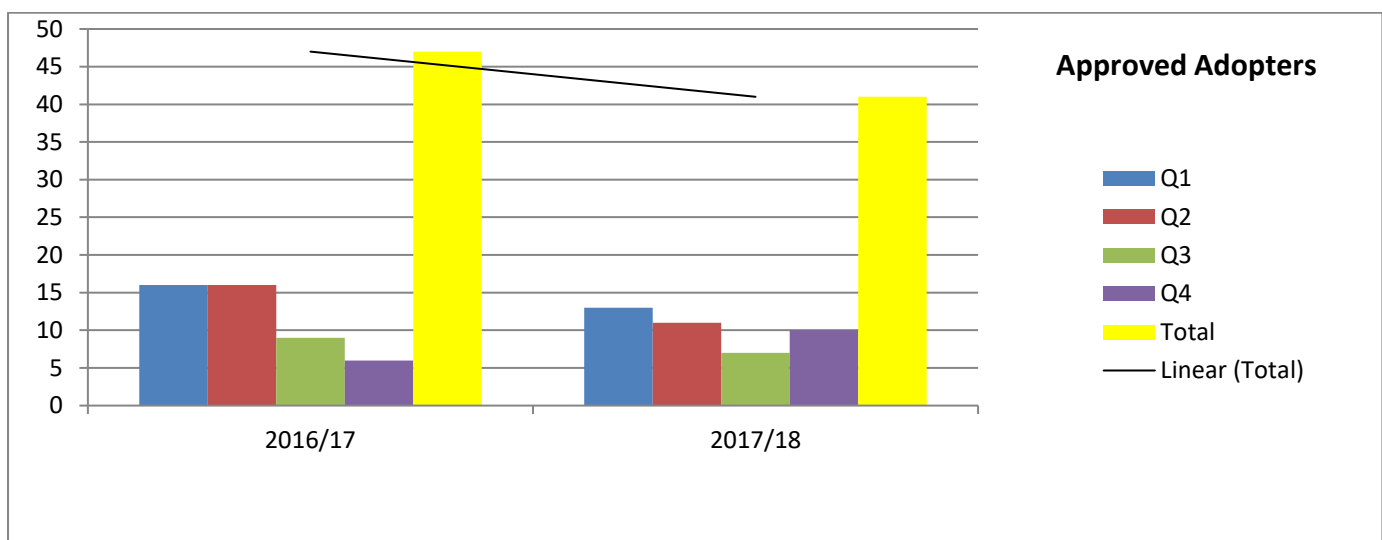
Number of Prospective Adopters receiving Agency Decision to approve as suitable to adopt since April 2017 – Note; there were 10 approvals in Q4, 2 of which were from outside VVC



2017/18	Cardiff	Merthyr	RCT	VOG	OTHER	Total
Total	20	2	12	10	2	46

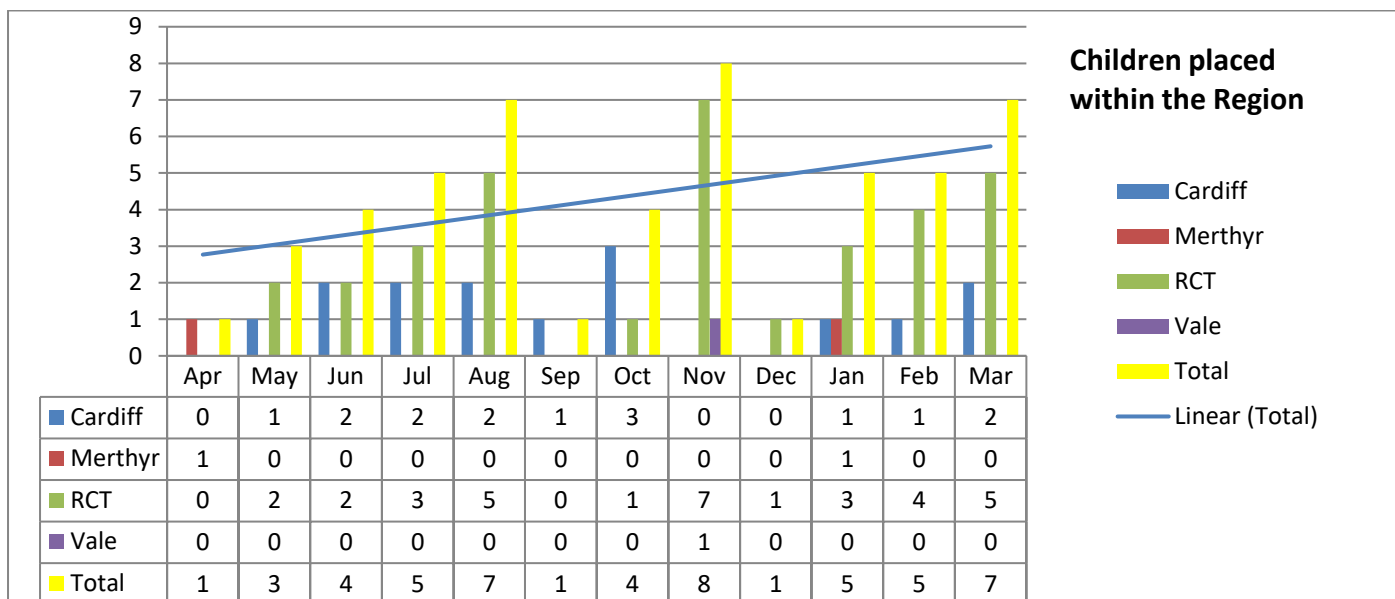
These figures demonstrate a slight decrease on the previous year. Unfortunately six couples withdrew during assessment and one post approval which has had an impact upon the region meeting its' goal.

Number of Prospective Adopters receiving Agency Decision to approve as suitable to adopt – Comparative Data

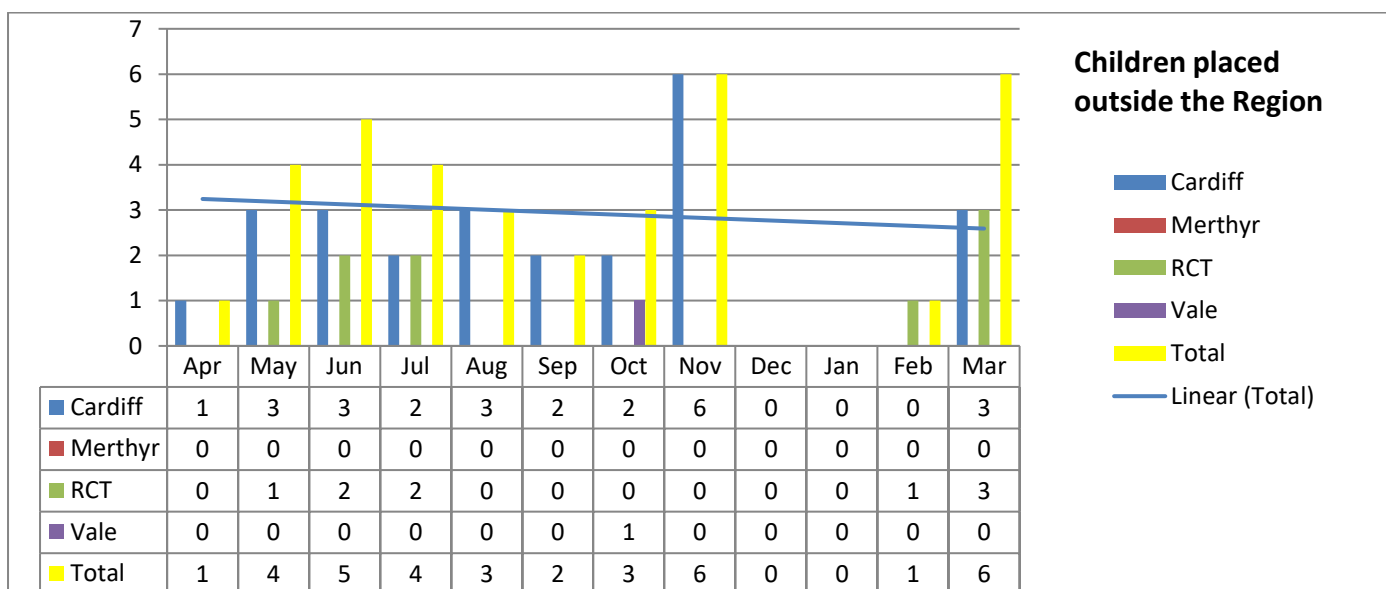


Year	Q1	Q2	Q3	Q4	Total
2016/17	16	16	9	6	47
2017/18	13	11	12	10	46
Total	29	27	21	16	93

CHILDREN PLACED WITHIN REGION AND OUTSIDE REGION



2017/18	Cardiff	Merthyr	RCT	VOG	Total
Total	15	2	33	1	51



2017/18	Cardiff	Merthyr	RCT	VOG	Total
Total	25	0	9	1	35

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My Ref: Scrutiny/Correspondence/MJH

13 October 2017

Rachel Evans
 Head of Service
 Director's Office - Social Services
 Vale of Glamorgan Council, Dock's Office
 Barry



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

Neuadd y Sir
 Caerdydd,
 CF10 4UW
 Ffôn: (029) 2087 2088

Dear Rachel

The Members of Cardiff Council's Children & Young People Scrutiny Committee would like to thank you for providing them with a copy of the Vale, Valleys & Cardiff Adoption Service's Annual Report, as hosts for the collaborative, and answering the Members questions.

The Committee also wished to thank, Angela Harris, Regional Adoption Manager Vale of Glamorgan Council, together with Councillor Graham Hinchey, Cabinet Member for Children & Families, Tony Young, Director of Social Services and Irfan Alam Assistant Director Children's Services, for their attendance and the honest and open answers to the Members questions.

The Committee welcomed the report and agreed to commend it to the Management Board and Joint Committee for their approval. During the way forward the Members identified a number of points which they felt I should write to you about.

The Members were pleased to be updated on the actions identified in the previous annual report, but wished to receive a further update on the following actions which still required more work to be undertaken, namely:

- To develop opportunities for engagement and obtaining feedback from service users;
- To improve efficiency and reduce administrative costs of the Adoption Panel by implementing a paperless Panel system.

The Committee was however concerned to hear of the poor uptake of Birth Parents Counselling, the Members understood the sensitivities in engaging with Birth Parents, but considered that this area needs more focus.

The Committee was also concerned at the resource issues which had effected five social worker posts during the second half of last year. The Members requested that and update on the recruitment and organisation of these posts be provided as part of the response to this letter.

The Committee noted that a best value review was being undertaken which covered, demand, shortfall in staffing and adoption support. The Committee requested that a

copy of the best value review report be presented to Members, when it has been completed, along with the Collaborative's Business plan.

Finally the Committee discussed at some length the Link Matching service and Activities Days which helped potential adopters in identifying children for adoption. The Members wondered how effective these were in helping people to adopt and requested that an impact assessment of the Link Matching and Activities Days be undertaken and included in this year's annual report.

I hope that the comments, advice and requests for information, detailed above, will be of use and support in the adoption of children across the region and in particular in Cardiff, and I look forward to a positive response to this letter within a month.

Yours sincerely

A handwritten signature in black ink, appearing to read 'L. BRIDGEMAN', written over a light grey rectangular background.

COUNTY COUNCILLOR LEE BRIDGEMAN
Chairperson – Children and Young People Scrutiny Committee

CC Angela Harris, Vale, Valleys and Cardiff Regional Adoption Service Manager
CC Councillor Graham Hinchey, Board Member
CC Tony Young, Board Member



Vale, Valleys
and Cardiff
Adoption | **Mabwysiadu**
yn y Fro, y Cymoedd
a Chaerdydd

Date/Dyddiad: 15 November 2017
Ask for/Gofynwch am: Angela Harris
Telephone/Rhif ffôn: 01443 490460

Appendix C

County Councillor Lee Bridgeman
Chairperson
Children and Young People Scrutiny Committee
County Hall
Cardiff
CF10 4UW

Dear Councillor Bridgeman

Re: Vale, Valleys & Cardiff Adoption Collaborative Annual Report 2016-17

Thank you for letter dated 13 October 2017 concerning the presentation of the above report to your Scrutiny Committee on 6 October 2017. I will address the points upon which you seek further clarification as follows:

1. Actions from 2015-16 Report:

To develop opportunities for engagement and obtaining feedback from service users

VVC currently facilitates two family fundays and a monthly toddler group for adoptive families. Adoptive parents have been involved in the preparation and delivery of these activities. In addition the service provides a quarterly support group which has focused upon topics of interest and issues raised by families.

Adoptive families within the region have been encouraged to engage in consultation events held by the National Adoption Service (NAS). In the spring of 2017 NAS commissioned the Institute of Public Care to undertake a web based survey of adoptive families in respect of adoption support services. VVC had the highest participation rate in Wales and these findings have now been fed back to the region to inform service development.

VVC has now developed its' website which provides a ready means of contact with the service for potential adoptive parents. VVC has also funded membership of Adoption UK for the past two years which provide opportunities for engagement. Adopted children 7 + are also referred to Talk Adoption which provides support for children and young people. Talk Adoption provide activities as part of our fundays.

The service has recognised the need to obtain more direct means of obtaining feedback upon the services delivered and has worked with the Participation Officer in

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Pontypridd CF37 2TB**

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Catherine, Pontypridd, CF37 2TB
www.adopt4vvc.co.uk**

**Correspondence is welcomed in Welsh or English/Croesawir Gohebiaeth yn y
Gymraeg neu yn Saesneg**

developing questionnaires. Capacity issues within the service has impacted upon embedding the use of these questionnaires into practice and so this still remains an area for development.

To improve efficiency and administrative costs of the Adoption Panel by implementing a paperless Panel system.

The development of a paperless digital Panel system remains a key priority for VVC. As indicated previously tablets have been purchased for members alongside a licence to use a secure web portal, Egress. Panel members and staff have received training in the use of Egress and as part of an implementation plan, have trialled the use of tablets to access the Panel information. As a result of these trials some technical difficulties have been identified which are being worked on by the IT Department. It is anticipated that once these are resolved then full implementation of the system can be put in place. It is anticipated the digital Panel will be launched within this financial year.

The efficiencies and benefits of moving to a digital Panel system have been considered as part of the Best Value Review.

2. Birth Parent Counselling

The provision and take up of birth parent counselling is monitored closely as part of the Performance Management Framework and regions have to report on a quarterly and annual basis in respect of these measures. VVC's performance is not unusual in respect of this work and is comparable to other regions with a similar workload.

Nonetheless, Social Workers continue to strive through their individual practice to explore ways of engaging parents more effectively by utilising planned contact sessions, home visits and other venues to meet parents. The region is also trialling a birth parent support group to try another means of engagement.

3. Resources

The five vacancies outlined in the report have all been recruited to. Staff were appointed from late May – mid July 2017 and all have remained in post. Three of the staff have been employed in Family Finding and two in Adoption Support. Some temporary agency cover was put in place to cover Family Finding which ceased prior to the last appointment.

4. Best Value Review

The timetable for conclusion of this process is planned for December 2017 when the final report is scheduled to be presented to VVC's Joint Committee. This will provide

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Gymraeg neu yn Saesneg**

a mechanism for feedback into the respective local authority by the nominated elected member who sits on the Joint Committee. The presentation of this Review to the four Scrutiny Committees will be considered with a view to seeking common agreement as to the most appropriate approach to this.

5. Link Maker and Activity Days.

Link Maker has been endorsed by NAS and is a service which all regions subscribe to. It is also widely used by English authorities, where it originated. VVC subscribes to Link Maker, although the subscription this year has been funded by Welsh Government pending the outcome of the tendering exercise in respect of the Welsh Adoption Register. Link Maker provides a useful platform for profiling children and for adopters to access directly. NAS undertook an early evaluation of the effectiveness of Link Maker and it is possible to obtain regional reports to assist in analysing usage and potential matches. Some of this can be incorporated in this year's Annual Report.

The use of Activity Days are in their infancy in Wales but again much more developed practice in England. Nevertheless, the region has been proactive in engaging with this process as an alternative means of securing adoptive placements. A further Welsh day is being planned by the Wales Adoption Register in March 2018. This will provide more data and a further opportunity to evaluate their effectiveness which can then form part of this year's annual report.

I trust this addresses the points you have raised in addition to our attendance at Committee.

Yours Sincerely



Angela Harris
Regional Adoption Manager.

**Vale, Valleys and Cardiff Adoption, Level 7, Ty Pennant, Catherine Street,
Pontypridd CF37 2TB**

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Gymraeg neu yn Saesneg**

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**CYNGOR CAERDYDD
CARDIFF COUNCIL**

CHILDREN & YOUNG PEOPLE SCRUTINY COMMITTEE

11 December 2018

Children's Service Quarter 2 Performance 2018/19

Reasons for the Report

1. The Director of Social Services will introduce and present the Quarter 2 performance report for Children's services. This report will enable the Committee to assess the progress being made in improving outcomes for children in need and children being looked after.

Background

2. The Committee has requested a review of the format of children's services performance reporting to enable Members to review assess and challenge the progress being made in improving outcomes for Children. The Director of Social Services in consultation with scrutiny officer and Members has developed a new format for the reporting children's service performance to Committee, which will be presented to today's meeting.

Issue – performance reporting

3. The ongoing development of the Cardiff Performance Management Framework has brought into line the monitoring and evaluation of progress against commitments 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 C** to this report.
4. 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 & B**.

5. The performance report for the performance during quarter 2, July – September, attached at **Appendix C**, has been constructed to highlight areas which are working well, what the directorate is worried about and what the directorate needs to do in delivering the Strategic Directorate priorities, associated performance indicators, and commentaries

Scope of Scrutiny

6. The scope of the scrutiny of this report is for the Committee Members to review the information provided to the Committee and to provide any comments, concerns or recommendations to the Cabinet Member or Director of social services.

Way Forward

7. At the meeting Councillor Graham Hinchey (Cabinet Member for Children and Families) and Claire Marchant (Director of Social Services) will be in attendance to make a presentation and answer any questions Members may wish to ask.
8. Members may wish to review the information presented at the meeting and determine whether there are any comments, concerns or recommendations which they would like to pass on to the Cabinet Member or Director of Social Services.

Financial Implications

9. 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. These financial implications will need to be considered before any changes are implemented.

Legal Implications

10. 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.

Recommendation

The Committee is recommended to review the information provided in the report and at the meeting and provide any comments, concerns or recommendations to the Cabinet Member and Director of Social Services.

DAVINA FIORE

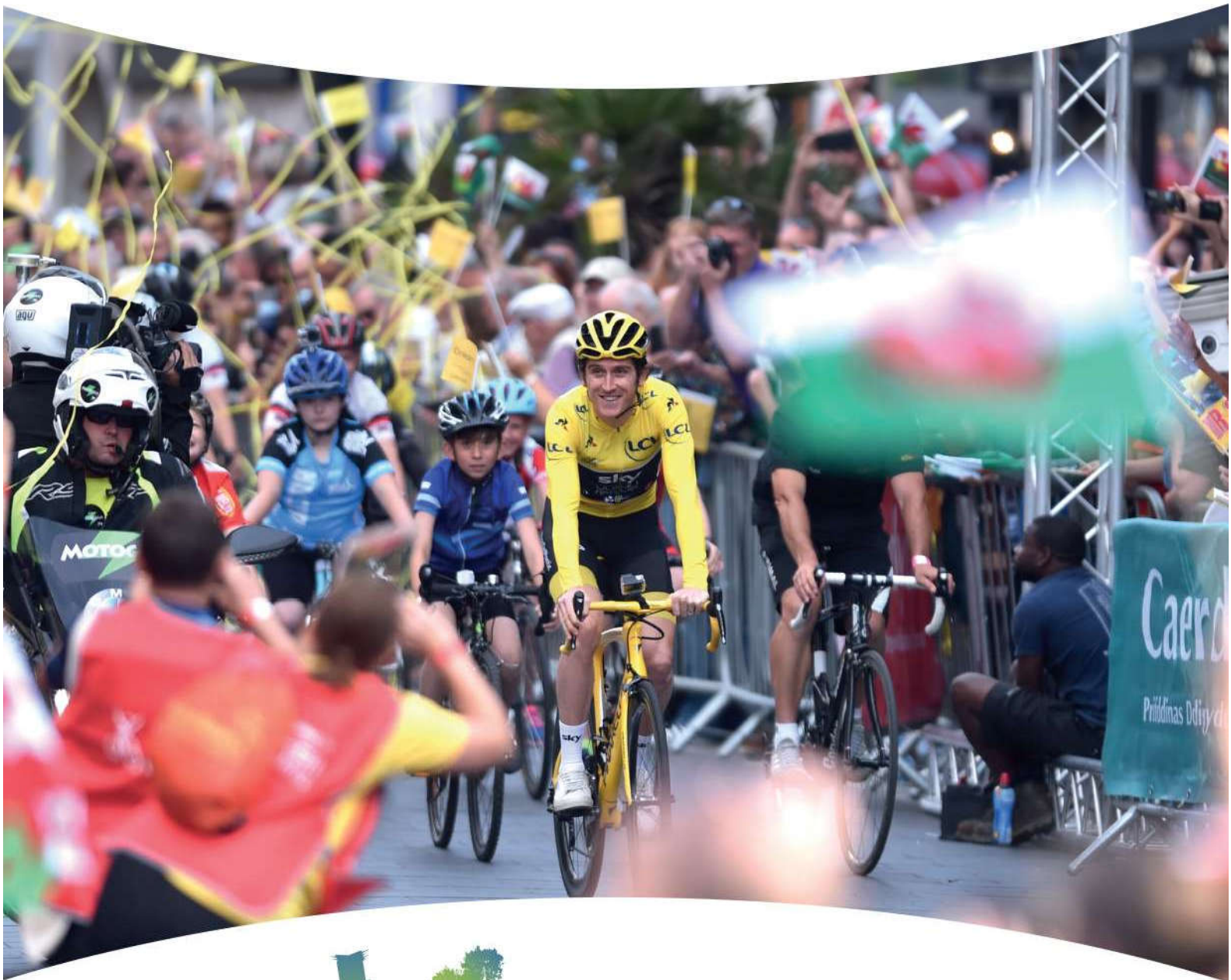
Director of Governance and Legal Services

5 December 2018

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Delivering Capital Ambition

Quarter 2 Performance Report 2018-19



Purpose of this report

This Quarter 2 performance report for 2018-19 contains two main sections and an appendix.

1. The first section, beginning on page 3, provides summary level detail of four key perspectives of Organisational Performance: Financial, Customer, Internal Processes and Learning and Development.
2. The second section of the performance report, beginning on page 7, reports Quarter 2 performance against the 2018-21 Corporate Plan Well-being Objectives, satisfying the Council's statutory obligation to report its progress against these, in line with the Well-Being of Future Generations Act 2015.

The report is organised by Well-being Objective and, under each of these, the performance narrative is tailored to identifying how the Council has progressed in the second quarter of the financial year. Graphical representation is used alongside narrative to show progress against the Corporate Plan steps and Key Performance Indicators.

Appendix

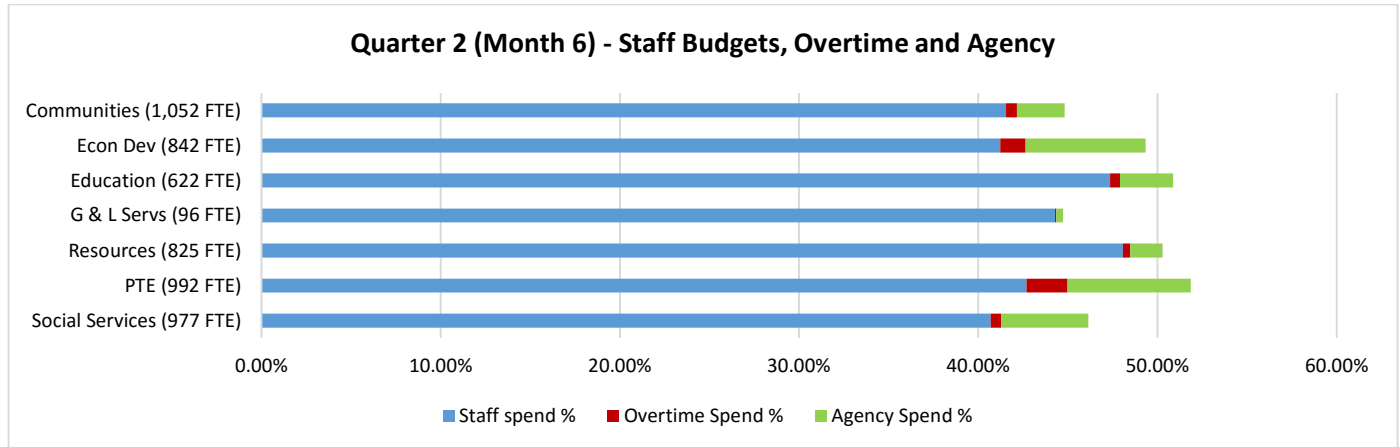
Attached to this report is an appendix which provides a quick glance version of performance against the Corporate Plan at Quarter 2, organised by Well-being Objective. This version does not contain detailed narratives but can be cross-referenced against the main report where further detail is required.

Section 1 – Organisational Health Overview

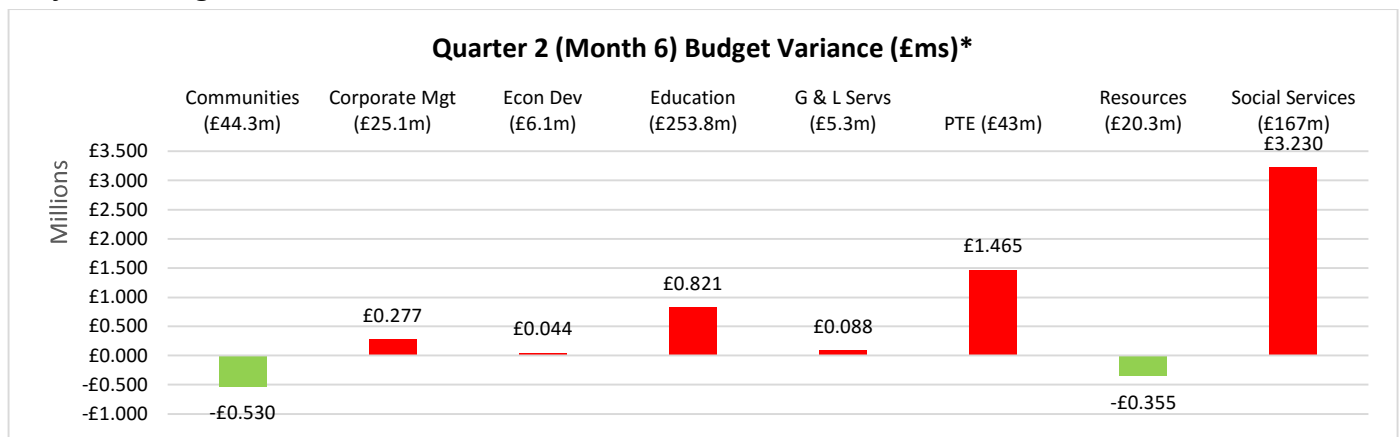


Financial

Staff Budget/overtime and agency graph

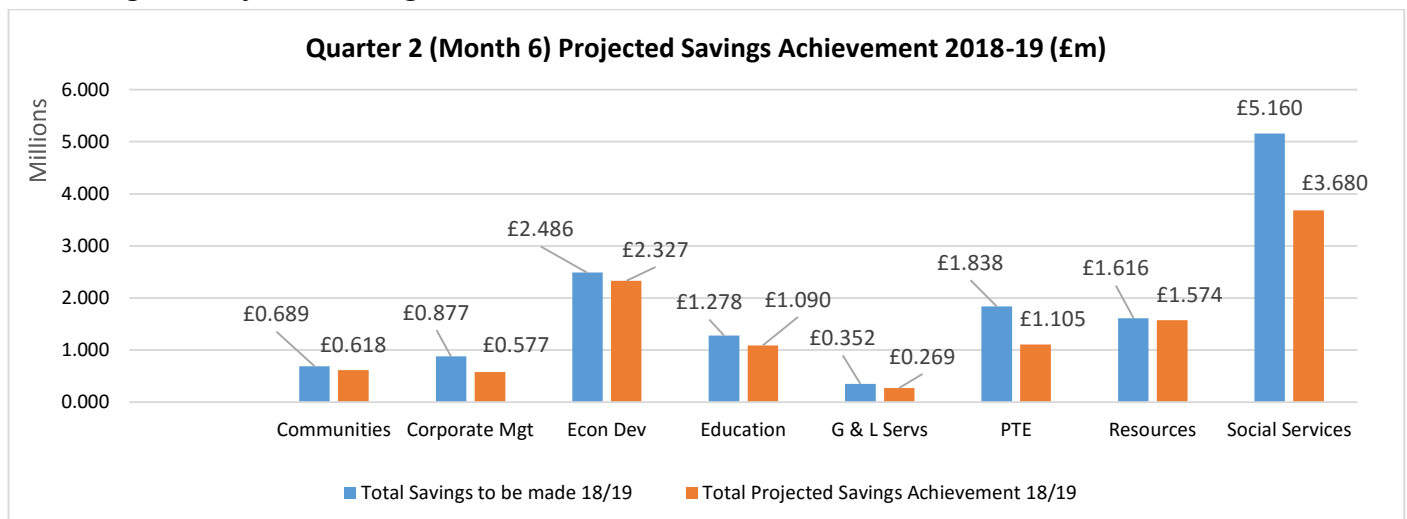


Projected Budget Outturn



*This graph shows the individual directorate’s projected outturn position at Month 6. The overall month 6 position is a balanced position and this is explained in more detail in the Month 6 Budget Monitoring Cabinet Report to be received in November.

Percentage of Projected Savings made



Section 1 – Organisational Health Overview



Customer



2,789 downloads
 1,083 on Android Devices
 1,706 on Apple Devices
 5% of downloads were in Welsh



Followers 18,800
 3,268 increase on Q4
 2017-18



Followers 89,400
 2,009 increase on Q4
 2017-18

Website
www.cardiff.gov.uk

Visitors 574,880
Total pages
 2,217,718 English
 15,017 Welsh

Public Spaces Protection Orders – Proposed Dog Controls

During Quarter 2 the web team published consultation information on the proposed dog control orders for our parks and open spaces, these generated high levels of engagement via social media

10,228 page views relating to the proposed dog controls
 5,492 via Facebook and Twitter
 53 via Friends of Dogs websites

Glass Recycling Pilot & Waste Collection Look Ups

5,171 Page views relating to the Glass recycling
 1,990 via Facebook
 653 via Twitter

Information was also published on the glass collection pilot scheme and added to the waste collection look up in the Cardiff App

Online Recycling and waste collections look ups
 15,175 – July
 22,030 – August
 26,555 – September
 63,760 Total

Parking Permit Applications

Other areas that continue to show an increase in digital interaction is Parking Permit Applications with 30,450 total page views in September alone!

67.14% applications made online

32.86% applications via post



Calls Offered 161,767 compared to 166,975 calls in Quarter 1
Calls Handled 144,834 compared to 152,528 calls in Quarter 1



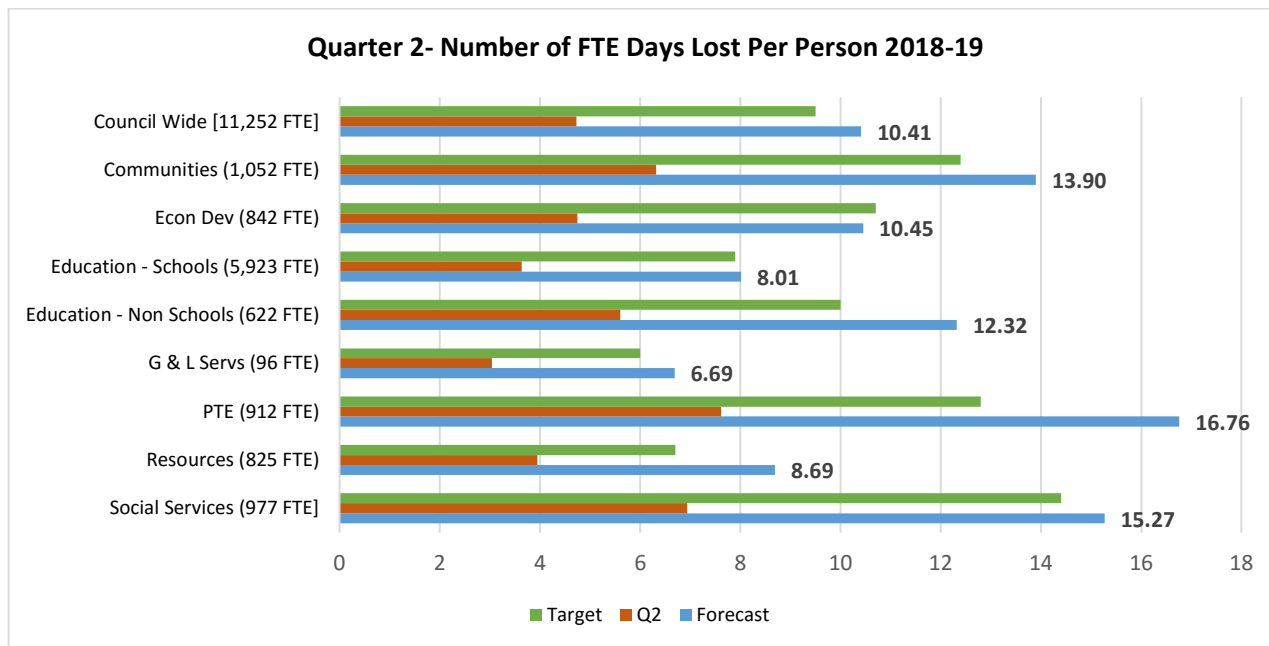
Emails handled 17,891 compared to 23,540 in Quarter 1
Webchats Handled 2,539 compared to 2,305 in Quarter 1

Section 1 – Organisational Health Overview



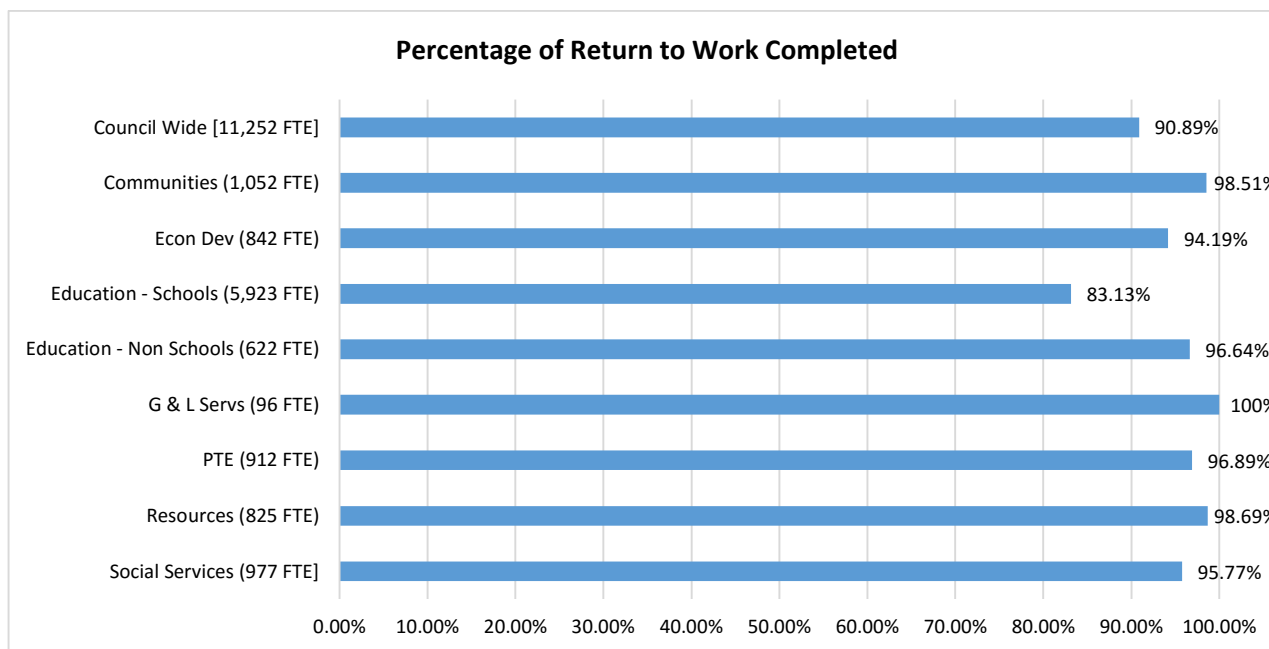
Internal Processes

Sickness Absence



The Quarter 2 Council wide result is 4.37 FTE days lost per person; this is an improvement on the same period 2017-18 of 0.24 days lost per FTE. The outturn forecast at Quarter 2 for 2018-19 is 10.41 days lost against a target of 9.5, which would be a 0.86 days lost per FTE improvement on the 2017-18 result of 11.27.

Return to Work

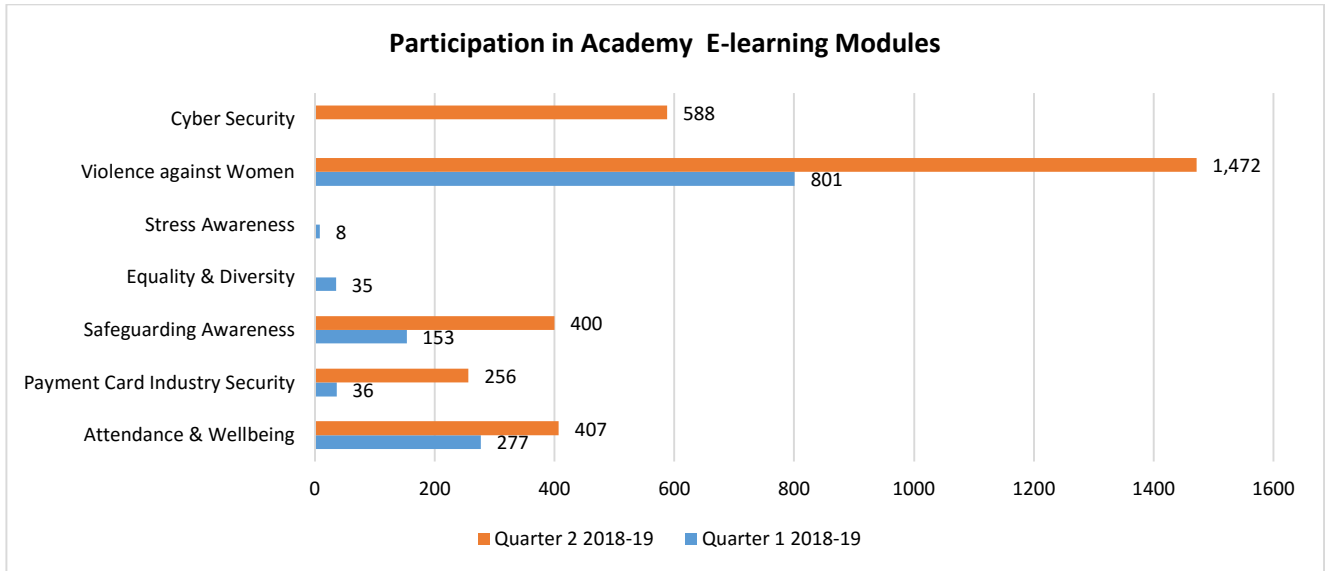


Section 1 – Organisational Health Overview

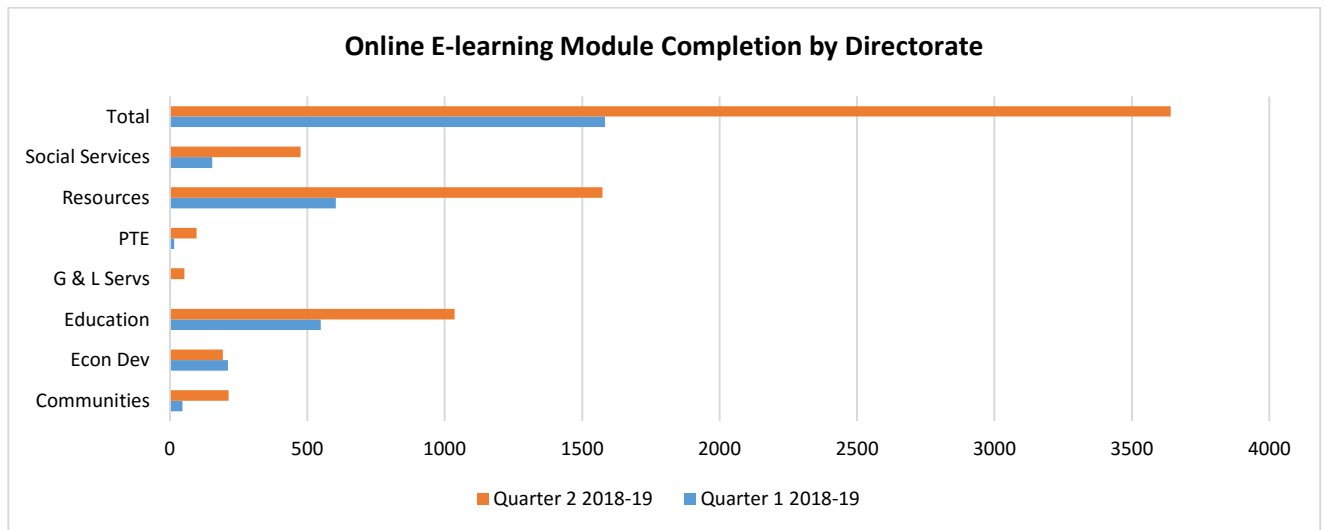


Learning & Growth

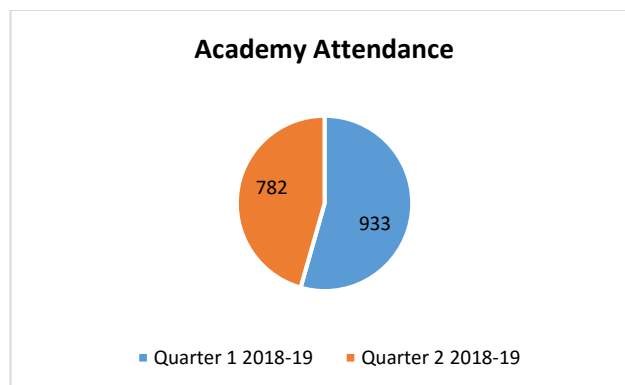
Completion by Module



Online module completion by Directorate



Academy Attendance



Section 2 – Delivering Capital Ambition Quarter 2 Report



Key information

Corporate Plan Steps Assessment Criteria

Directorates are asked to self-assess the RAG rating for each of the Corporate Plan steps for which they are the lead directorate using the following criteria:

Red
A Step should be ragged as **Red** when serious issues have occurred and it is unlikely that any further progression can be made without some form of assistance from outside of the Directorate, e.g. SMT, enabling services etc. At the time of writing it is unlikely that the step will be delivered within the agreed time frame or at all.




Amber
A Step should be ragged as **Amber** when issues have occurred but they are not serious enough to require assistance. Progress can be recovered by the Directorate and there is a plan in place for this. It is likely that the step will still be delivered within the agreed time frame.

Green
A Step should be ragged as **Green** when there are no issues with progress / performance, and at the time of writing the step will be delivered within the agreed time frame.

Corporate Plan Performance Indicators Assessment Criteria

Directorates provide Performance Indicator results against target. The Performance Indicator RAG rating is then calculated using a set formula as follows:

Key:

-  Red - indicator result is 10% or more away from target
-  Amber - indicator result is within 10% of target
-  Green - indicator result is on or above target

Well-being Objective: 1.1

Cardiff is a great place to grow up



16. Deliver 21st Century Schools Band B programme of School Investment (Amber)

The proposed schemes under the £284m Band B investment programme were presented to Cabinet in December 2017, followed in July 2018 by a report on operational arrangements for programme delivery. Consultation processes for five of the schemes will commence between Autumn 2018 and January 2019, including Fitzalan High School, Doyle Avenue, St. Mary the Virgin Primary School and Willows High School.

Key Performance Indicators – School Places

Performance Indicator	Result	Annual Target
	Annual (Provisional)	
The percentage of children securing one of their first three choices of School Placement – Primary	95%	95%
The percentage of children securing one of their first three choices of school placement – Secondary	82%	82%

17. Addressing the maintenance backlog in Schools (Green)

Phase 1 Property Condition Surveys of 34 schools have been completed. Phase 2 is underway with on-site, completion of all schools, anticipated by December 2018. Prioritised investment plan is now being developed with the Education Service.

18. There has been a significant amount of work undertaken to strengthen the governance around the School Asset Renewal Programme, and the SOP Asset Commissioning Group oversees the prioritisation of all asset and capital works funded from the Directorate's capital budget. The commissioning of works is against an agreed programme, and all schemes to be funded are considered and agreed by this group. The budget totals approximately £40m over the next five years.

19. The remaining property condition surveys for schools will be complete by April 2019, and will give an overall picture of the condition and suitability of the schools' estate. These will then be used to programme the Asset Renewal and Suitability programmes over the coming years. Ensuring that all Council departments have the capacity to deliver the programme remains a challenge.

