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AGENDA

Committee CHILDREN AND YOUNG PEOPLE SCRUTINY COMMITTEE

Date and Time of Meeting TUESDAY, 14 NOVEMBER 2023, 4.30 PM

Venue CR 4, COUNTY HALL - MULTI LOCATION MEETING

Membership Councillor Lee Bridgeman (Chair)
Councillors Ahmed, Boes, Davies, Ferguson-Thorne, Hopkins,
Melbourne, Moultrie and Simmons

Bridgid Corr (Parent Governor Representative), Celeste Lewis (Parent Governor Representative), Carol Cobert (Church in Wales Representative) and Patricia Arlotte (Roman Catholic representative)

Time approx.

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 (Pages 3 - 10)

To approve as a correct record the minutes of the previous meeting on 17 October 2023.

4 Youth Services (Pages 11 - 34)

To undertake pre-decision Scrutiny on Youth Services

4.35 pm

5 Youth Justice Service Update (Pages 35 - 48)

To receive a written Update on the Youth Justice Service

6.00 pm

6 Urgent Items (if any)

7 Way Forward

6.10 pm

To review the evidence and information gathered during consideration of each item and agree Members comments, observations and concerns to be passed on to the relevant Cabinet Member by the Chair.

8 Date of next meeting

The date of the next meeting of the Committee is on Tuesday 5 December 2023 at 4.30 pm.

D Marles

Interim Monitoring Officer

Date: Wednesday, 8 November 2023

Contact: Mandy Farnham, Mandy.Farnham@cardiff.gov.uk,
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CHILDREN AND YOUNG PEOPLE SCRUTINY COMMITTEE

17 OCTOBER 2023

Present: Councillor Bridgeman(Chairperson)
Councillors Ahmed, Boes, Davies, Hopkins and Moultrie

20 : APOLOGIES FOR ABSENCE

Apologies were received from Councillors Simmons, Ferguson Thorne, Melbourne and Bid Corr (Parent Governor Co-Optee).

21 : DECLARATIONS OF INTEREST

Councillors Ahmed and Boes declared prejudicial interests in agenda item 5 as local ward councillors for Fairwater. Councillor Davies declared a personal interest in agenda item 6 as a Non-executive director of Cardiff Bus

22 : MINUTES

The minutes of the meetings held on 13 June 2023 and 14 July 2023 were agreed as a correct record and signed by the Chairperson.

23 : SCHOOL ORGANISATION PLANNING: PRIMARY SCHOOL PLACES TO SERVE CATHAYS AND PARTS OF GABALFA, HEATH, LLANDAFF NORTH AND PLASNEWYDD

Members were advised that this item would allow them to undertake a pre-decision scrutiny on Primary School Places to Serve Cathays and parts of Gabalfa, Heath, Llandaff North and Plasnewydd which would be considered by Cabinet on 19 October 2023.

The Chair welcomed Councillor Huw Thomas (Leader of the Council), Melanie Godfrey (Director of Education and Lifelong Learning), Richard Portas (Programme Director for the School Organisation Programme), Brett Andrewartha (School Organisation Programme Planning Manager); and Michele Duddridge-Friedl (Operational Manager, School Organisation Programme Strategy).

Councillor Thomas was invited to make a statement, in which he highlighted the process to date. He explained that at its meeting on 23 March 2023, the Council's Cabinet had agreed a recommendation to hold public consultation on three options to expand Welsh medium primary school provision and consolidate English-medium primary school provision.

Councillor Thomas highlighted the preferred Option 1 which was as follows:

- Transfer Ysgol Mynydd Bychan to the current Allensbank Primary School site.

- Increase the capacity of Ysgol Mynydd Bychan from 192 places (0.9FE) to 420 places (2FE) and increase the number of nursery places at Ysgol Mynydd Bychan from 64 to 96.
- Amalgamate Allensbank and Gladstone Primary Schools:
- Formally Close Allensbank Primary School.
- Formally Close Gladstone Primary School.
- Establish a new 420 place (2FE) English-medium Primary School with nursery on the current shared Gladstone Primary School / St Monica's Church in Wales Primary School site.
- Transfer St Monica's Church in Wales Primary School to the current Ysgol Mynydd Bychan site and establish nursery provision at the school.

The proposed changes would take effect from September 2025.

Members were informed that the proposal allowed for the expansion of Welsh medium provision in the area which was a key commitment in the WESP. Cabinet was also keen to ensure that the proposal should not disadvantage English medium provision. If the proposal went ahead measures would be taken to invest in the building to bring it up to standard.

During the presentation of the report Members were informed that consultation had taken place on the three proposals with Option 1 being the preferred option. The 230 responses received included 189 online and hard copy responses. There were 17 formal responses, 2 School Council responses and 5 email responses. Specific responses were received from each of the governing bodies and headteachers at the schools and from a range of organisations including Estyn that said the standards would at least be maintained as part of the proposals. There had also been a sizeable number of responses from individuals affiliated with the three schools, the highest proportion being from Allensbank Primary School. Many of the responses were also closely linked to the proposals with each individual school.

Members were invited to ask questions and make comments; the discussion is summarised as follows:

- Members enquired whether the proposal provided a good balance of Welsh and English medium provision. Officers responded that the rationale behind the proposal was to expand the provision of Welsh Medium and to provide a better balance of English Medium provision. The intention was not to reduce but to allow for a re-organisation of provision. Members noted that if the Council proceeded with the proposal it would result in a larger school, with a more efficient make up and would partially clear the deficit of those schools leading to a securer financial base to start from.
- Members asked whether the Cathays primaries consultation had highlighted need elsewhere; and whether there was confidence about capacity of Welsh medium places for the future. Officers responded that this had been earmarked for attention in the SOP Strategy and was currently in the process

of being developed. Members were assured that liaison would take place with scrutiny at the appropriate time to consider this. Members welcomed input into the draft strategy.

- Members asked questions relating to communications and ensuring that conveying Option 1 to parents and wider stakeholders was done effectively.
- Members also suggested that sharing information on equal provision (particularly in relation to funding) between Welsh medium and English medium provision be shared, to ensure that all parties were clear on this issue.
- Members stated that given the results of the consultation suggested a potential 'Option 4', the rationale behind not considering this option be also included in communication with stakeholders.
- Members felt that it was critical that parents, staff and wider stakeholders were given clear, consistent messaging to encourage early buy-in to Option 1 and encourage a smooth transition to the new arrangements. Officers responded that meetings had already taken place with the Chairs of Governors and Headteachers of the schools concerned. It was reported that each of the schools had decided they would like to meet their staff themselves potentially with trade union representatives present. Staff members of the schools involved were already aware and were aware on the day the papers were being released. Members were informed that HR support was in place and opportunities were being taken to discuss the issues with staff affected to understand their views and concerns. A previous consultation had also taken place and this was the second time. All the mechanisms were in place to support a challenging situation for people. It was highlighted that the Council would respond to the consultation with transparency and honesty.
- Members queried staff displacement as a result of the proposals and felt it was critical that this was handled sensitively. Officers responded that both schools had reducing roles so they would already be making difficult decisions about their teaching and learning staff. In terms of the number of classes running currently and in the new form 14 teachers would be required (7 in each plus the nursery). Members were made aware that there was a chance that not all staff would secure roles but they would be given first opportunity to apply for roles and ring fenced if the temporary governing body agreed to that.
- Members requested that the development of an effective, informative communications strategy be explored and reported back to committee, a response on whether the SOP Team would be developing such a strategy (which should include clear information regarding the rationale for the decision; FAQs using consultation responses as examples etc) should be included in the response to the Chair's letter.
- Members asked questions in relation to finance and viability of the Cathays Primaries proposal and the costs in relation to the renovation of current buildings. Officers responded that the Council was aware of the conditions of the buildings and it presented a good reason to bring some of the proposals

forward. Members noted that the works being undertaken were very extensive, quite complex schemes involving listed buildings. Members were informed that the roof works, stone works and scaffolding should be resolved the end of the year. The Welsh Government was providing £1.8m capital investment funding to the existing Allensbank site and the Council would be providing funding to the existing Gladstone and St Monica's Church in Wales Primary School sites to ensure they were suitable.

- Members enquired as to the implications and challenges of writing off deficit budgets in two of the closed schools and asked whether there were any financial implications in relation to the swap in diocese. Officers responded that deficits often occurred when there was insufficient take up of school places. It was hoped that putting both the schools on a stronger footing and working closely with them that their delegated budget position would be able to be balanced, once the deficit was written off, and be stable going forwards. Members also noted the transition money being put into the budget to support the two schools coming together (£60k per organisation per school) which would be tapered down over the years to support the transition. The deficit would be paid off from the School Organisation Planning Revenue Reserve Fund which would be subject to the same mechanisms that funded the programme.

RESOLVED: That the Chairperson writes to the Cabinet Member on behalf of the Committee expressing their comments and observations captured during the way forward

24 : SCHOOL ORGANISATION PLANNING: FAIRWATER CAMPUS

Members were informed that this item would allow them to undertake pre-decision scrutiny on the Band B Redevelopment relating to the Fairwater Campus.

The Chairperson welcomed Councillor Sarah Merry (Deputy Leader and Cabinet Member for Education) and Wayne Ganderton (SOP Team)

Members were advised that the item would be split into two parts:

- Part one would be an open session and Members were strictly required to only ask questions on Appendices A, 1 and 3
- Part 2 would be a closed session to members of the public and would allow Members to ask questions on Appendices 2 and 4.

Members were requested to note that Appendix 2 and 4 to the report was exempt from publication on the basis that it contained information of the description set out in paragraphs 14 and 21 of Part 4 of schedule 12 A of the Local Government Act 1972 and in all the circumstances of the case, the public interest in maintaining the exemption outweighed the public interest in disclosing the information and was exempt from disclosure as it contains information pursuant to paragraph 16 of the Local Government Act 1972.

Councillor Merry was invited to make an opening statement. She highlighted the fact that Fairwater Community Campus was one of the Council's flagship capital projects that brought together Cantonian High School, Woodlands School and Riverbank School. At its meeting on 13 June 2019 the Cabinet agreed the publication of statutory notices to:

- Increase the capacity of Cantonian High School from 6 forms of entry (6FE) to eight forms of entry (8FE) with sixth form provision for up to 250 pupils in new build accommodation;
- Expand the Specialist Resource Base (SRB) for learners with an Autism Spectrum Condition (ASC), hosted at Cantonian High School from 20 to 30 places in purpose-built accommodation in the new school buildings;
- Transfer Woodlands Special School to Cantonian's existing site and increase the capacity from 140 places to 240 places in new build accommodation;
- and Transfer Riverbank Special School to Cantonian's existing site and increase the capacity from 70 to 112 places in new build accommodation.

Members were informed that the new school site would have state of the art facilities and would mean the end of temporary classrooms. There had also been long standing historical issues with the school buildings and substantial investment to keep the school open a few years back. Members' attention was drawn to the high-quality new sports facilities, the Community café within the campus, the showcase space and also the enterprise hub and importantly it would be the first Cardiff school to be operating net zero in line with Welsh Government standards.

Members noted that there were elements of the paper that were commercially sensitive. The project was the largest of its kind in the United Kingdom and it was emphasised that three schools into one site was a huge undertaking on a secondary school site with the provision of well in excess of 150 ALN places and comprising 24,255 square metres. Members noted that analysis of relatively comparative schemes across the country had taken place. Members noted that benchmarking had taken place with two sets of consultants and the Welsh Government, due diligence had taken place and there had been an extensive tendering exercise. There was also a strong community focus with the project, net zero carbon and also a strong target around embodied carbon.

In terms of ALN places Members noted there would be a cost of £11.1m out of county places per annum if it was the case that the proposal was not proceeded which was quite significant and stark. Members noted there was a realisation that there was a lot of pressure on the Band B programme. There was a recognition of the need to move towards a rolling programme and consider all priorities, all schemes under that proposal.

Following a CGI presentation of the Fairwater Campus Band B Redevelopment, Members were invited to ask questions and make comments; the discussion is summarised as follows:

- Members sought assurances relating to the delivery of the project and asked whether there was confidence that timescales were achievable; and that the project would remain at the quality proposed and would provide value for money. Officers responded that the principles of value engineering were being adhered to - driving value out of the scheme without reducing quality. There were specific standards inputted in the tendering process in terms of lux levels and decibels. The electrical and mechanical systems had been completely reviewed and it was noted that if the current designs were compared to a year or so ago there would not be a significant difference. Members were assured that there had been a strong vision for the project and that was used to test the value engineering. Members agreed that given the scale of the project and its unique status they would be seeking to monitor and review the project regularly to ensure that there was satisfaction that the project was being delivered on time and to budget
- Members agreed that the new campus would be an improvement on what had been in place previously and asked if there were any updates on social value aspects. Officers responded that work was taking place with youth colleagues to establish a youth centre and additionally to support and provide enhancements for the football club. Plans were in place to establish a committee to look at resources to support social values. Members noted that it had been a relatively slow start to date because of the current stage the project but actions were now starting to take place and Members welcomed an update in due course.
- Members enquired about the location of the community facilities and any safeguarding issues in relation to this. Officers responded the Hub building and wellbeing hubs were located across the front and east side of site and would be opening for community use. Members were informed that the main buildings would be zoned so when opening would be done in such a way as to not affect the whole site. It was recognised that there was a need to make sure safeguarding was in place for the Community Café out of hours and it also presented a learning opportunity. Ultimately the design was such that there was no access to the rest of the school so safeguarding covered there.
- Members enquired regarding the parking on-site and whether this was sufficient and expressed concern about the impact on the community. Officers responded that the ratio for schools in terms of parking was one parking space for 30 children and with the special schools it was a slightly higher ratio. It was anticipated there would be an increase in active travel with new builds and work was taking place with the trade unions in relation to parking. Parking at the campus site was currently in line with the SPG and consultation was taking place with Highways for additional parking at the ski centre. Members also noted that there was parking available opposite the campus on the road which was not ideal but was why additional places had been provided. Car shares schemes were also being developed and staff with any disability or need were given priority. Members requested that when Fairwater Campus next came to Committee officers from Highways be included to give their views and perspective.

- Members sought clarification about the Welsh Government contribution to the project, and were informed that mainstream school contributions are usually 65%; and special schools at 75%; therefore this project would average approximately 70% WG contribution, with the remaining 30% being funded by the Council via borrowing and reserves.
- Members asked whether funds for future maintenance and upgrades to facilities at the site had been factored in and officers responded that this was an area that was being considered carefully at the moment. Members sought assurance that maintenance and upgrade issues were being included.
- Members asked questions regarding surplus places; the impact of other developments (e.g. Plasdwr) and ensuring capacity at Cantonian; Woodlands and Riverbank during the transition period. Officers responded that with any proposal it was vital to ensure it was communicated to the local population so the local population could access it. There would be a requirement to demonstrate the need for additional places and if the need was no longer present places would have to be deducted.

RESOLVED: That the public be excluded from the meeting for Part 2 of the item to consider Appendices 2 and 4 in accordance with paragraphs 14 of Part 4 of Schedule 12A of the Local Government Act 1972.

*****End of Part 1 – webcasting stopped 18:08*****

*****webcasting re-commenced – 18:46*****

Members welcomed the ambitious and exciting proposals for the Fairwater campus and the news that this would be the largest development of its kind in the UK and looked forward to monitoring the development closely going forwards.

RESOLVED: That the Chairperson writes to the Cabinet Member on behalf of the Committee expressing their comments and observations captured during the way forward.

25 : COMMITTEE BUSINESS REPORT

Members were provided with the following information:

- CYPSC Work Programme 2023/24
- Update on Replacement Local Development Plan (RLDP) Task & Finish Group Terms of Reference
- Update on the SOP Task & Finish Group
- Update on CYPSC – Informal Business
- Update on Relevant items Considered by other Scrutiny Committees.

A discussion took place on timing for Schools Recovery on the agenda for CYPSC and possibly combining with ALN for a future agenda item as it was on the work programme but not allocated to a meeting. In addition, Members suggested School Transport as an item if there were any gaps in the agenda.

RESOLVED:

- To agree the draft CYPSC Work Programme 2023/24 (Appendix A)
- To note and agree the Terms of Reference for the RLDP Task & Finish Group (Appendix B)
- To note the progress in relation to the SOP Task & Finish Group
- To note the progress in relation to those items distributed informally
- To note related items considered by other Scrutiny Committees

26 : URGENT ITEMS (IF ANY)

There were no urgent items.