20. The introduction of Health and Safety officers in schools from September 2018 will further enhance the information available on school property, and ensure the ongoing compliance and safety of sites.

21. Support young people into Education, Employment or Training by delivering the Cardiff Commitment (Green)

Strong progress continues to be made in delivering the Cardiff Commitment:

- Over 200 businesses have engaged to date and 120 have made specific pledges to support schools and young people
- 'Open Your Eyes weeks' in the both the Cardiff West and Fitzalan school clusters this summer have enabled pupils to hear from a wide range of businesses with the aim of igniting and inspiring interest in a wide range of occupations

Well-being Objective: 1.1

Cardiff is a great place to grow up



22. The Economic Development team continue to work with those businesses to find out what opportunities they are able to support such as work experience, careers events, mock interviews etc. The team match those opportunities with requests for support from schools.
23. During Quarter 2 a number of businesses have helped support the following:
 - Requests for work experience
 - Requests for careers talks in Primary and Secondary schools in November 2018
 - Exhibiting at careers events to provide advice and guidance on career opportunities
 - A 'Transforming Spaces' project where we worked with a construction company to upskill 6 young parents with basic construction skills and build Cardiff's first 'Pink Beach Club'
 - Creating work experience and apprenticeship programmes
 - Assisting Third Sector organisations with workshop opportunities for those young people looking for work
24. However, challenges continue to be faced in securing opportunities for the most vulnerable and disengaged young people. Work will continue to support employers, schools and training providers to offer entry level opportunities for these groups, in partnership with the Council's Into Work services.
25. The progression of pupils' following the academic year ending August 2018 will be reported in Quarter 3 (i.e. 2018 NEETS figures).
26. **Ensuring the best outcomes for children and young people for whom the Council becomes responsible (Amber)**
Due to the over spend on Children's Services budget this objective has been ragged Amber.
27. The Corporate Parenting Advisory Committee (CPAC) responsible for delivering the Corporate Parenting Strategy work programme has continued to progress its work throughout Quarter 2:
 - An additional meeting was held in September for Officers to present their response to the '**Bright Spots**' Survey and Action Plan. **Bright Spots Your Life, Your Care:** surveyed the views of Looked After Children (LAC) and young people aged 4-18 years in Cardiff, during April 2018. 255 Looked After Children and young people completed the survey out of a possible 581; a response rate of 44%. A number of 'Bright Spots' of practice have been identified. For the full report see [Your Life, Your Care Survey](#)
 - All recommendations including an action plan have been accepted by Members. Please see '[Response to the Bright Spots' Survey, September 2018](#)'
 - Adult's and Children's Services pilot using the Signs of Safety format that sits alongside the Transition Review Interface Group (TRIG) in the transition referral process is working well and positive comments have been received from Looked After Children 14+
 - The CPAC Annual Report 2017 / 18 has been drafted and will be presented to the next CPAC meeting in October 2018 and at Full Council in November 2018
28. Substantial work is underway to create more **placement provision** in Cardiff including:
 - A fostering project which aims to reduce the need for Independent Fostering Agencies (IFA's) and residential placements

Well-being Objective: 1.1

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- The development of a commissioning strategy which plans the quantity and type of provision needed
 - Joint working to secure the right properties, care and support
29. Following a presentation to Cabinet in Quarter 1, **The Fostering Service Review** is focusing on the following aspects:
- Operating model for fostering in Cardiff
 - Recruitment for foster carers including marketing and assessment processes
 - An improved “offer” for foster carers including training and support
30. The Fostering Service Review is developing an effective business model that will enable the in-house fostering service to grow and take the lead position in the provision of fostering services in Cardiff.
31. The **Out of County Placements Report** that followed a Task and Finish Inquiry undertaken by Members of the Children & Young People Committee in May this year was presented to a CPAC meeting on the 17th July 2018 and to Cabinet on the 5th July. The response to the report is scheduled for Cabinet on the 11th November.

Performance Indicator	Result		Annual Target
	Q1	Q2	
The percentage of children in regulated placements who are placed in the Cardiff area	59.6%	57.6%	63%
<p><i>Please note that the PI counts only children placed within the Local Authority boundaries and excludes children placed in neighbouring authorities close to their home area and attending Cardiff schools.</i></p> <p>381 children out of 662 placed in regulated placements (in the Cardiff area). Of these 27 of the children not placed in Cardiff are placed with a relative carer, 120 are placed in neighbouring authorities and 134 are placed further afield for reasons of safeguarding, needing a specialist placement or availability of placements. 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.</p>			

32. **Embedding the Disability Futures Programme (Green)**
- The Officer’s Decision Report in relation to **Integrated Respite for Children** was agreed at Cabinet 12th July 2018 regarding the Cardiff Short Breaks Service at Ty Storrie. The service will sit within the Specialist Service portfolio of Children’s Services and as a result will benefit from greater alignment with other regulated services. Links to the multi-agency Disability Futures programme will support development within the wider partnership context.
- *Integrating Disability Services Pilot (IDSP) - Formerly known as Complex Needs Service*
A draft joint policy has been agreed between Cardiff Council and the University Health Board (UHB) for Children with Continuing Care needs, the first step towards developing and establishing a joint Continuing Care model for Children.
 - *Regional Joint Commissioning*
The Legal implications have been assessed and budget allocation secured and Officers Decision Reports (ODR) completed for the following services to be commissioned on a regional basis:

Well-being Objective: 1.1

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- **Supporting Parents with a Learning Difficulty - 'Ymbarel'** (based in the Vale) A regional service across Cardiff and Vale of Glamorgan Council's delivered by Action for Children providing intensive interventions to parents who have additional learning needs and where there is risk of significant harm to their children.
- **ICF Cardiff and Vale Parenting (ADHD)** (based in Cardiff) - Provides family support by supporting parents, carers and families in the community and in diverse cultural circumstances. Guidance and advice is aimed at supporting vulnerable children and their families. It also offers parenting programmes, training programmes and workshops, family learning activities, community based development support and family mediation services
- **Summer play scheme(s) pilot – (Cardiff only)** - Officers Decision Reports (ODR) completed and agreed for pilots to run, however, schemes for summer are delayed and awaiting a decision on the ODR. Pilot play schemes will commence at both Ty Gwyn and Riverbank schools for October half term 2018 and February half term 2019

➤ *Transition*

The establishment of both the Regional Transition Review Interface Group (TRIG) and the Cardiff and Vale of Glamorgan Regional Transition Steering Group, together with the re-launching of both groups Terms of Reference in Quarter 2, is improving regional collaboration and partnership working between Social Services, Education and Health in preparation for the implementation of the Additional Learning Needs (ALN) and Education Tribunal (Wales) Bill in September 2019.

➤ *Regional Learning Disability Services*

The draft Regional Learning Disabilities Commissioning Strategy (including Day Services) has been completed with partners. Further work is required to ensure the strategy clearly reflects priorities for Cardiff and the Vale. There are two Integrated Care Fund (ICF) capital projects, with match funding across Cardiff and the Vale of Glamorgan Council's, which deliver services across the region namely Ty Gwyn Hwb (Cardiff) and Ysgol Y Deri (Vale of Glamorgan). The purpose of the **Ty Gwyn Hwb** project in Cardiff is to redesign and increase the capacity of the existing Trelai Youth Centre building on the Western Learning Campus.

33. **Enhance Early Help (Amber)**

Detailed work is underway to understand best practice and the effectiveness of early intervention and prevention of the current services Cardiff offers and to redesign an integrated early help service.

34. A stakeholder workshop involving a wide range of partners was held on the 24th September. The Institute of Public Care (IPC) are also contracted to provide consultative support and analysis of data for the development of the new approaches.

35. A new gateway model for supporting vulnerable children and families has been developed that supports the aims of the Early Help Strategy.

36. The staff restructure relating to the Parenting and Youth Support Services has been completed and the new arrangements are being mobilised.

Well-being Objective: 1.1

Cardiff is a great place to grow up



37. Parenting support aligned to the arrangements for Flying Start delivery has continued during this time with some delays being experienced in the provision of distinct Families First programmes.
38. Elements of Youth Mentoring have continued: Recruitment to the new Curriculum4Life element is underway: Youth Service managers are working with Communities and Housing to develop Post-16 delivery and are linking this to the City Centre Youth Project and the redesign of Grassroots.
39. The Disability Focus services were originally expected to be delivered until end March 2019 but new proposals for a disability focus service are currently being brought forward in collaboration with the Disability Futures Programme.
40. Support4Families continues to be delivered in the interim through the joint arrangement between TGP Cymru and Children's Services. The service has received a high number of referrals for families who are either being diverted from MASH or stepped down from targeted services. These families have complex needs and the interventions provided by Support4Families have been crucial for managing the risks at as low a level as possible.
41. As part of the recommissioning of Families First, funding has been closely aligned with Flying Start funding to extend the provision of parenting across the city and address the gaps that existed in early years parenting outside of the Flying Start catchments. Families First funding has also been aligned with Supporting People funding to support a more cohesive service offer in respect of Domestic Violence services. Over the next year, further alignment of Families First funding with Supporting People funding and core funding will be used to develop a one stop shop for young people.
42. **Review of Multi – Agency Safeguarding Hub (MASH) effectiveness (Amber)**
An initial piece of work undertaken by the service has helped to re-scope the objective and inform a wider whole system approach for Early Help and Support to Families plus due to the over spend on Children's Services budget this objective has been ragged Amber.
43. A review of the Multi-Agency Safeguarding Hub (MASH) has been finalised and shared with multi-agency partners at the MASH Management Board, this included the Public Safety Board. Considerable efforts have been made during Quarter 2 towards raising the awareness of partner agencies to the Social Services Wellbeing Act (2014) and the Eligibility Criteria for services in order that referrals made to Children's Services can become better focussed.
44. The number of families accessing support outside statutory services has increased and as a result and in recognition of the value gained by the work, staffing resources in the Support4Families' team have been increased.

Well-being Objective: 1.1

Cardiff is a great place to grow up



Performance Indicator	Result		Annual Target
	Q1	Q2	
The percentage of referrals to the MASH that meet the intervention threshold. (New Indicator, Baseline being set)	21.86%	19.89%	Baseline not set
19.89% (1000 / 5028) of contacts to MASH met the intervention threshold and are progressing to Safeguarding or Wellbeing assessments. 3.36% (169 / 5028) of contacts to MASH were diverted to Support 4 Families to receive advice + assistance. 8.29% (417 / 5028) of contacts to MASH were signposted to early intervention services. 68.46% (3442 / 5028) of contacts to MASH, many from professionals, provided information only and did not progress to assessment.			

Well-being Objective: 1.4

Safe, confident and empowered communities



- **Safeguarding and Supporting Vulnerable People**
- **Safe and Inclusive Communities**
- **Regenerating Local Communities and Citizen Centred Services**
- **Supporting Sports, Leisure, Culture and Green Spaces**

Key Financial Issues

67. As highlighted in earlier sections of this report there are significant areas of overspends and underspends against budgets across Social Services and Communities & Housing. Some not previously discussed which relate to services within the scope of this Wellbeing objective include:

Childrens Services

68. Within the wider Childrens Services overspend position of £4.206 million there are projected overspends of £37,000 on leaving care support costs, £104,000 on commissioning budgets and £34,000 in relation to Social work teams reflecting the high levels of agency staff in these areas.
69. Offsetting these are projected underspends of £246,000 in relation to Guardianship Orders, £168,000 in support services, £242,000 in Early Intervention and £27,000 in safeguarding.

Adults Services

70. The Adults Services underspend position includes and underspend of £596,000 in Mental Health Services and £243,000 for People with a Physical Disability including Alcohol and Drug Services.

Corporate Plan steps and KPIs Updates

71. **Ensure Children and Adults are protected from risk of harm and abuse (Amber)**
Consultation on the first draft of the **Child Sexual Exploitation Strategy** has been put on hold whilst the Regional Safeguarding Board consider the concept of developing a combined Children's and Adults Sexual Exploitation Strategy.
72. Services to support children exhibiting Harmful Sexual Behaviour (HSB) have been agreed and are in place, with children receiving timely and appropriate support interventions to ensure their safeguarding. All HSB cases are overseen by the Think Safe! Team Manager.
73. Visits to other Local Authorities (nationally) to learn from each other and to compare best practice in all areas of child exploitation have taken place. Feedback from these visits has re-assured Senior Management that Cardiff is well positioned across the whole of the UK, in terms of being a forward thinking Local Authority in all matters relating to Child Sexual Exploitation.
74. Training and consultation arrangements on Harmful Sexual Behaviour (HSB) for Children's Services staff are scheduled for Quarter 3. A programme to raise the awareness of exploitation is in place for all Adult Services staff to undertake appropriate training that will improve the recognition of vulnerable adults at risk of sexual and other exploitation.

Well-being Objective: 1.4

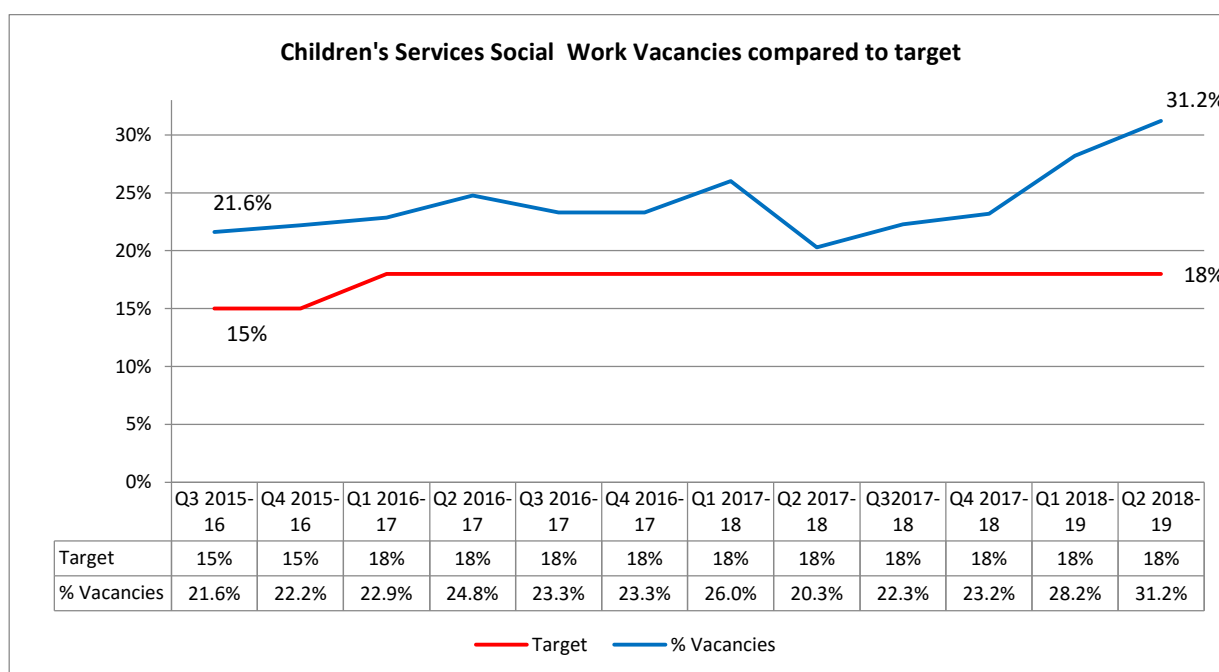
Safe, confident and empowered communities



- 75. A new process for dealing with concerns around Female Genital Mutilation (FGM) is being led by Health and has been agreed on an operational level by Cardiff Council and other Multi-Agency partners.
- 76. A ‘virtual’ transitions team has been established to coordinate the transfer of young people into Adult Services where risks of exploitation have been identified.

➤ *Social Worker Vacancies*

19 vacancies were filled during Quarter 2 (ten with new social workers, two through transfers and seven through the promotion of existing social workers), however Social Workers leaving their substantive posts is continuing to impact on the percentage of vacancies. The creation of a further seven new posts has also affected the vacancy figure this quarter. The result in Quarter 1 was 28.2% and has increased to 31.20% in Quarter 2.



- 77. In order to mitigate this a Workforce Project Group has been put in place and the development of a Recruitment and Retention Strategy in progress. A workforce “report card” to track vacancies and agency cover is in development.
- 78. The Council is currently developing a Recruitment and Retention Strategy for Social Services that is expected to be in place by the end of November. In the short term there will be a review and development of a separate website promoting opportunities in Social Services, which will be linked to the Council’s recruitment website, mapping of the recruitment processes to ensure they are efficient and effective and strengthen of performance reporting on workforce related issues.
- 79. In the medium term the Council will develop links with schools and strengthen existing links with local universities and review and strengthen staff induction. It is expected that the analysis of retention / turnover data and a skills and gap analysis will inform future workforce planning activity, reviewing staff roles to ensure

Well-being Objective: 1.4

Safe, confident and empowered communities



the workforce is able to meet the changing needs of Children's Services in the future whilst successfully recruiting current vacancies.

80. All of the work will be underpinned by robust stakeholder engagement with opportunities for existing staff and potential future staff (e.g. student social workers) to actively influence and shape what the future Children's Services workforce looks like, using staff as ambassadors to encourage and attract both newly qualified and experienced social workers to come to Cardiff
81. **Respond to the Parliamentary review of Health and Social Care in Wales (Green)**
The Regional Partnership Board has submitted detailed transformation proposals to Welsh Government (WG) to deliver the policy set within 'Healthier Wales', across the region.
82. **Ensure that the Council's Corporate Safeguarding Strategy is Implemented (Green)**
The safeguarding team receives quarterly figures from Cardiff Council Academy, which it uses to monitor and target both internal members of staff and external organisations where the Safeguarding 'e' module has not been completed to ensure safeguarding awareness is raised across the Council and with its partners.
83. **Continue to develop and support the workforce (Amber)**
Due to the over spend on Children's Services budget this objective has been ragged Amber.
The Regional website for Social Care is now updated on a regular basis, ensuring that new information is readily available to all staff.
84. Actions completed in Quarter 2 include:
- Manager forums are held on a regular basis where information regarding qualifications is provided
 - Additionally newsletters are sent with updates on the new qualification suite
 - Emails with Frequently Asked Questions giving relevant advice and guidance are sent
 - Individual sessions with managers are offered with support tailored to their agency
 - Links to the Regional website and Social Care Wales are disseminated regularly
 - A survey was undertaken to establish the concerns of managers around new qualifications. This has been fed back to Social Care Wales (SCW) and Welsh Government (WG). Outcomes from this will be fed back to managers
85. SCW has appointed the WJEC (Welsh Joint Education Committee) & City and Guilds to build and provide the new qualifications for the Social Care workforce.
86. **Continue to implement a sustainable finance and service delivery strategy (Amber)**
Due to the over spend on Children's Services budget this objective has been ragged Amber.
87. As per Quarter 1 Social Services are continuing to manage demand for both Adult Services and Children's Services through the 'Improving Outcomes for Adults Programme Board' and 'Improving Outcomes for Children's Programme Board' respectively. The 'Improving Outcomes for Adults' Programmes were considered at a Cabinet Progress and Performance session on the 10th October.

Well-being Objective: 1.4

Safe, confident and empowered communities



88. Actions completed for Quarter 2 to implement a **sustainable finance and service delivery strategy** include:
- Detailed proposals developed to enhance Early Help and support for Children and Families
 - A review of the Community Resource Teams (CRT) has been initiated with the aim of maximising the efficiency and effectiveness of services which will re-able and enable people following a period of illness, which presents a risk to their independence
89. **Empower people with a learning disability to be more independent (Green)**
 A draft Regional Learning Disabilities Commissioning Strategy (including Day Services) has been completed with partners. The draft has been circulated to the Regional Learning Disabilities Commissioning Strategy Group for comments amendments and is under review to ensure it demonstrates clear commissioning intentions.
90. **Help prevent violence against women, domestic abuse and sexual violence (Amber)**
 The Regional Strategy action plan is being monitored by a range of sub-groups. A survey to elicit views of male victims has been prepared; which will feed into the work that will be undertaken to draft a service specification for a male victim service. Other local authorities across South Wales are now showing an interest in being part of the service development and delivery, which is delaying progress slightly. The Female Victims service is proving valuable to all partners.

Performance Indicator	Result		Annual Target
	Q1	Q2 (Cumulative)	
The percentage of Council staff completing the level 1 online module of the National Training Framework on violence against women, domestic abuse and sexual violence.	16%	27%	100%
1,475 Council staff have completed the online module in Quarter 2, making a total of 3,566 against a headcount of 13,332.			

91. **Prevent children entering the criminal justice system (Amber)**
 Actions by the Youth Offending Service (YOS) for Quarter 2 to reduce children reoffending through the interventions delivered by the Cardiff Youth Offending Service include:
- Work to develop a pilot scheme to focus on and identify children and young people who are not in school and are at risk of entering the Criminal Justice System (CJS) has commenced in conjunction with Education Youth Services
 - The development of a knife crime awareness programme
 - Service-user feedback is currently collected for the following programmes:
 - In-house knife crime programme
 - Prevention
 - Substance Misuse
 - A Criminal Exploitation process map has been developed which streamlines the referral process. The YOS is now co-working cases with Children’s Services, depending upon the individual circumstances of the young person. Work is also being undertaken on a Sexually Harmful Behaviour model and the YOS is in

Well-being Objective: 1.4

Safe, confident and empowered communities



the process of recruiting a Harmful Sexual Behaviour worker as a pilot as a part of this work. Close links are being developed with the ‘Street Games’ project and the YOS is involved in a multi-agency prevention project in the Bute Town area of Cardiff as a pilot project. If this is successful then it is hoped this initiative will be rolled out to other parts of the city

- Recruiting a further two Anti-Social Behaviour (ASB) workers to bolster the capacity of the prevention team
- Volunteer Community Panel Members including Appropriate Adults and Neighbourhood Resolution have been recruited and trained

Performance Indicator	Result		Annual Target
	Q1	Q2	
The number of children entering the criminal justice system	35	25	18
During Quarter 2 the referral process to ‘Divert’ and the throughput of cases has improved as changes to procedures are being embedded. This has positively impacted upon the backlog of Out of Court Disposals being administered. The backlog is a direct result of the ongoing police stop and search ‘Operation Sceptre’, which aims to combat knife crime in the city.			

92. Implement the National Community Cohesion Action Plan (Amber)

Due to a change in personnel with external partners, there has been no significant movement with this objective, as a result of these issues the milestones will be adjusted following conversations with UNICEF during Quarter 3.

93. Review and reform the Community Safety Partnership (Amber)

The Gold and Silver-level Community Safety Boards are now well embedded. A large stakeholder event was held in September to ensure the work of partners through these mechanisms is focused on the right priorities for the city, and this has led to a revision of the governance arrangements at the operational level. The Gold group will be considering recommendations of new operational structures in November.

94. Tackle substance misuse in the city (Amber)

A joint Adults and Childrens Scrutiny Inquiry has been undertaken into the factors that can help divert young people from becoming involved in drug taking and drug dealing. The inquiry heard evidence from professionals across a range of partners as well as members of the community that have been affected by drugs. The inquiry committee are currently preparing a report with a series of recommendations which will be approved in the coming months. The report will then be published and the Community Safety Delivery Board will be responsible for co-ordination and monitoring the recommendations.

95. Deliver the Night Time Economy Strategy (Green)

The Purple Flag self-assessment (Purple Flag accreditation is a an accreditation process similar to Green Flag award for parks and Blue Flag for beaches to allow the public to identify towns and city centres that offer an entertaining, safe, diverse and enjoyable night out) was completed at the end of September, the full submission will follow the assessors visiting the City during the first week of December.



2018/19

Q2 Performance Report Appendix

High level summary by Wellbeing Objectives

Corporate Plan Steps Assessment Criteria

Directorates are asked to self-assess the RAG rating for each of the corporate plan steps for which they are the lead directorate using the following criteria:

Red

A Step should be ragged as **Red** when serious issues have occurred and it is unlikely that any further progression can be made without some form of assistance from outside of the Directorate e.g. SMT, enabling services etc. At the time of writing it is unlikely that the Step will be delivered within the agreed time frame / or at all.

Amber

A Step should be ragged as **Amber** when issues have occurred but they are not serious enough to require assistance. Progress can be recovered by the Directorate and there is a plan in place for this. It is likely that the Step will still be delivered within the agreed time frame.




Green

A Step should be ragged as **Green** when there are no issues with progress / performance, and at the time of writing the Step will be delivered within the agreed time frame.

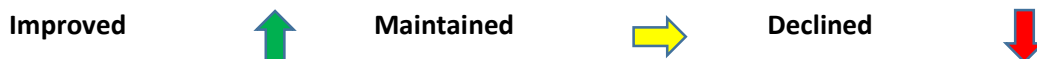
Corporate Plan KPIs Assessment Criteria

Directorates provide KPI results against target. The KPI RAG rating is then calculated using a set formula as follows:

Key:

-  Red - indicator result is 10% or more away from target
-  Amber - indicator result is within 10% of target
-  Green - indicator result is on or above target

Direction of Travel (Prior Year) - The “direction of travel” will be indicated for each KPI (where available). This is identified by comparing the current quarter against the same reporting period in the previous financial year. For example the Quarter 1 result for 2018-19 will be compared to the Quarter 1 result for 2017-18. An annual result for 2018-19 will be compared to the annual result for 2017-18 – most will not be available until year-end.



Well-Being Objective: Cardiff is a great place to grow up

61.5%

38.5%

Steps	Target completion date	RAG Status			
		Q1	Q2	Q3	Q4
Deliver a strengthened programme of academic and vocational provision for learners educated outside of mainstream settings, to improve learner outcomes. (ELLL)	During the academic year 2017/18 and beyond.				
Reshape and enhance specialist provision and services for pupils with additional learning needs to ensure sufficient, high quality places are available to meet the current and projected need. (ELLL)	2017 - 2022				
Complete the remaining schemes within the £164m 'Band A' programme of investment in schools, which will result in the opening of 5 new primary schools , including two Welsh medium schools and 1 new secondary school. (ELLL)	Autumn 2018				
	Spring 2019				
Ensure the best outcomes for children and young people for whom the Council becomes responsible by: <ul style="list-style-type: none"> Improving the reach and effectiveness of support to care leavers by strengthening the Bright Starts Traineeship Scheme. (SS) Embedding the Corporate Parenting Strategy across the Council and partners to promote the achievement of the same positive outcomes for children in care that every good parent would want for their own children. Improving the Council's capacity to commission and provide high-quality, cost-effective placements within the Cardiff area, reducing the need for Looked After Children to be placed out of area. 	During 2018/19				
	March 2019				
	March 2023				
Address the maintenance backlog in schools, as part of a wider programme of Asset and Estate management, targeting increased investment in schools that require priority action. (ELLL and ED)	March 2019				
Deliver the new schemes within the £284m 'Band B' programme of school investment to: <ul style="list-style-type: none"> Increase the number of school places available. Improve the condition of school buildings. Improve the teaching and learning environment. (E&LL) 	April 2019 to 2024				
Commission an independent review of the effectiveness of the Multi Agency Safeguarding Hub in consultation with the Regional Safeguarding Board and consider recommendations for change / improvement with a view to implementing changes. (SS)	March 2020				
Promote and fulfil Children's rights by building a Child Friendly City in partnership with UNICEF UK, over the three years to 2021. (E&LL)	2021				
Continue to raise standards achieved by learners in Cardiff schools and support schools in developing the 'Successful Futures' curriculum to be in operation. (E&LL)	2022				

Steps	Target completion date	RAG Status			
		Q1	Q2	Q3	Q4
Enhance Early Help by to support children and families before their needs escalate to the point that they require statutory interventions by • Agreeing a refreshed Early Help / Preventative Strategy • Piloting a 'Children First' approach during 2018/19 to join up multi-agency preventative services and funding in order to improve early help to children and families in Ely and Caerau. • Identifying opportunities to deploy grant streams more effectively under new "Funding Flexibilities" arrangements. (P&C and SS)	March 2022 (Children First Approach during 2018-19)	Yellow	Yellow	White	White
Embed the Disability Futures Programme to develop and implement remodelled services for disabled children, young people and young adults aged 0-25 across Cardiff and the Vale of Glamorgan to improve effectiveness and efficiency of services and outcomes for disabled young people and their families. (SS)	March 2023	Green	Green	White	White
Improve the educational attainment of pupils eligible for free school meals by • Highlighting and transferring best practice in schools which are effective in ensuring that economic disadvantage does not limit educational achievement. • Increasing the level of challenge and support to schools where pupils eligible for free school meals are underperforming (E&LL)		Yellow	Yellow	White	White
Support young people into education, employment or training by delivering the Cardiff Commitment, which will include: • Engaging city businesses to open up careers and enterprise opportunities to schools; • Implementing a digital platform to empower schools, young people and business to connect; • Introducing programmes of support to enable vulnerable young people to progress into employment; • Transforming information management processes to identify, track and support young people pre and post 16. (E&LL)		Yellow	Green	White	White

Well-Being Objective: Cardiff is a great place to grow up

9.1%	27.3%	27.3%	9.1%	27.3%
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Red (10% or more away from Target)	Amber (within 10% of target)	Green (on or above target)	Annual	Not Yet Available	New PI, baseline being set
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Performance Indicator	Result				Target	Narrative update	Direction of Travel (Prior Year)
	Q1	Q2	Q3	Q4			
The percentage of schools categorised as 'Green' – Primary (E&LL)	Q1	Q2	Q3	Q4	58%	Available Q4 (Jan 2019)	Annual
	N/A	N/A					
The percentage of schools categorised as 'Green' – Secondary (E&LL)	Q1	Q2	Q3	Q4	44%	Available Q4 (Jan 2019)	Annual
	N/A	N/A					
The percentage of schools categorised as 'Green' – Special (E&LL)	Q1	Q2	Q3	Q4	71%	Available Q4 (Jan 2019)	Annual
	N/A	N/A					
The Average Capped Nine Points Score achieved by Key Stage 4 pupils (<i>This calculation is based on a pupil's results from nine of the qualifications available in Wales.</i>) (E&LL)	Q1	Q2	Q3	Q4	370	Provisional result	Annual
	N/A	361					
The percentage of pupils achieving the Level 2+ threshold at the end of Key Stage 4 (pupils achieving 5 GCSEs A*-C including English or Welsh and Mathematics) (E&LL)	Q1	Q2	Q3	Q4	65%	Provisional result	Annual
	N/A	60.00%					
The percentage of pupils achieving the Level 1 threshold at the end of Key Stage 4 (5 GCSEs A*-G) (E&LL)	Q1	Q2	Q3	Q4	95.4%	Provisional result	Annual
	N/A	94.00%					
The percentage of pupils achieving the Core Subject Indicator (CSI) at the end of Key Stage 2 (E&LL)	Q1	Q2	Q3	Q4	90.2%	Provisional result	Annual
	N/A	90.2%					
The attainment gap in the Core Subject Indicator at the end of Key Stage 2 for those eligible for Free School Meals (FSM) and those not. (E&LL)	Q1	Q2	Q3	Q4	12	Provisional result	Annual
	N/A	9.6					
The attainment gap in the Level 2+ threshold at the end of Key Stage 4 for those eligible for Free School Meals (FSM) and those not. (E&LL)	Q1	Q2	Q3	Q4	30	Provisional result - indicates a widening of the gap - 1.5ppts larger	Annual
	N/A	34.2					
The percentage of children securing one of their first three choices of school placement – Primary (E&LL)	Q1	Q2	Q3	Q4	95%	Provisional result	Annual
	N/A	95%					
The percentage of children securing one of their first three choices of school placement – Secondary (E&LL)	Q1	Q2	Q3	Q4	82%	Provisional result	Annual
	N/A	82%					

Performance Indicator	Result				Target	Narrative update	Direction of Travel (Prior Year)
	Q1	Q2	Q3	Q4			
The percentage of Year 11 leavers making a successful transition from compulsory schooling to education, employment or training (E&LL)	Q1	Q2	Q3	Q4	98.5%		Annual
	N/A	N/A					
The percentage attendance – Primary (E&LL)	Q1	Q2	Q3	Q4	95.2%		Annual
	N/A	94.79%					
The percentage attendance – Secondary (E&LL)	Q1	Q2	Q3	Q4	94.5%		Annual
	N/A	94%					
The percentage of Children Looked After by Cardiff Council that achieve the Level 2+ threshold at the end of Key Stage 4 (E&LL)	Q1	Q2	Q3	Q4	25%		↑
	N/A	14.3%					
The percentage of Children Looked After by Cardiff Council that achieve the Core Subject Indicator at the end of Key Stage 2 (E&LL)	Q1	Q2	Q3	Q4	77%		↑
	N/A	84.20%					
The percentage of children in regulated placements who are placed in Cardiff (SS)	Q1	Q2	Q3	Q4	63%	381 / 662 of children placed in Cardiff.	↓
	59.60%	57.6%					
The number of schools designated as Rights Respecting Schools in Cardiff (E&LL)	Q1	Q2	Q3	Q4	22		↑
	N/A	35 (P)					
The % of children receiving support from the Adolescent Resource Centre (edge of care) who are receiving less than 25 hours of education provision a week	Q1	Q2	Q3	Q4	New Indicator Baseline being set	8 / 12 young people in receipt of less than 25 hours of education when they started receiving services	New
The percentage attendance of looked after pupils whilst in care in secondary schools (SS)	Q1	Q2	Q3	Q4	95%		Annual
	N/A	N/A					
The percentage of all care leavers in education, training or employment 12 months after leaving care (SS)	Q1	Q2	Q3	Q4	62%		Annual
	N/A	N/A					
The percentage of referrals to the Multi Agency Safeguarding Hub (MASH) that meet the intervention threshold. (SS)	Q1	Q2	Q3	Q4	New Indicator Baseline being set		New
	21.86%	19.89%					

Well-Being Objective: Cardiff is a great place to grow older

25.0%

75.0%

Steps	Target completion date	RAG Status			
		Q1	Q2	Q3	Q4
Consolidate Cardiff's status as a recognised Dementia Friendly City to support those affected by dementia, enabling them to contribute to, and participate in, mainstream society. This will include • Phase 1: Refurbishing existing day centres to provide dementia support; • Phase 2: Establishing a specialist dementia day service in partnership with the University Health Board. (SS)	2018-19				
Empower people to remain independent at home and reduce reliance on intensive interventions by preventing hospital admissions, accelerating safe hospital discharge and supporting assisted living. Key activities will include • Promoting the First Point of Contact Service to prevent unnecessary hospital admissions; • Developing a First Point of Contact (hospitals) to integrate more effectively hospital discharge; • Extending the scope of services to the Independent Living Services; • Extending Direct Payments to more people; • Establishing re-ablement as the unifying model for the provision of community based domiciliary care. (P&C and SS)					
Deliver the older person's strategy to support independent living, including fully understanding their housing needs and aligning work between People & Communities, Health and Social Services. (P&C)					
Address social isolation and enhance quality of life of older people by developing inter-generational working within schools, community groups, leisure centres and private sector partners. (P&C)					

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Children's Services Scrutiny Report

Quarter 2 2018



Executive Summary

What's working well?

- Improving performance in timeliness of Well-being Assessments
- Good performance in managing sickness absence
- Positive Care Inspectorate Wales Inspection Report of Crosslands Children's Home
- Commissioning Strategy under development and advanced planning of new residential provision
- Positive engagement with workforce and partners to understand priorities
- Workforce strategy developed
- Decision making panels implemented

What are we worried about?

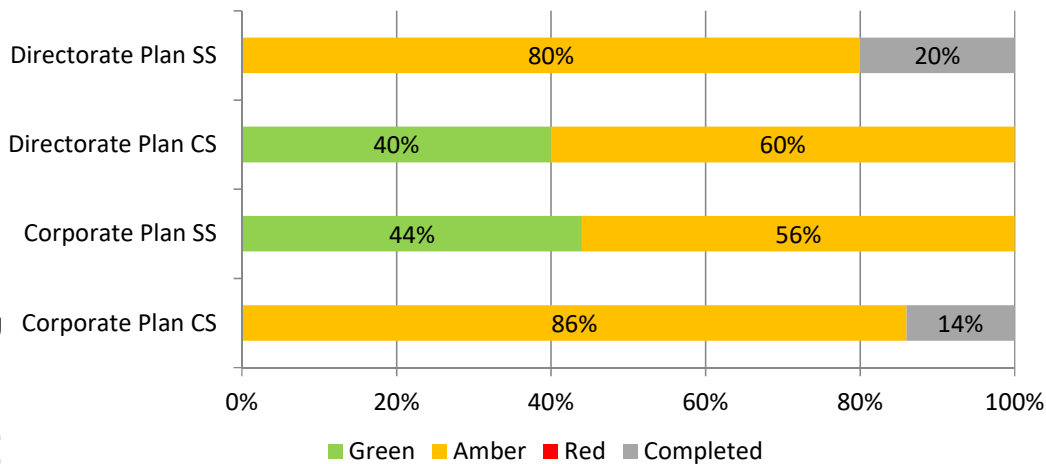
- Levels of agency workforce and variable caseloads.
- High numbers of looked after children and associated pressures on placement provision
- Low numbers of child protection registrations.
- Numbers of children waiting for adoption 12 months after Order made.
- Fitness for purpose of current staffing structures.
- Low numbers of children looked after returned home from care during the year

What do we need to do?

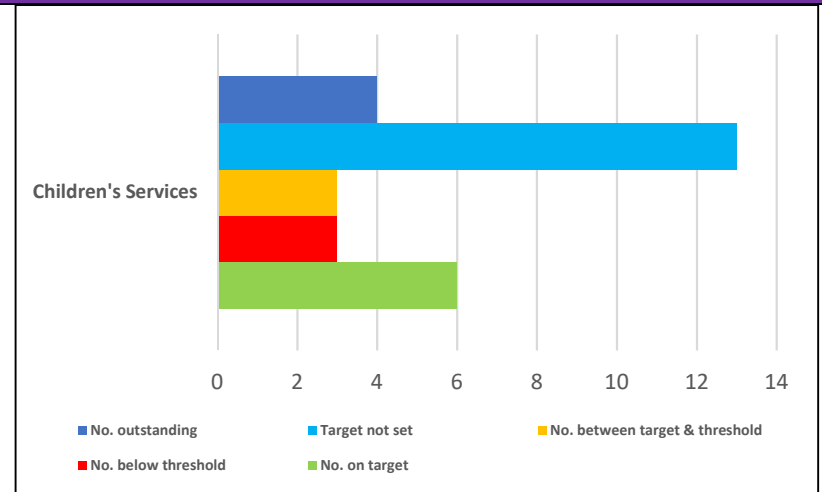
- Develop a 3 year strategy and implementation plan “Improving outcomes for all our children” and associated work streams to ensure a clear vision and actions in place to address all areas of improvement.
- Deliver a recruitment and retention strategy to retain, recruit and develop a suitably experienced and knowledgeable workforce.
- Implement a quality performance framework that evidences strengths and areas for improvements.
- Create a culture that is strength based, rights based and outcome focused with the child at the centre of all that we do.
- Evidence that all activities make a positive difference to the lives of the children and young people
- Develop a clear pathway for the “Children’s Journey” in Cardiff
- Refresh Signs of Safety implementation plan

Quarterly Performance

Progress against Corporate Plan & Directorate Delivery Plan Actions



Performance Indicator Overview Quarter 2



13 no target = 11 not appropriate; 2 new indicators, baseline being set

What's working well?

•Cardiff Youth Offending Services (YOS)

Cardiff YOS has developed a knife crime awareness programme, which has been delivered over the past two months to a large number of young people on a range of Court Orders. The programme is built upon the principles of a successful programme that has been developed and delivered in Scotland; **'No Knives, Better Lives'**. The programme is built upon the four **Rs principle: Responsibility, Risk, Resilience and Reassurance** with the focus being on issues that are particular to Cardiff and relevant to the communities' young people live in.

•Child Friendly City strategy

The Child Friendly City strategy has been developed and was launched at Cardiff Public Services Board on the 20th November, to coincide with the United Nations (UN) World Children Day. Children looked after are at the centre of many of the actions within the strategy, and the rights approach is underpinning all improvement work in Children's Services.

What are we worried about?

•**Social Worker Vacancies.** 19 vacancies were filled during Quarter 2 (ten with new social workers, two through transfers and seven through the promotion of existing social workers). The creation of a further seven new posts has affected the vacancy figure this quarter. The percentage of vacancies in Quarter 1 was 28.2% and has increased to 31.20% in Quarter 2. This is a significant indicator for improving outcomes in the service area as a permanent, competent workforce is critical to good standards of practice. The reliance upon agency workers to cover gaps in the social work workforce is also costly. There is limited availability of agency workers to cover vacancies which poses a challenge to managing the work load on a temporary basis, whilst the workforce recruitment and retention strategy is implemented.

•**Increase in Demand in Childrens' Services.** There has been a significant increase in the number of Children Looked After which presents challenges to securing the best outcomes for all our children and effectively managing the service and the financial pressures. Childrens services overspend position **(Month 4)** of £3.621 million, there are projected overspends of £3.844 million in respect of external placements for children looked after, and this is after taking into account an assumed drawdown of £950,000 contingency budget set aside for this specific purpose.

•**Placement Availability for Children.** Significant increase in demand for residential and foster care placements children looked after with insufficient range and availability of placements both resulting in an increased number of children being placed outside of Cardiff and neighbouring authorities.

•**Securing opportunities for the most vulnerable and disengaged young people** remains a challenge. The percentage of care leavers in education, training and employment at 12 months after leaving care, was 49.4% for 2017-18 against a target of 60% for the year.

What do we need to do?

•To address against **social work vacancies** a Workforce Project Group has been established and a Recruitment and Retention Strategy developed. A workforce “report card” to track vacancies and agency cover is in development. In the short term there will be a review and development of the Council’s recruitment website, mapping of the recruitment processes to ensure they are efficient and effective and strengthen of performance reporting on workforce related issues. . In the medium term the Council will develop and strengthen existing links with local universities and review and strengthen staff induction. Salary levels and the overall ‘offer’ to social workers will be reviewed. An analysis of retention / turnover data and a skills and gap analysis will inform future workforce planning activity, reviewing staff roles to ensure the workforce is able to meet the changing needs of Children’s Services in the future whilst successfully recruiting current vacancies. All of the work will be underpinned by robust stakeholder engagement with opportunities for existing staff and potential future staff (e.g. student social workers) to actively influence and shape what the future Children’s Services workforce looks like, using staff as ambassadors to encourage and attract both newly qualified and experienced social workers to come to Cardiff.