27 : DATE OF NEXT MEETING

14 November 2023 at 4.30 pm.

The meeting terminated at 7.10 pm

**CYNGOR CAERDYDD
CARDIFF COUNCIL****CHILDREN & YOUNG PEOPLE SCRUTINY COMMITTEE:****14 NOVEMBER 2023**

ACHIEVING A SUSTAINABLE YOUTH WORK OFFER FOR CARDIFF

Reasons for the Report

1. To provide Members with background information to facilitate a pre-decision scrutiny of a proposal relating to Achieving a Sustainable Youth Work Offer for Cardiff attached at **Appendix A**, prior to consideration by Cabinet on the 23 November 2023.

Background to the Proposal

2. The attached Cabinet Report (Appendix A) report draws upon the findings and recommendations of an evidence informed review of Cardiff Youth Service in 2022, designed to inform a strengthened and sustainable delivery model that can support recovery post pandemic. This review was conducted within the context of the national position, and the recommendations of the recent report published by the Interim Youth Work Board for Wales¹. It utilised desk-based research, as well as feedback provided by a range of key stakeholders including the voice of young people.
3. It is also informed by an extensive follow on nine-month appraisal of Cardiff Youth Service, led within the Education Directorate and supported by youth leaders and professionals, community leaders and young people.

¹ <https://gov.wales/sites/default/files/publications/2021-09/achieving-a-sustainable-delivery-model-for-youth-work-services-in-wales-final-report.pdf>

4. Cardiff Youth Service provides the Council's Youth Work Offer for young people. A wider range of services for young people are also offered by other teams within the Council, and by partners across the city. The review of the Cardiff Youth Service operating model is the first phase of a wider review of services for adolescents, to achieve the longer-term ambition of delivering an effective, integrated model of provision that can respond to the individual needs of young people in Cardiff.

Further Information Highlighted in the Cabinet Report

5. The Cabinet Report attached at **Appendix A** is set out as follows:
 - Introduction to the Proposals – *paragraphs 5 – 7*
 - Policy Context for Youth Work in Wales – *paragraphs 8 – 12*
 - Organisational Context: Cardiff Youth Service - *paragraphs 13 – 19*
 - Key Findings and Recommendations of the Independent Youth Review (June 2022) - *paragraphs 20 – 27*
 - Responding to Young People's Needs - *paragraphs 28 - 30*
 - Outline Proposals for Change - *paragraphs 31 – 32*
 - The Vision and Operating Model – 'What we want to achieve' - *paragraphs 33 – 40*
 - Key Principles of the Operating Model - *paragraph 41*
 - Changes to the Existing Model of Provision - *paragraphs 42 – 43*
6. The draft Cabinet report also provides details on the following areas:
 - Financial Implications – paragraph 44
 - Legal Implications – paragraphs 45 - 52
 - Human Resources Implications – paragraphs 53 - 56
 - Property Implications – paragraph 57

Reason for Recommendations

7. The following recommendations are made to ensure that Cardiff Youth Service can respond efficiently and effectively to the increasing demands for support for young people at a community level and meet all legislative requirements for Youth Work in Wales.
8. Implementation of the new operating model will build solid foundations for the service to integrate as an important core component of a broader range of services for adolescents in the medium to longer term.

Recommendations set out in the Cabinet Proposals

9. Cabinet is recommended to:
 - Agree the proposed Vision, principles, and new operating model for Cardiff Youth Service.
 - Endorse the proposed focus upon Locality working, to strengthen and integrate youth work disciplines in a locality area, ensuring that teams are responsive to the needs of the community that they serve.
 - Receive updates from the Director of Education and Lifelong Learning, and relevant cabinet member, on the delivery of the actions identified within the report, to receive assurance that resources are appropriately prioritised to address the needs of the most vulnerable and at-risk children and young people.
 - Receive updates from the Chief Executive and relevant members of the Senior Management Team, in consultation with the relevant cabinet members, in due course, upon work being undertaken to work towards the longer term goals to integrate the Youth Service more effectively with wider Services for Adolescents.

Scope of Scrutiny

10. The scope of this scrutiny is for Members to consider and provide comments on the draft report to Cabinet, prior to its consideration of the report on the 23 November 2023.

Scrutiny Interest in this topic

11. Members highlighted the need for scrutiny on youth services and youth provision, and this is currently on the committee's work programme, where Members stated they would wish to receive information on the following:

- Look at what is available city-wide; identify gaps
- Look at what interventions are available
- What are the links within communities?
- Cabinet Member perspective
- Operational manager, senior staff in children's services and education.
- Key partners from police and health.
- To hear directly from the young people themselves.
- Key staff including those working directly with young people in the Youth Service. Someone with a critical eye as to what works/ what's missing

12. During the Way Forward discussion, Members may wish to consider and agree any further scrutiny of this issue.

Way Forward

13. At this meeting, the following Members and officers will be in attendance:

- **Cllr Peter Bradbury** (Cabinet Member for Tackling Poverty, Equality & Public Health (Tackling Poverty & Supporting Young People))
- **Melanie Godfrey** (Director of Education & Lifelong Learning)
- **Suzanne Scarlett** (Partnerships & Performance Manager, Education & Lifelong Learning)

Legal Implications

14. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct legal implications. However, legal implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf of the Council must (a) be within the legal powers of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. Scrutiny Procedure Rules; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

Financial Implications

15. 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:

1. consider the information provided in the report, appendices and presentations or statements;
2. consider whether they have any observations, comments or recommendations they wish to make; and
3. consider a way forward with regard to any future scrutiny of the issues raised.

Leanne Weston

Interim Deputy Monitoring Officer

8 November 2023

**CARDIFF COUNCIL
CYNGOR CAERDYDD**

CABINET MEETING: 23 NOVEMBER 2023

ACHIEVING A SUSTAINABLE YOUTH WORK OFFER FOR CARDIFF

**CABINET MEMBER FOR TACKLING POVERTY, EQUALITY & PUBLIC
HEALTH (TACKLING POVERTY & SUPPORTING YOUNG PEOPLE)**

(COUNCILLOR PETER BRADBURY)

AGENDA ITEM:

Reason for this Report

1. To consider proposals to achieve a sustainable, resilient Cardiff Youth Work Offer for young people in Cardiff, that responds to emergent need and the challenges that our communities are facing in the shadow of the pandemic, and the cost-of-living crisis.

Background

2. This report draws upon the findings and recommendations of an evidence informed review of Cardiff Youth Service in 2022, designed to inform a strengthened and sustainable delivery model that can support recovery post pandemic. This review was conducted within the context of the national position, and the recommendations of the recent report published by the Interim Youth Work Board for Wales¹. It utilised desk-based research, as well as feedback provided by a range of key stakeholders including the voice of young people.
3. It is also informed by an extensive follow on nine-month appraisal of Cardiff Youth Service, led within the Education Directorate and supported by youth leaders and professionals, community leaders and young people.
4. Cardiff Youth Service provides the Council's Youth Work Offer for young people. A wider range of services for young people are also offered by other

¹ <https://gov.wales/sites/default/files/publications/2021-09/achieving-a-sustainable-delivery-model-for-youth-work-services-in-wales-final-report.pdf>

teams within the Council, and by partners across the city. The review of the Cardiff Youth Service operating model is the first phase of a wider review of services for adolescents, to achieve the longer-term ambition of delivering an effective, integrated model of provision that can respond to the individual needs of young people in Cardiff.

Introduction

5. The Council's Stronger, Fairer, Greener ambitions firmly outline a commitment to improving the lives of the children and young people of the city, in particular to support and protect the most vulnerable. The introduction of the new 'Tackling Poverty, Equality and Public Health Portfolio' specifically states the ambition to respond to the recommendations of the independent review of Youth Services, ensuring that access to the service is available equitably across the city, based on need and is responsive to the different needs of different communities and groups of young people.
6. Throughout the pandemic and more recently, during significantly challenging episodes for young people, such as the disturbances in Ely in May 2023, the Youth Service has proven its value, stepping up to support young people when they have needed it most. This demand for help continues as we wrestle with education recovery, the decline in mental health and well-being, increasing poverty and ongoing societal challenges.
7. In essence, youth work is playing a crucial, multi-faceted role to help address a range of socio-economic, cultural, and personal challenges faced by young people. It is playing a pivotal part in ensuring that the younger generation is well-equipped, supported, and empowered to navigate the challenges of today's world.

Policy Context for Youth Work in Wales

8. Currently, through the Learning and Skills Act 2000, section 123, Welsh Ministers have directed local authorities to provide, secure the provision of, or participate in the provision of youth support services². The Welsh Government is currently reviewing the legislative basis for youth work services, and detailed policy work is currently being undertaken on how to strengthen it.
9. The Interim Youth Work Board (IYWB) (WG 2021) produced its [final report](#) on achieving a sustainable delivery model for youth work services in Wales in September 2021.

² See [Youth Work Strategy for Wales](#)

10. According to the IYWB (WG 2021), Youth work services provide or facilitate:
 - Safe spaces, relationships and activities within which young people can thrive and enjoy themselves, feel secure, supported and valued, learn to take greater control of their lives, and be informed and supported to make positive choices.
 - A range of different educational opportunities and experiences, which challenge both the institutions and young people themselves to enhance their personal, social and political development.
 - Access to relevant and trusted advice and information on rights, entitlements and opportunities, thus enabling young people to become advocates of positive change for other young people, their communities and Wales.
11. A Youth Work Strategy Implementation Board has now been established to provide advice to the Welsh Government. The Implementation Board will be expected to work with young people, the youth work sector and the Welsh Government to explore the recommendations further, and to identify appropriate actions and resources for delivery. The Board will run for two years in the first instance.
12. Five Implementation Participation Groups with over 60 representatives from across the sector and beyond, have been established to advise on specific aspects of the Board's work. Cardiff Youth Service is represented on two of these key groups. The primary focus of the Board at present is upon a Funding review, a Legislative review and the development of a Statutory body for Youth Work in Wales.

Organisational Context: Cardiff Youth Service

13. As stated by Estyn HMI in their 2021 report of Cardiff Local Education Authority, 'Cardiff Youth service provides high quality provision in prioritised areas of the city that includes a mixture of open access and targeted work. Young people, in the areas served, are at the heart of service development. Support for young people's emotional health and wellbeing and the effective use of digital platforms are particularly strong aspects of the provision'.
14. Cardiff Youth Service offers a range of programmes and services to support the personal, social, and educational development of young people aged 11 to 25. The service aims to provide young people with opportunities to develop their skills, knowledge, and experiences while addressing the challenges they face. These services and opportunities include:

- **Open Access Youth Clubs and Drop-ins:** To provide safe spaces for young people to socialise, participate in activities, and access support to manage their well-being.
- **Targeted Youth Provision:** To support young people with specific needs, including those at risk of becoming NEET (Not in Education, Employment, or Training), those involved in anti-social behaviour, or those facing other personal challenges.
- **Digital Youth Work:** To help young people engage with hard-to-reach individuals through online platforms, and also to help young people navigate the issues of the digital age such as online safety and bullying.
- **Information, Advice, and Guidance:** One to one and group information sessions or workshops on topics such as relationships, health, and careers.
- **Outreach and Street based Work:** Youth workers engage with young people in various settings outside of traditional youth centres, like parks or streets, to provide support and intervention.
- **School based Youth Mentoring:** To help young people facing challenges in maintain engagement in their education and learning, and to support access to appropriate curriculum offers, whilst improving attendance and well-being. Every high school can access a Youth Mentor.
- **Participation and Volunteering:** To give young people opportunities to participate in decision-making processes, contribute to their communities, and develop leadership skills.
- **Training and Accreditation:** Workshops, courses, and programmes that offer qualifications or certificates in areas that can help young people in their personal and career development.
- **Special Projects:** Depending on current funding and needs, there are projects that focus on particular areas, such as mental health, substance misuse, exploitation, safeguarding, arts, creativity, young leaders.
- **Inclusive Support for Vulnerable Groups:** Specific provisions exist to support vulnerable or marginalized groups, such as young LGBTQ+ individuals, those with Additional Learning Needs, those with disabilities (e.g., the Deaf Club), young carers and care experienced young people.
- **Access to Events, Outdoor and Adventure Activities:** To build aspirations, resilience, teamwork, and leadership skills among young people.

15. The majority of Cardiff Youth Service provision is geographically positioned within the Southern Arc of the City, where there is a concentration of deprivation and with approximately 35,500 children and young people living within the geographical area, (Cardiff 2030). It is important, however, to recognise that there are other pockets of deprivation situated within affluent post codes that also suffer from the impact of poverty.

16. There are currently seven Open Access Youth Work centres within targeted areas of the city, each led by a Senior Youth Officer, with links to a Youth Action Group (which is a collection of youth support services in each area). Some of these centres are sited in dedicated Youth Service buildings:

- North Ely Youth Centre (with some satellite provision in Caerau)
- Eastmoors Youth Centre
- Gabalfa Youth Centre
- Grassroots City Centre provision

Whilst others share a space in a Local Authority Hub:

- St. Mellon's Youth Den (dedicated space and access to shared facilities)
- Butetown Youth Services (booked access to shared facilities)
- The Powerhouse, Llanedeyrn (dedicated space and access to shared facilities).

17. Seven other thematic teams also exist, with a city-wide remit, each led by a Senior Youth Officer:

- Welsh Language Team
- Active Involvement Team
- Street-based and Mobile Provision
- Emotional Health and Well-Being Team
- Post 16 Team
- Digital Youth Work Team
- Inclusion Team

18. Additional youth provision across the City is funded via annual Youth Innovation Grants totalling £240,000, offered to Third Sector Groups, to increase provision in areas where the Local Authority offer is limited or has been withdrawn. There provisions are led by:

- Cathays & Central Youth and Community Group
- The Urdd (city wide and within the 3 Welsh medium secondary schools)
- YMCA, Plasnewydd
- South Riverside Community Development Centre
- Ministry of Life (Tremorfa, Gabalfa and Pentwyn)

19. In response to the increasing demand for Youth Work provision this year, the Youth Service has also:

- Commenced extended outreach provision in the communities of Radyr and Fairwater.
- Opened a fortnightly Youth Club, for a ten-week pilot, in partnership with the Police & Crime Commissioner at Channel View Leisure Centre.

- Delivered an extensive summer programme of activities for young people across the city.
- Recently agreed a six-month period of partnership work with the Home Office to enhance Street based youth work presence in Anti-Social Behaviour hotspots.

Key Findings and Recommendations of the Independent Youth Review (June 2022)

20. The review identified significant gaps in provision within certain geographical areas across the city, confirming that it is currently unfeasible for Cardiff Youth Service to deliver universal and targeted provision for all young people using current resources. It confirmed that a one-size-fits-all description of what services should look like on the ground is of limited value and that instead the provision offered should be dependent upon the identified needs of young people and communities.
21. It was recommended that the local authority adopts a strategic approach to developing a sustainable and balanced delivery model for both universal and targeted support for young people across the city, to include a mapping of all provision in geographical areas, as part of a five-year strategic plan, to inform and capture all providers and determine whether provision is sufficient to meet the needs of young people. In the interim, it was recommended that a short-term strategy is devised to deliver pop up and road show provision, within the geographical areas without any or significantly reduced provision.
22. The review highlighted the current reliance on external funding (over 50% of the budget) and the potential risk to the sustainability of such external grant funding in the current economic climate. It recommended that a risk analysis of current funding is conducted to determine levels of risk and prioritise most effective use of resources, to strengthen and protect services provided to the most vulnerable young people.
23. Significant emphasis within the review was placed upon workforce terms and conditions, sufficiency, and qualification levels. The review recommended the recruitment of a Workforce Development Officer to support recruitment and retention, continuous professional development, workforce planning and to enable compliance with the conditions of the Education Workforce Council for qualification and registration at specified levels, according to role.
24. The review identified the need to improve professional advocacy and the profile of the Youth Service, and to ensure that there is a clear understanding of the unique role and value of Youth Work. It was recommended that a designated senior officer within the Education Directorate should have sole responsibility

of the Youth Service, and that they should have a significant understanding of contemporary youth and community work and be able to professionally advocate on behalf of Cardiff Youth Service.

25. The review commended work already undertaken by Cardiff Youth Service to enable accessibility to Welsh Language and Bilingual Youth provision, via the development of a multi-lateral partnership with Menter Caerdydd and Urdd Gobaith Cymru.
26. Whilst recognising the successful work of the Youth Service in promoting equality, inclusion and diversity, the review recommended that as the five-year strategy is developed, that in partnership with the Child Friendly Cardiff team, the service should allocate adequate resources to continue to capture and respond to the voice of young people across the city.
27. A key aim of the review was to consider the integration of the Youth Service with wider youth support services and to encourage more collaborative work with schools, with education being an integral pillar of youth work. The incidence of services working in silos in some cases was highlighted, along with a lack of alignment to the Community Focused Schools agenda. At this stage, opportunities for improvement have not been fully explored. The need for a broader medium-term review of all services for adolescents in the authority is recognised and will progress during the year ahead.