•To address the increase in **demand in Children’s services** there is an objective in the 19/20 Directorate Plan to increase the quality and quantity of provision for children looked after to enable more children to be placed nearer to home by :

- Increasing the number of Local Authority Foster Carers by 2019/20
- Increasing the range of local residential provision by commissioning 20 new placements by 2022
- Work with the regional adoption service to increase the number of adoptive placements by 2019/20 (targets set by regional service)

•To address **Placement Availability for Children** there is an objective in the 19/20 Directorate Plan to increase the quality and quantity of provision for children looked after to enable more children to be placed nearer to home by :

- Increasing the number of Local Authority Foster Carers by 2019/20
- Increasing the range of local residential provision by commissioning 20 new placements by 2022
- Work with the regional adoption service to increase the number of adoptive placements by 2019/20 (targets set by regional service)

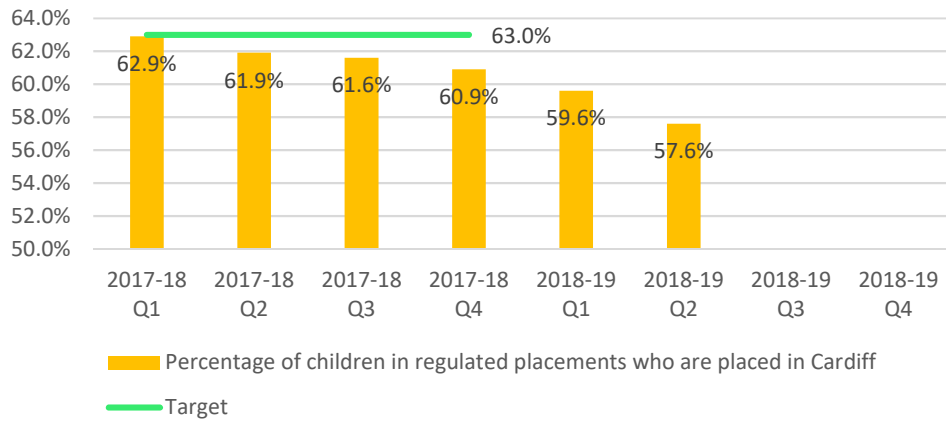
Work has also commenced on a **Cardiff Council Placement Commissioning Strategy which will be completed by March 2020.**

• To address **Securing opportunities for the most vulnerable and disengaged young people** there is an objective in the 19/20 Directorate Plan to :

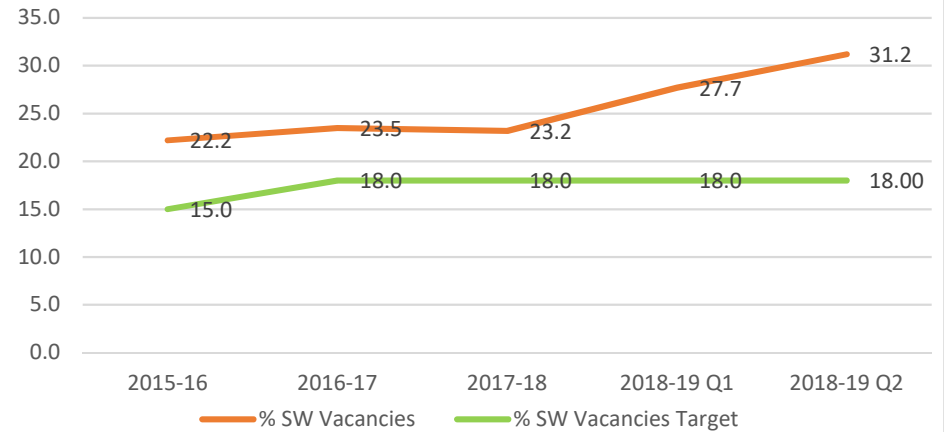
- Work in partnership with employment and education providers to increase education and training outcomes for Care Leavers by March 2020

Key Performance Indicators – Corporate Plan

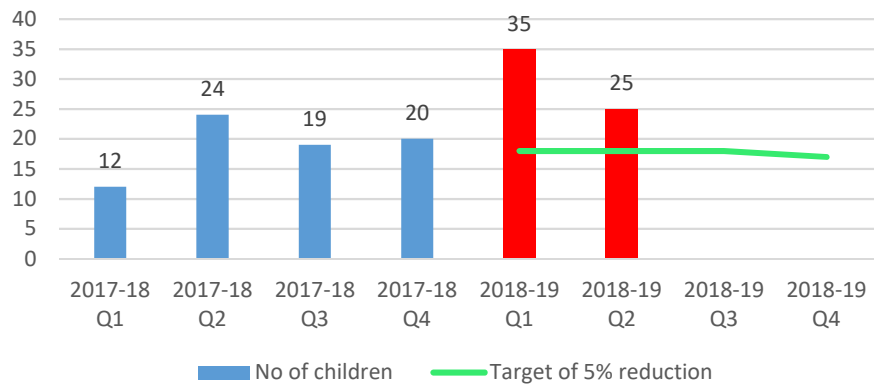
CS LAC 58 Percentage of children in regulated placements who are placed in Cardiff



Staff 1 The percentage of social worker vacancies in all teams



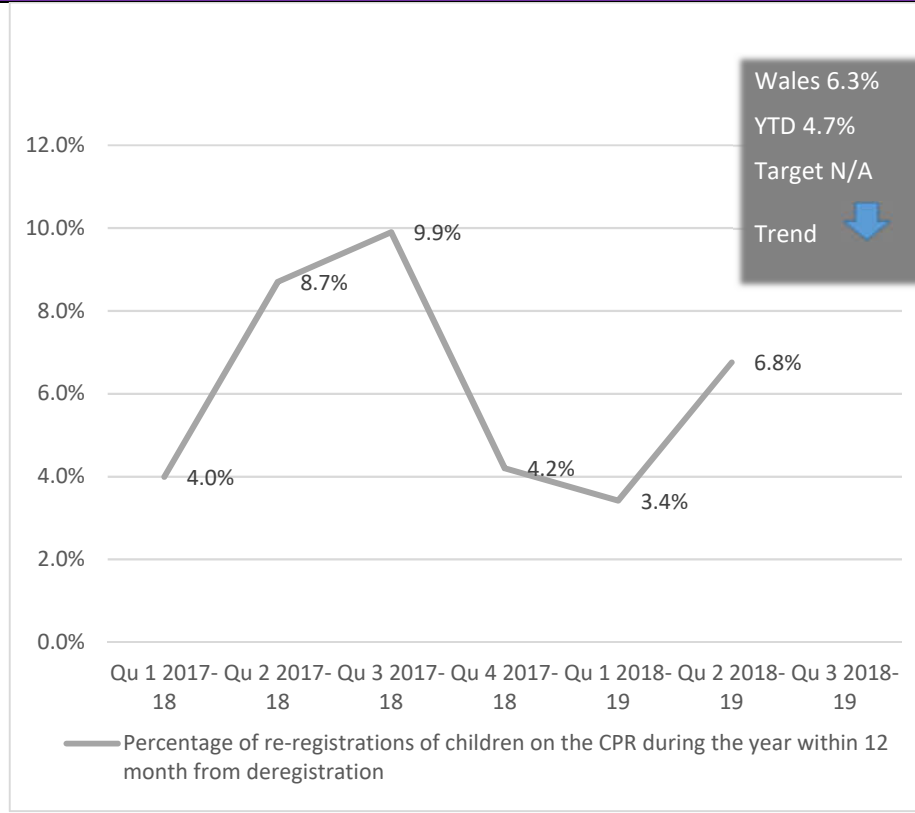
YOS 1 The number of children entering the criminal justice system.



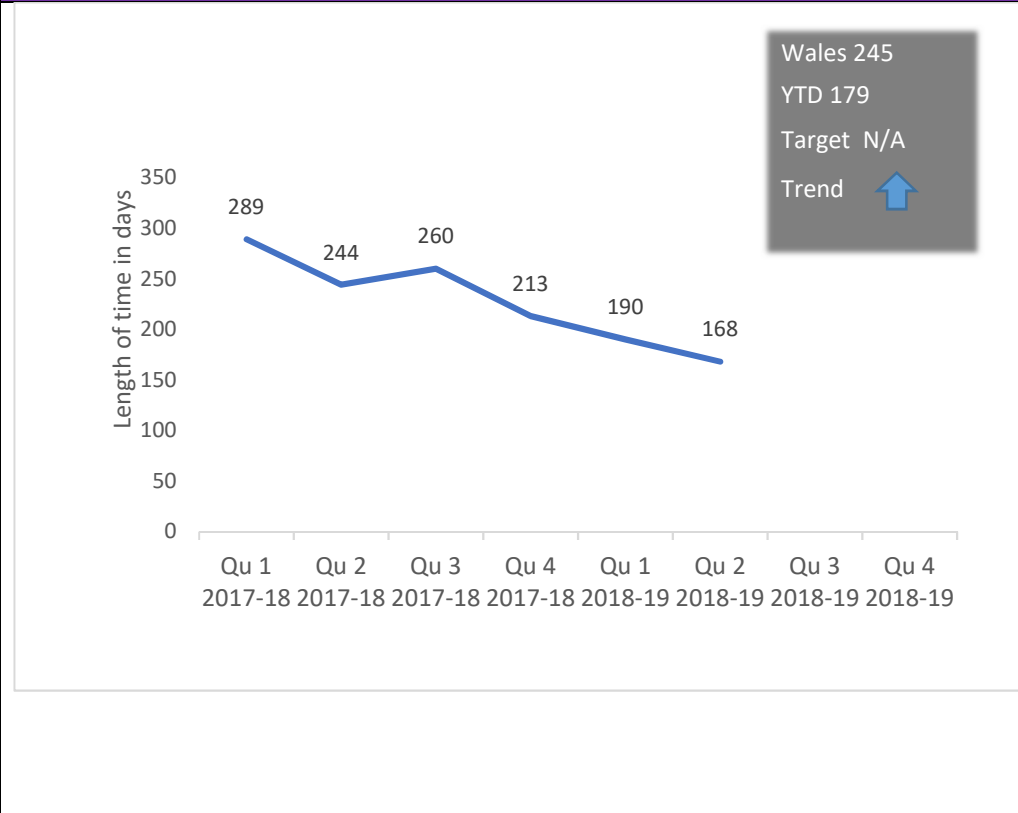
Key Performance Indicators - Directorate Delivery Plan

Strategic Directorate Priority 1 - Safeguarding

SSWB 27 Percentage of re-registrations of children on Child Protection Register during the year and within 12 months from deregistration

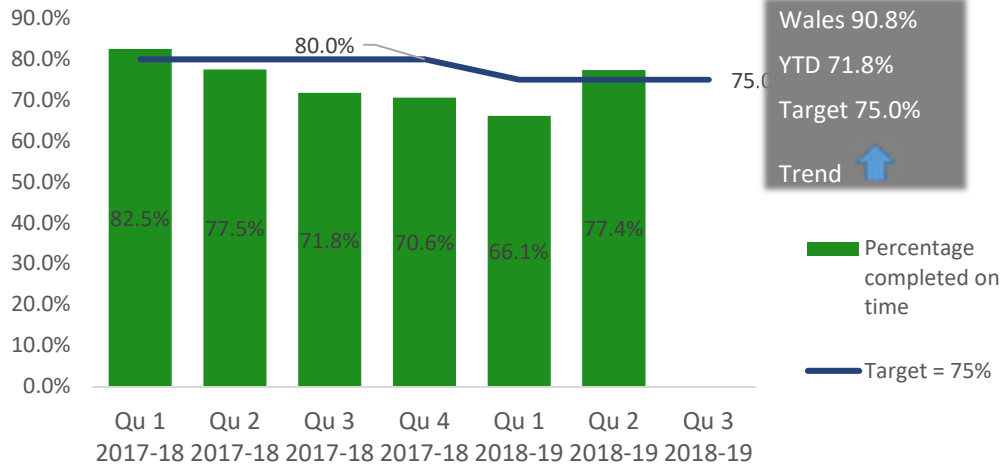


SSWB 28 Average length of time for all children who were on the Child Protection Register during the year.

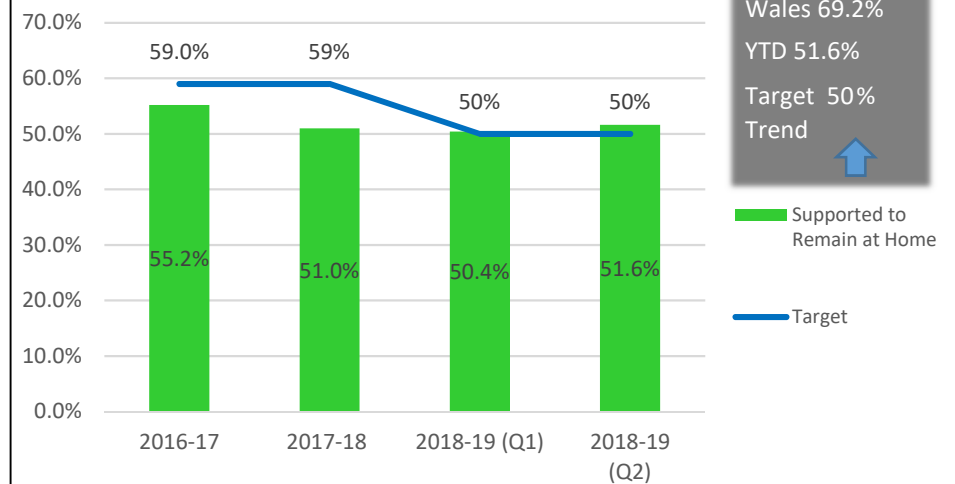


Strategic Directorate Priority 2 - Prevention & Independence

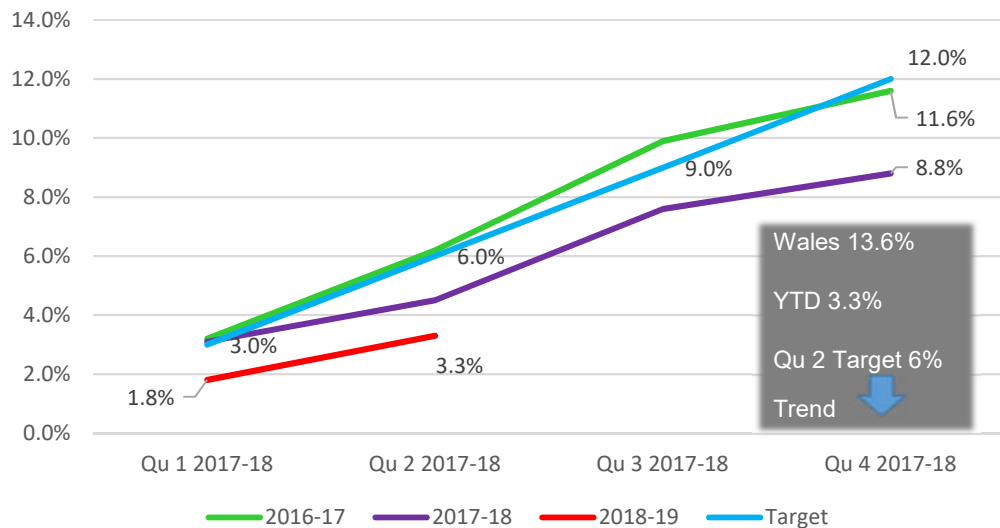
SSWB 24 Percentage of Well-being assessments completed within statutory timescales



SSWB 25 Percentage of children supported to remain living within their family

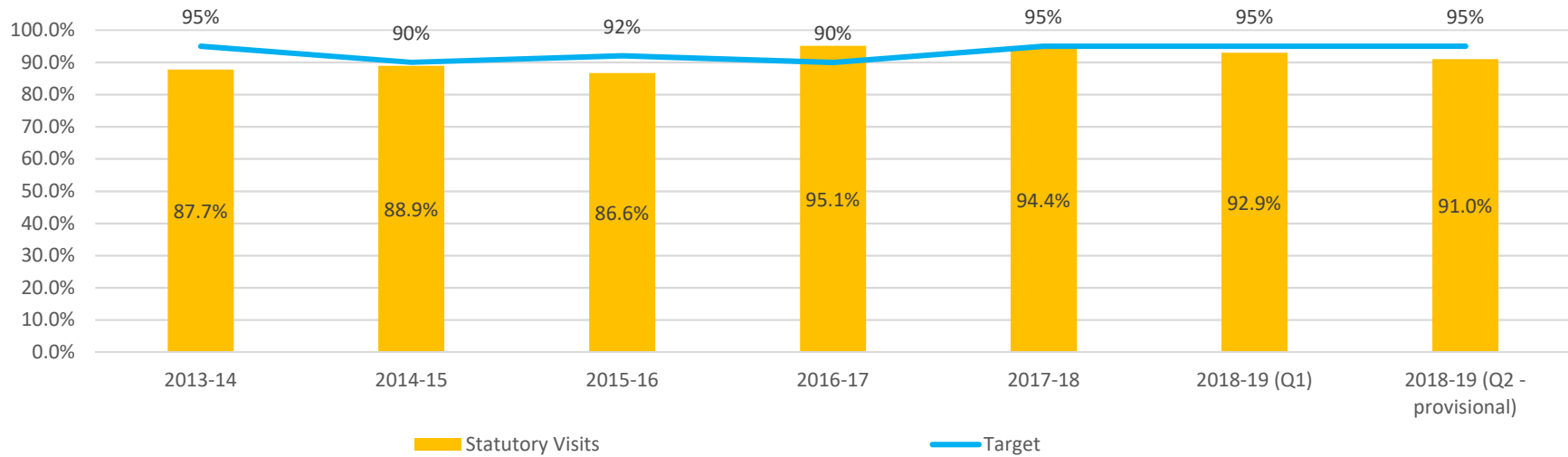


SSWB 26 Percentage of looked after children returned home from care during the year



Strategic Directorate Priority 3 - Care & Support (including transitions)

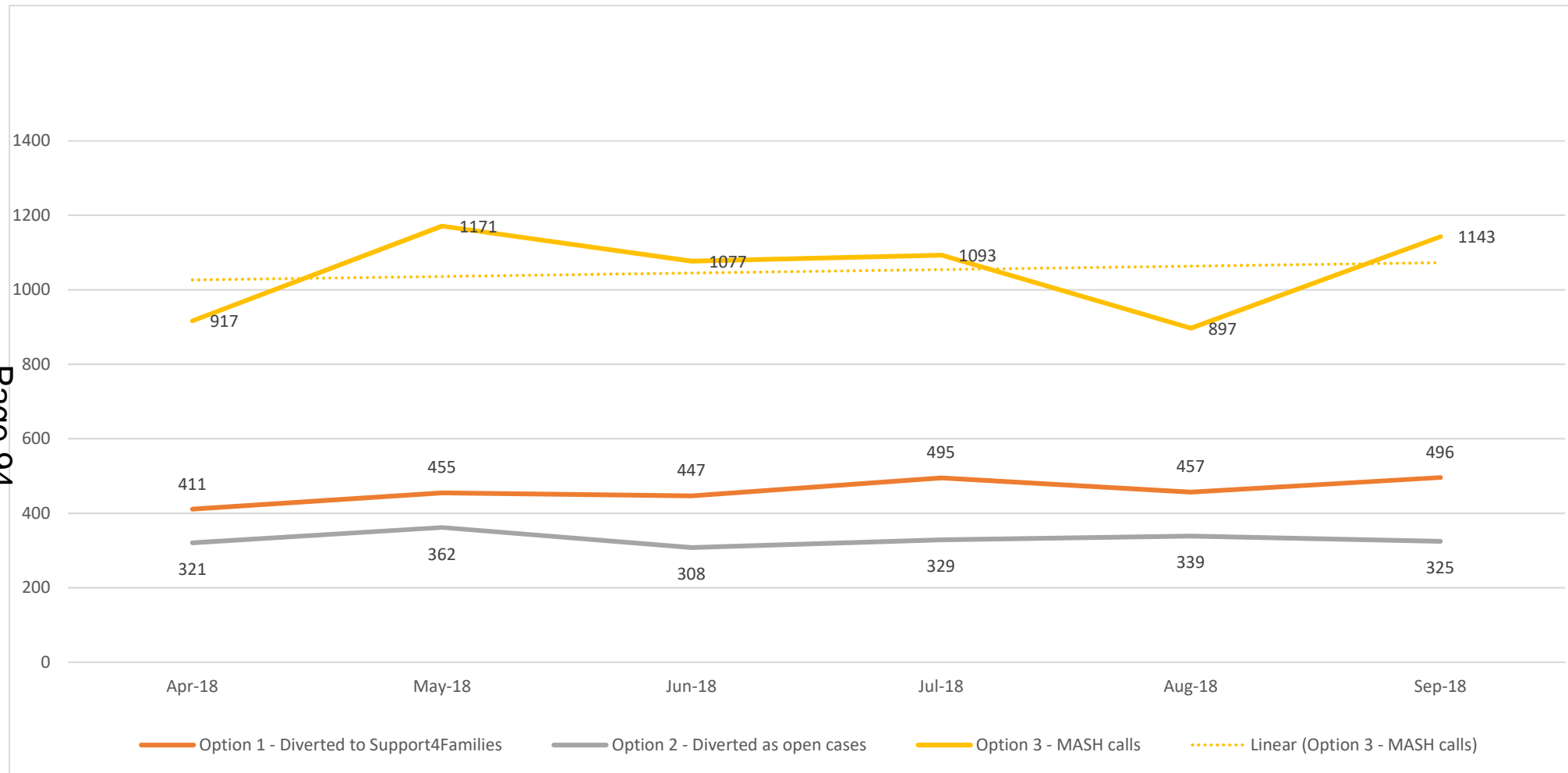
SCC/025 The percentage of statutory visits to looked after children due in the year that took place in accordance with regulations.



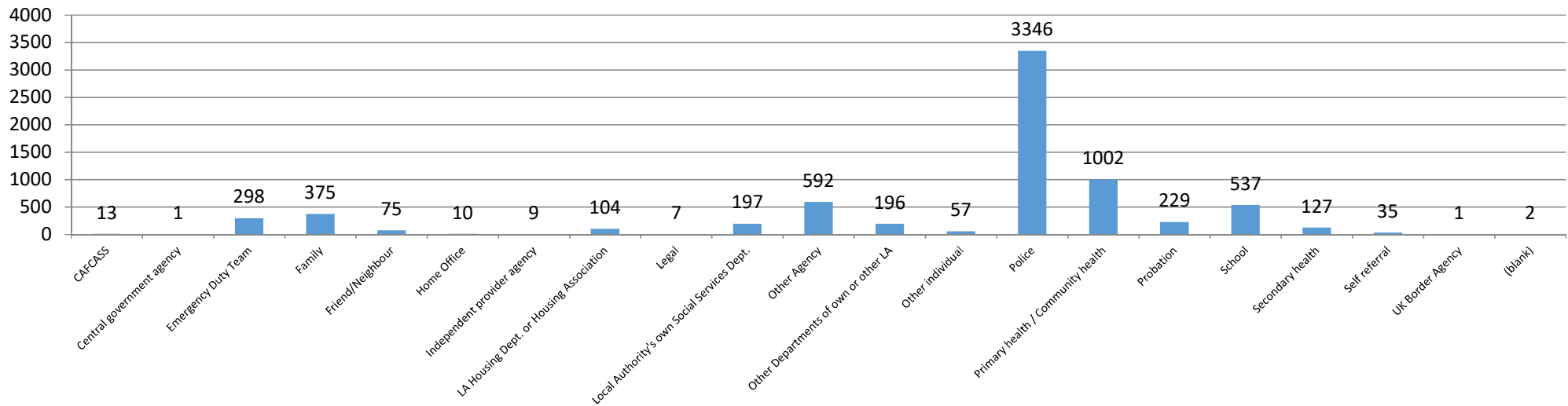
What's working well?	What are we worried about?	What do we need to do?
<ul style="list-style-type: none"> • Rapid Response Workers- engage with crisis situations with children who are on the edge of care and intervene in a timely way. • Family Intervention Support Workers - work with families so that children can remain at home. • Positive intervention to children and families in an increasing number of complex cases including across borders. • Introduction of panels at key points of the children's journey to support signs of safety decision making 	<ul style="list-style-type: none"> • The high number of children and young people entering the looked after system. • The variable caseloads of social workers in the intake and assessment teams. 	<ul style="list-style-type: none"> • Independent analysis of the reasons for child or young person becoming looked after. • Implementation of recruitment and retention plan

Support4Families and MASH diverted calls

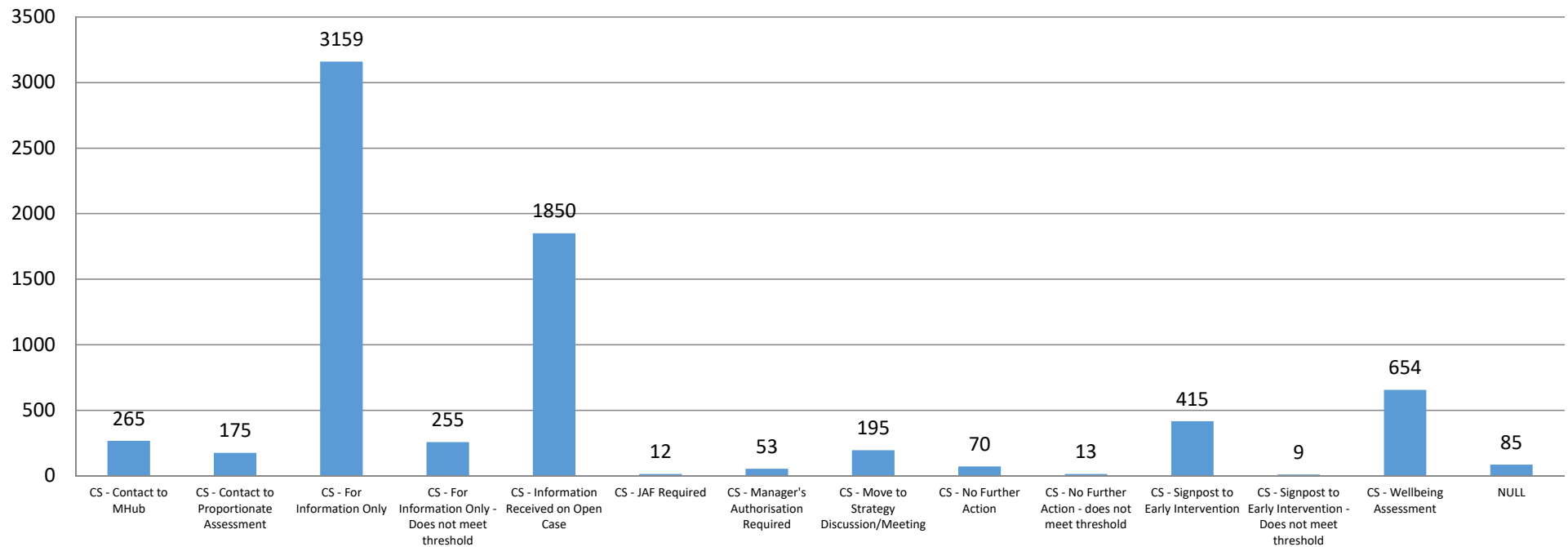
Page 94



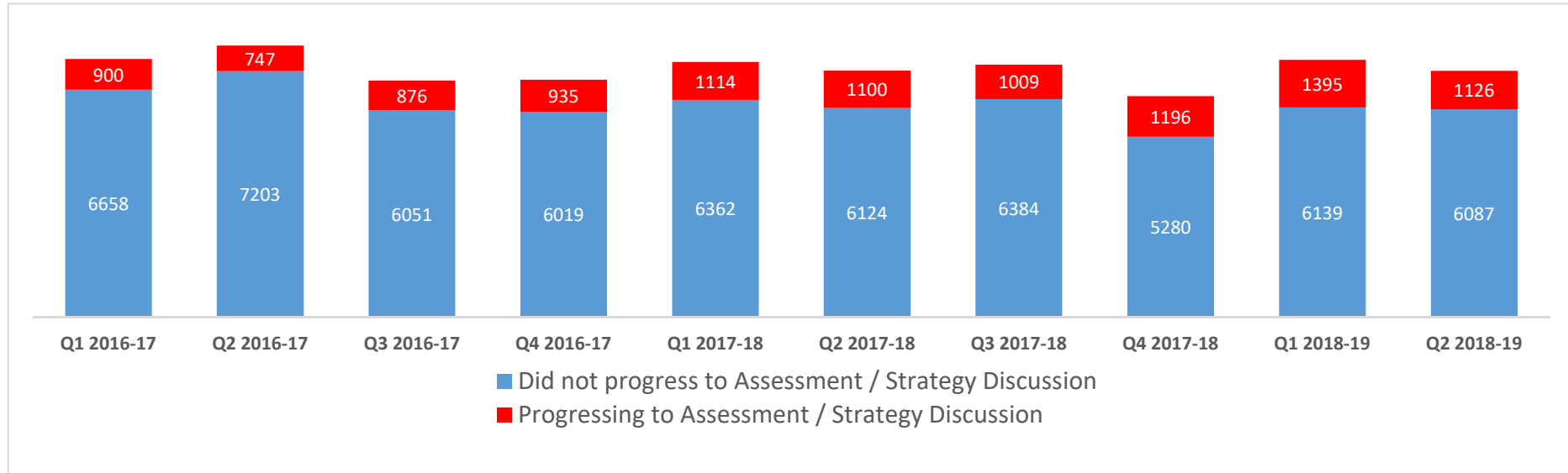
Source of Well-being Contacts / Referrals during Quarter 2



Outcome of Well-being contacts / referrals during Quarter 2



Proportion of Contacts requiring assessment



Assessment and outcome focused care planning

What's working well?	What are we worried about?	What do we need to do?
<ul style="list-style-type: none">• Timeliness of well-being assessments• Percentage of well-being assessments completed within statutory timescales.	<ul style="list-style-type: none">• Low number of contacts result in an assessment.	<ul style="list-style-type: none">• Review decision making through quality assurance framework• Refresh Signs of Safety Implementation Plan.• Agree key performance targets.• Review the quality of care planning via the audit framework and IPC independent review

Key Stats

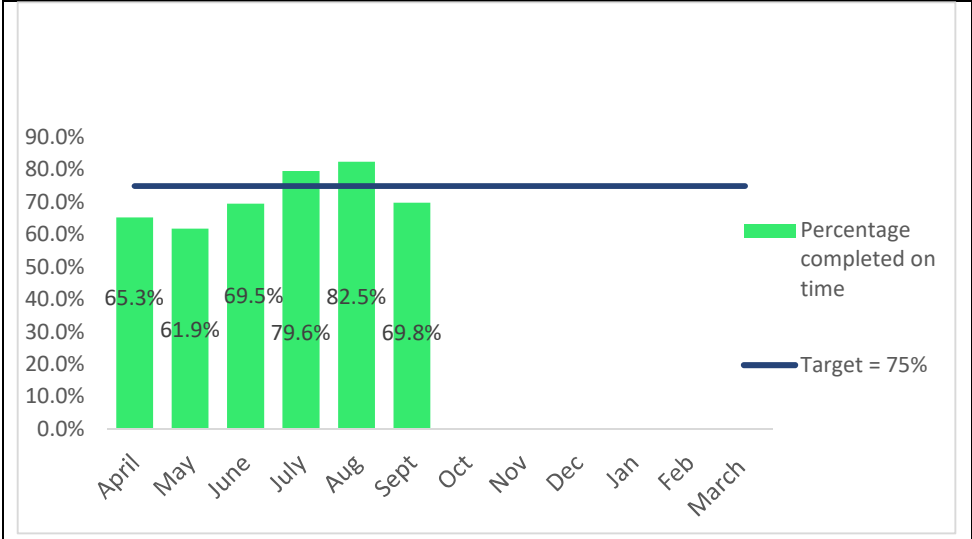
Percentage of well-being assessments completed within statutory timescales.

Target = 75%

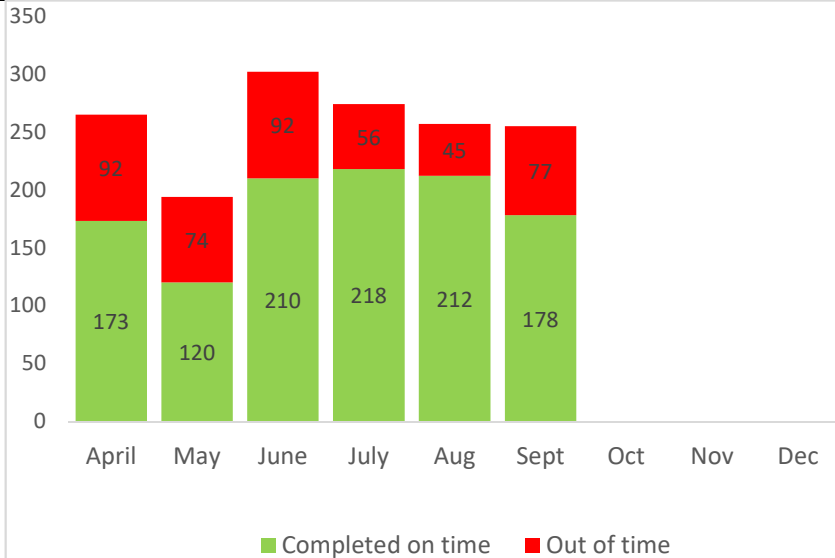
Quarter 2 performance = 77.4% (608 / 786)

The number of incomplete well-being assessments at end of quarter 2 was 319, 31 of which were out of time.

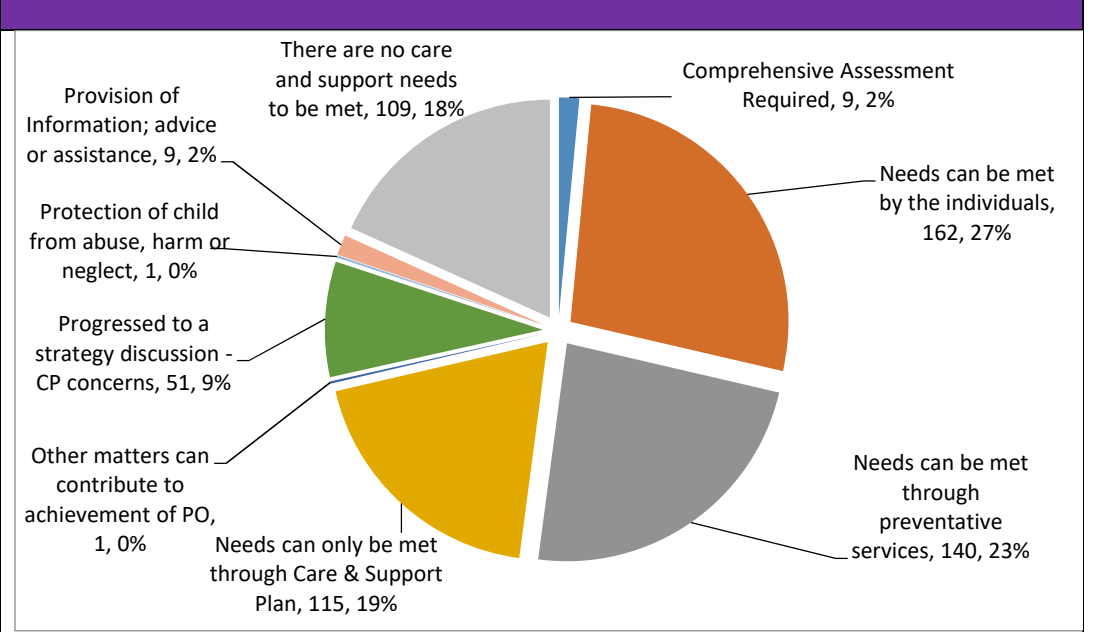
Percentage of well-being assessments completed within statutory timescales



Number of well-being assessments completed during the month

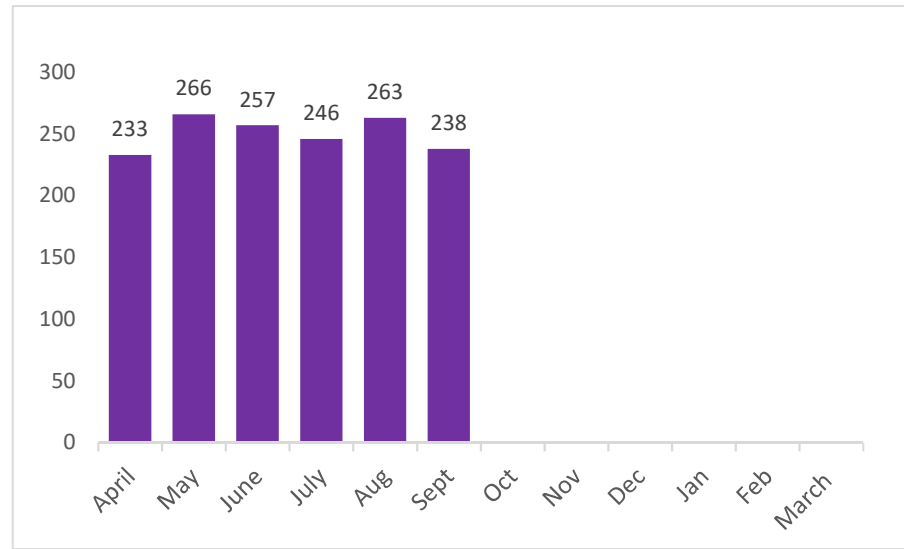


Well-being Assessments completed by outcome during Quarter 2.

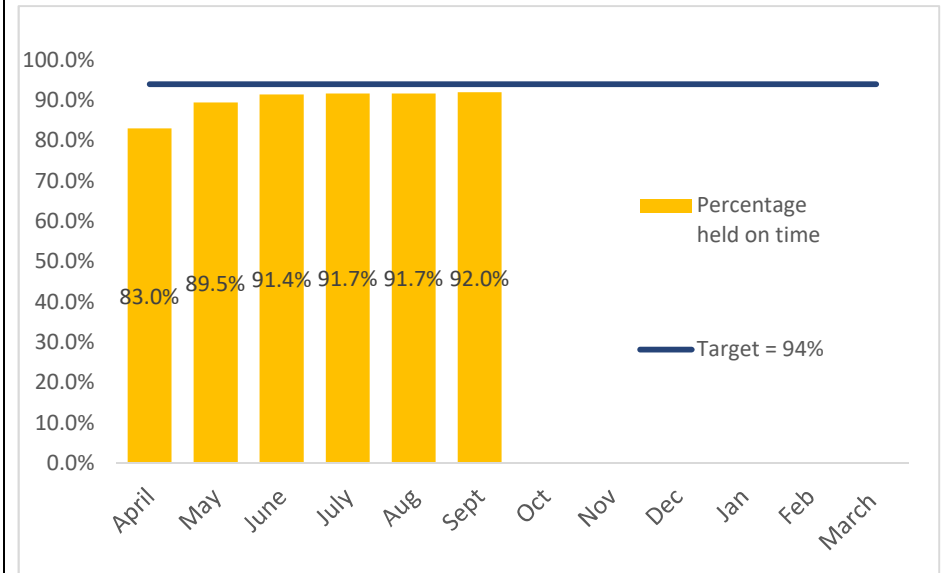


What's working well?	What are we worried about?	What do we need to do?
<ul style="list-style-type: none"> • 100% of children on the Child Protection Register allocated a social worker • Signs of Safety is used as a framework for the Child Protection Conferences • IPC identified once Child or Young Person is involved in the Child Protection process there are robust systems in place 	<ul style="list-style-type: none"> • Delayed recording of reviews • The following are unavailable this quarter: <ul style="list-style-type: none"> – Scc.021 Looked After Child Reviews held on time – Scc.025 The percentage of statutory visits to looked after children due in the year. – CS LAC 53 Percentage of parent / person with PR who were engaged regarding their child's looked after review. – CS LAC 49 Percentage of children/ young people who were engaged regarding their looked after review. • There appears to be a low number of children and young people on the Child Protection Register compared to the number of looked after children 	<ul style="list-style-type: none"> • Address delays in minutes being completed for Child Protection conferences and looked after review • Develop a clear plan around how we intend to engage with Children and young people and their families and how we can support meaningful participation. We can link this into the Child Friendly Cities programme. • Review decision making processed to ensure children and young people are supported via Child Protection plans where appropriate prior to becoming looked after.

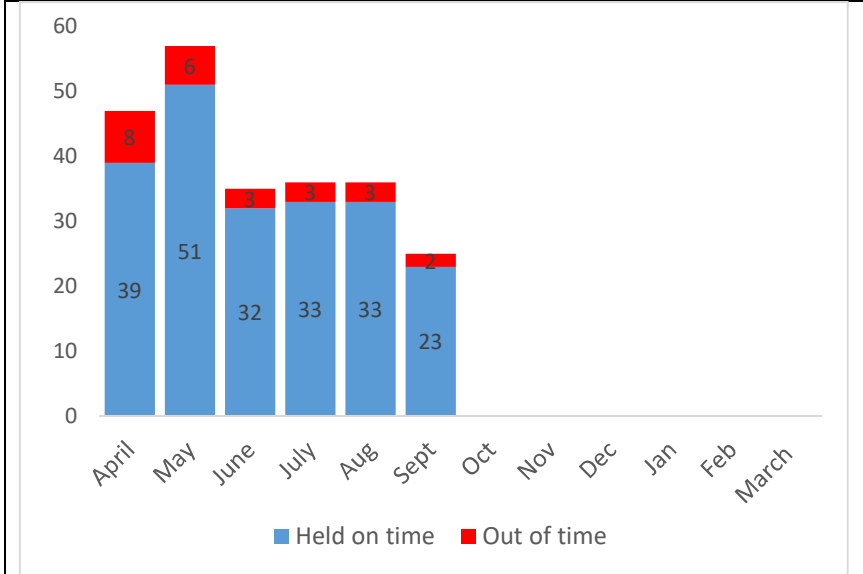
Number of children on the Child Protection Register



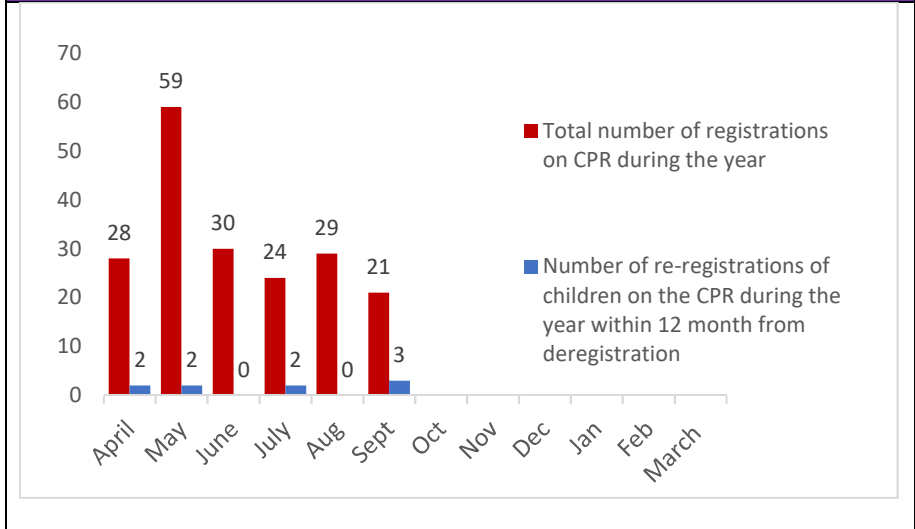
Percentage of Initial Case Conferences held on time



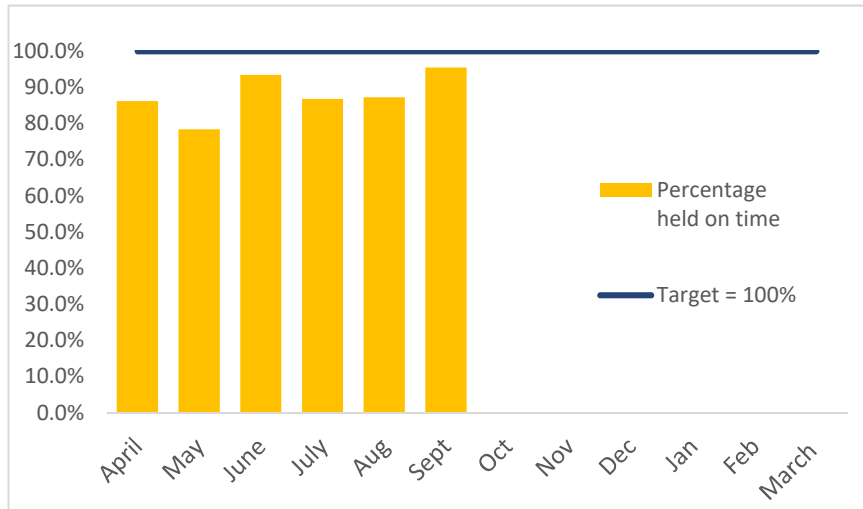
No of initial case conferences held during the month



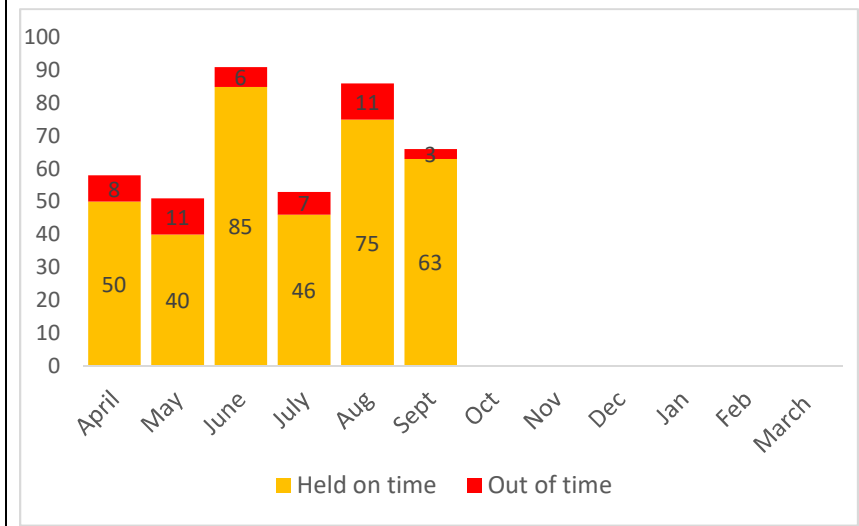
Number of children registered and re-registered onto the Child Protection Register



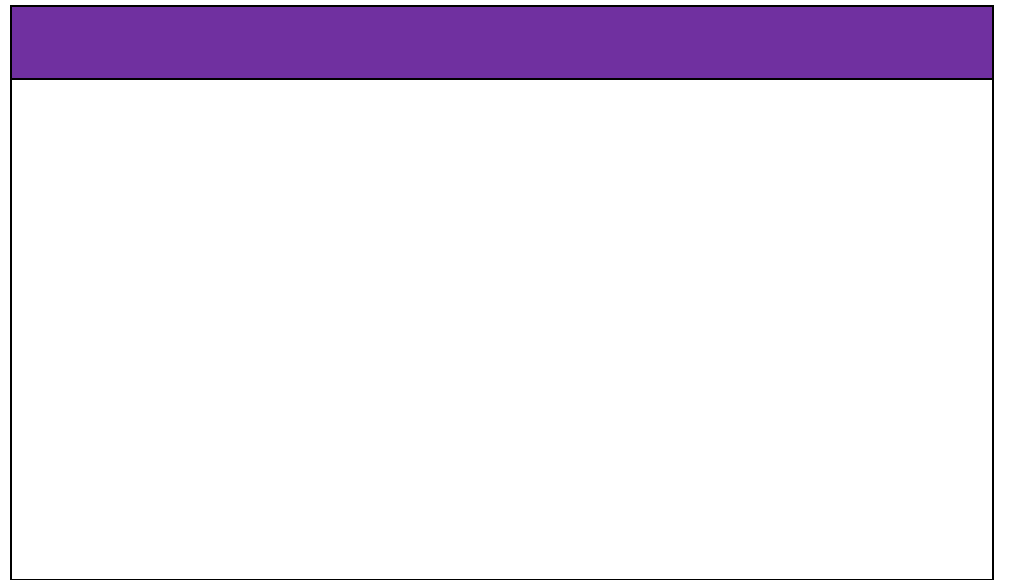
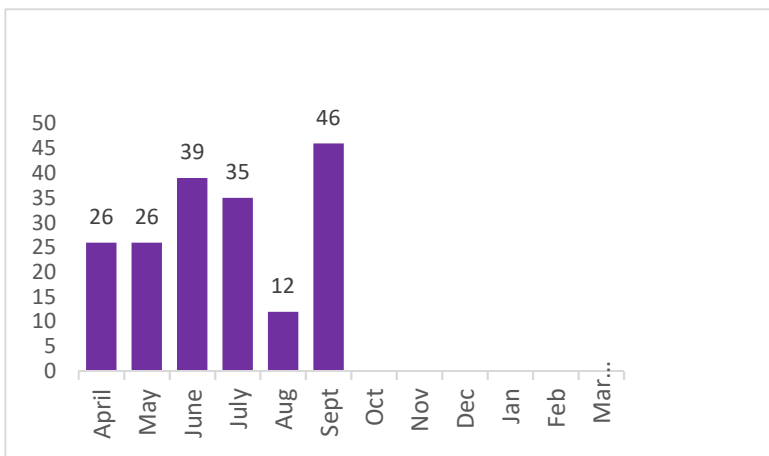
Percentage of Review Case Conferences held on time



Number of review case conferences due and held on time during the month



Number of children removed from the Child Protection Register



Looked After Children

What's working well?	What are we worried about?	What do we need to do?
<ul style="list-style-type: none"> • 100% of looked after children allocated to a social worker. • Signs of safety is evident in recordings. 	<ul style="list-style-type: none"> • Processes to step child or young person down from being looked after need further development • The high number of children and young people placed out of area. • Low numbers of kinship carers. • Low numbers of Local Authority foster carers. 	<ul style="list-style-type: none"> • Systematically review all placements. • Commissioning strategy under development which will increase local residential provision. • Review systems in place to ensure all opportunities for family placements are explored. • We have a plan in place to increase the number of foster carers recruited.