Responding to Young People's Needs

28. Youth work is consistently essential, but its significance in Cardiff at this moment in time, in guiding, mentoring, and supporting young people should not be underestimated. Young people are facing unprecedented challenges, which is presenting in evidence from schools such as low attendance, persistent absence, rising exclusion figures, an increasing dependence upon part time education plans to support engagement and well-being, and increasing numbers of young people choosing to be educated at home.

KPIs	19/20	22/23
Secondary Attendance	93.18% (<i>when schools closed in March 2020</i>)	88.2%
Secondary Persistent Absence • % pupils with less than 50 % attendance	Not collected	3.85% (774 pupils)
Secondary Exclusions: Number of Days Lost	1173.5	3421.5
Secondary Exclusions: Number of Days Lost per 1000 pupils.	50.35	146.81

Number of Secondary Pupils EHE	163 (Jan 2020)	295 (Oct 2023)
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29. There is a documented rise in mental health issues among young people, and complex social issues such as substance misuse, peer pressure, poverty, family breakdowns, cultural tensions, anti-social behaviours, worklessness and housing issues, all add to the challenges faced. Youth workers, and youth spaces can offer safe environments and mentorship, helping young people to cope and navigate these complex situations. Youth work can also help foster resilience by offering opportunities for young people to learn, grow, face challenges, and bounce back from setbacks.
30. Placing youth work at the heart of our communities will enable young people to access trusted adults, with a continuum of support and familiarity at school and after school via regular open access sessions, targeted programmes, and via initiatives which respond to need outside the school day and during school holidays.

Outline Proposals for Change

31. In order to respond to the recommendations of the external review, the pressing issues affecting workforce deployment and EWC registration, and the increasing demands upon the Youth Service to respond to young people's needs post pandemic, a refreshed operating model for the Cardiff Youth Service is proposed, for implementation by April 2024. These proposals recognise that in the medium to longer term, further work will be required to fully understand and reshape the full range of Services for Adolescents being offered and/or commissioned by the Council to maximise service efficiency and effectiveness.
32. The vision aspired to, and the principles that will underpin the new operating model, seek to place operations on a firmer footing, with strengthened Service leadership, robust governance and performance management, parity of terms and conditions for staff, clear accountability for individual communities of need and dedicated resourcing to ensure that the most vulnerable young people can secure support.

The Vision and Operating Model – 'What we want to achieve'.

33. We aim to achieve a sustainable, impactful, high quality Youth Work Offer in the city, with strong locality teams at the core, to respond to the unique needs of the individual communities that they serve. These locality teams would be sited in the areas of highest deprivation, building on the existing Cardiff Youth Service offer and would work closely with wider services for young people in their areas.

34. Each of the Locality teams would offer:
- Universal Open Access Youth Club Provision, including during school holiday periods.
 - Targeted group work for the young people that need it the most.
 - A Street Based offer to support the hardest to reach young people.
 - Supervisory capacity to lead existing Inclusive Youth Groups in their geographical area (even if these serve a city-wide membership), to ensure that all current Inclusive Groups are maintained.
 - Youth support workers which work between the local secondary schools, EOTAS providers and community-based youth provisions, to provide one to one support and mentoring to young people and contribute to other locality offers.
 - A Youth Action Group, led by the Senior Youth Officer to bring together partners at a local level to co-ordinate needs analyses and planned partnership responses.
35. The Locality Teams would be supplemented by two thematic teams:
- A Welsh Language team to continue to build the Welsh Medium Youth Work Offer in partnership with Menter Caerdydd and the Urdd.
 - A Digital Youth Work team that will take responsibility for extending youth work via digital platforms, the Youth Service website and leading upon all promotion and marketing of services offered in partnership with the Corporate Communications team.
36. A City Centre Youth team would also continue to operate at the Grassroots location, but the offer would be modelled differently to respond to the demands of young people in the city centre environment, including those at risk of homelessness, or in crisis. This team would work in close partnership with other multi agency support service providers to respond effectively to complex needs.
37. The size of the locality teams and the number of teams could be scaled up or down to respond to presenting demand across the city. However, reach into new areas of operation will be dependent upon affordability, and the youth service being able to secure appropriate operating spaces.
38. In order to achieve this, in the short term, we propose to deliver:
- Enhanced strategic leadership of the Youth Service, through the appointment of a Principal Youth Officer, supported by two Youth Service Managers.

- A new Performance, Governance and Administrative Support team, to improve all aspects of corporate governance in the service, in particular financial and performance management, and greater accountability for outcomes for young people.
 - A Workforce Development Strategy, led by a new Workforce Development Officer to enable compliance with Education Workforce Council registration requirements, to aid recruitment and retention, and to improve opportunities for continuous professional development in accordance with the National Occupational Standards for Youth Work in Wales.
 - A more agile, responsive workforce, available 52 weeks of the year with parity of terms and conditions, enabling services during school holiday periods.
 - A sustained focus upon Youth Engagement & Progression, refocusing the use of the Vulnerability Assessment Profile in secondary schools, and within EOTAS settings to ensure pupils in Years 10 and 11 of their secondary education are closely tracked, monitored and supported in the lead up to Post 16 transition.
 - A new referral pathway to enable 1:1 youth work support to be requested for any young person, via a central triage and allocation point, enabling allocation of support from the locality team serving their area of residence. Support for Children Looked After will be prioritised. Youth workers would also aim to support young people being 'stepped down' from statutory services, such as Youth Justice Services.
 - Over time, this centralisation of intelligence will enable a much greater understanding of need and will contribute to the future integration of referral pathways across the Council, to enable one point of entry to targeted support from the broader range of services for young people.
 - An improved Cardiff Youth Service Website and Information Service, to provide easily access to the services on offer.
 - An improved Youth Work Curriculum Offer, which explores opportunities to re-introduce access to informal and non-formal activities that offer greater experiential learning, including Outdoor Education, Adventure, Exchanges, and the Duke of Edinburgh Award.
 - Improved Service Level Agreements with any third-party accessing Youth Innovation Grants from the Council, which clearly set out the standards of service expected and the impact to be achieved.
 - Improved youth work environments within core buildings ensuring that all essential maintenance works to address any health and safety concerns are completed without delay.
39. Once these fundamental changes have been implemented, we propose to commence the development of a Five-Year Youth Work Strategy for Cardiff, which would include a defined approach to the designation of a variety of 'Youth Work spaces' across the city.

40. This Youth Work Strategy would form part of a wider integrated corporate strategy for 'Services for Adolescents', whereby we would actively seek opportunities to integrate youth work with wider citywide developments such as Community Focused Schools, Sustainable Communities for Learning, shared Multi-use Community Hubs, Play, Community Safety & Inclusion, Violence Prevention, Early Help & Family Support, Into Work & Advice Services, Adult Learning and Council Place Making strategies.

Key Principles

41. The key principles underpinning the proposed operating model are:
- Young people's engagement with services will be voluntary, starting at whatever point they are in their lives, regardless of circumstance, to promote a sense of belonging, self-worth, aspiration, pride and citizenship.
 - Youth work will have at its core the importance of providing safe environments and spaces for young people, to support their safety and well-being at all times.
 - Young people have the right to access youth work through the mediums of English and Welsh.
 - Youth work will be delivered by professionals qualified in accordance with the expectations of the Education Workforce Council, from Level 3 to Degree qualified.
 - Staff will benefit from progression pathways through the service, with roles defined at a sequence of levels, complemented by opportunities to join the service as a volunteer, trainee or apprentice, and to secure placements through partnership with degree providers.
 - Youth work leaders will enable and encourage strong partnership and collaboration at a Locality level, to optimise the knowledge, skills, experiences and resources of others – for example, Community Hubs, the Third Sector, Leisure & Recreation providers and Neighbourhood Policing teams.
 - Youth work resources will be deployed carefully to ensure that youth workers fulfil roles that most need their skills and aptitude, to achieve greatest impact.