Key Stats

869 looked after children.

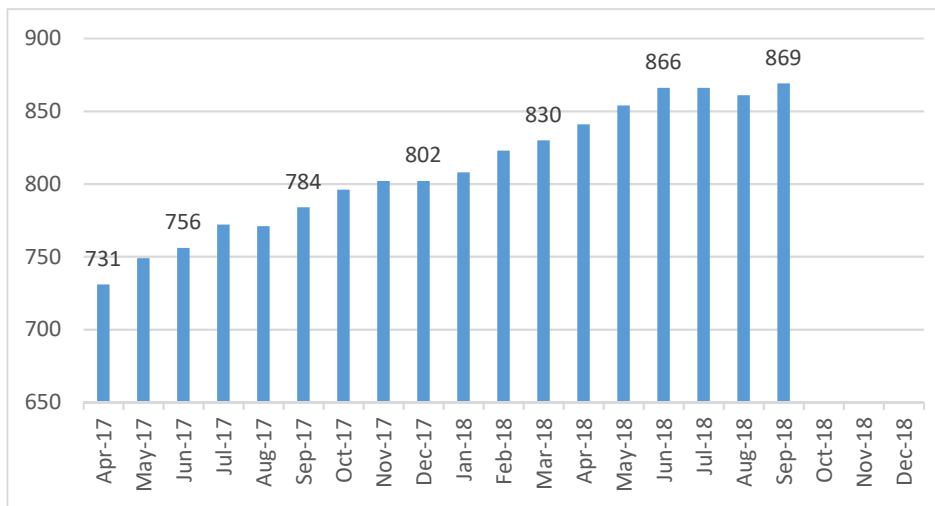
138 starts of being looked after year to date 30.09.18.

98 ends of being looked after this year to date 30.09.18.

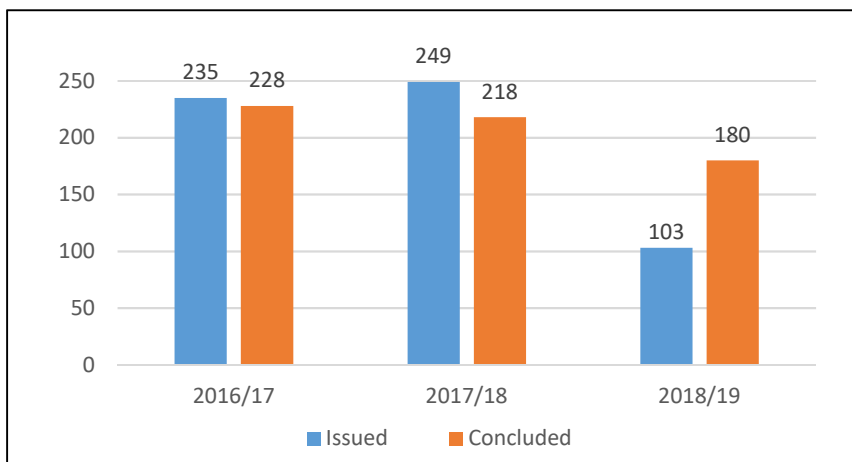
381 (57.6%) placed in Cardiff in regulated placements within county or neighbouring counties.

100% of looked after children allocated to a social worker.

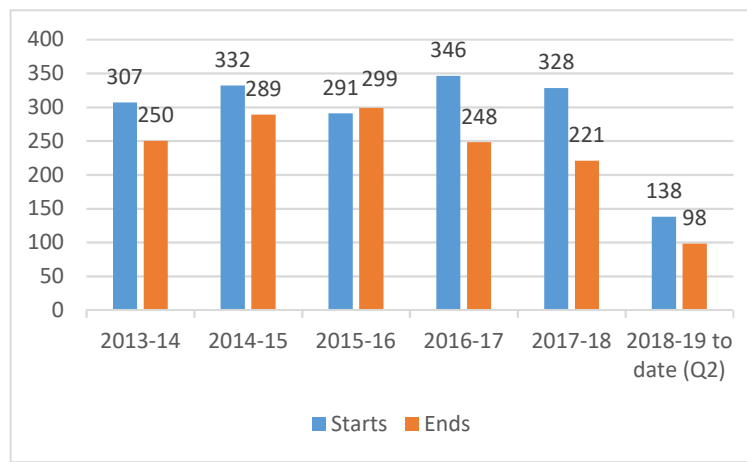
Number of looked after children



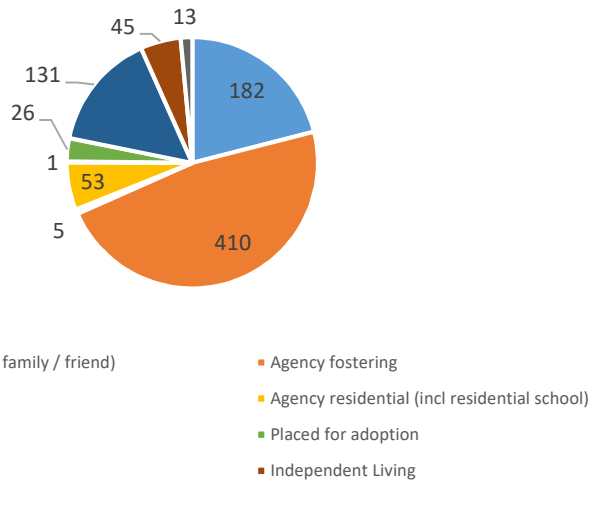
Care Proceedings so far this year



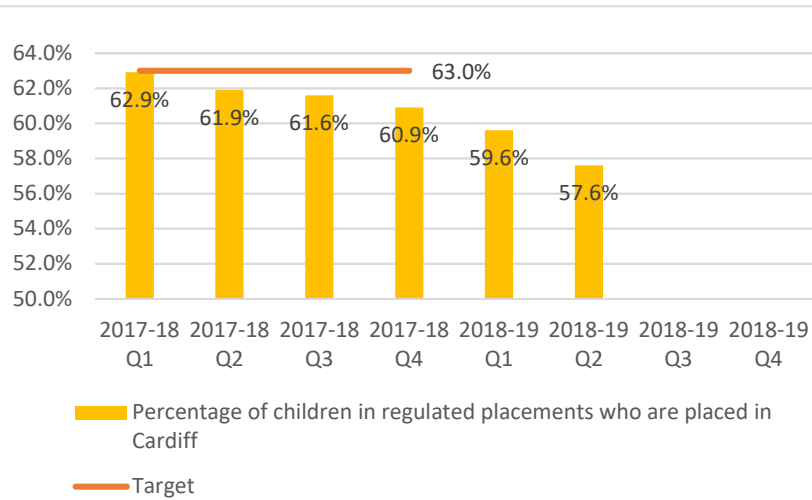
Starts and ends of being looked after



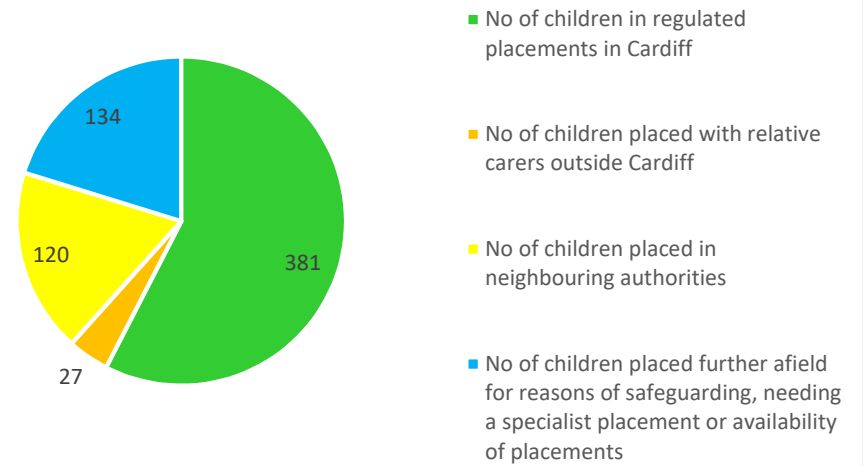
Breakdown of placements



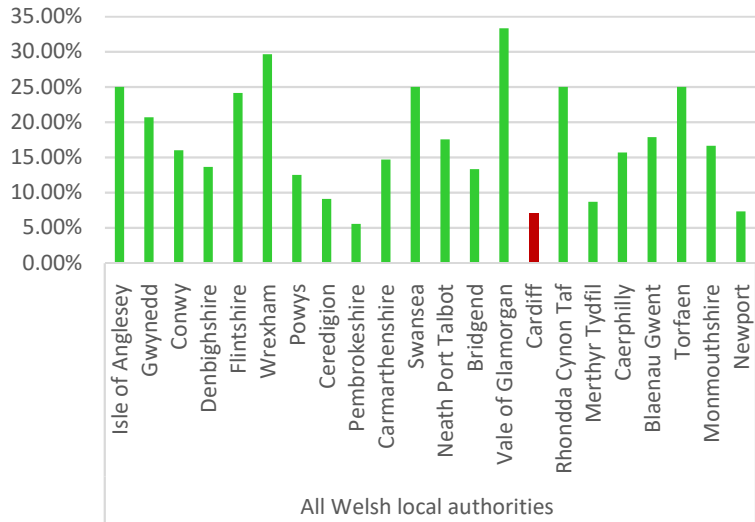
Percentage of children in regulated placements who are placed in Cardiff



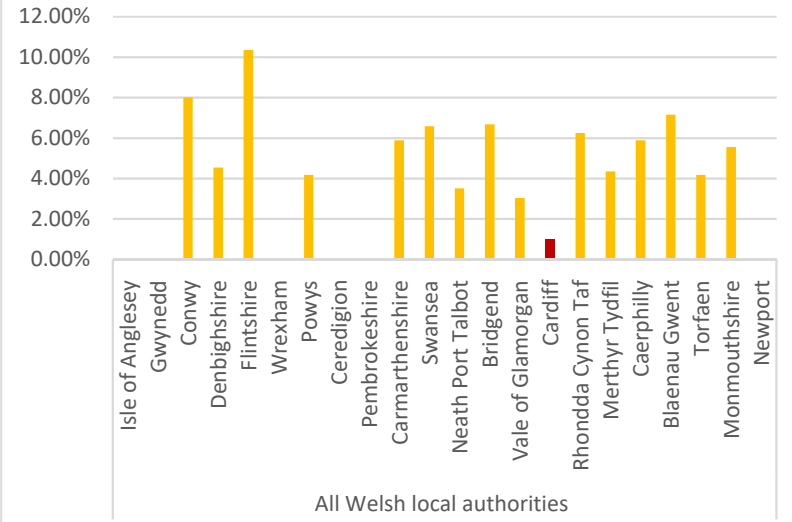
Breakdown of all children in regulated placements



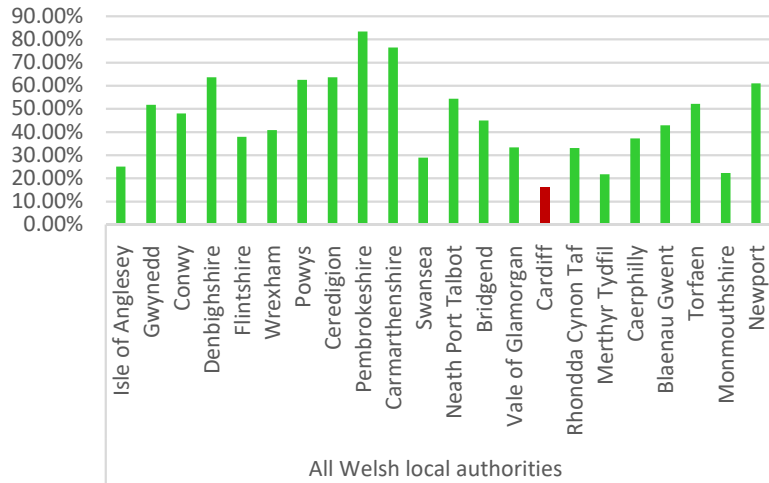
Foster placement with relative or friend inside Local Authority



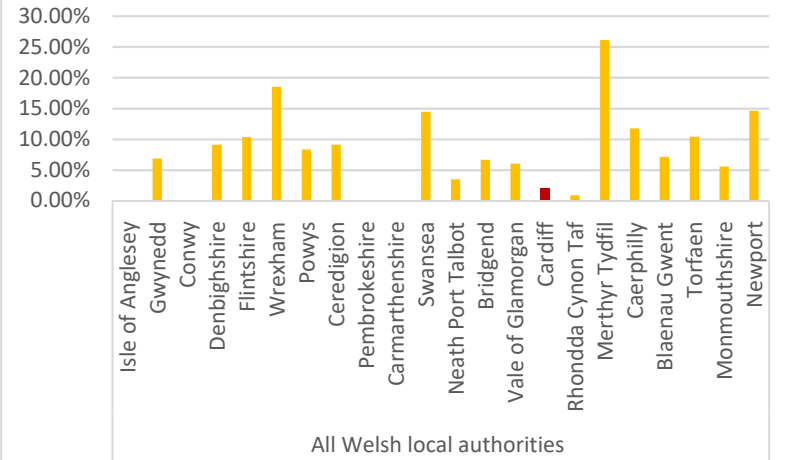
Foster placement with relative or friend outside Local Authority



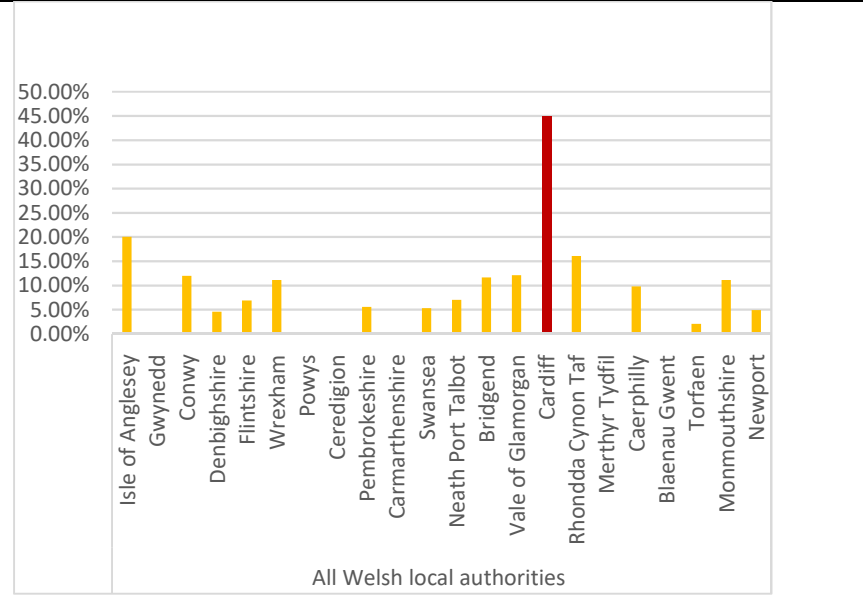
Foster placement in house foster carer inside Local Authority



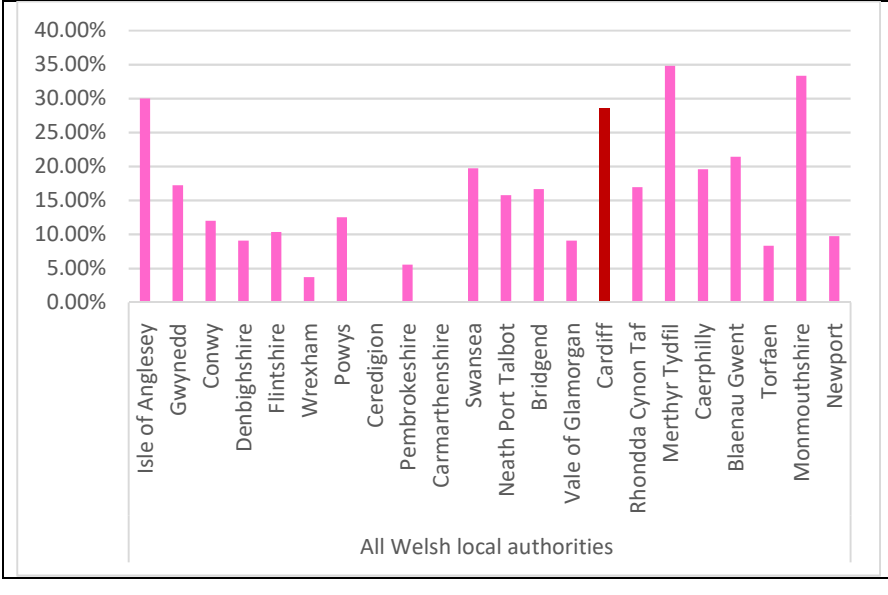
Foster placement in house foster carer outside Local Authority



Foster placement with agency foster carer inside Local Authority



Foster placement with agency foster carer outside Local Authority



Management, People, Resources System and Processes – Workforce

What's working well?	What are we worried about?	What do we need to do?
<ul style="list-style-type: none"> • Recruitment of agency social workers to permanent positions. • Promotion of social workers • Some teams in specialist services enjoy good levels of retention and a stable working environment. <p>Sickness levels have not exceeded the acceptable level agreed and positive sickness management</p>	<ul style="list-style-type: none"> • The number of Social Work Vacancies = 54.3 as at end of quarter 2. 31.2% against a target of 18% • The number of Agency Social Workers = 45. • There is an overspend (month 4) of £54,000 in relation to Social Work Teams, reflecting the high levels of agency staff. • Lack of exit interview data • Lack of supervision data • Our ability to maintain manageable Social Worker caseloads must be sustained by improving recruitment and ensuring cases are appropriately “stepped down”. 	<ul style="list-style-type: none"> • Continue to develop and support the workforce by : <ul style="list-style-type: none"> – Implementing the Recruitment and Retention strategy – Improving Marketing – Reviewing ‘the offer’ – Developing relationships with Universities – Improving data collection

Key stats

165.4 vacancies / 529.8 posts over the quarter = 31.2% vacancy rate.

As at the end of quarter 2:

123.5 Social Worker posts filled.

54.3 vacancies.

During quarter 2:

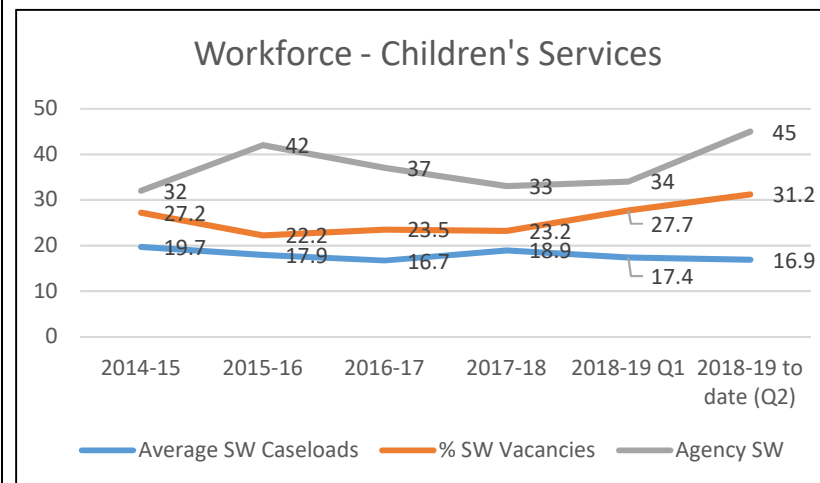
19 posts filled.

10 new Social Workers recruited.

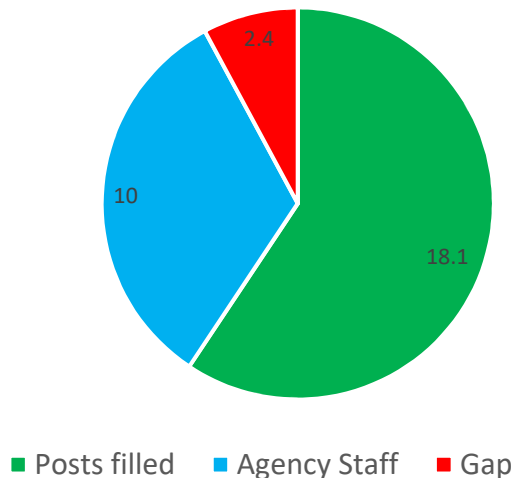
7 promoted, 2 transferred.

Average caseload 16.9 cases. Max = 33. Min = 7.

Social Work vacancies and agency numbers



Intake & Assessment Social Worker vacancy position
Average Social Worker caseload is 19.4 cases

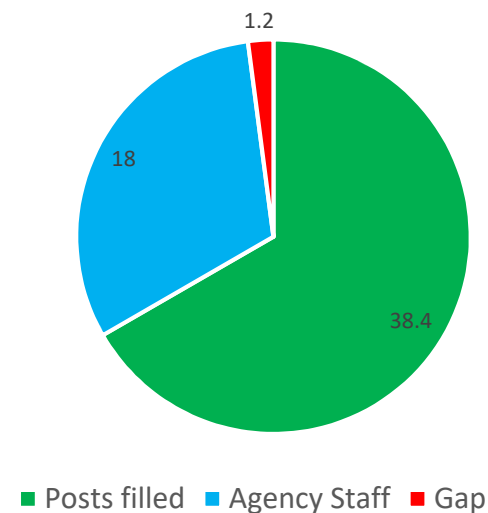


	Establishment	Posts filled	Vacancies	Agency Staff	Gap
I&A	30.5	18.1	12.4	10	2.4

Average caseload	Maximum caseload	Minimum caseload
19.4	33	7

Of the 12.4 vacancies, 1 is awaiting a start date, 6 are in the targeted services restructure - on hold, 1 had unsuccessful interview - on hold, 1 being readvertised, 1 not in current recruitment file and 2 are new vacancies.

CIN 1 – CIN 6 Social Worker vacancy position
Average Social Worker caseload is 13.7 cases

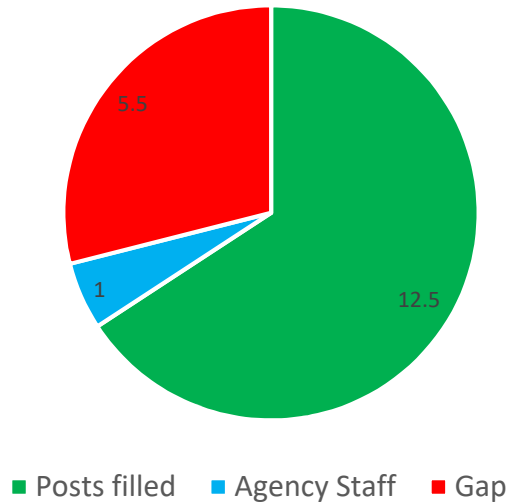


	Establishment	Posts filled	Vacancies	Agency Staff	Gap
CIN 1-CIN 6 including 13+ team	57.6	38.4	19.2	18	1.2

Average caseload	Maximum caseload	Minimum caseload
13.7	21	5

Of the 19.2 vacancies, 3 appointments have been made and are with HR, 2 at offer stage of recruitment, 1 with HR awaiting reference, 3 in restructure, 7 being readvertised, 2 became vacant in quarter, 1 being transferred to another team.

CIN 7 & CIN 8 Social Worker vacancy position
Average Social Worker caseload is 15.6 cases

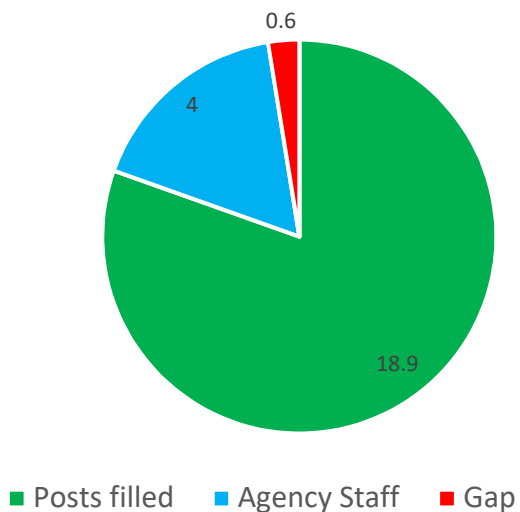


	Establishment	Posts filled	Vacancies	Agency Staff	Gap
CIN 7 & CIN 8	19	12.5	6.5	1	5.5

Average caseload	Maximum caseload	Minimum caseload
15.6	22	7

Of the 6.5 Vacancies, 1 is with HR awaiting a reference, 1.5 posts are in the restructure so on hold, 1 unsuccessful recruitment, 3 recently created vacancies.

LAC 0-14 Social Worker vacancy position
Average Social Worker caseload is 18.6 cases

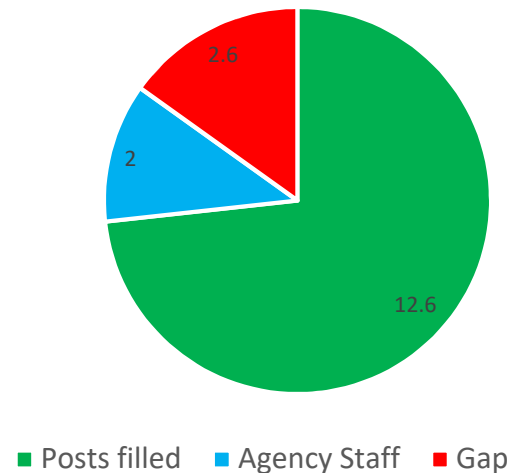


	Establishment	Posts filled	Vacancies	Agency Staff	Gap
LAC 0-14	23.5	18.9	4.6	4	0.6

Average caseload	Maximum caseload	Minimum caseload
18.6	27	6

Of the 4.6 vacancies, 2 are awaiting start dates, 1 recruitment in progress, 2 are being evaluated.

LAC 14+ Social Worker vacancy position
Average Social Worker caseload is 18.2 cases



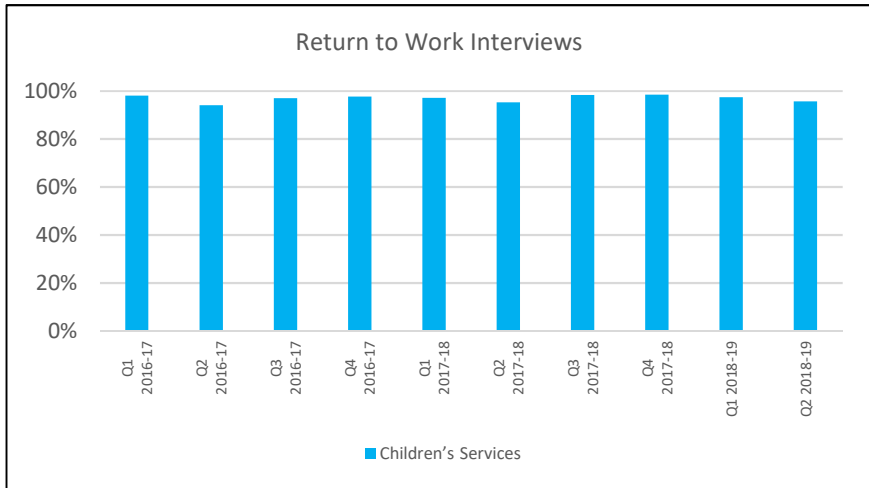
	Establishment	Posts filled	Vacancies	Agency Staff	Gap
LAC 14+	17.2	12.6	4.6	2	2.6

Average caseload	Maximum caseload	Minimum caseload
18.2	20	14

Of the 4.6 vacancies, 1 appointed case is with recruitment, 3 interview dates are being scheduled, 1 vacancy created in September.

Sickness

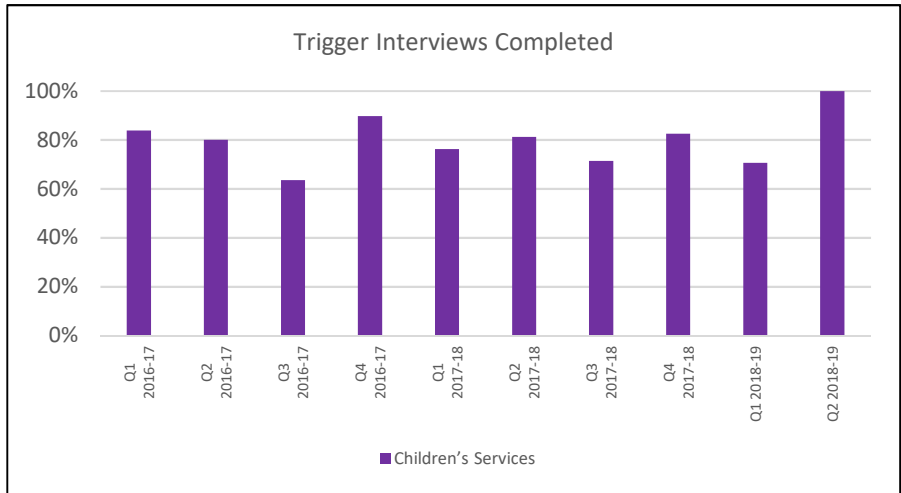
Return to work interviews



As at quarter 2, 44 /46 return to work interviews held, 2 pending.

FTE Target = 13	Q1 2018-19	Q2 2018-19
Childrens Services Sickness FTE	2.66	5.24
Childrens Services Sickness FTE forecast	11.44	11.53

Trigger Interviews Completed



As at Quarter 2, 13 trigger interviews held. 0 missed, 0 not conducted, 0 pending.

**CYNGOR CAERDYDD
CARDIFF COUNCIL**

CHILDREN & YOUNG PEOPLE SCRUTINY COMMITTEE

11th December 2018

CABINET RESPONSE – OUT OF COUNTY PLACEMENTS

Background

1. The Children and Young People Scrutiny Committee agreed as part of their work programme to undertake an inquiry into Out of County Placements. As a result, the Committee agreed to set up Task and Finish Group Inquiry. The terms of reference were agreed as follows:
 - a) To review the provision of out of county placements, the types of provision, cost and impact on resources
 - b) To identify gaps in local provision, social services, and education that result in the need to place children out of county.
 - c) To identify the barriers to providing additional support in Cardiff and the impact on looked after children in being placed outside Cardiff.
 - d) To consider plans and proposals to provide improved provision and determine the effectiveness of these improvement in addressing Cardiff high levels of out of county provision.
 - e) To report the findings of the Committee to the Cabinet.

2. The task group Inquiry was informed by evidence and advice from the following:
 - The Cabinet Member for Children and Families,
 - Children's Services Senior Officers and Social Workers.
 - Voices from Care,
 - Fostering Network

- The Children’s Commissioning Consortium Cymru (4C’s),
 - The Chairman of the Welsh Government “Outcome for Children Ministerial Advisory Group”
 - Members also reviewed a number of documents which had been identified as relevant to the work of this Inquiry.
3. The report was presented to Cabinet on 5 July 2018, copy attached at **Appendix A** and a full response was agreed by Cabinet on 15 November 2018, copy attached at **Appendix B & C**.

Cabinet Response to Recommendations

4. The scrutiny report included 19 recommendations for the Cabinet to respond to. The Cabinet response stated that six recommendations were partially accepted and 13 fully accepted.

Way Forward

5. The Director of Social Services, will introduce the response report and be available to answer any questions Members may have.
6. Members may also wish to consider the response contained in the attached **Appendix B & C** and the Director of Social Services, and provide any comments, advice or recommendations to the Cabinet Member and Director to help in supporting further improvements in the work of the Department.

Legal Implications

7. 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 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 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 Cabinet response report, attached at **Appendix B & C**, together with the information presented at the meeting, and provide the Cabinet Member and the Director of Social Service with any comments, concerns or recommendations.

Davina Fiore

Director of Governance and Legal Services

6 December 2018

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An Inquiry Report of the:
Children & Young People Scrutiny Committee

Out of County Placements

May 2018



Cardiff Council

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Appendix 1 - ADSS Cymru, WLGA and National Adoption Service evidence to the National Assembly for Wales Public Accounts Committee inquiry into Care experienced Children and Young People.

Appendix 2 - 4C’s 360 degree feedback on staying close to home from Children & Young People.

Appendix 3 – Placement Finding Process via the all Wales Frameworks

Appendix 4 - the Local authority Regional/National Commissioning Arrangements via Children’s Commissioning Support Resource (CCRS).

Appendix 5 – Blaenau Gwent’s Strategy to safely reduce the number of children being looked after

CHAIR'S FOREWORD

I would like to thank the members of the committee who took part in the task and finish inquiry into out of county placements. I would also like to thank all the witnesses who gave evidence in front of the committee during the process. Last, but not least, Martyn Hutching's support and professionalism during this sometimes difficult and challenging inquiry has been immense and I am truly grateful for this.

This was always going to be a challenging, interesting, thought provoking Task and Finish inquiry. The fact is that this is an issue that is not just affecting our city, it is affecting local authorities across the whole nation. During the process, the committee had the privilege of interviewing young people who had been affected by being placed out of county, so it was not just from an adults or agencies perspective that the outcomes and recommendations are based on. This report's outcomes and recommendations are based on what is best for the young people and what as a committee we feel is the way forward for the local authority; we believe that, in time, the recommendations will have a hugely positive effect on young people and their families. The report will also help Children's Services to continue their improvement in the coming years.

Thanks again to everyone who took part



**Councillor Lee Bridgeman
(Chairperson)**

INTRODUCTION

1. The Children & Young People Scrutiny Committee during its consideration of items for the 2017/18 work programme agreed to undertake a Task & Finish inquiry into “Out of County Placements” later in the year, to be chaired by Councillor Lee Bridgeman.
2. The inquiry was requested by three Cabinet Members, the Committee Chairman and supported by all Committee Members at the work programme forum meeting.
3. This area of activity and expenditure is a very challenging and often volatile one in all local authorities. It is difficult to anticipate a number of key factors including:
 - how many and which children will enter the looked after system each year;
 - what type of placements they will need; and
 - how many children will cease to be looked after;
 - the impact of case law and changes in government regulations.
4. In common with other local authorities, Cardiff has experienced an increase in the number of children with especially complex needs and the rising costs associated with meeting these needs within appropriate placements continues to place pressure on budgets. This cohort of children relates both to those with challenging and complex behaviour and to those with disabilities.
5. Children and young people with challenging and complex behaviours often cannot be maintained within foster placements and require admission to residential care. In certain circumstances these placements will be specialist (for example, where a child is displaying sexually abusive behaviour) and/or require the provision of additional staffing to manage risks associated with the child’s behaviour. Placements of this type can cost over £200k a year.
6. There is evidence of increasing demand for support for older disabled children and young people. Families often manage to cope when children are younger but some of them find it increasingly difficult to do so as the children grow and may become more

challenging or aggressive. Some disabled young people require 24 hour care and support which can be met only in a residential school setting, usually until they reach the age of 19.

7. Cardiff Council, over the past 6 years, has implemented a number of strategies, plans and initiatives to help address the challenges that Children's Services has been facing, these included the implementation of the Corporate Parenting Strategy, Corporate Parenting Advisory Committee, the Enhanced Fostering Scheme, Signs of Safety, early intervention and prevention initiatives, Social Worker recruitment and retention initiative and the Cardiff Fostering campaign "Count Yourself in".
8. The Association of Directors of Social Services Cymru's (ADSS Cymru) evidence to the National Assembly for Wales Public Accounts Committee, published on the 29 January 2018 stated that "The majority of children who are looked after are cared for by foster carers where children receive positive and nurturing care in stable placements. Residential care also provides many children with positive care and across local authority and agency providers for both foster care and residential care there are committed, enthusiastic and positive carers."
9. However, the evidence also stated that "the increasing complexity of cases and the growing numbers of children are negatively impacting on both the availability of appropriate placements and the cost of placements. An ageing foster carer population and the increasing costs of providing residential care are draining the sector. Despite the initiatives of the National Fostering Framework, the work of the Welsh Government Residential Task and Finish group, the commitment of local authority placement teams and the work of the Children's Commissioning Consortium Cymru (4Cs) the lack of appropriate placements for looked after children is approaching a crisis position. Despite local authorities' strong commitment to ensuring placement choice and stability most have struggled to recruit foster carers in sufficient numbers to provide the range and choice of placements needed, particularly for those young people with challenging behaviour and with additional needs. Local authorities report similar shortages in the independent sector. This apparent deficit in the foster carer market raises complex challenges across Wales. A similar deficit is increasingly apparent in residential provision and particularly in the availability of placements for children presenting with the most complex needs".

KEY FINDINGS

10. The Inquiry Members reviewed the evidence gathered from discussions with Children's Services Senior Staff, Social Workers, Voices from Care, the Chairman of the Welsh Government Advisory Committee, advice to the Welsh Government from the ADSS Cymru, Fostering Network, the Children's Commissioning Consortium Cymru, and Pembrokeshire County Council. The Members also reviewed a number of publications and reports. As a result of the analysis and assessment of the evidence gathered throughout the Inquiry the following key findings have been identified:

Impact on Children being looked after

KF1 The lack of placement provision in Cardiff needs to be addressed;

KF2 Former Looked After Children often have told us that they value consistency in their relationships with professionals and relatives;

Strategic operations

KF3 As Corporate Parent, the Cardiff Council has a responsibility to ensure that all looked after children are safeguarded and that their outcomes are improved.;

KF4 The overwhelming increase in cases coming forward are concerned with neglect with significant increases in domestic violence, issues which are increasingly highlighted as a result of the support that is provided as part of early intervention services;

KF5 The Ministerial Advisory Group (MAG) is focusing on improving outcomes for children by working to three key work-streams 1. Improving Practice, 2. Edge of Care and Risk Assessments, 3. Promoting Permanence. Cardiff Council should continue to work closely with the MAG whilst accelerating its own development agenda.

- KF6** Particularly as Cardiff is the fast growing City and is promoting itself as the a great place to grow up;
- KF7** to review the Corporate Parenting Strategy to reduce the number of Looked After Children is key to help safely reduce the number of looked after children, it should be supported by a clear strategic approach to commissioning and an updated placement strategy, and include more residential specialist provision in Cardiff, , in particular settings for over 14 year olds.
- KF8** There needs to be more collaborative working across Children's Services, and the wider Council;
- KF9** That effective prevention and intervention strategies and improved outcomes are key to reducing numbers of children being looked after. Prevention and intervention work is considered more effective under the full control of children's services;
- KF10** Parents of children who have complex needs children, require specific support services to build their resilience and enable them to look after their children at home.
- KF11** Placement commissioning arrangements should to be reviewed to ensure that the Councils has a fit for purpose system.;
- KF12** In September 2017 the Council had approximately 796 looked after children this has increased from 557 cases in 2012-13; and Members projected that this could reach 920 by March 2019.
- KF13** There is an overspend year on year and is likely to continue for some time, we need to build this into the budget;
- KF14** Savings accrued from invest to save schemes such as moving residential children back to Cardiff can be reinvested into preventative and early help initiatives;

Social Worker Workforce

- KF15** A stable and fully established social worker workforce is key for the well-being of children being looked after as well as the well-being of social workers themselves;
- KF16** The Council must do everything possible, to help recruit and retain children's services social workers;
- KF17** The "signs of safety" model provides the Council with the ideal opportunity to both improve the outcomes for children, well-being of social workers and reduce the number of looked after children and placements.

Placements

- KF18** Cardiff needs to have considerably more placements than it currently has, and where possible should utilise its own housing stock;
- KF19** Monthly reviews of out of county residential placements is undertaken to assess whether the needs and well-being of each Child could be fully met in Cardiff;
- KF20** As Greenhill is the only special school and only takes Boys, Girls have to be placed out of county.
- KF21** To encourage more people to become Foster carers, it has been suggested that the Council should invest in its Foster Carers and identify ways of making working for Cardiff in-house Fostering Service more attractive such as seasonal allowances, pay additional fees and retainers;
- KF22** That where safe to do so, Cardiff should maximise the use of all in house foster carers whenever possible;
- KF23** The key issue that children have to be safeguarded in the setting which best meets their needs and well-being.

- KF24** The increasing complexity of cases and the growing numbers of children are impacting on both the availability of appropriate placements as a result the pre-matching and planning of placements is becoming crucial to the effective placement of Children particularly in emergency situations;
- KF25** There is a high volume of inappropriate referrals to the Council's Multi Agency Safeguarding Hub from stakeholders, stakeholders need to be supported to understand when to make a referral to the MASH and when to provide effective early help services;
- KF26** Cardiff is the one of a few authorities in Wales to place 0 – 5 year olds out of county and in independent placements;
- KF27** If you want to reduce out of county placements then you have to change the approach as well as changing provision through an invest to save initiatives;

RECOMMENDATIONS

The Members of the Inquiry Group were tasked to consider plans and proposals to provide improved provision and determine the effectiveness of these improvement in addressing Cardiff high levels of out of county placements. The Task and Finish Group reviewed the evidence gathered from Children's Services, team managers, staff, Children who are looked after, Welsh Government's advisory Panel and other stakeholder groups. Members have identified from the evidence received and key findings, and agreed 20 recommendations for the Cabinet to consider:

The Committee recommends to Cabinet that:

- R1** All Placements must be made in the interests of the Child, minimising the impact on them, their education and well-being. **(KF1 & 2)**
- R2** As Cardiff is the fast growing city and is promoting itself as a great place to grow up, placements should be made, wherever possible in Cardiff. **(KF6)**
- R3** Social Service Directorate should undertake a well-being assessment of all it's Children's Services social workers over the next 12 months. **(KF 15)**
- R4** Social Services Directorate must develop and fully implement a social worker recruitment and retention strategy to encourage new applicants and support to retain staff by 31 March 2019. **(KF 16)**
- R5** As corporate parents, all staff and Councillors, must work in collaboration with all partners to ensure that the safeguarding of all children. **(KF4, 8 & 10)**
- R6** The new management team for People and Communities, to work with the Corporate Parenting Advisory Committee to, review the structure and operation of the service to ensure that it is works with all parts of the Council in undertaking their corporate parenting duties, by 31 March 2019. **(KF 3, 10 & 23)**

- R7** it must task officers to review the early help service and reorganise the management and control of all early intervention and prevention initiatives to enable them to be under the control of children's services, within the next 12 months. **(KF 9)**
- R8** A strategic approach to commission placements, to improve outcomes and safely reduce the number of children being looked after, must be developed and implemented as soon as possible. **(KF 7 & 27)**
- R9** It tasks officers in the Social Service Directorate to review the Placement Commissioning arrangements by 31 March 2019. **(KF 11)**
- R10** it continues to implement the Signs of Safety framework, within the next 12 months and provide evidence of its impact.. **(KF 17)**
- R11** It tasks Officers to review, current demand, in to the Multi Agency Safeguarding Hub to ensure the consistent use of criteria by partners. **(KF 25)**
- R12** Officers must ensure that the placement of 0 – 5 year old, out of county, is only undertaken when it is in the best interests of the Child. **(KF 26)**
- R13** To develop and implement a Placement strategy which should include, to recruit and retain Foster Carers, including, continuous advertisement programme, additional support, allowances, and retainers, to be in place within the next 12 months. **(KF 21)**
- R14** It ensures that a review of all vacant fostering placements, Agency, Council and kingship options, is undertaken to verify that there is appropriate matching and stable placements for all Children being Looked After. **(KF 24)**
- R15** Officers are to develop and implement a building programme of homes for children in Cardiff, utilising every possible agency, as an Invest to save project, within the next 12 months. **(KF18)**
- R16** it ensures that future annual placement budgets must reflect anticipated number of Looked After Children at future year mid-point, to help ensure that Social Services do not overspend. **(KF 12 & 13)**

R17 Savings accrued from returning children back to Cardiff are reinvested into preventative and early help initiatives. **(KF14, 19)**

R18 Officer investigate whether Greenhill School could admit Girls to minimise out of county placements. **(KF 20)**

R19 Action Plan - The Cabinet Member ensures that an action plan is developed to ensure the implementation of these recommendations within an agreed timescale as part of the response to this report. **(KF 5)**

The Inquiry team also wishes to commend the work of Children's Service management and staff who have developed and implemented many changes over the recent past, which has in some way started to address some of the issues identified in this report.

EVIDENCE

Scope of Task & Finish Group Inquiry

11. The Committee reviewed a draft scope for the Inquiry at its first meeting and agreed to the terms of reference of the Inquiry to be:
 - To review the provision of out of county placements, the types of provision, cost and impact on resources
 - To identify gaps in local provision, social services, and education that result in the need to place children out of county.
 - To identify the barriers to providing additional support in Cardiff and the impact on looked after children in being placed outside Cardiff.
 - To consider plans and proposals to provide improved provision and determine the effectiveness of these improvement in addressing Cardiff high levels of out of county provision.
 - To report the findings of the Committee to the Cabinet.

12. Members agreed to hold a number of meetings and to receive the following information:
 - Overview and background – to set the context of the Inquiry and gain an understanding of the policies, plans, proposals and challenges around the placement of Children who are looked after by Cardiff Council.
 - The members also received evidence from The Cabinet Member for Children and Families, Children’s Services Senior and Social Workers. The inquiry also heard from the following external witnesses, Voices from Care, Fostering Network the Children’s Commissioning Consortium Cymru (4C’s), the Chairman of the Welsh Government “Outcome for Children Ministerial Advisory Group”.
 - Members also reviewed a number of documents which had been identified as relevant to the work of this Inquiry.

POLICY AND PROCESS FOR THE OUT OF COUNTY PLACEMENT OF CHILDREN WHO ARE LOOKED AFTER

13. The City of Cardiff Council is committed to providing the highest possible quality service to ensure the safeguarding and protection of children. The Council has a highly professional and dedicated team of social workers and support workers to ensure that all vulnerable children and young people are safeguarded and can grow up in a safe environment,

Legislative Framework

14. The Social Services and Wellbeing Act 2014, The Children Act 1989, Adoption and Children Act 2002, Children Act 2004 provides the legislative and regulatory framework. Children (leaving care) Act 2000.

Different types of care

15. Long term and permanent fostering. - Sometimes children will not be able to return to live with their own families. A parent's health may have become worse, or perhaps a child's family has been unable to change in a way that will protect the child from harm. In these situations long-term or permanent fostering will allow a child to grow up in a safe and supported family environment while retaining the important connection with their birth family.

16. Short term fostering. - This can last from an overnight stay to as long as two years. There may be an illness or other problems in the child's family, or a child may have been harmed in some way. The goal is to get the child back to his or her own family care, as soon as possible, or once it is decided they cannot return to their birth family, to help them move on to a permanent substitute family.

17. Parent and Baby - Some parents may need foster carers who can support them and help them care for their babies. They need carers who can teach and encourage them

without taking over their responsibilities as parents. There are also some parent and baby residential care settings (Family Assessment Centres).

18. Respite Fostering - Respite fostering aims to relieve pressure on families who have difficulty caring for their children. By planning ahead and giving their children regular short breaks with the same foster carer, the families are more able to care for their own children long term. Some short breaks are just for the day, while other include overnight breaks. Some occur weekly, others monthly, and some just in the school holidays. This form of foster care can suit people who are not in a position to offer full-time but do not want to make a regular commitment to a child (or children).

19. Residential Care – Residential care for children are provided to ensure the needs of children are met when they cannot live with their own family or in Foster Care.

Child Protection Process

20. The All Wales Child Protection Procedures 2008 sets out the six stages of the child protection process, which are:

- **Referral:** The person taking the referral within social services will record comprehensive details on the appropriate form and seek further information. The police should be notified as soon as possible if it is suspected that a criminal offence has been committed against a child.
- **Initial Assessment:** Social services undertake an initial assessment to establish if the child is in need and requires protection. This should be completed within 7 working days. A strategy discussion may be required following this assessment. The person making the assessment must see the child and speak to or communicate with the child, to an extent where they are satisfied that the child is and feels safe. The initial assessment may be very brief and lead directly to a strategy discussion/meeting, and/or core assessment.
- **Strategy Discussion:** Following the completion of the initial assessment, it may be decided that a strategy discussion is required. Police and social services should share and discuss all information received/gathered and with other

professionals/agencies as appropriate, and decide on the next course of action within 24 hours or without delay if there is immediate concern for the child.

- **Strategy Meeting:** A strategy discussion may agree that a strategy meeting should be held. Those attending a strategy meeting should include police and social services staff, the staff member or professional making the referral, together with other staff members and professionals who can assist in the planning process for the child protection enquiries, if they are to take place. This meeting should be held as soon as possible but no later than a maximum of 8 working days from the receipt of the referral.
- **Child Protection Section 47 Enquiries by Social Services and/or the Police:** At the strategy discussion/meeting, a decision must be made on whether the child protection section 47 enquiries will be undertaken as a single agency or jointly, depending on the seriousness and type of abuse. Information gathered during this formal stage of enquiries should be recorded in the core assessment that can begin before a child protection conference but is unlikely to be concluded by the time the conference meets.
- **Child Protection Conference:** a child protection conference and the preparation and implementation of a child protection plan may follow the child protection section 47 enquiries. The child protection plan will be informed and updated by the core assessment of the child's needs, which runs in parallel with the section 47 enquiries.

Placement process

21. Children and young people can be put into looked after placements for lots of different reasons. Sometimes it can be because their parents can't look after them properly and it is decided that it's better for them to live somewhere else. This can also happen if a child's parent isn't well, has to go into hospital, or dies. Other children and young people in Looked After placements have birth parents who just couldn't cope, while some have parents who neglect or abuse them.
22. Local authority fostering services, and voluntary agencies placing children and young people in their own right, are responsible for ensuring that each child or young person

placed in foster care is carefully matched with a carer capable of meeting her/his assessed needs.

23. For agencies providing foster carers to local authorities, those agencies are responsible for ensuring that they offer carers only if they represent appropriate matches for a child for whom a local authority is seeking a carer.
24. In matching children and young people with carers, responsible authorities are expected to take into account their cultural, racial, ethnic, linguistic and religious needs. Matches are intended to be achieved by means of information sharing and consideration involving all relevant professionals, the child and her/his family and potential carers, their families and other children and young people in placement.
25. Written foster placement agreements are intended to contain specific reference to elements of matching which were taken into consideration in agreeing the placement and identify areas where foster carers need additional support to compensate for any gaps in the match between the child and carer.
26. Responsible authorities are expected to provide the foster family with any additional training, support and information required for the particular needs of a child.
27. The introduction of The Placement of Children (Wales) Regulations 2007 and guidance 'Towards a Stable Life and a Brighter Future' requires local authorities to take into consideration the placements arrangements for children looked-after. The legislation pays particular attention to any placements that are proposed to be out side the local authority's geographical boundary.
28. Where this is to be the case the local authority must convene a panel where representatives from Education, Health and Children's Services attend, discuss and agree the proposed arrangements. Where members do not agree, and negotiations have reached an impasse the case can be referred to the Chief Executive of the Local Authority, and the Local Health Board for resolution.

29. The purpose of the panel is:

- To determine that there is no placement in the area capable of meeting the Child's needs or that an out of area placement is more consistent with the child's welfare.
- To satisfy themselves that the child's education and health needs will be met within the placement.
- To agree arrangements for meeting the Child's education and health needs and
- To agree funding for the placement.

30. Panel Membership - The core membership of panel should be consistent, where members would include senior officers from Children's Services (Chair), Local Health Board and Education, who have responsibility for budgets and commissioning services.

Members of the panel:

- Operational Manager, Looked After Children Service
 - Operational Manager, Children in Need Service
 - Senior Achievement Leader or Senior Educational Psychologist, Education Service
- Panel will be supported by - Professional Advisor, Placements Officer, Panel Administration Officer.

31. The Panel Remit is:

- The principle underpinning the panel process is that all arrangements including funding need to be resolved prior to a child being placed, ensuring that all health and education provision is confirmed and available before a child is moved.
- Where the plan is to move a child to an out of area placement the case should be referred to the Out of Area Placements Panel prior to confirmation of arrangements, and prior to the placement being made.
- In the event of a child being placed in an emergency, the requirement is for a referral to be made to panel as soon as practical after the placement yet no later than 25 working days after the date of placement.
- With regard to retrospective cases, any decision to move a child, or for not referring the case to a panel prior to the placement move will need to be evidenced in writing, (including any pertinent reasons) and endorsed by the Assistant Director (for out of area residential placements) or the Operational Manager, Looked After Children Service (for out of area foster placements). A copy of the report will be placed on the child's file.

32. The Panel Process

- a) The administrator will be the contact point for all requests for authorisation of Out of Area Placements.
- b) Requests for authorisation of Out of Area Placements should be made using the Request for Out of Area Placement exemplar. Each request must be completed by the Operational Manager, Looked After Children Service.
- c) Case managing services must forward requests for authorisation of Out of Area Placements to the Panel Administrator as soon as it becomes apparent that an out of area placement is likely to be needed for a child.
- d) The Panel Administrator will process requests that are received up to 7 working days prior to panel so that, in consultation with the Panel Advisor, the information can be circulated to the panel members.
- e) The panel will inevitably also need to consider some requests for authorisation that cannot be made within the timescale referred to above. It is essential that such requests reflect circumstances in which it has become necessary for the case management service to forward the request to the Administrator within 7 working days of the panel meeting.
- f) The relevant Operational Manager will feedback decisions to case responsible teams following the panel and prior to minutes being circulated.
- g) Minutes will be distributed after they have been approved by the Panel Chair and recorded on CareFirst.
- h) Children's Services Operational Managers are responsible for ensuring that, in respect of children's placements, planning and appropriate inter-agency consultation and negotiation, is undertaken prior to the panel and the placement being made.

Children's Commissioning Support Resource (CCSR)

33. The Children's Commissioning Support Resource (CCSR) is an e-sourcing tool. Its purpose is to support local authorities to find appropriate placements / care settings for looked after children in Wales. It is a joined-up government initiative, with partners including the Welsh Assembly Government, the Welsh Local Government Association and the Association of Directors of Social Services in Wales. The service is hosted by

the Local Government Data Unit; funded originally by the Welsh Government now funded through a Consortium partnership of Local Authorities and Providers.

34. CCSR is centred on a real-time, online database. The database holds details on a large number of accommodation providers - including independent foster agencies, independent children's homes, charitable service providers and residential special schools. In addition to information on the business, the database includes considerable details on their individual care settings. These details – including whether there are vacancies - are updated by providers ensuring local authorities have the most up-to-date information possible.
35. The database also facilitates electronic tendering. Local authorities can securely post information about a child's placement requirements inviting providers to respond with potential placement matches in accordance with a defined timescale. Invitations can be restricted in some way (e.g. only framework placements (see further below) or only foster placements) or left open.
36. Launched in 2006, CCSR increased the speed and efficiency of placement searching whilst at the same time giving local authorities knowledge and access to a much wider market. Prior to its introduction each local authority managed its own list of approved providers. Consecutive searches were conducted by making a series of phone calls to the providers on the list to determine whether they had any potential placements. Electronic tendering effectively allows local authorities to simultaneously search a much large number of providers. This has reduced duplication of effort and generated cost savings, but more importantly, it has meant local authorities benefit from a wider selection of possible placements when considering what represents the best match for a child.
37. Moreover, CCSR has facilitated the sharing of best practice in the development of standardised processes and forms for local authorities to follow when completing searches. These forms enable providers to have a much clearer understanding of the needs of the child when they are considering whether to propose a placement and package of support.

38. CCSR was a critical tool in the development of a common contract to govern the placements of looked after children. The All Wales Pre-Placement Agreement was signed by the 22 Welsh local authorities in 2008. All providers registered on CCSR have been required to agree to sign the Agreement and thereby comply with the conditions contained therein. These included the following expectations:-

- All details of individual care settings are accurate and up to date, including the information on available services and facilities.
- Services and facilities are realistic (e.g. it is inappropriate to say that speech therapy is available through the provision if it is actually provided in the usual way by a local NHS facility)
- Vacancies in provision are updated on at least a weekly basis.
- Only actual vacancies are to be recorded; these will be either those available immediately or those available from a specified date.

39. There are in excess of 200 independent providers registered on CCSR and thousands of individual placements.

40. The fifteen local authorities in South and Mid Wales collaborated further by establishing the Children's Commissioning Consortium Cymru (the 4Cs) in 2012, Pembrokeshire County Council will be joining in April 2018. The 4Cs is a regional commissioning team. It has developed, and now manages, framework agreements for commissioning the following types of placements: i) fostering; ii) residential care; iii) parent and baby foster placements. Following a full procurement exercise in 2012, a total of 30 organisations were successfully validated and entered onto one of the framework agreements. Validation was based on the optimum combination of quality, local capacity and price. North Wales joined the Fostering Framework in 2014 and have the option to use the Residential Framework if need exists. This makes the Frameworks a genuine Welsh Collaboration to improving placement commissioning and contracting.

41. A further procurement exercise was completed in 2016 and the current framework agreements have the option to extend to 2022. Providers have won their place on the framework through rigorous service quality and business scrutiny. Annual quality checks

are completed and all providers are committed to developing their service provision in Wales in response to clear needs analysis presented by local authorities.

42. As signatories to the framework, the local authorities contractually agree to search (via CCSR) for placements with providers on the framework in the first instance. If there are no suitable placements proposed following a framework search then the local authority can open the search to all providers on CCSR. Searches 'off framework' are open to the 200+ providers on CCSR.
43. 4C's links with CIW so that all providers registered have up to date Inspection Reports available and are informed of any care standards concerns. If a provider has care standard or safeguarding issues CCSR can temporarily conceal a provider from tendering for placements until standards have improved.
44. The improved commissioning practices which followed the introduction of CCSR are a key component in local authorities strategies to secure improved placement matches for our looked after children. The Framework is outcomes focussed and participation through a Young Commissioner's programme is at the core of the Framework. Of course identifying a successful match is far more difficult when searches are completed in an emergency. Wherever possible, local authorities try to search for placements in a planned way, while recognising the nature of safeguarding work will always have some same day emergencies, the vast majority of placements can and should be planned to support the best outcomes possible for the child. Guidance on using CCSR recommends running searches for a minimum of 2 -3 days where possible, based on provider feedback of how long it takes to review a tender, complete a thorough matching exercise, discuss matches with potential carers and then tender a child specific rather than generic response.
45. Capacity challenges in the current fostering market extend across local authority, charitable and independent provision. Consortium partners have made a commitment to work together to tackle this issue by working together in Wales. Welsh Government has also recognised these capacity issues through the funding of a National Fostering Framework exercise. Lack of capacity in the fostering market is inevitably having a knock on effect to capacity in the residential market. While the capacity issue is tackled

it is important that all commissioners optimise use of existing capacity and follow best practice guidance in the commissioning process to maximise the potential for good matching despite scarcity of resource. A key element of best practice is optimising the use of CCSR.

46. A substantial investment by 4C's in the upgrade of CCSR commenced in September 2016. There is a 5 Phase Programme which is due to be completed by April 2018. The upgrade includes review and amendment to functionality with user level input plus background systems modernisation.

47. A record of Children's Commissioning Support Resource (CCSR) use will also be required to evidence the attempts by the Placements Unit to identify placements.

Number of Out of County Placements

Children's Services

Out of County Placements 31/07/17

Placement Type	Total
Children's home outside LA boundary	38
Foster placement with relative / friend outside LA	14
Independent living	4
NHS / Health Trust / medical or nursing care establishment	1
Placed with foster carer provided by LA outside LA	12
Placed with parents / person with parental resp.	10
Placement with agency foster carer outside LA	155
Residential accommodation not subject to Children's Home regulations	1
Residential School	2
Secure unit outside LA boundary (within Wales)	1
YOI or Prison	6
Grand Total	244

Number of Cardiff Council fostering places	181
Number of foster care places occupied	92 (as at 30 Sept 2017)

Cardiff Council Residential Home

48. Crossland's Children's Home - Crosslands children's home is currently the only children's home directly provided by The City of Cardiff Council. All children's homes must be registered with the Care Inspectorate Wales (CIW). Crosslands is registered with CIW to accommodate up to 6 young people aged 11 to 17 years.
49. The registered manager is Siobhan Teague, the responsible individual is Debbie Martin Jones and the registered provider is the County Council of the City and County of Cardiff.
50. A CIW unannounced inspection and took place on the 8th of June 2017 between 2:30 pm and 7:00 pm. The inspection employed the following methodology:
- Viewing the premises and gardens and selected records and documentation.
 - Consultation with young people, residential support staff and managers.
 - Observation of the engagement between young people and staff.
51. The report was published on the 17th July 2017. The findings are summarised in the report as follows:
- "Overall we found that overall the young people are safe, confident and engaged in constructive lifestyles and activities. They are encouraged to express themselves and to develop self-responsibility and the three young people we spoke with, said they like the staff and feel assured by the support they provide them. They enjoy placement stability; staff continuity and consistency and are encouraged to develop relationships and attachments with their carers. 'Normalisation' is promoted along with the rights of the young people to thrive and feel valued. The premises provide well for their purpose; there are a sufficient number of skilled and experienced staff and the arrangements for the management and leadership of the home are robust".

CIW INSPECTION REPORTS

52. Cardiff Council has been inspected twice in the last 4 years, the first inspection report dated August 2014 was Cardiff Council's element of a National Inspection Safeguarding and Care Planning of Looked After Children and Care leavers, who exhibit vulnerable or risky behaviours. This was followed in March 2016 by an Inspection of Children's Services.

53. The National Inspection - Safeguarding and Care Planning of Looked After Children and Care leavers, who exhibit vulnerable or risky behaviours, report for Cardiff Council, identified a number of positives but also highlighted a number of areas for improvement these included:

- There had been a placement strategy in place since 2011 from which a delivery plan had been developed. The progress of the delivery plan was tracked quarterly but the strategy had not been updated to reflect the current profile of the looked after population. The authority could improve the effectiveness of service planning and identifying gaps in provision if vulnerability and risk was included in the profile of the looked after population. Apart from the monitoring of the stability of placements there did not appear to be any arrangements in place which would provide an overview of permanency particularly for those 11 years and older.
- Despite good working arrangements, the resilience of the authority's relationship with health services remain overly dependent on children's social services providing funding and resources to assess and meet the therapeutic needs of looked after children and care leavers. Given the size of the looked after population the authority should consider the development of a participation strategy which is more systematic and which outlines the outcomes that could be achieved from such engagement.
- The quality of assessments seen was inconsistent, they were not routinely updated and so did not reflect the current needs of looked after young people.
- The recording of care planning was limited and there was little evidence of how young people were engaged in the process. The format of the plans did not

facilitate easy access to information or engagement and did not have a specific section to record the views of children and young people.

- There was a lack of primary mental health services available for those young people whose wellbeing was compromised but did not meet the threshold for the Children and Young People's Mental Health Service (CAMHS).
- The format for recording risk assessment did not facilitate good organisation of information or analysis. There was little evidence of how risk assessments were shared between partner agencies working on the case or how young people had been engaged in the process. There was an over reliance on the expertise and experience of the operational manager which could be mitigated by the adoption of a more formalised protocol in relation to clarity and consistency around the mechanisms used for risk management. Relevant risk assessment training which was specific to adolescents would improve consistency in this area.
- Good progress had been made in improving arrangements to manage missing children and young people; however there was little resilience in the service which was essentially co-coordinated by a single post. There did not appear to be any contingency to cover staff absence for a service which is essential and deals with a high volume of referrals.
- Workers raised concerns about their uncertainty around the timing of the planned restructure of field work teams to establish a specialist service looked after children. Although staff had been consulted in December 2013 there had been no definite confirmation of when arrangements would be implemented. Social workers were optimistic about the planned changes which they believed would improve continuity for children and young people and improve capacity to carry out direct work.
- I.R.Os felt confident to challenge arrangements for young people and social workers and managers confirmed this was the case. However this was difficult to evidence and inspectors saw examples around of situations which had not been resolved despite the issues being raised appropriately. Consideration should be given to how challenges brought by I.R.O.s could be evidenced and of how outcomes are influenced.
- The authority has plans to include pathway plans in the formal reviewing process but there was no timescale agreed for implementation at the time the inspection took place.

- There were quality assurance arrangements in place but a lack of capacity had impacted on the effectiveness of the system to influence improvement. A particular concern was raised about the quality assurance of 'out of county' placements of which of necessity the authority had a high number. This had identified this issue and that there was a need to strengthen the approach to monitoring commissioning arrangements.
- There had been a lack of stability of placement and continuity of workers for young people in the recent past .These issues were being addressed by the authority but the high demand on the service continued to present a challenge.
- Young people reported that although they had experienced good support from schools, there were some barriers to further education .They were also unhappy about the range of supported accommodation available to them although there were a number of joint initiatives with housing working to improve the options.

54. The Inspection of Children's Services which was published in March 2016 included a number of recommendation for the Council to implement, these included:

Providing Direction

- 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.
- 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.
- 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

- The workforce strategy should be fully implemented to maximise retention of staff and action taken to promote more timely recruitment of staff.
- 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.
- Staff must have the capacity to complete the training which has been identified to support their professional development.

- 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

- 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.
- 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

- 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.
- 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.
- The council must work with partners to agree a shared understanding of the threshold for statutory services.
- 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.
- Arrangements for children's services staff to access information held on parents who are users of adult services should be reviewed.
- 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

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

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

55. The actions identified by the Directorate to address all these recommendations were built into the Directorate's Business Plan to enable them to be effectively implemented.

EVIDENCE GATHERING SESSIONS

56. The Inquiry Members agreed a scope for the inquiry, which included receiving evidence from a number of internal and external stakeholders. The Inquiry also reviewed the content of a number of key reference documents. This information was utilised by the Inquiry members to identify key areas which if reviewed would positively impact on the wellbeing of children who are being looked after out of county.

Internal Witnesses

57. The inquiry initially invited the Cabinet Member for Children & Families, together with the senior management team responsible for Children's Services and out of county placements, to provide a briefing on the processes, challenges and plans for the future in respect of Out of County Placements of Children who are looked after. This was followed by a visit to a social worker team at Hafan Gobaith, who deal with out of county looked after children to fulfil the council's obligations as a corporate parent, discuss the reasons, in general, for their placement out of county, the challenges of dealing with children who are placed out of county and suggestions to minimise the impact of the extra work. Finally the members wish to understand the work being undertaken to help move children back to Cardiff, where appropriate.

External Witnesses

58. The Inquiry wished to receive as wide a range of evidence as possible in the short time that this inquiry was planning to work. To this end the Members agreed to invite

- The Chairman of the "Outcome for Children Ministerial Advisory Group" – Mr David Melding AM;
- Fostering Network in Wales – Colin Turner;
- Voices from Care - Christopher Dunn and Aden Richards;
- Children's Commissioning Consortium Cymru (4C's) – Karen Benjamin
- Pembrokeshire County Council - Nichola Jones and Tracy Merritt.

59. The Inquiry Members also reviewed a number of documents which they had been specifically directed to consider by witnesses or Officers.

- Evidence from ADSS Cymru, WLGA and National Adoption Service to the National Assembly for Wales Public Accounts Committee's inquiry into care experienced children and young people (**Appendix 1**);
- 4C's 360 Degree Feedback – staying close to home (**Appendix 2**);
- 4C's Placement Finding Process and Fostering data for Cardiff (**Appendix 3 & 4**);
- Blaenau Gwent's Strategy to safely reduce the number of Looked After Children (**Appendix 5**);
- National Fostering Framework;
- The Councils Marketing Strategy for Fostering;
- Briefing on the management of the market for foster carers;
- Vale of Glamorgan Annual Placement Review;
- Coventry City Council's Redesign of Internal Children's Residential Care Provision.

60. David Melding AM Chairman of the "Outcome for Children Ministerial Advisory Group" was invited to the third evidence gather meeting of the Task Group to explain the work of the Advisory Group, comment on the evidence it has received and reports that the advisory group has produced and in particular the Group was keen to hear about the work on Permanency Planning and Building Stable placements work stream and answer any questions that the Group asked to help better inform the Inquiry.

61. Colin Turner - Director, The Fostering Network in Wales was also invited to the third evidence gathering meeting to explain about the work of the Fostering Network, and in particular the Network work and advice around:

- Recruitment & Retention of Foster Carers
- Your projects and programmes
- The Fostering Framework reports
- Your work with the Ministerial Advisory Group
- Your views on the benefits and challenges of out of county foster care placements

- The challenges facing Local authorities in providing an in-house fostering service, and possible actions to improve provision.
- Any views on the provision of children's homes in Wales.

Together with any Information on the new Fostering Wellbeing programme in partnership with Cwm Taf Social Services and Wellbeing Partnership Board, any areas of concern or barriers to improvement that you feel that the inquiry could help to address, and answer any questions that the Group asked to help better inform the Inquiry

62. Voices from Care were invited to the fourth evidence gathering meeting to present the views on the impact on those in care of being placed out of Cardiff. Two representatives attended where Members asked them to provide the inquiry with any comments around their perception from children who are being looked after of the impact on them of being placed out of county.
63. The Children's Commissioning Consortium Cymru (4 C's) was also invited to the fourth evidence gathering meeting. This organisation was originally formed by the 10 South East Wales Improvement Consortium (SEWIC) authorities, 4Cs was renamed and expanded in 2012 to include five Mid and West Wales authorities. A Board which includes Heads of Children's Services and three Directors govern the 4Cs work programme. In 2012, 4Cs launched the first collaborative social care Frameworks in Wales for Fostering and Residential LAC placement services. These were renewed in May 2016, with the option to run until 2022.
64. Significant progress has been made by the Children's Commissioning Consortium Cymru (4Cs) to improve the way local authorities commission looked after children (LAC) placement services. As well as significant cost savings, benefits include improved management information, consistent and secure collaborative tools and processes across authorities to facilitate individual placement matching, contract award and contract monitoring, collaborative risk management, and quality assurance of providers; sustained reduction in prices; and an environment of partnership with the independent sector to commission new sustainable care models.

65. Regional Manager, Karen Benjamin, was invited to this meeting to explain:
- How the Children's Commissioning Consortium Cymru operates
 - The strategic commissioning process for looked after children
 - Market analysis, shaping and market sounding exercises
 - Social care placements
 - The all wales framework contract
 - any areas of concern or barriers to improvement that you feel that the inquiry could help to address

The Members also asked a number of questions to help better inform the Inquiry, particularly around the management of placements and commissioning of residential homes.

66. The Members were also briefed on the Children's Commissioning Support Resource (CCSR) is an e-sourcing tool. Its purpose is to support local authorities to find appropriate placements / care settings for looked after children in Wales. It is a joined-up government initiative, with partners including the Welsh Assembly Government, the Welsh Local Government Association and the Association of Directors of Social Services in Wales. The service is hosted by the Local Government Data Unit; funded originally by the Welsh Government now funded through a Consortium partnership of 4C's and Providers.

67. Nichola Jones and Tracy Merritt from Pembrokeshire County Council were invited to the fifth evidence gathering meeting to share the work that they had been undertaking, as they had been identified as a Council that had developed a number of actions to help reduce the level of out of county placements and help reduce the overall number of children being looked after. They were asked to explain to the Inquiry the key actions that had been implemented in Pembrokeshire County Council that had brought about change and how they can be utilised in Cardiff to improve the outcomes for our children who are being looked after.

REVIEW OF EVIDENCE

68. The Task & Finish Group undertook a review of all the evidence received and information presented to them and identified a number of key issues which they considered important enough to highlight for the Council to consider to help improve the well-being and outcomes for Children who are looked after and ensure that they are safeguarded and protected. The key areas that the Members identified from the evidence are:

- Impact on the well-being and safeguarding of children and young people who are looked after;
- Strategic operation of the service
- Social Worker workforce issues
- Management of the placement process.

69. They considered each element to identify the key issues arising from the evidence received, following this the Inquiry Members identified the key findings which would be highlighted in the report. A further discussion was had around each of the key findings to identify the necessary recommendation to address each of the key findings from the evidence received. This ensured that the resultant recommendations are clearly based on the evidence received by the Members during the inquiry.

THE IMPACT OF BEING PLACED OUT OF COUNTY ON CHILDREN AND YOUNG PEOPLE

70. The members of the Task Group were quite quickly altered to the impact that being placed Out of County has on Children who are looked after. This issue was first raised by the Assistant Director of Social Service (Children's Services) who directed the Members to the evidence provided by the ADSS Cymru, WLGA and National Adoption Service to the National Assembly for Wales, Public Accounts Committee Inquiry into care experienced children and young people (**Appendix 1**). This evidence includes comments that, "The pressure of the cost of placements is exacerbated by the difficulties in placing children within or near to their home local authority and the lack of consistency in outcomes for children" and "The structural challenges of placements and the resultant failures to adequately meet children's needs is far from achieving desirable outcomes".
71. The Members also heard from Social Workers that they had difficulty accessing and liaising with local services such as Education, Health and other public sector services, when they had Children who had been placed out of county. The social workers explained that often Children had to be placed out of county for safeguarding reasons, such as Child Exploitation, however many others were placed out of county due to the lack of available placements in Cardiff.
72. The Members also commented that as the Welsh Education Curriculum becomes different from the English Education Curriculum, placing Children in England will mean that their Education would be set back considerably should they return.
73. The Task Group specifically invited Voices from Care to provide some views from Children who are looked after. They explained that their experience was that the impact was massive on those children. The Children commented that they lost all contact with friends, and family members. In particular Children often felt that their school was the most stable element of their lives and moving away from their school caused the most distress.

74. Finally the members received from the 4C's comments they had received as part of a 360 degree feedback on Staying close to home. Children had commented quite vehemently about their feelings about being placed out off county and the negative impact it was having on their well-being (**Appendix 2**).

- **KF1** The lack of provision in Cardiff needs to be addressed;
- **KF2** Former Looked After Children often have told us that they value consistency in their relationships with professionals and relatives;

CONCERN AROUND THE STRATEGIC OPERATION OF OUT OF COUNTY PLACEMENTS

75. The Members acknowledged that it was their duty as Corporate Parents to ensure that Children who are looked after are safeguarded, their well-being supported and provided with the best opportunity in life. The Members reflected on the evidence provided identified a number of areas where the strategic operation of out of county placements could be enhanced to ensure that they have the best outcomes.
76. The Members noted, from the evidence provided by Social Services (Children's services), that there had been an unceasing increase in the number of looked after children over the past 5 years and considered that there was an overwhelming increase in cases of children who needed to be looked after.
77. The Members heard from the Chairman of the Welsh Government Advisory Panel that they were gaining evidence to help them to working towards identifying what the key issues are and how the Welsh Government could improve outcomes. However the Members were informed that this could take up to five years and therefore Cardiff's inquiry should go ahead and would be received as key evidence to help shape the Welsh Government plans.
78. **KF3** As Corporate Parent, the Cardiff Council has a responsibility to ensure that all looked after children are safeguarded and that their outcomes are improved;
79. **KF4** The overwhelming increase in cases coming forward are concerned with neglect with significant increases in domestic violence, issues which are increasingly highlighted as a result of the support that is provided as part of earlier intervention services;
80. **KF5** The Ministerial Advisory Group (MAG) is focussing on improving outcomes for children by working to three key work-streams 1. Improving Practice 2. Edge of Care and Risk Assessments, 3 Promoting Permanence. Cardiff Council should

continue to work closely with the MAG whilst accelerating its own development agenda;

81. The Task group was reminded by the Officers from Pembrokeshire County Council that Cardiff is the fastest growing City and is promoting itself as a great place to live. It was also noted that the Council's Corporate Plan "Delivering Capital Ambition" 2018-21, that Cardiff's priority "working for Cardiff" is

- Cardiff is a great place to grow up
- Cardiff has a safe, confident and empowered communities.

It was therefore surprising that Cardiff did not place more children within the County and did not have more residential homes.

82. **KF6** Particularly as Cardiff is the fast growing city and is promoting itself as the a great place to grow up;

83. The Task Group was informed by the Chairman of the Advisory Plan, 4C's, the Fostering Network and Pembrokeshire County Council that Cardiff needed to review its Strategy for placing looked after children, to address the continued increase in cases and to ensure that those Children that need safeguarding are protected. The Members read with interest, Blaenau Gwent's strategy to safely reduce the number of children being looked after (**Appendix 5**). The Members commended the list of management responsibilities included in the strategy and felt that Cardiff should develop and implement a similar strategy.

84. The Members also heard from 4C's that Cardiff should develop and implement an up to date Business Plan and have a comprehensive register of foster carers which identifies all foster carers who have vacancies. The plan should also aim to address the differences in payments and allowances between the private and local authority foster carers, help develop pre-planned placements and improve the support and services to the Cardiff Council Foster Carers.

85. The representatives from The Fostering Network, 4C's and Pembrokeshire County Council also reinforces the need to work collaboratively, wherever possible, with other

Council and to ensure that Foster Carers in each locality are supported and paid the same.

86. **KF7** To review the Corporate parenting Strategy to reduce the number of Looked After Children is key to helping safely reduce the number of looked after children, it should be supported a clear strategic approach to commissioning and an updated placement strategy, and include more residential specialist provision in Cardiff, in particular settings for over 14 year olds;
87. **KF8** There needs to be more collaborative working across Children's Services, and the wider Council;
88. The Members were interested to hear from nearly all the witnesses that prevention and intervention was key to helping reduce the number of children being looked after. It was also highlighted that Councils were finding it difficult to invest in intervention and preventative initiatives with families, due to the increasing number being taken into care.
89. Members also read in the Association of Directors of Social Services Cymru (ADSS Cymru) evidence (**Appendix 1**) that there was an overwhelming increase in cases coming forward are concerned with neglect with significant increases in domestic violence, issues which are increasingly highlighted as a result of the support that is provided as part of earlier intervention services.
90. Pembrokeshire County Council highlighted the need to focus more support for parents of children with high needs to enable them to keep their children at home. Pembrokeshire County Council also stated they considered many of the initiatives as "invest to save" and quite quickly provided savings from the initiative.
91. Members were also advised by the 4C's that control over intervention and prevention initiatives should be under the strategic control of Children's Services to ensure that the Child is the focus of the work, and it is targeted effectively.
92. **KF9** That effective prevention and intervention strategies and improved outcomes are key to reducing numbers of children being looked after. Prevention and

intervention work is considered more effective under the full control of children's services;

93. **KF10** Parents of children who have complex needs, require specific support services to build their resilience and enable them to look after their children at home.
94. The Task group was briefed by 4C's on their current projects relating to the Placement Commissioning & Service Development and Placement Referral Social Worker Training. Members were also briefed on the Placement Finding Process via the All Wales Frameworks (**Appendix 3**), and the Local authority Regional/National Commissioning Arrangements via Children's Commissioning Support Resource (CCRS) (**Appendix 4**).
95. The CCSR is centred on a real-time, online database. The database holds details on a large number of accommodation providers - including independent foster agencies, independent children's homes, charitable service providers and residential special schools. In addition to information on the business, the database includes considerable details on their individual care settings. These details – including whether there are vacancies - are updated by providers ensuring local authorities have the most up-to-date information possible.
96. The database also facilitates electronic tendering. Local Authorities can securely post information about a child's placement requirements inviting providers to respond with potential placement matches in accordance with a defined timescale. Invitations can be restricted in some way (e.g. only framework placements (see further below) or only foster placements) or left open.
97. The members were surprised to be informed by 4C's that Cardiff does not enter its data into the CCSR system correctly which prevents analysis of needs data to inform effective commissioning. If the system is used effectively it will allow identification of needs that cannot be currently met and gaps in provision. This in turn allows targeted market shaping which could encourage increased local services and reduce out of area dependency. The method currently used does not maximise finding appropriate placements / care settings for looked after children.

98. **KF11** Placement commissioning arrangements should be reviewed to ensure that the Council has a fit for purpose system;
99. The Members were informed by the Senior Managers of Children's Services that the number of looked after children had increase consistently over the past 5 years. In 2012-13 there was only 557 cases, however by September 2017 there was 780 cases. The Members felt that with this level of increase there could be 920 by March 2019. Members also reflected on the cost of these placements, the Inquiry group noted from the evidence provided by ADSS Cymru that the cost of a local authority foster averaged at £23,000, whilst an independent agency placement averaged at £43,000.
100. **KF12** In September 2017 The Council had approximately 796 looked after children this has increased from 557 cases in 2012-13; and Members projected that this could reach 920 by March 2019.
101. The Cabinet Member for Children's and Families informed the Committee that the growth in the numbers of looked after children has to be built into the budget, and it is having a big impact on children and the Council overall, there is therefore a need to hold our nerve and invest to save to help get numbers down. This was reiterated by Senior Managers from Children's Services.
102. Evidence from ADSS Cymru states that the increase in spend is evidence of the commitment that has been made by Council's to meet the demand being placed on services by the rising numbers of looked after children, however it is becoming unsustainable, with most authorities now anticipating significant overspends.
103. The cost of residential placements is similarly stretched with significant variations. The current lack of placements is contributing to a position where a provider's market is able to charge opaque rates with placements being currently purchased by Welsh local authorities ranging from £2,500 - £16,000 per week (non-regulated placement) regulated placements cannot exceed £11,500.
104. **KF13** There is an overspend year on year and is likely to continue for some time, we need to build this into the budget;

105. **KF14** Savings accrued from invest to save schemes such as moving residential children back to Cardiff can be reinvested into preventative and early help initiatives;

SOCIAL WORKER – WORKFORCE CONCERNS

106. The Inquiry Group found the Social Worker work force to be to be highly professional and hard working. Meeting them at their work place enabled the Members to understand the work, pressures and responsibilities that they faced every day. It was clear that the Social Workers always put the needs of the child first.
107. The Members were informed by all witnesses of the importance of the Council having a full and stable establishment of social workers. Not just to help minimise the case load of each social workers but to improve their well-being. Members also noted that young people had indicated that the continuity of contact with one specific social worker was crucial.
108. The Task Group was also informed that the social worker establishment had been increased frequently over the past few years to help match the demand increases in caseloads, however vacancy rates have remained steady at around 20% for many years.
109. The Task Group asked all the witnesses what could be done to help improve the recruitment and retention of social workers, a number of ideas were put forward, including:
- Designated parking places for social workers in the County Hall car park to enable office visits to be made
 - Golden handshakes to encourage recruitment
 - Bursaries for students to study and then stay in Cardiff Council
 - Reduce case loads
 - Focus on the child not the system
 - Continuous advertising
110. The Members were also aware of the development and implementation of the Swansea model of “Signs of Safety” which Cardiff had started in early 2016. The Members considered that the speedy implementation of “signs of safety” would have

a significant impact on the number of children in care and the demand for placements.

111. **KF15** A stable and fully established social worker workforce is key for the well-being of children being looked after as well as the well-being of social workers themselves;
112. **KF16** The Council must do everything possible, to help recruit and retain children's services social workers
113. **KF17** The "signs of safety" model provides the Council with the ideal opportunity to both improve the outcomes for children, well-being of social workers and reduce the number of looked after children and placements.

PLACEMENT PROCESS – ISSUES

114. The main concern identified at the start of the inquiry process was an overspend on out of county placements. This concern was also highlighted by three Cabinet Members, together with the Chairman of the Children & Young People Scrutiny Committee and supported by the whole Committee.
115. The focus of all the evidence gathering was to enable the Inquiry to review the provision of out of county placements, the types of provision, cost and impact on resources. To identify gaps in local provision, social services, and education that result in the need to place children out of county and to identify the barriers to providing additional support in Cardiff and the impact on looked after children in being placed outside Cardiff.
116. The Committee considered the placement of children who are looked after in Residential settings, Special School, Foster Carers, and Foster Placements.

Residential

117. Most of the witnesses invited to comment on residential placements of children who are looked after, stated that Cardiff did not sufficient accommodation for its young people. Senior Management from Children's service explained that Cardiff has only one residential home, although plans are being made to develop another home for three young people in partnership with a third party.
118. 4C's and Social Workers commented that Cardiff could use its own housing stock to quickly develop residential settings for a number of Children so that they can live near their families, friends and schools.
119. The Members were informed by Social Workers, 4C's, and in feedback from looked after children that children need stability in their placements (**Appendix 2**) they need to be near their original home, where appropriate, and there was a clear need for

more residential settings in Cardiff, in fact it was commented that if Cardiff Council considered Cardiff to be a great place to live and grow up, why do not have more residential settings.

120. Social workers stated that they had great difficulty in placing over 14 year old and specific homes for these would make their work much easier and provide better outcomes for Looked After Children and improve their well-being.
121. The representative from 4C's explained that recently a number of private providers had been invited to Cardiff's Children's Service to identify opportunities to build residential settings in Cardiff, however staff were unable to provide them with details of what they required to progress their plans.
122. Children Service staff informed the Task Group that a monthly review of all out of county residential placements is undertaken to assess whether any placements either residential or fostering has become available in Cardiff which can meet the needs and well-being of a Child. This ensures that the needs and well-being of all residentially placed children is maximised.
123. **KF18** Cardiff needs to have considerably more placements than it currently has, and where possible should utilise its own housing stock;
124. **KF19** Monthly reviews of out of county residential placements is undertaken to assess whether the needs and well-being of each Child could be fully met in Cardiff;

Special School

125. The inquiry was informed that Greenhill School is a day Special School for 56 secondary aged pupils. All pupils who attend Greenhill have Statements of Special Needs in relation to complex Behavioural, Emotional and Social Difficulties. Greenhill also admits pupils with ADHD and other special needs including dyspraxia, mental health or medical needs. The local authority decides which pupils are able to come to Greenhill. Parents are consulted as part of the statementing procedure and the Local Authority also consults with the Head teacher and the

Governors. Currently all the pupils on roll are boys which results in all Girls who have Statements of Special Needs in relation to complex Behavioural, Emotional and Social Difficulties are placed out of county.

126. **KF20** As Greenhill is only special schools and only takes Boys, Girls have to be placed out of county.

Foster Carers

127. The Task group also focussed on the availability of Foster Carers in Cardiff. The Members were informed that as at September 2017 the Council had 181 in-house foster carers, Cardiff also had access to at least 10 local independent providers.
128. The Inquiry was informed by the Fostering Network that Fostering was a market and it needed to be managed so that the Council would get the best out of what is available. Members were informed that Independent Agencies, pay their Foster Carers retainers, when not fostering, additional seasonal allowances and make additional payments.
129. Members also noted in the evidence from ADSS Cymru (**Appendix 1**) that despite local authorities' strong commitment to ensuring placement choice and stability most have struggled to recruit foster carers in sufficient numbers to provide the range and choice of placements needed, particularly for those young people with challenging behaviour and with additional needs
130. The Members were also informed of all the efforts being made by Children's Services to attract more Foster Carers, this included high profile internet search, a communication & media recruitment campaign supported by a "Make the Difference and Foster" project plan. The Members noted the success of the campaign but felt that the campaign needed to be ongoing to build on the previous success.
131. The Members heard from a number of witnesses that the recruitment of Foster Carers could also be enhanced, particular by using Foster Ambassadors, raise profiles in Ward Surgeries, and finders' fees.

132. The Task Group was however surprised and concerned to be informed, by the 4C's, that as at September 2017, Cardiff self-reported only using 92 of the 181 in-house fostering places, it was a concern that Cardiff was placing children Out of County when there was a 50% vacancy rate within Cardiff.
133. **KF21** To encourage more people to become Foster carers, it has been suggested that the Council should invest in its Foster Carers and identify ways of making working for Cardiff in-house Fostering service more attractive such as seasonal allowances, pay additional fees and retainers;
134. **KF22** That where safe to do so, Cardiff should maximise the use of all in-house foster carers whenever possible;

Placements

135. The Task Group noted from the ADSS Cymru advice to the Welsh Government that there was an increasing complexity of cases. Children who are looked after will have experienced forms of loss, abuse and neglect prior to entering the care of the local authority. The increasing number of children being presented with behaviours which families struggle to manage. Together with the wider understanding of the imperative to act to protect children and young people at risk of sexual exploitation.
136. Evidence from Children Services staff, Voices from Care and the Fostering Network highlighted to Members that a child taken into care has to be the right child in the right place at the right time. Most could be placed within the locality to where they presently live, however if there are safeguarding issues, such as sexual exploitation the child has to be placed in a safe place often far away from Cardiff. Ultimately placements have to be made in the best interest of the Child.
137. **KF23** The key issue that children have to be safeguarded in the setting which best meets their needs and well-being.
138. The Members received evidence from the Fostering Network, Voices from Care that placement planning is key to ensuring the best outcomes for Children who are

looked after. In addition advice from the ADSS Cymru to the Welsh Government also stated that the continuous and effective assessment and planning of all available residential and foster placements would not only ensure the best outcomes for Children who are looked after but would also enable better matching when emergency situations occurred.