- Meaningful participation, equality and inclusion will be paramount across the service, and will be considered a priority for all, not only for singular themed teams.
- Where it is necessary to maintain dedicated, thematic, inclusive youth clubs, to respond to the needs of discrete targeted groups, these will continue. Good practice will be shared across the service.
- Children Looked After will be prioritised in any request for one to one youth work support.

Changes to the Existing Model of Provision

42. To achieve the desired shift to the new Operating Model, the following existing practices would need to change:
- **Street based Youth Work** – would be embedded in locality teams, led by the locality Senior Youth Officer and where appropriate will complement other frontline engagement services offered by services such as neighbourhood policing and community inclusion teams.
 - **Emotional Health & Well-being** – practice would be embedded in locality teams, with all teams offering youth work led projects to support young people’s emotional health and wellbeing.
 - **Inclusion** – existing ‘inclusive youth clubs’ would be managed by the locality team within the geographical area in which they operate. For example, the ‘Deaf Club’ would be managed by the East Locality Team. All locality teams would be expected to deliver inclusive practice across the wider range of services they offer.
 - **Active Involvement** – as a key pillar of youth work, all teams would be expected to be fully trained in Participation standards and Children’s Rights, to promote the meaningful engagement of young people in governance and curriculum. The Child Friendly Cardiff Team would retain leadership of the Cardiff Youth Council, to ensure this is strategically utilised across the Council, and would provide any Rights or Participation based training required by the Youth Service workforce.
 - **Post 16** – the management of Careers Wales 16 – 18 NEETS data and the allocation of youth mentoring support would continue in accordance with the requirements of the Welsh Government Youth Engagement and Progression Framework. Where possible, referrals for Post 16 youth mentoring support, for those ready to enter the Labour Market, would be signposted to Into Work Services. The Youth Service would seek to provide the more intensive support to young people who are not ready to move into education, employment or training due to complex barriers and challenges in their lives.

- The Youth Service would no longer manage the entire Vulnerability Assessment Profile (VAP) for children and young people. Responsibility for the ongoing development and deployment of this tool would be considered by the Children & Young People's Board, to explore join up with the 'Single View of a Child' developments in the Corporate Centre. This would ensure that a wider perspective of the presenting needs of children and young people can be considered by a wider range of services, with a joined-up and co-ordinated Council wide response.
 - Senior Youth Officers would be expected to collaborate to manage shared challenges and opportunities across the service, with Senior Youth Support Workers developing areas of expertise in certain practice, to drive innovation and change across the service and build capacity.
 - Staff contracts will be reviewed to enable services to be delivered more flexibly over 52 weeks of the year, instead of 44 weeks (term time only).
43. The desired outcome of the above changes would be a more robust, resilient, and responsive service, enabling a more efficient and effective service to be provided to young people, in particular the most vulnerable. All changes would be managed through the Council's Management of Change process.

Financial Implications

44. The report sets out the new Youth Services operational model aspirations following the Youth Review and its subsequent recommendations. Underpinning the operational model are key principles, of which their implementation will likely have revenue financial implications. Their implementation will require appraisal of different delivery options, and detailed financial implications verified by finance will need to be authorised following sufficient oversight from appropriate levels of management across the authority. The implementation of the model will need to be within future financial parameters, which will be set out as part of the budget setting process for 2024/25.

Legal Implications (including Equality Impact Assessment & Child's Rights Impact Assessment where appropriate) DRAFT PENDING CLARIFICATION.

45. The report sets out a number of general proposals and aspirations. Legal advice should be sought with regards any specific proposals as and when developed and prior to proceeding.

Equality Duty:

46. In considering this matter, the Council must have regard to its public sector equality duties under the Equality Act 2010 (including specific Welsh public sector duties). This means the Council must give due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics. The protected characteristics are: age, gender reassignment, sex, race – including ethnic or national origin, colour or nationality, disability, pregnancy and maternity, marriage and civil partnership, sexual orientation, religion or belief – including lack of belief.
47. When taking strategic decisions, the Council also has a statutory duty to have due regard to the need to reduce inequalities of outcome resulting from socio-economic disadvantage ('the Socio-Economic Duty' imposed under section 1 of the Equality Act 2010). In considering this, the Council must take into account the statutory guidance issued by the Welsh Ministers ([WG42004 A More Equal Wales The Socio-economic Duty Equality Act 2010 \(gov.wales\)](#)) and must be able to demonstrate how it has discharged its duty.

Child's Rights Impact Assessment

48. *To follow*

Well Being of Future Generations (Wales) Act 2015

49. The Well-Being of Future Generations (Wales) Act 2015 ('the Act') places a 'well-being duty' on public bodies aimed at achieving 7 national well-being goals for Wales - a Wales that is prosperous, resilient, healthier, more equal, has cohesive communities, a vibrant culture and thriving Welsh language, and is globally responsible.
50. In discharging its duties under the Act, the Council has set, and published well-being objectives designed to maximise its contribution to achieving the national well-being goals. The well-being objectives are set out in Cardiff's Corporate Plan 2023-26. When exercising its functions, the Council is required to take all reasonable steps to meet its well-being objectives. This means that the decision makers should consider how the proposed decision will contribute towards meeting the well-being objectives and must be satisfied that all reasonable steps have been taken to meet those objectives.

51. The well-being duty also requires the Council to act in accordance with a 'sustainable development principle'. This principle requires the Council to act in a way which seeks to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs. Put simply, this means that Council decision makers must take account of the impact of their decisions on people living their lives in Wales in the future. In doing so, the Council must:

- Look to the long term.
- Focus on prevention by understanding the root causes of problems.
- Deliver an integrated approach to achieving the 7 national well-being goals.
- Work in collaboration with others to find shared sustainable solutions.
- Involve people from all sections of the community in the decisions which affect them.

The decision maker must be satisfied that the proposed decision accords with the principles above; and due regard must be given to the Statutory Guidance issued by the Welsh Ministers, which is accessible using the link below: <http://gov.wales/topics/people-and-communities/people/future-generations-act/statutory-guidance/?lang=en>

General

52. The decision maker should be satisfied that the decision is in accordance with the financial and budgetary policy and represents value for money for the council. The decision maker should also have regard to, when making its decision, to the Council's wider obligations under the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards. With regards any contracts and/or grants, the client department should comply with any relevant rules and procedures, including but not limited to contract procedure rules and associated legislation.

HR Implications

53. The reorganisation of the Youth Service is being recommended to develop a sustainable and balanced delivery model, to ensure that there is a skilled, engaged, and diverse workforce in order to deliver the service and priorities within the Youth Service as set out in paragraph 37 of the report. The report sets out how the proposals will achieve the required change in a structured and planned approach in a fully consulted way.

54. A full consultation with staff and trade unions would need to take place following the agreement of this report. Full support would be offered to staff and managers by HR People Services throughout the reorganisation of the Youth Service. This would involve guidance for Senior Managers on the process, agreed timescales, attendance at consultation meetings, meetings with staff

where appropriate and managed within the Councils HR Policies and Procedures and the provision of FAQs to Staff.

55. Where possible existing staff would resource the reorganised Youth Service structure, which ensures that skills and knowledge are retained and offers development opportunities to existing staff.
56. A key aspiration for the Council is to achieve staff reductions as far as possible through redeployment rather than voluntary or compulsory redundancies. Therefore, the Council is committed to maximising opportunities for staff to secure employment in other areas of the Council, through redeployment into required vacancies in Directorates.

Property Implications

57. There are no specific property implications in respect of the 'Achieving A Sustainable Youth Work Offer For Cardiff report'. Where there are any associated property management matters, acquisitions or valuations required to deliver any proposals, they should be done so in accordance with the Council's Asset Management process and in consultation with Strategic Estates and relevant service areas.

Reason for Recommendations

58. The following recommendations are made to ensure that Cardiff Youth Service can respond efficiently and effectively to the increasing demands for support for young people at a community level and meet all legislative requirements for Youth Work in Wales.
59. Implementation of the new operating model will build solid foundations for the service to integrate as an important core component of a broader range of services for adolescents in the medium to longer term.

RECOMMENDATIONS

Cabinet is recommended to:

1. Agree the proposed Vision, principles, and new operating model for Cardiff Youth Service.
2. Endorse the proposed focus upon Locality working, to strengthen and integrate youth work disciplines in a locality area, ensuring that teams are responsive to the needs of the community that they serve.

3. Receive updates from the Director of Education and Lifelong Learning, and relevant cabinet member, on the delivery of the actions identified within the report, to receive assurance that resources are appropriately prioritised to address the needs of the most vulnerable and at-risk children and young people.

4. Receive updates from the Chief Executive and relevant members of the Senior Management Team, in consultation with the relevant cabinet members, in due course, upon work being undertaken to work towards the longer term goals to integrate the Youth Service more effectively with wider Services for Adolescents.

SENIOR RESPONSIBLE OFFICER	Director Name

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**CYNGOR CAERDYDD
CARDIFF COUNCIL**

CHILDREN & YOUNG PEOPLE SCRUTINY COMMITTEE

14 NOVEMBER 2023

YOUTH JUSTICE SERVICE – UPDATE

Purpose of the Report

1. Following the publication of the HMIP Inspection report of the Youth Justice Service in 2020, the Children & Young People Scrutiny Committee agreed that it would prioritise the Youth Justice Service as a topic for scrutiny and has continued to monitor improvements since this time.
2. **Appendix A** attached to this report provides Members with an update on progress in relation to the Youth Justice Service.

Background

3. The Cardiff Youth Justice Service (YJS) is a statutory partnership set up under the Crime and Disorder Act 1998 to work with 10 to 18-year-olds and their families, to prevent anti-social behaviour, offending and re-offending. YJS workers provide intervention and support to young people sentenced to a community penalty or custody or those dealt with by an out-of-court disposal, as well as prevention and diversion work to try to steer young people away from entering the youth criminal justice system. They also offer support to victims of youth crime and anti-social behaviour.
4. The inspection, in January 2020 was led by HMI Probation and supported by inspectors from Care Inspectorate Wales, Estyn, Healthcare Inspectorate Wales, and HMI Constabulary and Fire & Rescue Services (HMICFRS).

5. At that time, Cardiff Youth Offending Service was rated as 'Inadequate' across all areas of work: leadership and staffing; working with partners such as health, education and police; and providing services to children and young people who have offended and to their victims. The inspection found improvement was required across all areas. The report made 14 recommendations. A subsequent Strategy and Action Plan "All Our Futures" was agreed and implemented.

6. A further inspection was undertaken in March 2022 and the report was published on 2 August 2022. HMIP concluded that...

Overall, Cardiff YJS was rated as 'Requires improvement'. We also inspected the quality of resettlement policy and provision, which was separately rated as 'Good'.

HMIP made 7 recommendations in the August 2022 report.

7. In October 2022, this Scrutiny Committee received a copy of the "Building Safer Futures Together", the Youth Justice Services Strategy for 2022-2024. This built on the "All Our Futures" Strategy and set out key data and improvements to date; as well as setting out 3 key commitments for the lifetime of this Plan. These commitments are:
 - Working With Children, Families and Partners
 - System Analysis and Change
 - Better Choices; Safer Places

A link to the Strategy document can be found here, for Members reference:

[Youth justice services strategy 2022 to 2024 \(cardiff.gov.uk\)](https://www.cardiff.gov.uk/youth-justice-services-strategy-2022-to-2024)

Issues

8. Since the Inspection in 2020, this Scrutiny Committee has monitored progress and improvements to the YJS, via bi-monthly updates. At its work programming forum on the 19th July 2022, this Committee agreed that, given the progress and improvements made within the YJS and the Youth Justice Board for England and Wales's decision to 'de-escalate' the Service from Stage 3 to Stage 1, the Committee would now receive YJS Updates on a quarterly basis. In June 2023, the Committee agreed to a further commitment of quarterly updates.
9. Attached at **Appendix A** is an update on the Youth Justice Service provided by the Service Area. Some of Appendix A's content refers to requests made by this Scrutiny Committee following its last update in June 2023. An extract from the Chair's letter is attached at **Appendix B** for reference.

Previous Scrutiny

10. At its meeting on the 30 July 2020, CYPSC considered the YJS Inspection Report and the Council's response to it¹. It was agreed that the Committee would monitor developments in relation to
 - Youth Justice Board Governance and Progress
 - Performance Measures
 - Engagement and consultation with Young People and their Families/Carers
 - Improved/Joined working internally
 - Improved/Joined up working across the Partnership
11. As stated in Paragraph 1 of this report, CYPSC Members agreed that YJS be a priority topic for the Committee's work for the foreseeable future. Members have received updates across Children's Services (including YJS) at the following CYPSC meetings:

¹ [Agenda for Children and Young People Scrutiny Committee on Thursday, 30th July, 2020, 4.30 pm : City of Cardiff Council \(modern.gov.co.uk\)](#)

- 30 July 2020 – full briefing to Committee
- 15 September 2020 – during the consideration of the Local Authority Social Services Annual report 2019/2020
- 12 October 2020 – during the Children’s Services Update
- 15th March 2021 – full briefing to Committee
- 11 May 2021 – full briefing to Committee; meeting with young people in the YJS
- 13 July 2021 - full briefing to Committee
- 13 October 2021 – full briefing to Committee
- 9 December 2021 – full briefing to Committee
- 1 March 2022 – full briefing to Committee
- 19 October 2022 – full briefing to Committee
- 20 March 2023 – full briefing to Committee
- 13 June 2023 - full briefing to Committee

12. In addition to the issues highlighted in Paragraph 10, during these briefings, Members have made comments and requested evidence in relation to the following:

- Post 16 opportunities/NEETs/Young Homeless (September and October 2020)
- Recruitment and retention of staff (September 2020; May 2021; October 2021)
- Demand on Services (October 2020; July 2021; October 2021)
- Staff Health & Wellbeing (October 2020; October 2021)
- Role of the Judiciary (October 2020)
- Quality Assurance (March 2021; October 2022)
- HMIP Inspection (March 2021; March 2022; October 2022)
- Early Help (March 2021)
- Impact of Strategic Partners (March 2021; December 2021)
- The Voice of young people (March 2021)
- Meeting young people (May 2021)
- Engagement and Evidence Gathering (May 2021; July 2021)

- Partnerships and Joined-Up Working (May 2021; July 2021; December 2021; March 2022; October 2022; March 2023)
- Funding and Resources (May 2021)
- Substance Misuse (July 2021)
- Young People Vulnerable to Criminal Exploitation (July 2021; December 2021; March 2022; March 2023)
- Impact Evidence (October 2021)
- SAFE Model (October 2021; March 2022)
- Prevention and Early Intervention (December 2021; October 2022; March 2023)
- Resettlement Tracker (December 2021)
- First-time entrants into the system (March 2022)
- Diversity and proportionality of those in the YJS (March 2022)
- Reoffending rates (March 2022; March 2023)
- Turnaround Grant (March 2023)

Way Forward

13. Members will be able to agree any comments, concerns or recommendations that they wish to pass on to the Cabinet Member, Director of Children's Services and Operational Manager, YJS arising from the update in **Appendix A**.

Legal Implications

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

undertaken in accordance with the procedural requirements imposed by the Council e.g. Scrutiny Procedure Rules; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

Financial Implications

15. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct financial implications at this stage in relation to any of the work programme. However, financial implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet will set out any financial implications arising from those recommendations.

RECOMMENDATION

That Committee considers this report and its Appendices and agrees any recommendations, comments or advice it wishes to offer to the Cabinet Member, Independent Chair of the Youth Justice Board; Director of Children's Services and Operational Manager, Youth Justice Service.

Leanne Weston

Interim Deputy Monitoring Officer

8 November 2023

**Cardiff Youth Justice Service
Report to Children & Young People Scrutiny Committee
November 2023**

Independent Chair Update on YJS Management Board progress – Dr Sue Thomas

Sue Thomas took over as the Independent Chair of the YJS Management Board in July 2023. Since then, Sue has chaired one board meeting, which included discussion of a response from Cardiff to the Ministry of Justice's consultation on the future of the remand grant and subsequently prepared a response with the Operational Manager. Four substantive options are under consideration.

Sue also worked with the YJS to prepare its response to a National Standards self-audit of court work (requested by YJB Cymru). The evidence was presented to a focus group of Board and sub-committee members for consideration and several positive amendments were made following their recommendation.

Sue and Angharad also worked together to prepare additional information for Cardiff's Sustainability Action Plan to support its application to be a Child Friendly City. Sue has met with the Youth Justice staff team on several occasions and attended a team managers meeting. She is also liaising with various board members regarding induction and attendance.