139. The increase in complexity and number of cases being referred to Children's Services is negatively impacting on the Council's ability to find appropriate placements. The Members also heard from the 4C's that the Council's Multi Agency Safeguarding Hub (MASH), needs to ensure that it is always consistent with the use of thresholds and needs to be effective in signposting cases to the appropriate agencies.
140. The Task Group was also very concerned to be informed that Cardiff is not using a database, which allows users to match children with provision based on a profile of their requirements correctly. This collaborative initiative from the Children's Commissioning Consortium Cymru, help support all Local Authorities to seek and match children with appropriate Foster Carers (CCSR). The representative from 4C's explained that the data entered by all Authorities must be a set format however Cardiff does not enter the data correctly.
141. **KF24** the increasing complexity of cases and the growing numbers of children are negatively impacting on both the availability of appropriate placements as a result the pre-matching and planning of placements is becoming crucial to the effective placement of Children particularly in emergency situations;
142. **KF25** There is a high volume of inappropriate referrals to the Council's Multi Agency Safeguarding Hub from stakeholders, stakeholders need to be supported to understand when to make referrals to the MASH and when to provide effective early help services;
143. The Members were surprised to hear from 4C's, that Cardiff places children aged 0 to 5 Out of County and in independent provision. Members were informed that this practice was very rare in any other authority and was not considered good practice.

144. **KF26** Cardiff is the one of a few authorities in Wales to place 0 – 5 year olds out of county and in independent placements
145. The Task Group also wished to seek from all the witnesses, who had provided advice, comments and suggestions to this inquiry to provide some overview of how Cardiff could change it's provision to enable Children who are being looked after top have improved outcomes and improved well-being from their time in the Cardiff of Cardiff Council.
146. The key themes that the Members identified from these comments was that at present most specialist care was Out of County. The Council should therefore put in place plans and strategies to change its profile of care to provide more specialist care, as an "invest to save" scheme, which should also be part of a comprehensive Placement Commissioning Strategy. This will require a change in approach from the senior managers within the Council as a whole to focus, where safeguarding allows, on providing children who are looked after, with a safe and secure placement within Cardiff that meets their needs, provides the best outcomes, and improved well-being.
147. **KF27** If you want to reduce out of county placements then you have to change the approach as well as changing provision through an invest to save initiatives;

INQUIRY METHODOLOGY

148. It was agreed by the Committee that the Inquiry would hold a number of evidence gathering meetings with the Officer and key stakeholders.

149. The following Scrutiny Members took part in the evidence gathering during the Inquiry:

Councillor Bridgeman(Chair)	Councillor De'Ath
Councillor Joyce	Councillor Williams
Carol Cobert	

150. The Inquiry team was grateful to the staff and managers in Children's Services for the open and honest advice, comments and suggestions they made.

External contributions

151. The Inquiry also appreciated the advice, comments and openness of the Chairman of the Welsh Government Advisory Group, representatives from the Fostering Network, Voices from Care, the Children's Commissioning Consortium Cymru and Pembrokeshire Council who attended. The Group also considered papers from the ADSS Cymru and Blaenau Gwent Council.

LEGAL IMPLICATIONS

152. 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.

FINANCIAL IMPLICATIONS

153. 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.

CHILDREN & YOUNG PEOPLE SCRUTINY COMMITTEE TERMS OF REFERENCE

CHILDREN & YOUNG PEOPLE SCRUTINY COMMITTEE

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 the following:

- School Improvement
- Schools Organisation
- School Support Services
- Education, Welfare and Inclusion
- Early Years Development
- Special Educational Needs
- Governor Services
- Children's Social Services
- Children and 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 and quasi-departmental non-governmental bodies on the effectiveness of the Council's service delivery.

To report to an appropriate Cabinet or Council meeting on its findings and to make recommendations on measures which may enhance the Council's performance in this area.

**CHILDREN & YOUNG PEOPLE
SCRUTINY COMMITTEE MEMBERSHIP**



Councillor Lee Bridgeman
(Chairperson)



Councillor Dan De'Ath



Councillor Philippa Hill-John



Councillor Heather Joyce



Councillor Linda Morgan



Councillor Jim Murphy



Councillor Mike Phillips



Councillor Kanaya Singh



Councillor Rhys Taylor

Co-opted Members:



Mrs P Arlotte
Roman Catholic
Representative



Carol Cobert
Church in Wales
Representative



Ms Rebecca Crump
Parent Governor
Representative



Karen Dell'Armi'
Parent Governor
Representative

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CABINET RESPONSE TO THE RECOMMENDATIONS OF THE CHILDREN AND YOUNG PEOPLE SCRUTINY COMMITTEE REPORT DATED 5th JULY 2018 ENTITLED 'OUT OF COUNTY PLACEMENTS'

R1 All placements must be made in the interest of the Child, minimising the impact on them, their education and well being

Response – This recommendation is accepted

All placements made in Cardiff are, of course made with the interests of the child. To source the right placement, the needs of the child are matched to an appropriately regulated provider. Ideally, there would be a number of options available. However, the shortfall in high quality placements across the UK means it can be difficult to source the right home for a child, particularly in an emergency situation.

Cardiff, in common with other local authorities has experienced a significant increase in both the number, and complexity, of looked after children. The reasons for increased complexity include a range of safeguarding risks which have emerged in recent years including child sexual exploitation and human trafficking. These Adverse Childhood Experiences result in children suffering post traumatic symptoms, attachment difficulties, inability to regulate their behaviour or emotions, self-harm and suicide ideologies, violence and aggression and absconding. Children and young people require specialist care, support and therapy and accessing the right provision, for the right child at the right time is an ever increasing challenge. Care plans will sometimes require that children live away from the area in which abuse or exploitation has occurred. It is important that this option remains open to decision makers.

As identified in the report, when children are placed out of area it can place additional challenges in meeting health and educational outcomes as relationships with services in the placed in authorities may not be as well established. There are statutory arrangements under the Social Services and Wellbeing (Wales) Act (2014) to ensure that 'out of county' placements are able to meet the educational, health and social needs of looked after children to the fullest extent possible through multi-agency panel arrangements.

The potential for negative impacts on well-being outcomes of a child living away from Cardiff are mitigated through:-

- a) Statutory social work visits;
- b) Statutory reviews by Independent Reviewing Officer;
- c) Support to families to maintain positive contact;
- d) Access to, and active offer of independent advocacy;
- e) Actively planning to bring children back to Cardiff where it is appropriate to do so through a thorough monthly senior management review of the plan for every child placed in an out of area residential placement.

R2 As Cardiff is the fast growing city and is promoting itself as a great place to grow up; placements should be made, wherever possible in Cardiff.

Response – This recommendation is accepted

As a general principal, better outcomes for children can be achieved when placement needs are met within the city. However, the most important factor in meeting the needs of the individual child to be safe and protected from any people who have caused them harm, so in some cases it is the best and safest option to source a placement away from Cardiff.

The service adheres to the principle that wherever possible, children should be placed within the city boundary. As outlined above, this facilitates engagement with the Corporate Parenting Policy and the range of services and support in Cardiff. Children placed in the city can more easily benefit from the local arrangements and agreements that we have established between ourselves and education, health, housing and other key partners.

Risks to achievement of positive outcomes are greater the further from Cardiff the placement as relationships with neighbouring authorities and services may be less well developed. Until recently Welsh Government applied a national performance measure regarding distance of placement from home and all councils were required to report on the number of children placed more than 20 miles from their home address. Although no set distance can be regarded as an 'absolute' in terms of being more or less acceptable, this was clearly an indication of a limit within which councils should try to operate wherever possible. The majority of our out of county children are placed within a 20-mile radius. The number of children placed beyond 20 miles, include:

- a) children in secure accommodation;
- b) children placed in highly specialist therapeutic establishments because of their specific needs;
- c) children placed for adoption;
- d) children placed in highly specialist disability facilities; and'
- e) children placed with extended family members or with foster carers who have moved out of area.

R3 Social Services Directorate should undertake a well-being assessment of all of its Children's Services social workers over the next 12 months

Response – This recommendation is accepted

Securing a permanent, high quality, well supported social work workforce is the highest priority for the Social Services Directorate. There is a Workforce Strategy in place for Children's Services and a Recruitment and Retention Strategy. Both will be refreshed shortly to ensure they have the right set of short, medium and long term actions to sustainably address the workforce challenges that the service is facing. It is planned to undertake a baseline assessment of staff morale which can be measured over time as the service moves through the next phase of its change programme.

There is evidence that supervision and appraisal, both of which are key to workforce wellbeing, are taking place within timescales. 100% of Children's Services staff initiated their PPDR within timescale this year. The next priority is to quality assure the processes to ensure the balance between professional oversight, direction, and personal support and development is right. In addition, social workers have been supported to develop professionally through significant investment in signs of safety training.

R4 Social Services Directorate must develop and fully implement a social worker recruitment and retention strategy to encourage new applicants and support to retain staff by 31st March 2019

Response – This recommendation is accepted

As indicated above, the development of a single and coherent workforce strategy is a key priority for the directorate and work on this has begun. A renewed and refreshed Recruitment Campaign was launched in April 2018. Since then 37 Individual Adverts (76.5 posts within the 37 adverts) have been placed with 45 interviews taking place and 34 appointments being made. In particular, the Looked After Children's Service has been successful in recruiting a new Team Manager, two new Principal Social Workers and 8 social workers being appointed, however, many of these posts have been filled by workers coming from other parts of the service. Particular pressures remain within the intake teams and children in need teams who undertake child protection investigations and court work.

The refreshed workforce strategy will set out a range of effective actions to:

- a) Review and recommend on the offer (financial and non- financial) to children's social workers in Cardiff, compared to the rest of Wales and other core UK cities;
- b) Develop a career progression scheme to support social workers from their time as students (reviewing the options for sponsorship schemes), through the consolidation phase of their practice, into senior roles within the Council;
- c) Enhance relationships with universities, and maximise practice teaching and placement opportunities;
- d) Support people already working for the Council to gain a social work qualification;
- e) Continue to review and develop skill mix to ensure that work which does not need a professionally qualified social worker is undertaken by the right person in their team.

R5 As corporate parents, all staff and Councillors must work in collaboration with all partners to ensure the safeguarding of all children.

Response – This recommendation is accepted

The Council has a Corporate Parenting Strategy, progress against which is presented annually to Council. Delivery of the Council's corporate parenting responsibilities is overseen by the Corporate Parent Advisory Committee (CPAC). CPAC members each take a lead on a specific area of work, working alongside designated senior offices to develop each area. The priority areas are:

1. Effective early intervention and prevention, safely reducing the number of looked after children –
2. The experience of looked after children and outcome - Promoting permanency, providing high quality placements, provide young people leaving care with appropriate preparation for adult life, taking account of all of their needs including their wellbeing -
3. Specialist services - Continue to improve services for children with disabilities, including short break care, and improve and support the emotional health and mental wellbeing of looked after children -
4. Education - Improve the education attainment and achievement for all looked after children -
5. The role of the Corporate Parenting within the Council - Strengthening the role of the Corporate Parenting Advisory Committee within the Council -

R6 The new management team for People and Communities, to work with the Corporate Parenting Advisory Committee to, review the structure and operation of the service to ensure that it works with all parts of the Council in undertaking their corporate parenting duties, by 31 March 2019.

Response – This recommendation is accepted

The Director of Social Services and Assistant Director of Children's Services are reviewing the structure and operation of Children's Social Services to ensure the operating model improves outcomes for children. The benefits of working collaboratively towards a One Council approach as part of the People and Communities directorate are evident in the work to integrate early help and family support approved by Cabinet in October 2016. These benefits of working collaboratively are also integral to the work to develop homes for children in Cardiff.

R7 It must task officers to review the early help service and reorganise the management and control of all early intervention and prevention initiatives to enable them to be under the control of children's services within the next 12 months.

Response – This recommendation is accepted in part.

Cabinet approved a new model of early help and family support in October 2018 which will be managed within the People and Communities Directorate. Professional oversight and accountability for the governance of the service is with

the Director of Social Services in accordance with statutory duties for early intervention and prevention.

R8 A strategic approach to commission placements, to improve outcomes and safely reduce the number of children being looked after, must be developed and implemented as soon as possible.

Response – This recommendation is accepted

The Social Services Directorate Management Team is working with the Children's Commissioning Consortium Cymru (4Cs) to develop a placement commissioning strategy by March 2019.

R9 It tasks officers in the Social Service Directorate to review the Placement Commissioning arrangements by 31 March 2019.

Response – This recommendation is accepted

Work has been undertaken to ensure compliance with the 4Cs requirement.

R10 It continues to implement the Signs of Safety framework, within the next 12 months and provide evidence of its impact.

Response – This recommendation is partially accepted.

Evidence from Councils where Signs of Safety has been successfully implemented and embedded indicates a longer timescale is needed to really embed transformed practice.

Phase one of the project commenced in April 2016 and focused on the introduction of the model and setting the foundations across the service. During phase one, significant progress has been made in the delivery of learning and development of all staff, focused and structured training has been delivered as well as bespoke tailored support provided to teams and individuals

A refresh of the Signs of Safety Implementation Plan is underway to ensure it is focussed on the right systemic changes to support practice improvement. Independent quality assurance work is underway to ensure there is clear evidence to support the next phase of implementation. Signs of Safety Awareness Briefings have been delivered to key partner agencies. Signs of Safety training will be

R11 It tasks officers to review, current demand, in to the Multi Agency Safeguarding Hub to ensure the consistent use of criteria by partners

Response – This recommendation is accepted

The development of a Gateway for early help and family support provides an opportunity to review the operation of the Multi-Agency Safeguarding Hub (MASH) and its relationship with the children's services intake and assessment teams. Really clear criteria for accessing each part of the system, including the MASH, will be developed in the implementation phase.

R12 Officers must ensure that the placement of 0-5 year olds, out of county, is only undertaken when it is in the best interests of the Child.

This recommendation is partially accepted

The placement of 0-5 year olds out of area, will only take place in exceptional circumstances and will always be in the best interests of the child.

R13 To develop and implement a Placement Strategy which should include, to recruit and retain Foster Carers, including, continuous advertisement programme, additional support, allowances, and retainers, to be in place within the next 12 months

Response – This recommendation is accepted

In June 2018 a project was established in order to respond to this recommendation as part of the Improving Outcomes for Children programme. This project is developing an effective business model for the Fostering Service in Cardiff focusing on the following aspects of the service:

- the marketing of the service and the recruitment of foster carers;
- the operating model of Cardiff's fostering team;
- the support provided to foster carers once they have been approved;
- the need to reduce the cost of fostering to the Council by rebalancing between independent foster agencies and the in-house foster care service.

The Project reports to the Child Placements Board chaired by the Director of Social Services, and is developing a business model for delivery from April 2019.

R14 It ensures that a review of all vacant fostering placements, Agency, Council and Kinship options, is undertaken to verify that there is appropriate matching and stable placements for all children being Looked After.

Response – This recommendation is accepted

The fostering project is progressing this recommendation.

R15 Officers are to develop and implement a building programme of homes for children in Cardiff, utilising every possible agency, as an Invest to Save project, within the next 12 months.

Response – This recommendation is accepted

A Project Team has been established to attend to this recommendation; it reports to the Child Placement Board.

The Project is working to deliver the following objectives:

- A clear commissioning strategy for securing children’s placements in place by March 2019;
- to open new children’s homes in the City, so Cardiff children can access to the right type and level of support;
- to develop the provider market to deliver the type of provision, we require in Cardiff;
- explore all opportunities to secure the right provision in the most cost effective way, for example, an ICF proposal has been approved for the development of a ‘high needs’ home jointly with the Vale of Glamorgan.

R16 It ensures that future annual placement budgets must reflect anticipated number of Looked After children at future year mid-point, to help ensure that Social Services do not over spend

Recommendation – This recommendation is partially accepted

The Council has provided significant levels of additional funding to Children’s Services in recent years with a net increase to the budget of £5.8 million (11.86%) in 2018/19. This will continue to be a priority for the Cabinet, however any specific decisions on funding must be taken as part of the overall Council budget having taken account of the available resources and the full range of spending commitments.

R17 Savings accrued from returning children back to Cardiff are reinvested into preventative and early help initiatives

Refer to the response to R16 above.

R18 Officers investigate whether Greenhill School could admit Girls to minimise out of County Placements

Response – This recommendation is accepted in principle

It is understood that the ‘Development of the Schools Estate ‘— will attend to the need for a higher level of suitable provision for children with additional learning needs

R19 Action Plan - The Cabinet Member ensures that an action plan is developed to ensure the implementation of these recommendations within an agreed timescale as part of the response to this report.

Response – This recommendation is partially accepted

The actions identified already form current or emerging priorities for the Improving Outcomes for Children Programme. There are detailed action plans for each of the priority areas (Workforce, Practice, Fostering and Residential placements) with timescales consistent with the recommendations of the Task and Finish Group

**CYNGOR CAERDYDD
CARDIFF COUNCIL**

CHILDREN AND YOUNG PEOPLE SERVICES SCRUTINY COMMITTEE

11 DECEMBER 2018

**PREVENTING YOUNG PEOPLE BECOMING INVOLVED IN DRUG DEALING –
JOINT TASK & FINISH GROUP REPORT**

Reason for the Report

1. This report enables the Committee to approve the draft report of the Children & Young People Scrutiny and Community & Adult Services Committees joint Task & Finish Inquiry, attached at **Appendix A**.

Background

2. At its meeting in September 2017 the Committee agreed to undertake a joint Task & Finish investigation into “preventing young people becoming involved in drug dealing. The issue was raised by Councillor Lynda Thorne in a letter to the Chair of the Children & Young People Scrutiny Committee. The Terms of Reference for the task group were to:

Identify and Investigate:

- The contributing factors that give rise to young people becoming involved in drug dealing in the city
- The positive contributing factors that communities can put in place to protect and prevent young people becoming involved in drug dealing in the city
- Determine the effectiveness of current policies and services in protecting and preventing young people becoming involved in drug dealing in the city.
- Identify good practice

- Determine how best statutory agencies can work with communities to ensure they are informed about services and support available and are confident to report concerns
- Make recommendations to be taken forward to the Safer & Cohesive Communities Programme Board

3. Members of the Task & Finish group were:

- Councillor Lee Bridgeman
- Councillor Saeed Ebrahim (Chair)
- Councillor Kathryn Kelloway
- Councillor Ashley Lister
- Councillor Mary McGarry
- Councillor Mike Phillips
- Councillor Kanaya Singh

4. The Task Group reviewed the evidence gathered from discussions with a wide range of witnesses including Council Members and officers (including Youth Service); third sector organisations; Community Safety Board Members; schools; Cardiff & Vale UHB; residents and community representatives; and Probation. The Members also reviewed a number of publications and reports, and developed, distributed and analysed a community survey to gain a snapshot of opinion across Cardiff. Arising from this, a number of key findings were identified from which a number of recommendations were agreed, as set out in the attached report at **Appendix A**.

Way Forward

5. The draft report of the Task & Finish Group, is attached at **Appendix A**. Members' attention is particularly drawn to the recommendations section.
6. 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

7. 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

8. 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:

- i. Consider the draft report of the Task and Finish Group, copy attached at **Appendix A.**
- ii. Endorse the report, subject to any comments the Committee may wish to make, for submission to the Cabinet.

Davina Fiore

Director of Governance and Legal Services

6 December 2018



An inquiry report of the:
**Children and Young People Scrutiny Committee &
Community and Adult Services Scrutiny Committee**

Preventing Young People's Involvement in Drug Dealing

November 2018



Cardiff Council

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CHAIR'S FOREWORD

I would like to thank the Members of both the Children & Young People and Community & Adult Services Scrutiny Committees who took part in the task and finish inquiry. I would also like to thank Councillor Lister for his contribution to the Inquiry and all the witnesses who gave evidence in front of the Inquiry Team during the process. Their input was invaluable. I would like to extend thanks to the public for taking the time to take part in the Inquiry survey. Finally, I would like to thank Mark Jacques, for his invaluable support during this important inquiry.

This was always going to be a challenging Inquiry, having experienced first-hand as ward Member for Butetown the impact drug related crime and activity can have on communities and individuals. I have witnessed a number of young people in my community who have been coerced or chosen the “wrong path” and the impact this has had on their long-term life plans. I have also seen the impact it can have on individuals and the wider community.

It was important for us to identify what would drive a young person to become involved in drug dealing. This resulted in a very complex number of reasons, ranging from poverty and lack of opportunities to seeing it as a quick way to earn money and gain material goods. However, what was imperative was to keep in mind that these were still (in the main) vulnerable young people preyed upon and groomed by older people.

Conversely, the Inquiry also uncovered the fears and frustrations felt by communities having to witness and deal with drug-related activity and crime. The Inquiry Team felt that all communities deserved to live in a safe and healthy environment where drug dealing,

taking and other related nuisance such as discarded needles should not be blighting their lives. Children should not have to witness this type of behaviour and see it as the “norm” on their streets.

The Inquiry Team heard from a wide range of organisations who are dealing with this issue. We all acknowledged that they were all working hard to tackle this issue. Many praised the Police in their commitment in working within communities, but more needed to be done to support this.

Throughout the Inquiry, I was heartened to hear the real desire by individuals and organisations to step up and make a real difference to the lives of all young people in their communities. I believe that if communities, agencies and partners were able to work together to provide a range of local measures, we could all make a real impact in providing services, role models and options for young people to choose a more positive path.

I believe that, through the recommendations set out in this report, the Council and its partners can take a significant leap forward in tackling this issue.

Thanks again to everyone who took part.



Councillor Saeed Ebrahim
Task Group Chair

TERMS OF REFERENCE

As part of the 2017/18 Scrutiny Work Programme, Members of the Children & Young People and Community & Adult Services Scrutiny Committees agreed to undertake a joint Inquiry into ***“Preventing Young People’s Involvement in Drug Dealing”***. This Inquiry sought to:

Identify and Investigate:

- The contributing factors that give rise to young people becoming involved in drug dealing in the city
- The positive contributing factors that communities can put in place to protect and prevent young people becoming involved in drug dealing in the city
- Determine the effectiveness of current policies and services in protecting and preventing young people becoming involved in drug dealing in the city.
- Identify good practice
- Determine how best statutory agencies can work with communities to ensure they are informed about services and support available and are confident to report concerns
- Make recommendations to be taken forward to the Safer & Cohesive Communities Programme Board

The Committees agreed that the Membership of the task & finish group would comprise:

- Councillor Lee Bridgeman
- Councillor Saeed Ebrahim (Chair)
- Councillor Kathryn Kelloway
- Councillor Ashley Lister
- Councillor Mary McGarry
- Councillor Mike Phillips
- Councillor Kanaya Singh

EXECUTIVE SUMMARY

The Cabinet Member for Housing & Communities, Councillor Lynda Thorne, wrote a letter (dated June 27, 2017) to the Chair of the Children and Young People Scrutiny Committee, Councillor Lee Bridgeman. In this letter, Councillor Thorne expressed concern about the increasing issue of drug dealing by young people in the Butetown and Grangetown areas of the city. Councillor Thorne observed that there was some merit to the suggestion that the reduction in youth provision across the city had some part to play. It was suggested that the Children and Young People Scrutiny Committee establish a Task and Finish inquiry to look into young people's involvement with drug dealing and whether or not the reduction in youth services was a contributory factor.

As the topic covered issues relating to crime and disorder and community safety (which fell under the terms of reference of the Community & Adult Services Scrutiny Committee), it was agreed that a joint-inquiry with the Children and Young People Scrutiny Committee and the Community and Adult Services Scrutiny Committee be undertaken. Members of both Committees, plus Ward Members from Butetown and Grangetown made up the Task Group.

This Inquiry took place between October 2017 and May 2018, and during this time, Members were working within a fast-moving and ever-changing landscape around drug-related activity, including the rise of coverage in relation to County-Lines.

The Task Group heard evidence from a wide range of individuals and organisations who told Members about a range of drug-related issues that had affected their lives. In total, Members heard from approximately 30 witnesses face-to-face. In addition, a survey was distributed to the general public, which resulted in 413 responses.

Members uncovered a range of key themes and messages that arose from the evidence. Throughout this report, the Task Group grouped the evidence, findings and recommendations under a number of headings. These were:

- Impact on Communities
- Safeguarding Young People (and their families)
- The role of Agencies
- Education and Awareness Raising
- Crime & Enforcement

Members considered its evidence in the backdrop of the increasing “normalisation” of drugs in society. Whilst changes of cultural and societal norms were outside of the remit of the Inquiry, it was an important consideration for Members throughout the Inquiry.

In relation Councillor Thorne’s original concerns, Members concluded that the role of the Youth Service in providing crucial community-based services should be acknowledged and supported.

In relation to the impact on communities, Members heard evidence of the real issues that blight communities affected by persistent and open drug dealing. They concluded that community engagement and consultation was crucial in improving relationships between them and agencies in their areas, so that communities feel that concerns and problems were heard and dealt with. Members also heard that the communities themselves felt that they had a role to play in terms of providing services, role models and ambassadors within their communities and that this should be facilitated. There was also a call for better community engagement in the siting of drug-related facilities.

Safeguarding of young people and their families was also highlighted as an important issue in tackling this issue. The problem of “grooming” young people into dealing drugs was (in the main) as prevalent as it is in other areas of grooming – sexual exploitation; radicalisation etc.

Agencies involved in tackling drug-related crime and activity also needed to improve lines of communication between themselves and other individuals and organisations who could significantly contribute to tackling the issue at both strategic and operational levels. In order to bring this work together, a comprehensive strategy, supported by an education and awareness raising campaign was recommended.

The Inquiry concluded that the Police were working hard tackle the issue, but more needed to be done too support and strengthen current arrangements. County Lines was highlighted as a particular threat, as well as links to other crime, such as knife crime.

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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:

Culture Shift - the “Normalisation” of Drugs

KF1. Throughout the Inquiry, Members repeatedly heard about the culture shift in relation to views on drugs. They were informed that, particularly in relation to cannabis, it was viewed as less dangerous than alcohol and was more widely used at home. Sharing cannabis amongst friends was not seen as “dealing”.

Impact on Communities

KF2. The Inquiry concluded that there needs to be a real commitment across the Council and wider partnership to ensure that it plays a key role in improving engagement and consultation with communities in tackling this issue.

KF3. Throughout the Inquiry, Members (both in their roles as Ward Members and Scrutineers) highlighted that there needed to be improved relationships between agencies and the community. The community survey undertaken revealed that two thirds of respondents (67%) did not feel that the authorities were doing enough to tackle drugs amongst young people and that drug issues had got worse in their communities (47%) or there had been no change (39.3%).

KF4. Communities need to feel confident that their concerns are heard/dealt with. Members heard, and had experience of, the difficulties in reporting incidents of drug-related activity. In addition, communities need to be satisfied that agencies would do all they tackle and minimise the recurrence of the problem in the future.

- KF5. Throughout the Inquiry, witnesses stated that they felt that people weren't being listened to. Members felt that often it's normal for communities not to engage with the Police and this is then an ideal model for drug dealers to exploit. Linked with the previous key findings, Members felt that communities need to feel confident in reporting drug-related crime and this be dealt with minimal recrimination.
- KF6. Conversely, agencies stated that communities need to take responsibility and have an honest conversation with authorities about what is happening where they live to enable the agencies to establish a full picture of what is going on in the area. Agencies acknowledged that more work was needed to educate communities about services available, but that this can be varied as some communities know more than others.
- KF7. During the Inquiry, Members heard from a range of individuals and organisations who called for a clear model of how to engage with communities to be developed and implemented. Communities should be involved in all stages of the process and be empowered to contribute to suggesting and taking forward solutions in tackling the problems that blight their communities.
- KF8. Throughout the Inquiry, Members heard from Agencies and individuals who stated that role models and ambassadors within the community could provide young people with advice, guidance and direction in alternatives to drug-related activity. This was also backed up by around a third of people (30.9%) who responded to the community survey, who felt that a lack of role models for young people – whether within the family or the wider community - contributed to them being influenced into drug-related crime.
- KF9. Members heard evidence that the key to the success of this would be to ensure that role models, volunteers, community ambassadors etc would need to be based in the local community, be able to relate to young people and be visible within their communities. It was crucial that they not be seen as one of the “authorities” but people who could be impartial, and be trusted. Critical to this would be the need for

partners and third sector agencies to provide thorough support through training and counselling to enable people to be equipped to undertake this role.

KF10. When meeting with community representatives, there appeared to be a real desire for members of the community to get involved with running clubs and groups voluntarily to give young people support and a place to go, outside the hours of council-run youth services. Members stated that this, along with support and training would be an excellent opportunity for the community to feel empowered in getting involved in their communities.

KF11. Members stated that the Council and its partners could provide the tools to enable members of the community to be involved in activities and services to improve the lives of young people in their areas. As well as practical ways in terms of access to and use of buildings, training, volunteering, it would present an opportunity to empower adults within the community to contribute, and also present an opportunity for young people to gain skills and knowledge that could then see them progress to future role models and active members of the community. Members heard from current young adults already undertaking this via sport, and their work in their communities should be commended.

KF12. A recurring theme that came out during the Inquiry was the perception amongst Inquiry Members of a correlation in drug dealing/taking, other drug-related crime and the location of drug services (such as needle exchanges). A disproportionate number of drug-related services had been placed in and around the city centre, and this, it was felt, attracted people into the neighbouring areas, resulting in increased crime, anti-social behaviour, discarded needles, and affects on the local community. It was felt that the lack of consultation, engagement and understanding of this within communities had contributed to a breakdown of trust and understanding between agencies and the community. In addition, children and families in these communities were witnessing drug taking in daylight and school hours.

KF13. Members heard evidence that more needed to be done by drug related services to take responsibility for ensuring that people who use their services do consider the impact of what they do. Whilst it was fully acknowledged that these services were critical in ensuring that drug users had access to clean needles etc, Members and witnesses had had to personally deal with clearing of needles, witnessing open drug dealing and taking on their streets. Members felt that there was a direct correlation between the location of drug-related services and the problems that were taking place in these communities.

KF14. Members concluded that the closure of Council-run Youth Centres had not contributed to an increase in drug related crime. In the light of Councillor Thorne's original concerns, as set out in the Executive Summary, Members discovered, via South Wales crime data, that the highest number of arrests in relation to drug-related activity, were in wards which still had youth centres.

KF15. However, Members strongly concluded that the Youth Service provided an invaluable and crucial service to young people in Cardiff. Members concluded that the Council and its partners needed to acknowledge this issue in relation to the future of the Service. In addition, Members felt that youth services should be seen as a "community" service, as it was felt that it had a wider reach than the current education-based setting. If the remaining youth centres are to continue to offer young people a place to go, feel safe and be supported, budgets should be protected as much as possible, and considered as an integral part of the development of community-based services and facilities highlighted elsewhere in this Section.

Safeguarding Young People (and their families)

KF16. During the Inquiry, Members discovered a range of factors that may contribute to a young person to becoming involved or "groomed" in drug-related activity. They were advised by the St Giles Trust that some vulnerable young people perceive drug gang members as role models who fill a gap in their lives. In the case of County Lines activity, gangs find out what is missing in a child's life and the try to fill it – they will target young people who have difficult family lives, though this is not exclusive.

KF17. In addition, like other young people who may be subjected to grooming, Members also highlighted the importance of having the processes in place to identify them and their families. The community survey also highlighted the need for earlier intervention in protecting vulnerable young people, with over a quarter (28.1%) of respondents stating this. Members were advised that the issue of identification and intervention was complex and it was imperative that intelligence and information was used effectively in these cases. In addition it is critical that, in the case of young people, they are viewed as a victim, rather than a criminal.

KF18. South Wales Police advised Members that those aged 16 and under didn't constitute a huge problem in the area, but is more apparent in those in their late teens.

KF19. During the Inquiry, Members received details of Home Office Guidance¹ in relation to County Lines Drug Activity, which set out how county lines, like other forms of abuse and exploitation:

- can affect any child or young person (male or female) under
- can affect any vulnerable adult over the age of 18 years;
- can still be exploitation even if the activity appears consensual;
- can involve force and/or enticement-based methods of compliance and is often accompanied by violence or threats of violence;
- can be perpetrated by individuals or groups, males or females, and young people or adults; and
- is typified by some form of power imbalance in favour of those perpetrating the exploitation. Whilst age may be the most obvious, this power imbalance can also be due to a range of other factors including gender, cognitive ability, physical strength, status, and access to economic or other resources.

¹ <https://www.gov.uk/government/publications/criminal-exploitation-of-children-and-vulnerable-adults-county-lines>

- KF20. Members acknowledged that not all young people engaged in drug-related activity would immediately be considered as “vulnerable” in terms of the characteristics that would normally be applied, but they can be targeted and groomed and attracted to drug crime because of the perceived “cool” factor and quick wealth.
- KF21. In order to tackle the issue, Members concluded that a number of preventative, diversionary methods needed to be put in place to help in steering vulnerable young people onto a more positive life path. Members stated that diversionary activities (including sports and art), the chance of undertaking apprenticeships, training opportunities and working with community role models, ambassadors, mentors could help achieve this. The community survey undertaken as part of the Inquiry asked what agencies could do to tackle drug dealing – almost a third of respondents (30.5%) stated that “more activities available to young people in the community” and a quarter (24.7%) stating that “better job opportunities – training, apprenticeships etc” would be a way forward.
- KF22. Throughout the Inquiry, it was acknowledged that, working with the family as a whole would be critical in tackling the issue. Members were told that, in some cases, intensive work with a vulnerable family, whose child has become involved in drug dealing would be required, and this could be covered by existing family-related services. However, Members heard that, on a wider scale, issues such as parents being better informed in recognising the signs of drug involvement was critical, as well as acknowledging the very real fears of parents not wanting to report their children to the Police, for fear of a broken relationship with that child, and consequences arising from it.
- KF23. Linked with the above, Members concluded that tailor made packages for vulnerable young people (and their families) offering a range of solutions was the best way forward. They acknowledged that much good work was already in place and therefore felt that linking with existing services in relation to vulnerable young people (child sexual exploitation, radicalisation etc) would provide a major step forward in taking forward this work.

KF24. During the Inquiry, Members heard about the impact that issues such as exclusion and reduced timetables had in exposing vulnerable young people, as it resulted in additional unsupervised time that could be exploited. Members acknowledged the limited options currently available to schools and pupils in terms of remaining in school if punished for a drugs-related offence, but considered that the development of a range of diversionary options could help alleviate this. Schools based staff suggested that, in cases of excluded pupils, a care package should be put in place, with parents signing-up to a rehabilitation project for offenders.

The role of Agencies

KF25. During the Inquiry, Members heard from partners and the third sector and concluded that improved joined up working was needed. Members were aware of the role of the Community Safety Board (part of the Cardiff PSB) that had made a number of strides to address and tackle this issue, as well as its continued development in making the Board more effective. However, joint working across all agencies and relevant third sector organisations was going to be critical in addressing a range of issues relating to tackling drug dealing AND identifying and intervening with vulnerable young people. In addition, the increasing threat of County Lines activity needed wider joined up thinking and working across the wider region and beyond.

KF26 Members considered best practice examples of dealing with drug dealing in Northumbria and Manchester² in relation to tackling New Psychoactive Substances (NPS) which also highlighted the need for good partnership working.

KF27. Members were aware that the Community Safety Board (formerly, the Safer & Cohesive Communities Board) conducted regular meetings, and already had mechanisms in place to conduct high-level/strategic meetings, but concluded that other relevant third sector organisations could also be included to enable everyone to contribute to tackling the issue and provide a “whole picture”.

² ***New Psychoactive Substances: the response by Probation and substance misuse services in the community in England*** – HM Inspectorate of Probation and the Care Quality Commission (November 2017).

KF28 In addition, Members concluded that the key to the success of any campaign to tackle drug crime would be to hold localised, operational meetings, to include trusted community members, which could cover a range of issues highlighted during the Inquiry such as:

- Data, intelligence, Information
- Budgets and Resources
- Latest Developments
- National and local campaigns (such as “Fearless”, “Switched On!” Operation Purple Ash etc)
- A mechanism for discussing and addressing hotspots/problem areas

Members also stated that a further mechanism would also be required for identifying and dealing with individuals - this could include what levels of support they may need at one end of the scale, to potential enforcement at the other.

KF29. Throughout the Inquiry, numerous witnesses called for the development and implementation of a comprehensive Strategy. It was agreed that this complex issue was not one that could be tackled by one partner alone. It was felt by Members that a Strategy would pull together work already being undertaken, and give direction and commitment to tackling drug-related crime.

KF30 During the Inquiry, Members were told that there was a lot of good work being done by schools, the third sector and at community level but that the resulting intelligence wasn't being brought together. Together with many of the issues that are highlighted in this report, a Strategy could assist in drawing together many of the issues and concerns raised, as well as address issues such as the budgetary constraints that continue to challenge public sector bodies.

KF31. Members felt that this Inquiry presented opportunities for agencies to further connect with colleagues within their own organisations and other networks already in place. As already highlighted in this Section of the Report, Members identified that lots of positive work is already taking place in terms of helping young people - safeguarding,

CSE, violence, sex work, radicalisation etc. Members felt that lots could be learned and good practice implemented where appropriate.

KF32. During this Inquiry, Members undertook a community survey to gain a snapshot of opinion in relation to drug related activity in Cardiff. It was hoped that a “young person” survey could also be undertaken. A lack of resources and issues in relation to confidentiality prevented this taking place during the lifetime of this Inquiry. However, Members were informed by the Community Safety Board of the potential of them, along with the Youth Service to carry out a youth survey to ascertain attitudes to drugs and drug-related crime. Members concluded that they would wish to strongly encourage that this take place at the earliest possibility.

Education and Awareness Raising

KF33. Throughout the Inquiry, Members consistently heard a wide range of messages/evidence from organisations and individuals relating to how they get access to information and services; as well as awareness of campaigns already in existence. For example, one witness stated that, within some neighbourhood areas, information outlining parental advice was unclear. Other witnesses felt that a more accessible and clear tool-kit of information should be made available. Members stated that, in order to tackle the issue and draw together all the streams of work developing and already in existence, a comprehensive education and awareness raising campaign was required. This would not only give the public the information and advice they needed, but also send a clear message that drug-related crime and activity would not be tolerated in Cardiff.

KF34. Linked with the previous KF, Members felt that education and awareness would address some of the other issues highlighted in the Inquiry. For example, clear messages would assist in forging better relationships in communities and help breakdown barriers across agencies, as well as the work of some of the drug-related facilities that could be within their areas. A key part of this should also include on how the public can report suspicions.

KF35. Members recognised the range of education programmes currently conducted in schools through the St. Giles Trust, the All-Wales Schools Programme, youth service, school liaison officers and related sessions in areas such as CSE, radicalisation etc, but felt that a review of what is being offered across the board could be undertaken to streamline systems and provide a comprehensive education programme that will cut time, avoid duplication and maximise impact. Members were told by witnesses based in schools that school/education related programmes should include parental classes, so that parents are made aware of the warning signs connected with drug involvement.

KF36 Schools based witnesses informed Members of prevention in schools. They claimed that year 5 and 6 pupils were now displaying behaviour which used to surface at years 8 or 9. They suggested that talks about substance misuse should take place in Primary Schools. To back this up, Members considered a study undertaken by the Early Intervention Foundation Review³ which explored the extent to which young children at risk of gang involvement or youth violence are supported through evidence-based early intervention, particularly within primary schools. It draws on qualitative interviews with schools, local government officials, police and voluntary sector organisations within the London boroughs of Lambeth and Wandsworth, and built on earlier EIF research which indicated that risk factors for gang involvement and youth violence can be spotted as early as age seven.

The study identified a range of concerns, including:

- the lack of a clear or shared understanding of the level of risk within a school
- a lack of clarity or confidence in identifying and accessing statutory and other services beyond the school walls
- a limited awareness of the range and quality of external support that is available to schools, and little evaluation of the external support that is commissioned
- the pressure on schools to focus on academic performance to the exclusion of children's wellbeing, a challenge which is often exacerbated in schools located in areas where the risk of gang and youth violence is likely to be higher.

³ *Intervening early to prevent gang and youth violence: The Role of Primary Schools* – Early Intervention Foundation (March 2018)

KF37. Linking with some of the other key findings, another key factor that presented itself during the Inquiry was the perceived “attractiveness” of drug dealing to some young people, with “rewards are higher than the risk.” Witnesses informed Members that, in their view, certain young people become involved because of the perceived “cool factor”. They aspire to be like the drug dealers with their expensive trainers and nice car. Witnesses stated that, any education/ awareness raising programme needs to highlight the consequences of drug-related crime to young people. Witnesses cited case studies and Members were told that there were two reasons why young people became involved with drug dealing – (i) poverty and (ii) money. Wrongly, dealing is perceived as an easy option initially for making money. Others stated that they thought a lot of young people asked themselves, “why should I work for minimum wage when I can earn more selling drugs?” In addition, witnesses also commented on the relative ease now of starting to deal in drugs.

Crime & Enforcement

KF38 The Inquiry concluded that, in terms of enforcement, the Police were working hard to tackle this issue. Many witnesses praised the Police in their commitment in working within the community, but more needed to be done to work with them to strengthen current arrangements. Members were advised that a city-wide, rather than localised model was needed in terms of tackling drug-related crime. This was to ensure that drug-related problems were not “moved on” from one neighbourhood to the next, but tackled right across the city. In addition, Members were aware of the limited powers that PCSO’s have in communities, and how this could impact the levels of enforcement in certain areas.

KF39. Members were informed that white males born in Wales were identified as the biggest group of offenders but found that drug-related crime crossed all age ranges and backgrounds.

KF40. Throughout the Inquiry, Members heard from witnesses about “Hotspots” in their areas. As ward Members, they were also able to provide examples of certain areas where drug-related activity was regularly taking place, and was often “open” with a

perceived lack of enforcement to stop it. Community witnesses called for more Police, CCTV cameras and street lighting as ways to improve the current situation at community level. In addition, the community survey asked the public to name some hotspots in their area, and almost half of respondents (45.0%) were able to name one or more areas within their communities where this was taking place.

- KF41. A “zero tolerance” approach in terms of enforcement was suggested by community representatives. Communities blighted by drug dealing and taking felt that authorities were taking too long to deal with issues, and when they do, the problem would arise again. Members heard evidence of children and families witnessing drug taking, having to deal with discarded needles, anti-social behaviour and other issues, such as defecation in their communities and it was concluded that this should not be acceptable.
- KF42 Members acknowledged that communities were now seeing not just known individuals involved with this type of crime, but felt that anyone could move to an area and pick-up with County Lines activity.
- KF43 Throughout the Inquiry, Members were told about the increase in County Lines activity, not only in Cardiff, but across the UK. The media has also highlighted this particular type of drug-related crime. Members heard some of those targeted by County Lines gangs can be paid as much as £300 per week just for holding drugs and firearms.
- KF44 Members were told by St Giles Trust Cymru that some of those extricated by agencies from gang influence are reluctant to leave because of the support network they have in Cardiff. Case studies on this issue are highlighted in the “background evidence” section of this report.
- KF45. Whilst Members heard that only 4 cases of County Lines activity had been highlighted in the City, they felt that the threat of this type of activity warranted further work, particularly with the St. Giles Trust, who had a dedicated County Lines Officer in place, who could advise and assist on tackling this issue. Members heard that, in the opinion of witnesses, local drug dealing was following the County Lines

model in as much as vulnerable people are being used by gangs to do their “dirty work” for them, using the County Lines model in terms of an operating template.

KF46. Members were advised during the Inquiry that other related crime had increased. This was particularly true of knife crime that had increased during the life time of this Inquiry. Members also heard that those involved with drug-related crime were threatened with weapons and therefore arm themselves.

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RECOMMENDATIONS

The Committee has identified areas that merit consideration in taking review activity to the next level, and particularly wish to draw the Cabinet's attention to the following recommendations. Each recommendation is supported by the associated key finding listed earlier in this report.

The Children & Young People Scrutiny Committee and Community & Adult Services Scrutiny Committee have endorsed the following recommendations. They are commended to the Cabinet for implementation, in consultation with the Community Safety Board and wider partnership. Both Committees require **an initial response to the recommendations during Spring 2019, with a further review in September 2019.** (*dependent on Cabinet consideration – yet to be timetabled*)

It is recommended that:

Impact on Communities

R1. Improve community engagement and consultation in terms of tackling drug-related crime by replicating the locality based partnership model and strengths based approach model implemented in Butetown, via a sequenced roll-out to other parts of Cardiff.

Supported by Key findings 2-3

R2. The Community Safety Board undertake a neighbourhood review to work towards formalising engagement with the community, using the resources of PACT within the new arrangements. This new arrangement should be a two-way communication tool between partners and the community.

Supported by Key findings 4-7; 28

R3. The volunteer portal already in place to include attracting volunteers to act as community role models and ambassadors in order to advise young people on the dangers of drug-use and involvement with drug-related crime. This voluntary scheme should be suitably funded and involve collaborative working with relevant groups and partners.