Operational Manager Update on Youth Justice Service progress – Angharad Thomas

1) Staffing

The team has been depleted over recent months due to staff sickness and vacancies, but management and staff have worked together to maintain business as usual in respect of YJS work. Vacancy management still continues to be an issue within the team – particularly around social worker recruitment however the YJS OM has been in discussions with the YJB, HR and Trade Unions around a possible solution expanding the qualification criteria for report writers in line with the Sentencing Act 2020 and will soon be moving to a staff consultation process.

One manager – Interventions and Planning - has returned from Maternity leave and commenced full time duties, however the Prevention and Partnerships Senior Officer will be leaving in December. We have a number of excellent candidates that have applied for this post and shortlisting is currently taking place.

We have short-term arrangements in to allow for specific posts to be covered through agency workers and the YJS team have shown great resilience and flexibility in supporting each other through case management and report writing tasks.

We also have a new Probation secondee starting in December to support with transition work.

2) Project Updates.

a) Activity programme

Over the summer and October half term, Cardiff YJS ran a successful summer programme of activities to provide our young people with the opportunity to take part in constructive pursuits and group interventions. There were a range of options for young people to choose from, from sporting activities to sessions with animals and offence focused workshops. (presentation included with this report)

The most popular activities throughout the summer which were regularly attended included weekly go karting sessions, fishing and a trip to Cefn Mably farm. Comments from young people who attended included *'I've liked doing things I wouldn't normally get to do in the summer'* and *'it was fun having staff do the activities and give everything a go even when they were scared!'*. For those who enjoyed creative activities, we held an Art project at our office to help design and decorate one of our rooms, to ensure we have an appropriate space for our young people to learn and relax in.

b) Interventions

This year, we introduced 3 group interventions to support our young people- peer influence, substance misuse and weapons awareness. When asked for feedback, one young person said *'the intervention was better than I thought and I learnt a lot'*. Another said, *'I liked being able to give my opinion in the workshop and have someone listen to it'*.

In addition to this, at the beginning of summer we introduced Girls Group, as one of our current focuses is to expand upon how we are working with girls involved in the Youth Justice Service. Initially, we only had one girl attend but by the end of summer, 5 girls had attended sessions, taking part in activities such as cooking, hair design and jewellery making.

Staff feedback from the summer programme included *'It has been nice to provide new experiences and opportunities for our young people. The Alpaca walking was like a well-being session, and it was lovely to see the young people smiling the whole time'*. Another staff member said *'it was refreshing to see the young people having positive interactions with the general public, challenging the negative perception we often see in the press'*.

Further feedback was- *'The weapons workshops were positive and are something that can now continue with our young people. The football was also excellent- it was great to see the young people enjoying themselves, especially when receiving their certificates and football shirts'*. Overall, staff felt that it was very rewarding to be able to see young people enjoying being carefree and just enjoying being children and young people.

We have also started a photography project – My World where young people can showcase Cardiff through their eyes.

3) Performance and KPIs

Staff Supervision:

The target is 1 supervision per month (LA staff) and every other month for partnership staff **88%** of planned supervisions have been undertaken over the past quarter. An increase from 72% during last quarter.

The average caseload for the service has moved to over 150 from approximately 135 last year – this is deemed to be as a result of the introduction of Crossroads and an increase in referrals to the project following it's 're-branding' and widening of eligibility criteria to include those young people on Police bail.

Within all of this, first time entrants to the Youth Justice System along with reoffending rates continue to decrease.

We are about to submit our Q1 and Q2 data to the Youth Justice Board (YJB) relating to the new KPI's. This has had to be completed manually due to us awaiting a system upgrade.

We submitted our Youth Justice Plan to the YJB in the Summer. Last year Cardiff received an 'Outstanding' rating. This year plans are not being rated, however Cardiff did receive very positive feedback on the plan in October – a summary is below:

'A well-written plan. Easy to navigate, understand and analyse. Examples of good practice and partnership working. A comprehensive breakdown of performance, priorities, and budgets.'

Reference to the UN Convention on the Rights of the Child. The service's commitment to meet 7 UNICEF child-rights based approach principles is discussed in the Building Safer Futures Together (22-24) strategy (embedded in plan). A high quality YJ Plan that was easy to navigate. The structure was followed. Examples of practice that could be considered for the Resource Hub. Strong examples of partnership working.

An absolute pleasure to read.'

4) **Response to questions regarding Education and exclusion data within the Chair's Letter June 2023**

We recruited into the vacant Education Officer post in the Summer following the departure of the previous post holder and the maternity leave starting of our YJS officer within Education. We were fortunate to be able to offer a secondment to a colleague within the Education directorate. Due to unforeseen and unexpected circumstances, the new officer has had to take some time off work so we have been unable to provide education data as requested during this update. She will be returning to work in the near future so however we will endeavour to ensure it is provided in our next update.

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Date: 3 July 2023

My Ref: CYP/YJS_Q4/June23



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EXTRACT

Councillor Ash Lister
Cabinet Member for Social Services (Children's)
County Hall
Atlantic Wharf
CARDIFF
CF10 4UW

Dear Ash,

CHILDREN & YOUNG PEOPLE SCRUTINY COMMITTEE – 13 JUNE 2023 – YOUTH JUSTICE SERVICE UPDATE AND 2022/23 Q4 PERFORMANCE

Please accept my thanks on behalf of the Committee for attending the Children & Young People Scrutiny Committee to provide us with an update on the Youth Justice Service. Please also pass on our thanks to Angharad Thomas and Sarah Skuse.

The comments, observations and recommendations below were captured during the Committee's discussion at the Way Forward.

YJS Update

We wish to reiterate our thanks in relation to the report submitted to committee Members ahead of the meeting. As we stated at the meeting, directly addressing issues raised at March meeting letter was very useful, and we would request that this approach continue going forward. This would mean that no formal response to YJS issues is required (unless otherwise stated), but addressed in the quarterly updates, which we have agreed we would wish to continue to receive.

During our discussions with you and during the way forward, we agreed that we would wish to meet with the new Chair of the Youth Justice Board at our next meeting with you, which will be the 10 October 2023. Please could Angharad email Alison the Chair's contact details, so that we can ensure that he is formally invited to the meeting.

During the meeting, we asked a number of questions on the following issues and were satisfied with the responses:

- Attendance at school – pre and post Covid pandemic data
- Confidence on the operation and sustainability of demands on the service
- Whether evaluations of the projects set out in the YJS Update were being undertaken
- Whether evaluations include looking at best practice in this area
- Exclusions, particularly fixed term, and whether there were sufficient resources, a collective approach and sharing of information on this.

In the next update, please could you provide details on the following:

- Arising from questions on exclusions, Members were informed that data was available on exclusions; and we would request that, in partnership with Education colleagues, reporting on exclusions be added to the quarterly updates. Initially, Members would welcome an overall picture/profile of the situation, but also include the following:
 - Comparative data of exclusions for those in the YJS against the general school population, including the average number of days in relation to fixed term exclusions;
 - Number of pupils excluded (reported by YJS against the general population) and some data on how many of these are excluded a number of times
 - What proportion of young people within the remit of YJS have an additional learning need
 - What is the school attendance of young people within the remit of YJS compared with the general school population.
- You mentioned whilst discussing exclusions that a piece of work was being undertaken around exclusions, knife crime and other related issues. Please could you inform us on who is undertaking/leading this study, and either provide a copy of the output report (if available) or an indication of when it is likely to be available for this scrutiny committee to have a copy.
- During the Way Forward, Members raised the issue of diversionary activities proposed for the summer academic break for this cohort. Members will be considering summer provision generally at the Committee's July meeting. However, Members would welcome some information/reflection on the success/impact of diversionary summer activities for young people in the YJS at your next update in October.

Once again, on behalf of the Committee, please pass my sincere thanks to all who attended Children & Young People Scrutiny Committee.

Yours sincerely,

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

COUNCILLOR LEE BRIDGEMAN

Chairperson – Children and Young People Scrutiny Committee

CC: CYPSC Members

Sarah McGill, Corporate Director, People and Communities

Deborah Driffield, Director of Children's Services

Angharad Thomas, Operational Manager, YJS

Sarah Skuse, Operational Manager – Assessment and Care Planning

Liz Williams/Debra Willis, PA to the Corporate Director

Jennifer Goss, Cabinet Support Office

Kim Thorpe, PA to the Director of Children's Services

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