Supported by Key findings 8-11

R4. For the Council, through its neighbourhood partnerships, explore the use of community facilities by the community – creating a pool of volunteers; offering support and training; and explore funding opportunities, to enable the community to have access to these buildings to run clubs/groups for young people, and give them a place to go outside of normal hours.

Supported by Key findings 10-11

R5. The Council and its partners review where drug related services are located and commit to thorough community engagement in areas of the city chosen for any proposed location for drug-related services such as needle exchanges. The size of the development should be clearly explained to residents as part of this engagement process.

Supported by Key findings 12-13

Safeguarding Young People (and their Families)

R6. The Council and partners undertake a review of current youth service provision. This should include assessing the function and developing a new model of service delivery that is more effective and fit for purpose. This should include an evaluation of the flexibility of the service and how it can meet the demand. The service could be more sessional based approach, linked up across a range of partners and be available outside of school hours and in the school holidays. There is a need to recognise the crucial role played by youth services in preventing young people's involvement with drugs and drug-related crime and that the Council should be mindful of this factor before future funding decisions are made regarding the service. If the remaining youth centres are to continue to offer young people a place to go, feel safe and be supported, budgets should be protected as much as possible, and

considered as an integral part of the development of community-based services and facilities.

Supported by Key findings 14-15

- R7. The Council and partners to undertake a review of all streams of “safeguarding” related activity across the City, with a view to developing a model for intervention and prevention for young people vulnerable to drug-related crime. There is a wide range of good practice already in place in relation to child sexual exploitation, FGM, radicalisation, sex work etc. and Members agreed that pooling the expertise and knowledge from these streams would establish the links with current work and assist in developing a specific model for young people caught up in drugs. This will also provide the tools required for engaging the parents/carers and families of these young people.

Supported by Key findings 7; 15-16

- R8. The Council and partners develop a “Well-being Strategy” for young people based on the strengths based approach, and using initiatives such as “Goodies in Hoodies” that had had a positive impact on tackling negative perceptions of young people.

Supported by Key findings 7; 18-20

- R9. The Council and its partners undertake a major review of current arrangements in relation to options available to young people who find themselves excluded from school or on reduced timetables. Schools should play a central role in this review. The review should include drawing on existing examples of good practice already in place in some of Cardiff’s schools. The review should include the identification and implementation of a number of preventative, diversionary methods to help steer young people towards a more positive life path. Sport, art, the opportunity to undertake apprenticeships and training, working within their community should all be considered to help achieve this. The review should also consider the development of a measurement to monitor and review school practice in relation to this area.

Supported by Key findings 21-24

The Role of Agencies

R10. The Council and its partners ensure the development and implementation of a city-wide strategy on tackling drug-related crime to highlight in particular the dangers posed by the UK-wide increase in “County Lines” activity. Part of this strategy should include a hard-hitting communications campaign involving social media platforms and more traditional advertising measures such as the use of billboards. This should be coordinated with recommendations 15 and 16 below.

Supported by Key findings 29-31

R11. The Safer Communities Board ensure that relevant third sector organisations are invited to operational meetings in order to achieve a wide-ranging approach to tackling the issue of drug-related crime. All parties should then be encouraged to promote each other’s services and campaigns on their respective communication platforms in order to raise public awareness. Such action would give residents clearer indication of points of contact for reporting incidents of drug-related crime.

Supported by Key findings 25- 27

R12. The Council and its partners develop and implement a system of community based operational meetings to include partners, third sector, parents and community members to share local data and intelligence in order identify hotspots, problem areas and shared solutions to the problem. This could include adopting a similar approach used by the CSE PING meetings.

Supported by Key finding 28

R13. The Council and partners adopt a similar model used by other work areas (such as CSE) to enable them to discuss individual young people in order to assess and address the individual’s needs – including issues raised in recommendations 7 and 9. This should also link with the early help new proposals and the young person’s gateway.

Supported by Key finding 28

R14. Cabinet ensures that plans for a city-wide youth survey to ascertain attitudes to drugs and drug-related crime are fully supported by Cardiff Council and that meaningful results are eventually achieved. Currently, it is proposed that a potential youth survey be commissioned by the Community Safety Partnership, in partnership with Youth Services. Members would wish to strongly encourage that this take place at the earliest possibility

Supported by Key finding 32

Education and Awareness Raising

R15. A strategic, coordinated Communications Plan be developed with input from all partners. 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 with recognised vulnerable groups. This should be developed in line with the Strategy recommended in R10 above, and should acknowledge the range of diverse communities across Cardiff. The Communications Plan should also develop targeted programmes for specific areas of Cardiff to address specific challenges faced by that area.

Supported by Key findings 33-37

R16. A programme of campaigns for children and young people be developed by young people and current providers (for example, the St. Giles Trust), to include PSHE teaching materials, social media, development of apps, etc. The wording of all material should be very carefully considered and should include a strong message in informing young people of the consequences of being involved in drug dealing; recognising grooming; where they can go for more advice; and what options are available to them if they find themselves in trouble via drug-related activity. The coordination of budgets from other sources (Public Health Wales, Welsh Government etc) should also be explored as part of developing this campaign.

Supported by Key findings 33-37

Crime and Enforcement

R17. The Police & Crime Commissioner review the powers that are given to PCSO's.

Supported by Key finding 38

R18. The Community Safety Board explore options of enforcement routes to tackle anti-social behaviour associated with drug dealing and problematic drug use in order to strengthen current arrangements and ease pressure on the Police. This could include a local, hybrid version of the use of Public Spaces Protection Orders.

Supported by Key findings 39-42

R19. The Council and partners link with relevant third sector providers to address the issue of "County Lines" activity in the City and links to other drug-related crime, such as knife crime. This should form part of both the strategic and operational elements of work going forward.

Supported by Key findings 43-46

KEY EVIDENCE

FACE-TO FACE MEETINGS WITH WITNESSES

Councillor Thorne's original concerns

The Ward Member for Plasnewydd reminded the Task Group that the role of scrutiny was to offer practical and feasible solutions, so therefore calling for additional funding for youth services after a process of cuts wasn't appropriate.

(Meeting October 25, 2017)

The Achievement Leader for Youth Support at Cardiff Council suggested that a remedy for the drugs problem was broader than just being one of reinvestment. A Councillor also pointed out that according to South Wales Police crime data, the highest number of arrests were in wards which still had youth centres.

(Meeting January 19, 2018)

The coordinator for the Into Work service, told Members that in her opinion the drug-related crime situation crossed all age ranges and backgrounds. She highlighted the lack of youth services in certain areas and observed that nothing was replacing closed facilities, which was creating a void. She pointed out that money was the driving force for people getting involved in drug dealing. She thought a lot of young people asked themselves, "why should I work for minimum wage when I can earn more selling drugs?"

(Meeting April 16, 2018)

Impact on Communities

The Community Safety Manager explained how a clear model of how to engage with communities so that they see themselves as part of the solution was needed. The model should also look at what factor made young people become involved in drugs crime. What

is it that gang membership provides which is lacking from the community and society at large?

(Meeting October 25, 2017)

Members were told about the role of Community Ambassadors by Cardiff Council's Community Safety Manager. A package based on recruitment and training was provided specifically designed to understand some of the dynamics associated with substance misuse and explaining what services are available to help the situation.

(Meeting October 25, 2017)

The Ward Member for Riverside raised the issue of locating needle exchanges. He said that there was an issue in terms of why their locations were chosen and the concern that the exchanges actually drive drug-related activity.

(Meeting October 25, 2017)

The Chair highlighted the increase in young people openly drug dealing in the Butetown area. It was observed that Community Elders had raised concerns as it's no longer just known individuals involved with this type of crime but that now anyone can move to an areas and pick-up with County Lines activity.

(Meeting January 19, 2018)

The Chair observed that some young people dealing in Butetown, with the right encouragement, could be A Star Students.

(Meeting January 19, 2018)

After hearing about the preventative work done in schools by St Giles Trust Cymru Cllr S suggested creating a voluntary bank of volunteer role models from local communities who could give talks in their neighbourhood schools. This would offer a less authoritarian message than that given by the Police and contain more realistic street experience. It was pointed out to Members that this free advice would be more natural and not informed by the system. The Community Safety Manager advised that for this to work properly schools would have to have proper support structures in place in areas such as training and counselling.

(Meeting January 19, 2018)

The Chair advised the Task Group that certain drug dealers in his ward, were former straight A students in school but had then been groomed and attracted to drug crime because of the perceived “cool” factor and quick wealth. He believed that the situation differs in each part of the city but his point illustrates that drug crime doesn’t just attract vulnerable young people from deprived backgrounds.

(Meeting January 23, 2018)

The Chair told the group about an example of a parent who knew that his son was involved with drug-related crime, but was afraid to take action involving the authorities for fear of permanently losing his relationship with his son.

(Meeting January 23, 2018)

The Substance Misuse Project Manager at Cardiff & Vale University Health Board, highlighted the “Switched On! Drug and Alcohol Awareness Sessions”. This training is available to everyone, particularly children and young people, parents/guardians, practitioners (youth staff, teachers, healthcare professionals etc.) and also staff working in the voluntary sectors. He outlined to Members the difficulty of getting into certain communities. But he praised the work of BME officers and especially highlighted the good work carried out in the Czech Romany community.

(Meeting January 23, 2018)

KS raised concerns about commissioning and locating services without full community engagement. He advised the Task Group that in his ward, services were introduced without adequate public consultation. KS claimed that the needle exchange led to people witnessing drug deals 3 or 4 times a day.

(Meeting January 23, 2018)

KS informed the group about a user of hard drugs had been housed in flats on Tudor Street next to a single mother. KS suggested that reviewing the system for mixing vulnerable people should be a big consideration. The Chair also gave an example of a man in Butetown with mental health issues who had spent £10,000 smoking crack as a result of dealers being rehomed in the area. He suggested that a wider risk assessment was needed

prior to rehoming. SE said the whole package of services within communities needed reviewing.

(Meeting January 23, 2018)

South Wales Police told Members that individual communities need to take responsibility and have an honest conversation with authorities about what is happening where they live. It was highlighted that at the moment the Police aren't getting a full picture from some communities.

(Meeting January 23, 2018)

The Chair observed that greater community engagement was essential. More Police action was needed and community support was needed to empower them. SE explained that often it's normal for communities not to engage with the Police and this is then an ideal model for drug dealers to exploit.

(Meeting January 23, 2018)

GE advised Members that more work was needed to educate communities about services available. But that it was a mixed bag as some communities know more than others.

(Meeting January 23, 2018)

SE highlighted the importance of analysing the backgrounds of people involved with drug-related crime. SE gave the example of an academic young man who became involved in drugs and as a result his father left home leaving just the son and his mother. But because of language issues the mother doesn't have the capabilities to know how to get help and even if she did she couldn't ask for it. SE said that fears around these sorts of gaps needed addressing.

(Meeting February 20, 2018)

SE observed to the Task Group that community role models were needed from specific communities. SE believed that young people in particular will respond to people who live in the same community as them and who they see on a regular basis, in a way that they won't with people dropped in to deliver a message.

(Meeting February 20, 2018)

Lloyd George Avenue resident informed Members that there was a huge problem around the city centre end of the avenue and Bute Street. So far this year 4,500 syringes had been recovered in this area alone and 500 had been found in April.

(Meeting April 16, 2018)

Lloyd George Avenue resident told the Task Group about a tent erected near the junction of Bute Street with Callaghan Square. One day he counted 14 people going into the tent and he believed this was for drug activity. Members were advised that it took the Authorities 3 months to remove the tent.

(Meeting April 16, 2018)

A community rep raised the role communities can play and observed that they need to be pointing the finger at known drug dealers.

(Meeting April 16, 2018)

KS advised that within his ward he had a needle exchange, wet house and a probation service. In KS's opinion drug-related problems followed the associated support services.

(Meeting April 16, 2018)

Lloyd George Avenue resident told the group about an incident where the Headmistress of St Mary's school had to arrange for the removal of syringes from the playground prior to school assembly. She said that this illustrated how those injecting drugs don't care about the consequences. A community rep advised the meeting that he regularly sees human defecation near the Mosque.

(Meeting April 16, 2018)

Butetown resident observed that at needle exchanges only 20% are actually exchanged. He is Tiger Bay U14's Coach and he told Members how football games were having to be stopped whilst needles were cleared off the pitch.

(Meeting April 16, 2018)

Splott resident thought that more services should be run by the communities and that more community mentors are needed. She explained that she thought a more creative leadership model would come from the community, and she also expressed the need for greater sports provision.

(Meeting April 16, 2018)

In response to the question: *What is the most effective way of tackling community drug dealing?* A former drug dealer replied: "The most effective way of helping to understand community drug dealing is to talk to those involved and try to see things from their point of view. Drugs are used by most people in society illegal and legal including alcohol. Addiction comes in many forms. Illegal drugs are not more evil than alcohol or legal drugs. Regular meetings to discuss ways of kicking habits and addictions can be effective in leading to solutions."

(Written evidence received: January 12, 2018)

Safeguarding Young People (and their families)

The Community Safety Manager explained to Members that preventative work designed to identify and tackle problems at an early stage was in existence.

(Meeting October 25, 2017)

Members heard from the Community Safety Manager that there was a Serious Organised Crime Board model based on deep-dive case studies. This investigates family connections of those convicted and attempts to prevent younger siblings from following a similar route.

(Meeting October 25, 2017)

St Giles Trust Cymru advised Members that some vulnerable people perceive drug gang members as role models. They fill a gap in their lives. The caseworker told the Task Group that typically County Lines gangs find out what's missing in a child's life and then try to fill it. They target children from broken homes but not exclusively.

(Meeting January 19, 2018)

Senior Youth Worker advised Members that young people involved with drugs don't engage with youth workers as they're viewed as a "grass" and representing authority. In his view certain young people become involved because of the perceived "cool factor". They aspire to be like the drug dealers with their expensive trainers and nice car.

(Meeting January 19, 2018)

Community Safety Manager raised concerns about safeguarding vulnerable pupils who have been put on reduced timetables at their school. The logic behind the concern being that it increased the time available to fall prey to drug gangs.

(Meeting January 19, 2018)

The County Lines Caseworker at St Giles Trust Cymru, made a point about parental concern over dealing with children involved with drugs. In her view many parents would be afraid to inform on their children as it may lead to removal and ruin their relationship with that child for life.

(Meeting January 19, 2018)

The Substance Misuse Project Manager at Cardiff & Vale University Health Board stressed the importance of highlighting the consequences of drug-related crime to young people.

(Meeting January 23, 2018)

The Community Safety Manager advised Members about the work of peer mentors from communities and the effectiveness when youths are paired up with these people via Peer Membership Projects.

(Meeting January 23, 2018)

South Wales Police advised Members that the categories associated with drug-related crime was complex. For example, a runner who is also drug dependent is more victim than criminal. So the question becomes how do we protect vulnerable people at an early stage? He explained that those aged 16 and under don't constitute a massive problem. But it is more difficult for those in their late teens and it's definitely a work-in-progress. He said the current system is not perfect but it is driven by information.

(Meeting January 23, 2018)

A councillor highlighted to Members the Multi- Agency Safeguarding Hub (MASH) – the service for vulnerable children and adults – and said that nothing happens with approximately 80% of the referrals received.

(Meeting February 20, 2018)

Lloyd George Avenue resident observed that help should be available to vulnerable young people so that they're not ruining their lives. She explained that there should be new facilities for homeless people rather than better ways of giving money which has been piloted on the Hayes. (The Give DIFFerently campaign allows payments of £2 via contactless cards).

(Meeting April 16, 2018)

In response to the question: *What are the most effective safeguards that can be introduced at community level?* A former drug dealer said: "Education, Education, Education. Graphic pictures and classes that invite ex dealers, addicts to speak of their experiences are a great way of communicating awareness of the dangers of getting addicted to any substance."

(Written evidence received: January 12, 2018)

The Role of Agencies

Cardiff Council's Community Safety Manager updated Members on key priorities for the Safer and Cohesive Communities Board. The priorities outlined are: **Cohesion & Integration**, under this category it was explained that here are 8 regional coordinators across Wales who analyse tension monitoring reports based on community data. These coordinators assess reports on such issues as the number of hate crimes committed. **Night-time Economy**, this priority concentrates on tackling associated crime and addressing vulnerabilities. It addresses how safe people feel in city and town centres and includes areas such as the homeless situation. **Protecting Vulnerable People**, concentrating on cutting crime and advising on how to reduce reoffending rates. **Resilient Communities**, this is a wide-ranging priority that covers everything from Emergency Planning to Substance Misuse.

(Meeting October 25, 2017)

The Community Safety Manager outlined the work carried out by the Serious Organised Crime Board in terms of drawing-up gang profiles in order to combat drug-dealing. It was explained that there is minimal County Lines activity in Cardiff but as a result a close working relationship has been developed with the associated caseworker with St Giles' Trust Cymru. Amongst other community-based activities the charity offers support to people in the criminal justice system.

(Meeting October 25, 2017)

Members were advised by St Giles Trust Cymru that there was poor communication and understanding of County Lines crime between UK regions. Also increased resources would help the situation.

(Meeting January 19, 2018)

The County Lines caseworker at St Giles Trust Cymru outlined to Members the importance of agencies having regular information sharing meetings.

(Meeting January 19, 2018)

The Achievement Leader for Youth Support at Cardiff Council agreed that the perceived normalisation of drug-use was a significant issue.

(Meeting January 19, 2018)

The Achievement Leader for Youth Support at Cardiff Council told Members that there was a lot of good work being done by schools, the third sector and at community level but that the resulting intelligence isn't being brought together.

(Meeting January 19, 2018)

The Behaviour Manager at Fitzalan High School observed that generally within society there was almost an acceptance of moderate social drug use without an understanding of the broader problems for society. Also those who sold cannabis to friends didn't consider it a drug crime. The Achievement Leader for Youth Support at Cardiff Council thought that a range of strategies was needed to tackle drug-dealing.

(Meeting January 19, 2018)

The County Lines caseworker at St Giles Trust Cymru questioned the worth of handing leaflets out to youths at community youth centres. But she did point out that South Wales Police had poster campaigns aimed at different organisations. One of the campaigns highlighted what changes to look out for when somebody becomes involved with drugs, which was especially useful for parents. These campaigns have only been running for six months so it was too early to properly evaluate their effectiveness but they appear to be working according to Rebecca.

(Meeting January 19, 2018)

The County Lines caseworker at St Giles Trust Cymru told Members that the charity used ex-gang members for talks in schools which had proved effective according to the feedback received.

(Meeting January 19, 2018)

KS pointed out the need to challenge the culture and acceptance of drug-use and that current measures weren't robust enough. KS thought that an education programme needed to be developed that was more powerful. He also pointed out that needle exchanges and wet-houses in his ward provided a networking opportunity for those associated with drug-related crime. KS told the group that residents in his ward believed that from a community perspective the situation was getting worse because of this situation which was importing the problem into their community.

(Meeting January 19, 2018)

Senior caseworker at St Giles Trust Cymru claimed that work at an educational level can provide high engagement. Lee makes school visits and can talk about his own background which is different to more traditional establishment figures. He told Members that he started smoking cannabis at 12 or 13, he committed theft, dealt in drugs and served a prison sentence. So in terms of the "badge of honour" amongst drug-related criminals, he had one and youths engaged with and listened to him in a different way because of his background. The charity's senior caseworker explained that his message of rehabilitation extended beyond schools to engaging with youths and former gang-members via recreational activities such as fishing. He also highlighted the problem of normalisation within society and how some vulnerable youths regularly see drug-use within the home environment.

(Meeting January 19, 2018)

MP advised Members that millions of pounds had been spent on warning people about the dangers of smoking and yet the only thing to have had a major impact was the legislation banning smoking in enclosed spaces. So therefore he questioned the worth of concentrating on education alone.

(Meeting January 19, 2018)

The Achievement Leader for Youth Support at Cardiff Council advised that a multi-layered strategy was needed which would both work with, and challenge families.

(Meeting January 19, 2018)

The County Lines caseworker at St Giles Trust Cymru advised Members that previously, related agencies would meet once a quarter to share resources and advise each other about their latest developments and campaigns. These quarterly meetings no longer happened and communication had become disjointed with agencies less well-informed as a result. She gave the example of the “Fearless” service run by Crimestoppers Wales which is an anonymous channel for reporting crime aimed specifically at young people. “Fearless” plays an important engagement and educational role for young people and yet very few people know about the service or how to use it. She pointed out that the general situation would be improved upon if regular quarterly meetings resumed between related agencies and partners. It would be a good way of sharing resources and promoting services such as confidential ways of reporting crime.

(Meeting January 19, 2018)

KS agreed that a multi-layered strategy was needed and the Chair added that localised intelligence was also crucially important. The Community Safety Manager advised that any new strategy needed to work in stages. A softer approach for dealing with vulnerable people at the early stages of enforcement was recommended.

(Meeting January 19, 2018)

The Chair of the Safer & Cohesive Communities Board emphasised that partnership working was an effective way of resolving drug-related crime issues. He highlighted Operation Purple Ash, an initiative to tackle street begging in the city centre, as an example of best-practice. Members were reminded that budgetary constraints were a considerable

challenge for all public sector bodies. It was pointed out that in terms of drug dealing amongst young people it was a UK-wide problem and therefore wasn't something that one partner can tackle alone. So a joined-up approach is the best way forward.

(Meeting January 23, 2018)

The Operational Manager of Children's Services advised Members that a preventative programme funded by the Welsh Government was in existence. It was highlighted that of 150 children brought to the attention of and helped by Children's Services, approximately 30-40 had drug offences. In terms of County Lines activity he highlighted the complex landscape and suggested that a multi-layered approach was needed. He summed up by saying that the way forward needs to include a combination of diversionary activities, a healthy relationship with communities, known families and the ability for everybody to recognise and act on early warning signs of drug involvement.

(Meeting January 23, 2018)

Team Leader with Housing & Communities advised Members that currently information outlining parental advice was unclear. She thought that a more accessible and clear tool-kit of information should be made available.

(Meeting January 23, 2018)

South Wales Police told Members that in his experience, there was an understanding of the size of the problem and the willingness to work towards a solution amongst public services.

(Meeting January 23, 2018)

The Substance Misuse Project Manager at Cardiff & Vale University Health Board, advised that more could be done to "sign-post" young people to existing diversionary services.

(Meeting January 23, 2018)

The Operational Manager of Children's Services, stressed the importance of having clarity on where drug dealing is happening. He pointed out that strategies were in place and claimed that his staff hadn't noticed activity on Saturday night patrols. He told Members that moving forward it was possible to put in requests for expanding projects funded by the Police & Crime Commissioner's Grant Fund.

(Meeting January 23, 2018)

South Wales Police outlined to Members the importance of having consistency for all types of drug crime. He emphasised that structures were in place to tackle drug-related crime and that a co-ordinated process exists. However, he did point out that sometimes gaps in the service can't always be seen because of variance of practice caused because partners work for separate organisations. He observed that every agency could possibly do more and that there was certainly the will on behalf of partners to make improvements.

(Meeting January 23, 2018)

The Community Safety Manager advised the group about proposed PSB quarterly network meetings held at different parts of the city which would be organised by the Cardiff Community Safety Partnership.

(Meeting February 20, 2018)

Splott resident observed that people weren't being listened to in her opinion. On the issue of locating services in certain areas it was easier for the Authorities to do this if it fitted into the narrative on socio-economic conditions. But she thought that the real question should be what can be done to improve an area.

(Meeting April 16, 2018)

Education /Awareness Raising

The Behaviour Manager at Fitzalan High School spoke about the perceived normalisation of taking cannabis. He told the group that the last four permanent exclusions at Fitzalan High School had been because of substance misuse. He talked about the managed exit process and observed that he felt an appropriate care package was needed for pupils excluded and that this should involve the parents signing-up to rehabilitation project for offenders.

(Meeting January 19, 2018)

It was pointed out to Members by the Behaviour Manager at Fitzalan High School that parental classes should be available in schools so that parents are made aware of the warning signs connected with drug involvement.

(Meeting January 19, 2018)

Members heard from Youth Service Team Leader that police gave talks in schools as part of Welsh Government preventative policy. His view was that the problem with this approach was that an educational message was being lost during the process which focussed on enforcement.

(Meeting January 19, 2018)

The Behaviour Manager at Fitzalan High School raised the issue of prevention in schools. He claimed that year 5 and 6 pupils were now displaying behaviour which used to surface at years 8 or 9. He suggested that talks about substance misuse should take place in Primary Schools.

(Meeting January 19, 2018)

The Behaviour Manager at Fitzalan High School told Members that that fixed term (reduced) timetables were exclusive and worked out based on the offence. He said that it was a difficult decision for schools to make but that there was little else that schools could do in terms of a punishment.

(Meeting January 19, 2018)

The Behaviour Manager at Fitzalan High School thought that specialist anti-drug talks in school were important. But from a schools perspective it was difficult to fit these additional hours into the teaching day. This was because schools had a legal requirement to deliver a set curriculum in schools.

(Meeting January 19, 2018)

The Community Safety Manager highlighted Youth Service work in schools which warned about the dangers/consequences of drug-use and offered a range of diversionary activities. But she did point out that reduced timetables as a deterrent were problematic as they gave vulnerable youths additional unsupervised time which could then be exploited.

(Meeting January 23, 2018)

SW Police advised the Task Group about the All-Wales Schools Programme which was funded by the Welsh Government. He outlined the role of Schools Liaison Officers who divided their time equally between work in the community and at schools.

(Meeting January 23, 2018)

The Operational Manager for Children's Services advised Members that in terms of education there was a raft of services available which can help to identify problems. He mentioned the "Families First" packages which had been funded by considerable investment.

(Meeting January 23, 2018)

The Community Safety Manager advised the Task Group that Cardiff Public Services Board was interested in conducting a youth survey with a wider brief, but that attitudes to drug-crime could be included within it. The ambition was for this survey to be sent to all schools and further education colleges in Cardiff.

(Meeting February 20, 2018)

It was unanimously agreed that a final recommendation from the Task and Finish Group would be that the Cardiff PSB Youth Survey takes place and that attitudes to drug crime should be included in this study.

(Meeting February 20, 2018)

In response to the question: *What role, if any, should education play?* A former drug dealer, replied: "All children should be taught about the dangers of all drugs and alcohol and be shown graphic images of what can happen to a person who is addicted to a substance. This should include pictures of the lungs of smokers. Lessons on what can happen if you do this or that."

(Written evidence received: January 12, 2018)

Crime and Enforcement

Members were advised by the Community Safety Manager that knife crime had increased in the last two quarters.

(Meeting October 25, 2017)

When asked about a dominant ethnic grouping associated with anti-social behaviour and drug-dealing, the Community Safety Manager advised Members that those involved in Cardiff were white, working-class, Welsh males in the main.

(Meeting October 25, 2017)

The Community Safety Manager advised Members on the Police approach to combating drug dealing in Cardiff. Members were told that SW Police are working on a staged model approach. This sets out interventions before strict enforcement.

(Meeting October 25, 2017)

Members heard from the Community Safety Manager that a city-wide rather than localised model was needed in terms of tackling drug-related crime. Members were advised that in Copenhagen there was soft and hard zones in terms of enforcement. In soft zones drug dealing was only monitored by the Police but any activity in the hard zones became an immediate enforcement issue.

(Meeting October 25, 2017)

Members heard how St Giles Trust Cymru worked in partnership with South Wales Police in an attempt to tackle County Lines activity. This work was funded through Children in Need and since July 2017 there had been numerous referrals received. Four of these referrals had been identified as County Lines related and engagement had been provided.

(Meeting January 19, 2018)

The County Lines Caseworker at St Giles Trust Cymru explained to the Task Group that those involved with drug-related crime are threatened with weapons and therefore arm themselves.

(Meeting January 19, 2018)

Members heard from St Giles Trust Cymru that some of those targeted by County Lines gangs can be paid as much as £300 per week just for holding drugs and firearms.

(Meeting January 19, 2018)

Members were told by St Giles Trust Cymru that some of those extricated by Agencies from gang influence are reluctant to leave because of the support network they have in Cardiff. Caseworker gave the example of a case-study.

(Meeting January 19, 2018)

Senior caseworker at St Giles Trust Cymru explained to the Task Group how gang members are trained not to talk or “grass” on their mates.

(Meeting January 19, 2018)

The Community Safety Manager for Cardiff Council highlighted the relatively small number of County Lines cases in Cardiff.

(Meeting January 19, 2018)

Senior Youth Worker observed that in his opinion local drug dealing is following the County Lines model in as much as vulnerable people are being used by gangs to do their “dirty work” for them. St Giles Trust Cymru concurred that local dealing was following the County Lines model in terms of an operating template.

(Meeting January 19, 2018)

Youth Service Team Leader speculated that as the return was much higher for Class A drugs this is an obvious factor in escalation of dealing. But he did say it was a big jump up from dealing in cannabis. Community Safety Manager told Members that it wasn't necessarily sequential that dealers would escalate to higher grade drugs.

(Meeting January 19, 2018)

Members were told by Youth Service Team Leader that drug-related activity wasn't a problem in the Centres. If dealing was known to be taking place it would be reported straight away. Members were advised that this is not to say that it doesn't happen, but those in charge of the Centres aren't aware of it taking place. Senior Youth Worker,

explained that the reality was that a dealer didn't need to use the Centres. Because of the criminal nature of the activity it was done in more secluded public places such as car parks.

(Meeting January 19, 2018)

Community Safety Manager advised Members that a Serious Organised Crime Partnership had just been launched in Cardiff. Opportunities to intervene can be developed as a result of case-study work.

(Meeting January 19, 2018)

The Achievement Leader for Youth Support at Cardiff Council gave Members the example of a young man who returned to working for a gang rather than attending a course offered at Cardiff and Vale College because of the immediate financial gain. Youth Service Team Leader advised Members that there were two reasons in his opinion why young people became involved with drug dealing – (i) poverty and (ii) money. Wrongly, dealing is perceived as an easy option initially for making money.

(Meeting January 19, 2018)

Senior Youth Worker commented on the relative ease now of starting to deal in drugs. In the past the supply wasn't as plentiful and therefore initial costs were prohibitive.

(Meeting January 19, 2018)

The Behaviour Manager at Fitzalan High School said that many young people wouldn't consider supplying cannabis as a drug crime, as the attitude would be it was "only a bag of cannabis."

(Meeting January 19, 2018)

The County Lines Caseworker questioned the effectiveness of Referral Orders as a deterrent.

(Meeting January 19, 2018)

Senior Youth Worker told Members that in terms of cannabis there was a confusing picture worldwide with many people thinking it was a harmless drug. This viewpoint is strengthened by visiting countries where it is freely available. He gave Members the example of visiting a supermarket in Switzerland where he saw cannabis on sale alongside cigarettes.

(Meeting January 19, 2018)

Community Safety Manager advised Members that Police grade the intelligence received. The rating for the intelligence is higher if a dealer is named. It is therefore a better option than purely reporting drug dealing on the end of your street or in a public space.

(Meeting January 19, 2018)

Members received South Wales Police data of recorded drug crime amongst those aged between 11 and 24 in Cardiff from 2014 until 2017. The figures show that when totalled together, all types of recorded drug crime had increased year-on-year but not by hugely significant amounts. The total for 2014 = 391, 2015 = 454, 2016 = 484 and the total for 2017 is 498. It was explained that the ward-by-ward figures are recorded in accordance with where the crime was identified. So for example, if a shoplifter at a supermarket in Llandaff is searched in custody and found to be in possession of a controlled substance, the drug related crime is recorded in the ward where the custody suite/ Police station is located. It was observed that this might skew the figures for some wards. White males born in Wales were identified as the biggest group of offenders.

(Meeting January 12, 2018)

South Wales Police briefed Members on the drug crime data for those aged 24 and under. It was pointed out that the overall 2017 figure for the full range of drug-related crimes was 498. The city-wide figure for all ages under just the classification of intent to supply was around 1,000 arrests which added perspective in terms of dealing. He advised Members that the issue of gang membership was very complex. In terms of the youngest end of the age spectrum less than 50 people under 17 were arrested per year. In conclusion, He explained that the figures for those involved in drug crime, under the age of 24, was small but that doesn't mean that a strategy isn't needed to tackle what does take place in Cardiff.

(Meeting January 23, 2018)

South Wales Police advised Members that for every 4 people arrested for using drugs, 1 is arrested for supplying. Last year around 100 people were arrested for supplying drugs. The highest number of arrests (309) was for possession of cannabis. The number of arrests for possession of cocaine was 40 which shows a huge disparity between Class A and Class B controlled drugs. He highlighted that in terms of County Lines activity stop and search had

been used and some arrests had been made but he advised that the situation wasn't as bad as some parts of the UK where "turf war" took place. He also claimed it was important to understand the complexity of the issue. For example with homeless people it's hard to get a clear picture because of a lack of engagement with official bodies.

(Meeting January 23, 2018)

On the issue of community youth provision, South Wales Police pointed out that traditional youth clubs had always had an element of temptation. So it was therefore hard to give one reason for the drug crime situation and he suggested that perhaps a better understanding of the layers of risk and harm was needed.

(Meeting January 23, 2018)

The Operational Manager for Landlord Services gave the Task Group a housing perspective on drug-related crime. She outlined how it was possible to apply pressure via tenancy arrangements in order to change behaviour. However, she did not think that this was the answer. In her opinion it was better to build relationships in order to prevent youth arrests.

(Meeting January 23, 2018)

SW Police spoke about confidential lines for the reporting of crime and advised Members that heavy enforcement was counter-intuitive. He advised that it is better to manage the risks rather than lock people up, unless there's a broader public risk. Unsocial behaviour amongst those under 25 was a bigger issue than drug dealing but he accepted that the areas over-lapped and that the situation was complicated.

(Meeting January 23, 2018)

KS asked for phone-booths used for drug dealing to be removed and for an increase in stop and search in the Riverside area.

(Meeting January 23, 2018)

The Operational Manager for Children's Services advised Members about the low levels of Class A drug dealing. He informed the group that it was common for dealers to be armed with a knife. For this reason he explained that staff had a metal detector wand which was

used before people were allowed into Council-run centres. This was now essential to ensure the safety of staff.

(Meeting January 23, 2018)

South Wales Police explained to Members the range of enforcement measures available. For example, restorative programmes rather than criminalisation. But it was pointed out that these options are considered on a case-by-case basis and that sometimes a criminal record is the only effective route to take.

(Meeting January 23, 2018)

Community Safety Manager offered Members an explanation on the laws governing stop and search powers. She advised that rather than this approach specific questions need to be asked about what needs to be done for the age group identified.

(Meeting January 23, 2018)

The Community Safety Manager advised Members that investigative work was being carried out by the Serious Organised Crime Agency which responded to alerts about different types of household waste at a particular property. For example, if waste sacks were full of just takeaway packaging this could be a sign of shift patterns by drug dealers at that property.

(Meeting February 20, 2018)

The Into Work Service claimed that the principal problem was that dealing was taking place freely in the open and it appears that there are no consequences.

(Meeting April 16, 2018)

A community rep highlighted to Members that Christina Street was one of the worst areas for drug dealing. It was pointed out that on the side-lanes it was common to see people dealing drugs. This was done on a 24-hour basis. He knew of taxi drivers working until 3am who would see dealers at that time openly selling drugs. He said it appears that drug dealers operate a shift system of working.

(Meeting April 16, 2018)

Community representatives invited to the Task Group meeting agreed that generally community policing was very good. But the lack of power for Police Community Support Officers was an issue.

(Meeting April 16, 2018)

KS observed that there were 3 main issues around drug-related activity in his ward. (i) An addiction issue, (ii) a dealing issue and (iii) the role of agencies in certain areas of the city. KS told Members that there was a perception amongst the public that multi-layer agencies are turning a blind eye to the issue of drug-related crime.

(Meeting April 16, 2018)

Butetown resident advised Members that the city centre attracted a lot of drug crime from surrounding areas. He thought that the 101 service was a “joke” and that a zero tolerance approach across the city was needed in terms of tackling drug-related crime. He said he wasn’t attacking the Police as they were doing a good job. However, he pointed out that Police Community Support Officers (PCSOs) had no powers which was a problem. He gave the example of somebody who was moved on by a PCSO after being caught openly injecting in broad daylight in the city centre. **(Meeting April 16, 2018)**

KS observed that the normalisation of drug use in society was the main problem. It was now becoming normal for children to see some drug taking in cities.

(Meeting April 16, 2018)

Butetown resident observed that some homeless people are begging for money to buy drugs and then deal, and advised that they be targeted by the Authorities. In her opinion there was no reason to be sleeping on the streets as there are beds available in centres for the homeless such as the Huggard. A resident advised Members that a lot of the dealers were coming to the city from outside Cardiff.

(Meeting April 16, 2018)

In terms of what can be done to tackle drug-related crime, a resident suggested to Members that a greater Police presence and more CCTV cameras was the answer.

(Meeting April 16, 2018)

Lloyd George Avenue resident advised Members that the core of the problem was in the city centre. He suggested that this was where people were coming from to use the needle exchanges. He reiterated that a zero tolerance approach was needed. He gave the example of an initiative in Bath, where begging on the street was prohibited.

(Meeting April 16, 2018)

Resident suggested to Members that more street lighting and CCTV cameras would also help the situation in Butetown in terms of tackling drug-related crime.

(Meeting April 16, 2018)

The Chair said that the Mosque in Butetown needed more support for its community work. SE observed that those offering advice were now more concerned about the dangers of drug dealing than that posed by radicalisation.

(Meeting April 16, 2018)

The 'Into Work' coordinator suggested to Members that the emphasis should be on exchange at needle exchanges.

(Meeting April 16, 2018)

In response to the question: *What would you say are the main reasons why people become drug dealers and continue to operate in this way?* Former drug dealer, replied: "The main reasons why many people start dealing in drugs is because they are themselves addicted. There becomes a need for more money to support the addiction and dealing is an easy step to get your own regular supply and to have extra money as well."

(Written evidence received: January 12, 2018)

A former drug dealer was jailed for twelve years for smuggling cocaine, in response to the question: *How should the Police combat County Line crime?* He replied: "Police should not treat illegal drugs as worse than alcohol and legal drugs and not use swat teams as if they are catching terrorists. Illegal drugs should be legalised in order to have more control over them with taxes and health warnings."

(Written evidence received: January 12, 2018)

SURVEY RESULTS

As part of the Inquiry, Members were keen to hear from people in the community who may be affected by drug dealing in their area, and to gain a snapshot of people's feelings on what may drive young people to get involved in drugs. Members agreed that it should also include gaining views on how people in the community feel about how the "authorities" are dealing with the issue; and what could be done to tackle the problem going forward.

The Inquiry Group would like to acknowledge the assistance of Cardiff Research Centre, Cardiff Council's Communications Team and colleagues in the Neighbourhood Partnerships Team, who contributed greatly to the success of this work.

METHODOLOGY

Members of the Inquiry Group agreed that an online survey be developed and circulated to networks identified by individual Members, supported by social media coverage by the Council's Communications Team.

The survey was developed and agreed by Members, using SNAP Survey software. The survey was uploaded onto the Cardiff Council website, and links to the survey (in English and Welsh) were circulated to Members for distribution.

In addition, the Chair of the Inquiry Group requested 200 hard copies be circulated to community buildings to encourage further take up of responses.

The survey was open from the 7th to the 23rd March 2018. **In total, 413 responses were received.**

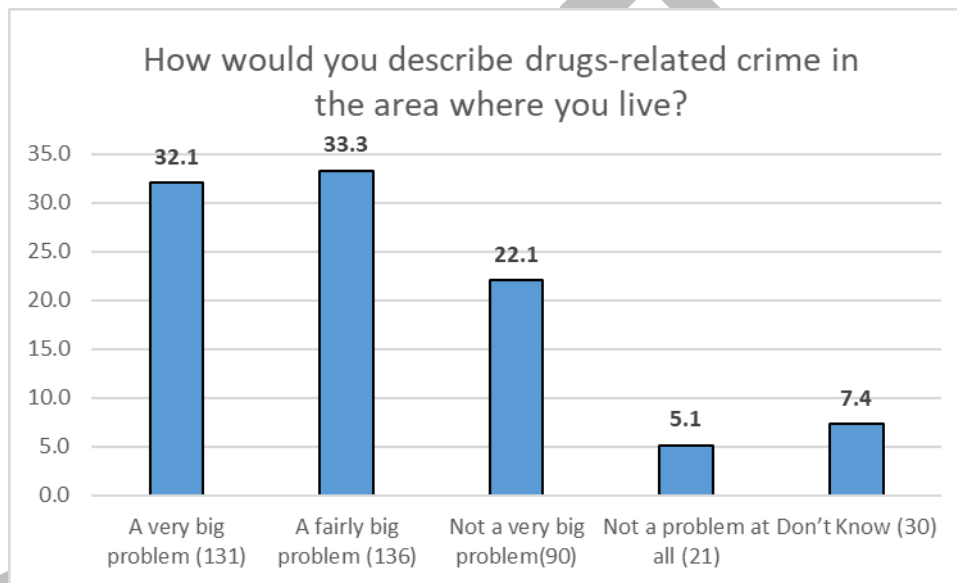
The following sets out the results of the survey

RESULTS

How would you describe drugs-related crime in the area where you live?

Almost two thirds of those surveyed (65.4%) think that drugs-related crime where they live is either a very big problem or a fairly big problem. This compares with slightly more than a quarter (27.2%) who thought it was not a very big problem or not a problem at all. Only 5.1% of those surveyed believe that drugs-related crime is not a problem at all in the area where they live.

	No.	%
A very big problem	131	32.1
A fairly big problem	136	33.3
Not a very big problem	90	22.1
Not a problem at all	21	5.1
Don't Know	30	7.4
Total	408	100.0

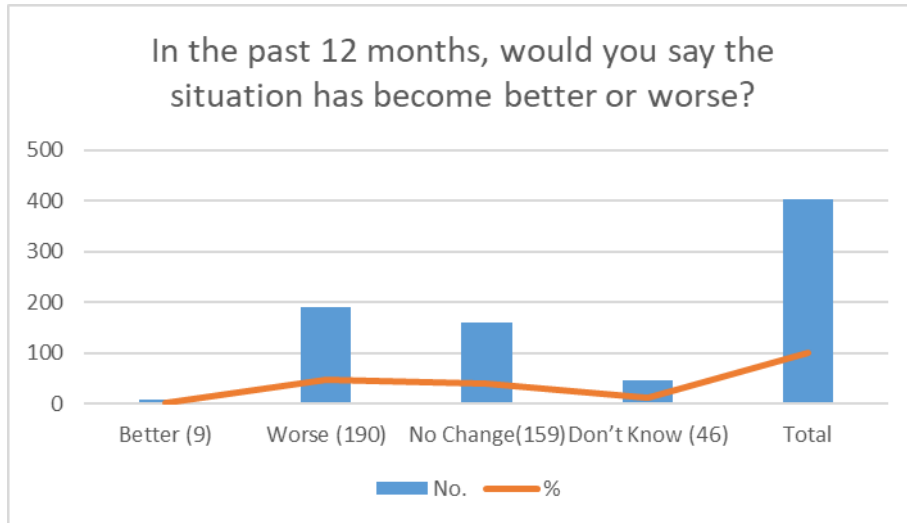


(figures in brackets show actual number of responses)

In the past 12 months, would you say that the situation has become better or worse?

Almost half (47%) of those surveyed think that the situation has become worse in the past 12 months. Only slightly more than 2% of respondents thought that the situation had got better. Just over 39% said that they had noticed no change.

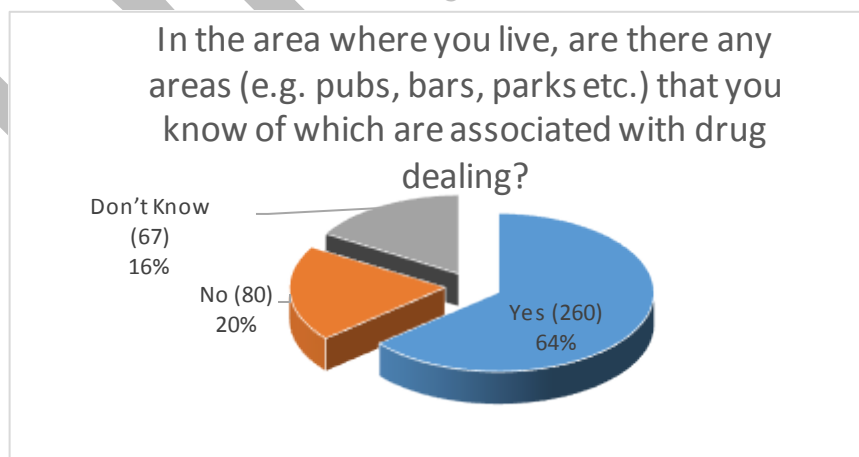
	No.	%
Better (9)	9	2.23
Worse (190)	190	47.0
No Change(159)	159	39.3
Don't Know (46)	46	11.4
Total	404	100



In the area where you live, are there any areas (e.g. pubs, bars, parks etc.) that you know of which are associated with drug dealing?

64% of people know areas in their neighbourhood where drug dealing takes place. Compared with 20% who didn't know of any areas associated with drug dealing.

	No.	%
Yes (260)	260	64
No (80)	80	20
Don't Know (67)	67	16
Total	407	100



How often

experienced/ witnessed drug dealing/ taking in the area that you live in the last 12 months?
 In the past 12 months 17.2% of those surveyed claim to have witnessed drug dealing every day in the area where they live. Only 16% of respondents had seen no drug dealing in their neighbourhood. Just under 24% witnessed drug dealing almost every day and 15% had seen it take place at least once a week.

Mos
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5
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3
2
1
Splott Park
Grange C

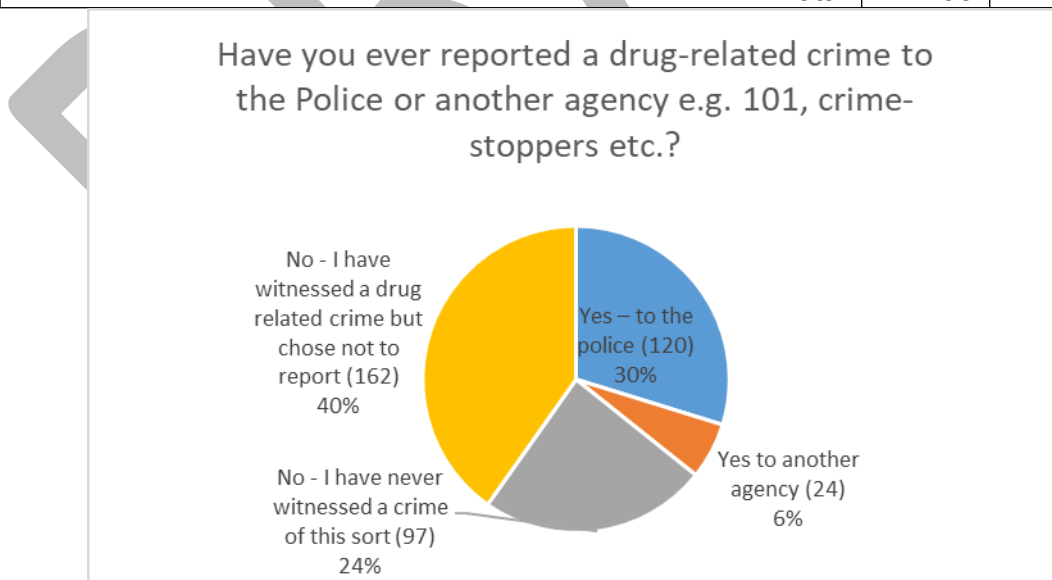
How of dealing/	No.	%
Every day (70)	70	17
Almost every day (97)	97	24
At least once a week (61)	61	15
At least once a fortnight (15)	15	4
At least once a month (29)	29	7
A few times in the last 12 months (60)	60	15
Once in the last 12 months (9)	9	2
Not at all in the last 12 months (65)	65	16
Total	406	100

Have you ever related crime to another agency stoppers etc.?

Over 40% of seen drug-related but chose not to compares with just they've reported this sort of crime to either the Police or another agency. 24.1% of respondents hadn't witnesses a crime of this sort.

reported a drug-the Police or e.g. 101, crime-residents have crime in their area report it. This over 35% who say

	No.	%
Yes – to the police (120)	120	30
Yes to another agency (24)	24	6
No - I have never witnessed a crime of this sort (97)	97	24
No - I have witnessed a drug related crime but chose not to report (162)	162	40
Total	403	100

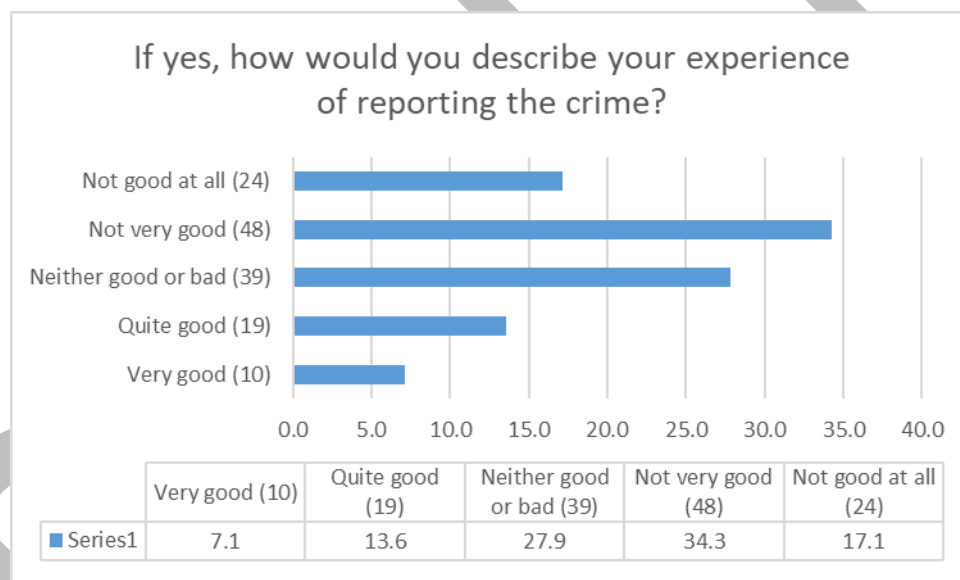


If yes, how would you describe your experience of reporting the crime?

Just over 50% of those who reported drug-related crime described their experience as either not very good or not good at all. This compares with the slightly more than 20% who described the response they received as either very good or quite good. But 27.9% of those

who reported drug crime to the Police or another agency described the experience as neither good nor bad.

	No.	%
Very good (10)	10	7
Quite good (19)	19	14
Neither good or bad (39)	39	28
Not very good (48)	48	34
Not good at all (24)	24	17
Total	140	100

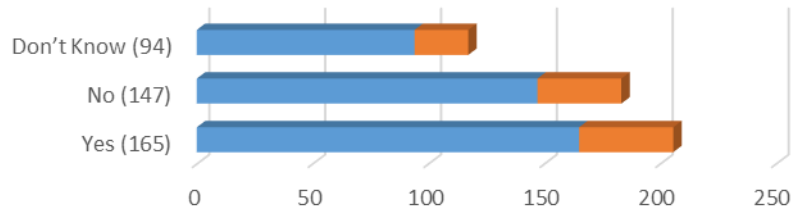


Do you think young people in your area are at a greater risk to elsewhere in the city?

Just over 40% of residents think that young people are at greater risk in their locality than they are elsewhere in the city. But 36% believe that this is not the case. 23% of respondents didn't know one way or the other.

	No.	%
Yes (165)	165	41
No (147)	147	36
Don't Know (94)	94	23
Total (406)	406	100

Do you think young people in your area are at greater risk to elsewhere in the city?



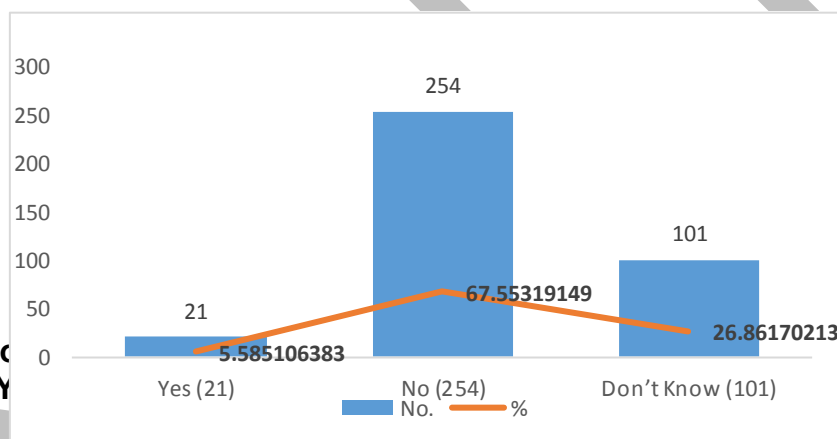
	Yes (165)	No (147)	Don't Know (94)
■ No.	165	147	94
■ %	40.64039409	36.20689655	23.15270936

DRAFT

Do you think the Authorities do enough to tackle drugs amongst young people?

On the issue of whether or not Authorities do enough to tackle drug crime amongst young people, only 6% of those surveyed thought that they did. A clear majority of 67% thought that the Authorities didn't do enough and 27% of responses said that they don't know one way or the other.

	No.	%
Yes (21)	21	6
No (254)	254	67
Don't Know (101)	101	27
Total	376	100



If no, what more priorities ONLY

r top three

In terms of what more Authorities could do to tackle drug crime amongst young people, the most popular responses were:-

- (i) More activities available to young people in the community
- (ii) Earlier intervention in protecting vulnerable young people
- (iii) Better job opportunities – training, apprenticeships etc.

Better drug education in schools was also a popular option with just over 13% of respondents selecting this priority.

	No.	%
Better drug education in schools	88	13
Involve more members of the community in the lives of young people	49	7
Improved safeguarding of vulnerable young people	77	12
Community role models / ambassadors	24	4
Earlier intervention in protecting vulnerable young people	116	18

Better education opportunities	36	5
More activities available to young people in the community	126	19
Better job opportunities - training, apprenticeships etc.	102	16
Other	38	6
Total	656	100

What do you believe are the biggest influencers to young people becoming involved with drug dealing? (tick 3 only)

On the subject of what influenced young people to become involved with drug dealing, the most popular responses were:-

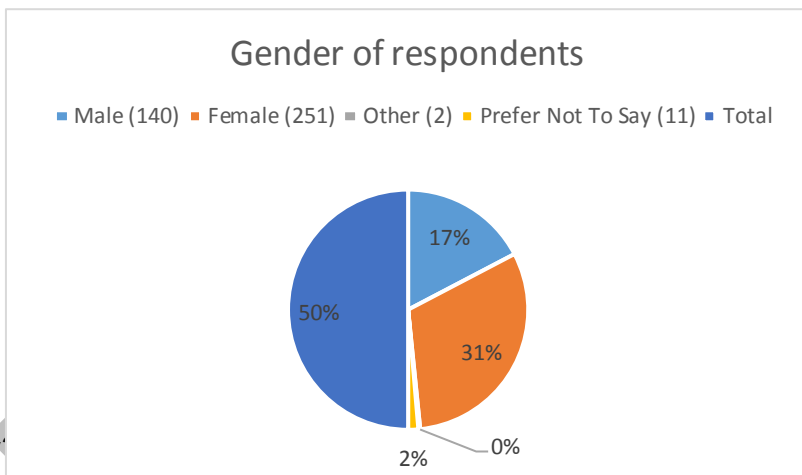
- (i) It's an easy way to make money
- (ii) Lack of positive role models in the family
- (iii) Lack of educations and employment opportunities

	No.	%
Lack of positive role models in the family (126)	126	11
Peer Pressure (108)	108	9
Lack of positive role models within the community (37)	37	3
Increased status amongst peers (56)	56	5
Poverty (98)	98	9
Its "cool"	62	5
Lack of education and employment opportunities (116)	116	10
Fund own drug habit (66)	66	6
It's an easy way to make money (147)	147	13
Little consequence (94)	94	8
Lack of education (28)	28	2
Boredom (67)	67	6
Poor home environment / In care (73)	73	6
Curiosity (26)	26	3
Other (20)	20	3
Don't Know (15)	15	1
Total Responses	1139	100

Are you...

In terms of the gender of respondents – 62% are female, 35% male and 3% classed themselves as other or preferred not to say.

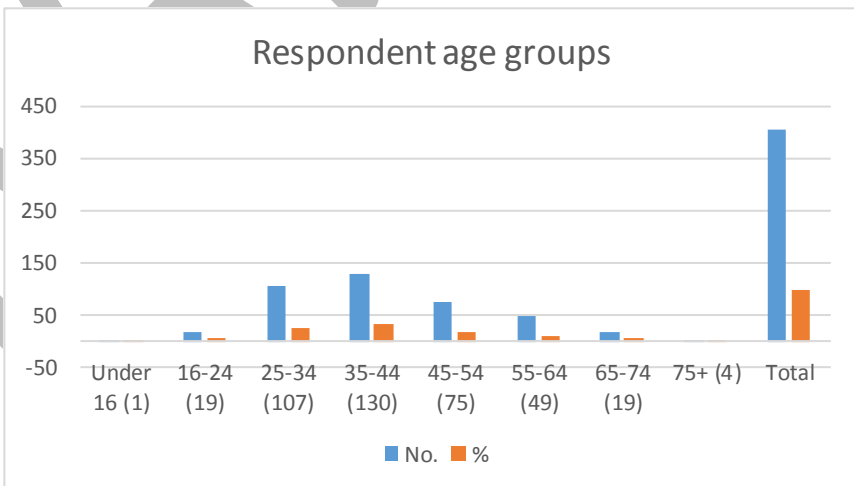
	No.	%
Male (140)	140	35
Female (251)	251	62
Other (2)	2	0.5
Prefer Not To Say (11)	11	2.5
Total	404	100



What was your age on your last birthday

Given that the survey looks specifically at drug related crime and young people, it is gratifying that 5% of respondents are aged 16 -24 and that 26% are aged between 25 and 34. The majority of responses (32%) came from the 35 – 44 age range and 19% of respondents are aged between 45 and 54. A good sample was achieved across the age groups.

	No.	%
Under 16 (1)	1	0.5
16-24 (19)	19	5
25-34 (107)	107	26
35-44 (130)	130	32
45-54 (75)	75	18.5
55-64 (49)	49	12
65-74 (19)	19	5
75+ (4)	4	1
Total	404	100



Which area of Cardiff do you live in?

Responses were received from all areas of the city. The highest number of respondents (23%) live in the Pentwyn area but this was followed by Butetown at 12%, Grangetown on 11% and 8% of responses came from the Splott area. Given the context of the original letter from Cllr Lynda Thorne it is especially gratifying that such a good response was received from the Butetown and Grangetown areas of Cardiff.

Column1	Column2	Column3
Which area of Cardiff do you live in?		
	No.	%
Pentwyn	93	23
Butetown	51	12
Grangetown	44	11
Splott	31	8
Heath	18	4
Penylan	18	4
Riverside	16	4
Canton	14	3
Gabalfa	12	3
Plasnewydd	11	3
Whitchurch & Tongwynlais	14	3
Adamstown	9	2
Caerau	7	2
Cyncoed	7	2
Ely	7	2
Fairwater	9	2
Pontprennau/ Old St Mellons	8	2
Towbridge	8	2
Cathays	4	1
Llanishen	4	1
Rhiwbina	5	1
Rumney	4	1
Creigiau/ St Fagans	3	0.5
Lisvane	2	0.5
Llandaff	1	0.5
Llandaff North	3	0.5
Llanrumney	2	0.5
Pentyrch	3	0.5
Radyr & Morganstown	2	0.5
Outside of Cardiff	2	0.5
Total	412	100

DRUG DEALING TASK & FINISH GROUP – 16 APRIL 2018

Review of studies into the exploitation of children & young people in drug-related activity

Background

1. This Inquiry's Terms of Reference included the commitment to...

Identify and investigate:

- The contributing factors that give rise to young people being involved in drug dealing in the city
- Determine the effectiveness of current policies and services in protecting and preventing young people becoming involved in drug dealing in the city.
- Identify Good Practice

2. The following is a review and summary of studies that have taken place into drug (and gang) related activities. The studies are:

1. ***Intervening early to prevent gang and youth violence: The Role of Primary Schools*** – Early Intervention Foundation (March 2018)
2. ***New Psychoactive Substances: the response by Probation and substance misuse services in the community in England*** – HM Inspectorate of Probation and the Care Quality Commission (November 2017)
3. ***Criminal Exploitation of children & Vulnerable Adults: County Lines Guidance*** – Home Office (July 2017)
4. ***County Lines Gang Violence, Exploitation and Drug Supply 2016*** – National Crime Agency (November 2016)
5. ***Ending Gang Violence and Exploitation*** – HM Government (January 2016)

3. The following summarises the findings in relation to Paragraph 1 of this paper to assist Members in identifying:

- What factors may determine a young person becoming involved in drug dealing
- What are statutory agencies and partners doing to tackle this issue
- Best Practice from across the UK

4. INTERVENING EARLY TO PREVENT GANG AND YOUTH VIOLENCE: THE ROLE OF PRIMARY SCHOOLS – EARLY INTERVENTION FOUNDATION (MARCH 2018)

This report was chosen for review following evidence received at the evidence gathering session in January, which highlighted the critical role of schools in not only identifying children who may be at risk and vulnerable to exploitation, but also the crucial role schools play in the lives of children and young people and their development. It also highlights that schools provide strong role models, and the issues that school staff face when presented with a child that may be showing signs of “taking the wrong path”. Whilst it is aimed at risks in relation to gang and youth violence and not drugs directly, the fact that it studies issues in relation to children as young as seven years old, it was deemed important to consider in terms of risk factors, the role of schools, and a number of recommendations that may be used in developing good practice.

The full report can be access here:

<http://www.eif.org.uk/publication/intervening-early-to-prevent-gang-and-youth-violence-the-role-of-primary-schools/>

Overview

The report explores the extent to which young children at risk of gang involvement or youth violence are supported through evidence-based early intervention, particularly within **primary schools**. It draws on qualitative interviews with schools, local government officials, police and voluntary sector organisations within the London boroughs of Lambeth and Wandsworth, and builds on earlier EIF research which indicated that risk factors for gang involvement and youth violence can be spotted as early as age seven.

The research paints a picture of primary school staff who know their children and local families well, and who go above and beyond to try to provide strong, positive role models and to support children’s emotional wellbeing. However, there is also a strong sense that some school staff are intensely frustrated and feel unsupported in their efforts to work with vulnerable children. Some staff expressed anger and sadness as they told the EIF that they feel unable to change children’s outcomes in spite of their best efforts.

The school staff and stakeholders the EIF spoke to identified a range of concerns, including:

- the lack of a clear or shared understanding of the level of risk within a school

- a lack of clarity or confidence in identifying and accessing statutory and other services beyond the school walls
- a limited awareness of the range and quality of external support that is available to schools, and little evaluation of the external support that is commissioned
- the pressure on schools to focus on academic performance to the exclusion of children's wellbeing, a challenge which is often exacerbated in schools located in areas where the risk of gang and youth violence is likely to be higher.

The **recommendations** concentrated on four areas:

- improving the **use of evidence** in commissioning in-school support and programmes, including by providing improved information to schools and by calling on funders and commissioners at the national or regional level to make evidence-based decisions
- increasing the emphasis on and time available for developing children's **social and emotional skills** in primary schools, including by making PSHE compulsory in all schools and by requiring Ofsted to consider how well schools are supporting children's wellbeing alongside the academic performance
- improving the links between schools and the **wider early help system** in their area, so that school staff are clear about the options that are open to them and confident that referrals will result in support for children and families
- examining how the **police** can most effectively work within primary schools to help prevent gang and youth violence.

The report is the first output of a three-year project that will explore and support the testing of evidence-informed approaches to early intervention to prevent gang involvement and youth violence. The EIF will be working with the local authorities, police, participating schools and providers in Lambeth and Wandsworth over the next two years, with a view to co-designing, implementing and testing new approaches to preventing gang and youth violence through effective early intervention.

5. NEW PSYCHOACTIVE SUBSTANCES: THE RESPONSE BY PROBATION AND SUBSTANCE MISUSE SERVICES IN THE COMMUNITY IN ENGLAND – HM INSPECTORATE OF PROBATION AND THE CARE QUALITY COMMISSION (NOVEMBER 2017)

Whilst this study was targeted at “**New Psychoactive Substances (NPS) - formerly known as “legal highs” - and the work of the probation service**, it was felt that this study be included as **NPS’s are an increasing problem, highlighted regularly in the media, and although banned, are cheap and easy to obtain**. The report also highlighted examples of some good initiatives by local partners which Members may find useful.

A copy of the full report can be found here:

<https://www.justiceinspectors.gov.uk/cjji/inspections/newpsychoactivesubstances/>

Overview

The Inspection covered:

- 59 cases examined in detail
- 102 interviews with police, health and drug misuse professionals
- 33 interviews with probation leaders and frontline staff
- 25 interviews with service users and peer mentors

To give context the study found:

- **620 New Psychoactive Substances being monitored by the European Monitoring Centre for Drugs and Drug Addiction, at the end of 2016.**
- **147,000 estimated users in England and Wales**
- **1.6% young men aged 16-24 have used NPS**
- **75% of NPS users have used other drugs**
- **79 deaths of prisoners and probation service users associated with NPS 2013-2016**

Key findings:

- The assessments and plans completed by substance misuse services were sufficient overall
- Probation workers do not know enough about NPS use to help service users into treatment and to reduce offending.

- Probation providers did not always know what was available through substance misuse services
- **The risks to children and vulnerable adults were not considered often enough**
- Confidence, knowledge and awareness were the key areas that affected the quality of work for both probation and substance misuse services.
- Prisoners were being released into the community with no information shared about their NPS use with probation or substance misuse services.

Whilst the inspection was focussed on probation services, the findings above indicate that there are gaps in areas such as specialist knowledge, working with other agencies, and information sharing – all of which have also been highlighted during this Inquiry. The Executive Summary on Pages 9 and 10 of the report give more detail on these issues.

Examples of good Practice

This inspection highlighted a number of key areas of good practice in relation to tackling NPS. These are detailed below.

Good practice example of a coordinated approach to tackling NPS:

Northumbria Police has taken a leading role in the area's approach to dealing with concerns about NPS. A combination of police responses, collaborative working with partners and the new legislation has meant that NPS-related incidents have reduced dramatically, not only in Newcastle city centre but across Northumbria.

Work started with Operation Jakarta, conducted by the city centre neighbourhood support team in conjunction with Newcastle City Council in July 2015. Several different approaches were used, including Community Protection Notices, Closure Orders and two charges under the Intoxicating Substances (Supply) Act 1985. Subsequent work focused on providing support and safeguarding NPS users. Operation Falconry, implemented as a direct result of the Psychoactive Substances Act 2016, resulted in thousands of pounds of NPS being seized and court proceedings against suppliers. In response, NPS incidents in the city centre reduced dramatically.

Good practice example: the response in Manchester

The use of NPS in Manchester has been widely reported in the media. Production was often home grown, with organised crime groups sourcing liquid synthetic cannabinoid from China, sometimes via Eastern Europe, and making up their own final product by spraying the liquid onto dried leaves and bagging it up. Test purchases of NPS revealed that these samples were up to 700 times stronger than what had previously been sold in head shops: "Like swapping a pint of lager for a pint of vodka" (Dr Ralphs, senior criminology lecturer at

Manchester Metropolitan University). The true extent of the problem was unclear, owing to poor recording and knowledge gaps at the front line (health, housing, police, prisons and probation). There was also a mistaken belief that substance misuse services could not help with NPS. In response, the local authority is coordinating a multi-agency response involving public health, police, drugs agencies and children's services. The substance misuse service Change, Grow, Live (CGL) took services out into the community to where NPS use was most prevalent. It was linked with day centres and night shelters, where it had a regular presence and specifically focused on NPS use. Eighty staff benefited from training with the mental health Dual Diagnosis Liaison Service, focused on mental health interventions and strategies for responding to crises and managing risks. Police officers' main focus had been tackling supply and closing head shops where NPS were still being sold. They moved to be co-located with the neighbourhood homeless team, working together to address NPS use among street homeless. Manchester strategic partners developed workshops to deliver training and share good practice and lessons learned from the front line. Staff working in day centres, hostels, supported housing, approved premises and prisons have contributed their expertise, gained through day-to-day contact with NPS users. Greater Manchester is now using a Local Drug Information System model developed by Mike Linnell for PHE. The model has been set up for professionals to share information about drugs with other members. This could include alert notices or discussion topics around new symptoms or reactions that have emerged. It is intended to respond to immediate risk, to be a low-cost, low-maintenance multidisciplinary system that uses existing local expertise and resources.

6. CRIMINAL EXPLOITATION OF CHILDREN & VULNERABLE ADULTS: COUNTY LINES GUIDANCE – HOME OFFICE (JULY 2017)

This guidance focusses on identifying and explaining how young people are exploited for county lines drug activity. Whilst County Lines is not currently a major issue in Cardiff (based on evidence received to date), it none the less highlights how vulnerable young people are targeted for drug-related activity.

Copy of the full guidance document can be found here:

<https://www.gov.uk/government/publications/criminal-exploitation-of-children-and-vulnerable-adults-county-lines>

This is a guide produced by the Home Office for frontline staff who work with children, young people and potentially vulnerable adults. The guidance sets out an explanation of what County Lines exploitation is, which Members will already be aware of and states:

County lines is a major, cross-cutting issue involving drugs, violence, gangs, safeguarding, criminal and sexual exploitation, modern slavery, and missing persons; and the response to tackle it involves the police, the National Crime Agency, a wide range of Government departments, local government agencies and VCS (voluntary and community sector) organisations.

County lines activity and the associated violence, drug dealing and exploitation has a devastating impact on young people, vulnerable adults and local communities.

This guide also sets out how county lines, like other forms of abuse and exploitation:

- can affect any child or young person (male or female) under the age of 18 years;
- can affect any vulnerable adult over the age of 18 years;
- can still be exploitation even if the activity appears consensual;
- can involve force and/or enticement-based methods of compliance and is often accompanied by violence or threats of violence;
- can be perpetrated by individuals or groups, males or females, and young people or adults; and
- is typified by some form of power imbalance in favour of those perpetrating the exploitation. Whilst age may be the most obvious, this power imbalance can also be due to a range of other factors including gender, cognitive ability, physical strength, status, and access to economic or other resources.

It also goes on to state that

- Children as young as 12 years old being exploited by gangs to courier drugs out of their local area; 15-16 years is the most common age range.
- Both males and females being exploited.
- White British children being targeted because gangs perceive they are more likely to evade police detection.
- The use of social media to make initial contact with children and young people.
- Class A drug users being targeted so that gangs can takeover their homes (known as cuckooing)

The guidance also sets out the factors that makes a young person “vulnerable”. This includes:

- Having prior experience of neglect, physical and/ or sexual abuse;
- Lack of a safe/stable home environment, now or in the past (domestic violence or parental substance misuse, mental health issues or criminality, for example);

- Social isolation or social difficulties;
- Economic vulnerability;
- Homelessness or insecure accommodation status;
- Connections with other people involved in gangs;
- Having a physical or learning disability;
- Having mental health or substance misuse issues;
- Being in care (particularly those in residential care and those with interrupted care histories)

This Guidance also sets out a case study from South Wales Police:

At least one vulnerable female has been used by a gang from London to sexually service its members and has been subjected to sexual violence. As a result of drugs debts they attempted to kidnap her at least twice and it is believed that they have also trafficked her to London in order to pay off a debt through prostitution.

7. COUNTY LINES GANG VIOLENCE, EXPLOITATION AND DRUG SUPPLY 2016 – NATIONAL CRIME AGENCY (NOVEMBER 2016)

This report informed the production of the guidance detailed in Paragraph 6 above and drew its information on returns from UK Police Forces. A Copy of the full report is set out here: <http://www.nationalcrimeagency.gov.uk/news/958-county-lines-drug-networks-now-a-nation-wide-issue>

In relation to this Inquiry, it gives an overview of:

- Typical County Lines Methodology
- Scope and scale of County Lines
- Gang Origins
- Common themes and characteristics
- Drug Markets and Supply
- Exploitation of children
- Links to Child Sexual Exploitation
- Violence
- Telephone Lines
- Transport

The key conclusions drawn on this study are highlighted on pages 12 and 13 of the attached document.

8. ENDING GANG VIOLENCE AND EXPLOITATION – HM GOVERNMENT (JANUARY 2016)

This document sets out the 6 priorities of the new cross-government approach to ending gang violence and exploitation.

In particular, it is aimed at local areas that were involved in the Home Office ending gang and youth violence (EGYV) programme. The refreshed approach responds to the needs identified by the EGYV frontline team and its partners.

The document is also aimed at:

- local partners in policing
- local authorities
- the voluntary sector

A copy of the full report can be found here:

<https://www.gov.uk/government/publications/ending-gang-violence-and-exploitation>

This 8 page reports sets out an overview of the 6 priorities mentioned above, including:

- **Tackle county lines** – the exploitation of vulnerable people by a hard core of gang members to sell drugs
- **Protect vulnerable locations** – places where vulnerable young people can be targeted, including pupil referral units and residential children’s care homes
- **Reduce violence and knife crime** – including improving the way national and local partners use tools and powers
- **Safeguard gang-associated women and girls** – including strengthening local practices.
- **Promote early intervention** – using evidence from the Early Intervention Foundation to identify and support vulnerable children and young people (including identifying mental health problems)
- **Promote meaningful alternatives** to gangs such as education, training and employment

INQUIRY METHODOLOGY

<p>Meeting 1 17 October 2017 Room 263C, County Hall</p>	<p>Setting the context</p> <p>To receive a context (paving) report outlining:</p> <ul style="list-style-type: none"> • Overview of the UK – wide legislation relating to drugs – enforcement, sentencing, penalties • Overview of drug-related activities in the UK- scale of the issue • UK Government Drug Strategy 2017 • Welsh Government Drug Strategies and Initiatives • Cardiff Strategic and operational arrangements, data, on drug related crime rates, local media articles • Some examples from other parts of the UK in tackling drug related crime <p>Members to discuss and agree:</p> <ul style="list-style-type: none"> • Arrangements for undertaking the inquiry: <ul style="list-style-type: none"> ○ Election of Chairperson to lead the inquiry ○ Timescales ○ Number of meetings • What the Task Group ultimately wants to achieve from the inquiry: <ul style="list-style-type: none"> ○ Terms of Reference ○ Scope of the inquiry • Potential Witnesses • Potential Research
<p>Meeting 2 25 October 2017 Room 263C, County Hall</p>	<p>Planning meeting - to deliberate what has considered to date and the next steps in the investigation</p> <p>Steph Kendrick-Doyle, Community Safety Manager will be in attendance at this meeting to set the context in Cardiff, including the work of the council and its partners, the role of the PSB and some data/information on the landscape in Cardiff.</p>
<p>Meeting 3 12 January 2018 Room 263C, County Hall</p>	<p>Planning meeting – to agree updated Scope, Terms of Reference and the draft questionnaires/ surveys</p> <p>The Task Group were presented with South Wales Police data of recorded drug crime amongst those aged between 11 and 24 in Cardiff from 2014 until 2017. The group were also updated on witnesses confirmed for forthcoming meetings.</p>

<p>Meeting 4 19 January 2018 Function Room A, City Hall</p>	<p>Evidence gathering “Round Table” Discussions with:</p> <ul style="list-style-type: none"> • Simon Morris, Achievement Leader (Youth Support) • James Healan, Team Leader (Youth Service) • Stephen McCambridge, Senior Youth Worker (Lifelong Learning) • Lee Dutton, Senior Caseworker, St Giles Trust Cymru • Rebecca Miller, County Lines Caseworker, St Giles Trust Cymru • Alun Evans, Behaviour Manager at Fitzalan High School • Tom Bailey, Behaviour Team at Fitzalan High School
<p>Meeting 5 23 January 2018 Function Room A, City Hall</p>	<p>Evidence gathering “Round Table” Discussions with:</p> <ul style="list-style-type: none"> • Aimee Bamford, Cardiff Probation Office • Louise Bassett, Team Leader, Housing & Communities, Cardiff Council • Ellen Curtis, OM, Landlord Services, Cardiff Council • Ben Davies, Substance Misuse Project Manager, Cardiff & Vale University Health Board • Inspector Gary Evans, South Wales Police • Dan Jones, OM, Children’s Services, Cardiff Council • Chief Inspector Joe Jones, South Wales Police • Steph Kendrick-Doyle, Community Safety Manager, Cardiff Council • Sian Kirby, Tenancy Manager, Landlord Services, Cardiff Council • Joe Reay, Head of Performance & Partnerships, Cardiff Council
<p>Meeting 6 20 February 2018 Room 263C, County Hall</p>	<ul style="list-style-type: none"> • To review evidence received to date and any written evidence • Receive update on surveys/ questionnaires • To discuss emerging themes • To identify gaps/ further work needed
<p>Meeting 7 16 April 2018 Meeting Room D City Hall</p>	<p>Evidence gathering “Round Table” Discussions with community representatives:</p> <ul style="list-style-type: none"> • Lyn Eynon • Ayan Hersi • Intisar Ibrahim • Adam Ismail • Layla Saeed • Hussein Samater • Sara Omar • Debbie Wilson • Tom Wilson. <p>Drugs Survey – Findings</p> <p>Review of studies on Young People’s Attitudes to Drugs –</p> <ul style="list-style-type: none"> • NHS Digital “<i>Smoking, Drinking And Drug Use Among Young People England: 2016</i>”.

- “Give Us A Chance” – Barnardos
- Youth Attitudes On Drugs - European Commission/Gallup (2011)

Review of studies into the exploitation of children & young people in drug-related activity

- *Intervening early to prevent gang and youth violence: The Role of Primary Schools* – Early Intervention Foundation (March 2018)
- *New Psychoactive Substances: the response by Probation and substance misuse services in the community in England* – HM Inspectorate of Probation and the Care Quality Commission (November 2017)
- *Criminal Exploitation of children & Vulnerable Adults: County Lines Guidance* – Home Office (July 2017)
- *County Lines Gang Violence, Exploitation and Drug Supply 2016* – National Crime Agency (November 2016)
- *Ending Gang Violence and Exploitation* – HM Government (January 2016)

Community Survey

As part of the Inquiry, Members were keen to hear from people in the community who may be affected by drug dealing in their area, and to gain a snapshot of people’s feelings on what may drive young people to get involved in drugs. Members agreed that it should also include gaining views on how people in the community feel about how the “authorities” are dealing with the issue; and what could be done to tackle the problem going forward.

METHODOLOGY

Members of the Inquiry Group agreed than an online survey be developed and circulated to networks identified by individual Members, supported by social media coverage by the Council’s Communications Team.

The survey was developed and agreed by Members, using SNAP Survey software. The survey was uploaded onto the Cardiff Council website, and links to the survey (in English and Welsh) were circulated to Members for distribution.

In addition, the Chair of the Inquiry Group requested 200 hard copies be circulated to community buildings to encourage further take up of responses.

The survey was open from the 7th to the 23rd March 2018. **In total, 413 responses were received.**

BIBLIOGRAPHY

- Overview of UK- wide legislation relating to drugs – enforcement, sentencing, penalties
 - The Misuse of Drugs Act 1971
 - Psychoactive Substances Act 2016
 - The Medicines Act 1968
 - Customs and Excise Management Act 1979
 - Road Traffic Act 1972
 - Drug Trafficking Act 1994
 - Crime and Disorder Act 1998
- Written evidence submitted by former drug dealer Pastor Brian Morris who was jailed for 12 years for smuggling cocaine.
- Media coverage- to be detailed in draft report
- HM Government Drug Strategy (July 2017)
- Working Together to Reduce Harm: The Substance Misuse Strategy for Wales 2008-18
- Criminal Exploitation of children and vulnerable adults: County Lines guidance. (Home Office, July 2017)
- Injunctions to Prevent Gang-Related Violence and Gang-Related Drug Dealing - A Practitioners' Guide. (Home Office, May 2016)
- Statutory Guidance: Injunctions to Prevent Gang-Related Violence and Gang-Related Drug Dealing. (Home Office, May 2016)
- Ending gang violence and exploitation. (Home Office, January 2016)
- NHS Digital "*Smoking, Drinking And Drug Use Among Young People England: 2016*".
- "Give Us A Chance" – Barnardos
- Youth Attitudes On Drugs - European Commission/Gallup (2011)
- *Intervening early to prevent gang and youth violence: The Role of Primary Schools* – Early Intervention Foundation (March 2018)

- *New Psychoactive Substances: the response by Probation and substance misuse services in the community in England* – HM Inspectorate of Probation and the Care Quality Commission (November 2017)
- *County Lines Gang Violence, Exploitation and Drug Supply 2016* – National Crime Agency (November 2016)

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LEGAL IMPLICATIONS

The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. Any report with recommendations for decision that goes to Executive/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

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.

JOINT CYPSC/CASSC INQUIRY – DRUGS

TASK & FINISH GROUP



Councillor Lee Bridgeman – Chair
CYPSC



Councillor Mary McGarry – Chair
CASSC



Councillor Saeed Ebbrahim – Butetown Ward
Member – *Inquiry Chairperson*



Councillor Mike Phillips – CYPSC
Member



Councillor Kathryn Kelloway – CASSC
Member



Councillor Kanaya Singh – CYPSC Member



Councillor Ashley Lister – Grangetown Ward Member

CHILDREN & YOUNG PEOPLE SCRUTINY COMMITTEE

TERMS OF REFERENCE

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 the following:

- School Improvement
- Schools Organisation
- School Support Services
- Education, Welfare and Inclusion
- Early Years Development
- Special Educational Needs
- Governor Services
- Children's Social Services
- Children and 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 and quasi-departmental non-governmental bodies on the effectiveness of the Council's service delivery.

To report to an appropriate Cabinet or Council meeting on its findings and to make recommendations on measures which may enhance the Council's performance in this area.

COMMUNITY & ADULT SERVICES SCRUTINY COMMITTEE

TERMS OF REFERENCE

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 community and adult services, including:

- Public and Private Housing
- Disabled Facilities Grants
- Community Safety
- Neighbourhood Renewal and Communities Next
- Advice & Benefit
- Consumer Protection
- Older Persons Strategy
- Adult Social Care
- Community Care Services
- Mental Health & Physical Impairment
- Commissioning Strategy
- Health Partnership

To assess the impact of partnerships with and resources and services provided by external organisations including the Welsh Government, joint local government services, Welsh Government-sponsored public bodies and quasi-departmental non-governmental 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.

To be the Council's Crime and Disorder Committee as required by the Police and Justice Act 2006 and any re-enactment or modification thereof; and as full delegate of the Council to exercise all the powers and functions permitted under that Act.

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APPENDIX 1:

Email to Task Group containing response from former drug dealer, Pastor Brian Morris. It was received by Scrutiny Services on January 12, 2018.

Dear Councillor,

I've been in touch with a former drug dealer in order to gather evidence for your Task Group. Pastor Brian Morris was jailed for 12 years for smuggling cocaine – more information here: <http://www.bbc.co.uk/news/uk-wales-south-east-wales-14554527> . He's currently too unwell to attend a meeting but he's answered my questions which I send for your information.

What led you to become involved with drugs?

I was aged 16 in December 1969 and had left school aged 15 about 6 months before. Flower power and the hippy scene were well established and my friends and I listened to Jimi Hendrix and Fleetwood Mac. We started attending the first British pop festivals in 1969 and 1970 in Bath, Shepton Mallet and the Isle of Wight. Drugs were the new fashion with the hippy movement and we were excited to smoke weed and take LSD. We all felt it was the cool thing to do. But little did we know it was a slippery slope to a wrecked life.

What would you say are the main reasons why people become drug dealers and continue to operate in this way?

The main reasons why many people start dealing in drugs is because they are themselves addicted. There becomes a need for more money to support the addiction and dealing is an easy step to get your own regular supply and to have extra money as well.

What is the most effective way of tackling community drug dealing?

The most effective way of helping to understand community drug dealing is to talk to those involved and try to see things from their point of view. Drugs are used by most people in society illegal and legal including alcohol. Addiction comes in many forms. Illegal drugs are not more evil than alcohol or legal drugs. Regular meetings to discuss ways of kicking habits and addictions can be effective in leading to solutions.

How should the Police combat County Line crime?

Police should not treat illegal drugs as worse than alcohol and legal drugs and not use swat teams as if they are catching terrorists. Illegal drugs should be legalised in order to have more control over them with taxes and health warnings.

What role, if any, should education play?

All children should be taught about the dangers of all drugs and alcohol and be shown graphic images of what can happen to a person who is addicted to a substance. This should include pictures of the lungs of smokers. Lessons on what can happen if you do this or that...

What are the tell-tale signs that someone is getting involved with drugs?

Dishevelled and unkempt physical appearance, twitchy nervousness and constant itching, loud talking, blotchy skin and weight loss are all signs of drug or alcohol addiction.

What are the most effective safeguards that can be introduced at community level?

Education, Education, Education. Graphic pictures and classes that invite ex dealers, addicts to speak of their experiences are a great way of communicating awareness of the dangers of getting addicted to any substance.

I hope that this written evidence is useful and broadens understanding of some of the issues around drug-related crime.

Scrutiny Services, Cardiff County Council
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**CYNGOR CAERDYDD
CARDIFF COUNCIL**

CHILDREN & YOUNG PEOPLE SCRUTINY COMMITTEE

11 DECEMBER 2018

COMMITTEEFORWARD WORK PROGRAMME

Background

1. This report calls on Members to agree the Committee's Forward Work Programme for the period January 2019 – April 2019, which will be published on the Council's website.
2. At the October Committee meeting, Members were informed that the Head of Democratic Services requested that each scrutiny Committee agreed and publication of the Committee's "Forward Work Plan" (FWP) on the Council's internet site every three months. The next FWP published will cover the period January 2019 – April 2019, and at this meeting, Members are asked to consider the information set out in **Appendix A** and agree for this to be published.

Way Forward

3. Members may wish to agree the contents of the FWP attached at **Appendix A**.

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. 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:

- i. Agree the contents of the FWP attached at **Appendix A**;

DAVINA FIORE

Director of Governance and Legal Services

6 December 2018

CHILDREN & YOUNG PEOPLE SCRUTINY COMMITTEE – FORWARD WORK PROGRAMME

DATE OF PLAN – 11 December 2018

If you would like to share your experiences or views regarding the items being considered please contact:
Scrutinyviewpoints@cardiff.gov.uk

Title and Description of Report	Invitees	Contact Officer
Meeting Date: 15 January 2019		
Safeguarding - progress report and policy review	<ul style="list-style-type: none"> • Cabinet Member for Children and Families • Director of Social Services 	Principal Scrutiny Officer - Martyn Hutchings Mhutchings@cardiff.gov.uk
Additional Learning Needs and Education Tribunal Wales Act – Central South Regional Project Plan 2018-2019 – progress on transforming expectations and outcomes for children and young people	<ul style="list-style-type: none"> • Liz Jones, Additional Learning Needs Transformation Lead Central South • Deputy Leader and Cabinet Member for Education, Employment and Skills • Director of Education and Lifelong Learning 	Principal Scrutiny Officer - Martyn Hutchings Mhutchings@cardiff.gov.uk
Schools Annual Report 2017/2018 to consider the draft annual report for 2017/18 prior to its consideration by Cabinet	<ul style="list-style-type: none"> • Deputy Leader and Cabinet Member for Education, Employment and Skills • Director of Education and Lifelong Learning 	Principal Scrutiny Officer - Martyn Hutchings Mhutchings@cardiff.gov.uk
SOP – Willows High School – pre-decision scrutiny of the proposal (Unconfirmed)	<ul style="list-style-type: none"> • Deputy Leader and Cabinet Member for Education, Employment and Skills • Director of Education and Lifelong Learning 	Principal Scrutiny Officer - Martyn Hutchings Mhutchings@cardiff.gov.uk
Central South Education Consortium – annual performance report	<ul style="list-style-type: none"> • Managing Director of the Central South Education Consortium • Deputy Leader and Cabinet Member for Education, Employment and Skills 	Principal Scrutiny Officer - Martyn Hutchings Mhutchings@cardiff.gov.uk

Title and Description of Report	Invitees	Contact Officer
Meeting Date:19 February 2019		
Draft Corporate Plan and 2019/2020 Budget proposals – pre-cabinet scrutiny	<ul style="list-style-type: none"> • Cabinet Member for Finance, Modernisation and Performance • Deputy Leader and Cabinet Member for Education, Employment and Skills • Cabinet Member for Children and Families • Corporate Director Resources & Section 151 Officer • Corporate Director People & Communities • Director of Social Services • Director of Education and Lifelong Learning • Head of Finance 	Principal Scrutiny Officer - Martyn Hutchings Mhutchings@cardiff.gov.uk

Title and Description of Report	Invitees	Contact Officer
Meeting Date: 12 March 2019		
Children's services Quarter 3 2018-19 Performance Report – To Scrutinise the performance of the service area	<ul style="list-style-type: none"> • Cabinet Member for Children and Families • Director of Social Services 	Principal Scrutiny Officer - Martyn Hutchings Mhutchings@cardiff.gov.uk
Signs of Safety – Progress report	<ul style="list-style-type: none"> • Cabinet Member for Children and Families • Director of Social Services 	Principal Scrutiny Officer - Martyn Hutchings Mhutchings@cardiff.gov.uk
	<ul style="list-style-type: none"> • 	
Title and Description of Report	Invitees	Contact Officer
Meeting Date: 9 April 2019		
Cardiff 2030 – Education update	<ul style="list-style-type: none"> • Deputy Leader and Cabinet Member for Education, Employment and Skills • Director of Education and Lifelong Learning 	Principal Scrutiny Officer - Martyn Hutchings Mhutchings@cardiff.gov.uk
Welsh Education Strategy – progress update	<ul style="list-style-type: none"> • Deputy Leader and Cabinet Member for Education, Employment and Skills • Director of Education and Lifelong Learning 	Principal Scrutiny Officer - Martyn Hutchings Mhutchings@cardiff.gov.uk

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