

# Public Document Pack

## AGENDA

**Committee** CHILDREN AND YOUNG PEOPLE SCRUTINY COMMITTEE

**Date and Time of Meeting** TUESDAY 11 NOVEMBER 2014 AT 2.30 PM

**Venue** COMMITTEE ROOM 4 - COUNTY HALL

**Membership** Councillor Richard Cook (Chairperson)  
Councillors Boyle, Chaundy, Gordon, Govier, Murphy, Rees and Lynda Thorne and one vacancy.  
  
Patricia Arlotte (Roman Catholic representative), Catrin Lewis (Parent Governor representative) and Vacant (Church in Wales representative)

- |          |  | <i>Time approx.</i> |
|----------|--|---------------------|
| <b>1</b> | <b>Apologies</b>   | 2.35pm              |
| <b>2</b> | <b>Declarations of Interest</b> - to be made at the start of the agenda item in question, in accordance with the Members' Code of Conduct.   | 2.35pm              |
| <b>3</b> | <b>Minutes</b> - to note the minutes of the meeting of the Children and Young People Scrutiny Committee meeting held on 7 October 2014.  | 2.40pm              |
| <b>4</b> | <b>Central South Consortium - Annual Performance Report</b>  | 2.40pm              |
|          | (a) Hannah Woodhouse (Managing Director of Central South Consortium).will introduce the report   |                     |
|          | (b) Councillor Julia Magill (Cabinet Member for Education and Skills) will be in attendance and may wish to make a statement.  |                     |
|          | (c) Nick Batchelar (Director of Education and Lifelong Learning) will be available to answer any questions members may have.   |                     |
|          | (d) Questions from Committee Members.  |                     |
| <b>5</b> | <b>Estyn Monitoring Visit Action Plan - Progress Report</b>  | 3.45pm              |
|          | (a) Councillor Julia Magill (Cabinet Member, Education and Skills) will be in attendance and may wish to make a statement.   |                     |
|          | (b) Nick Batchelar (Director of Education and Lifelong Learning), Carol Jones (Assistant Director of Education and Lifelong Learning) and Marie Rosenthal, County Clerk and Monitoring Officer, will introduce their elements of the report. |                     |

(c) Questions from Committee Members.

**6 Cardiff Youth Offending Service - Annual Plan** 4.15pm

(a) Councillor Sue Lent (Cabinet Member, Early Years, Children & Families and Deputy Leader) will be in attendance and may wish to make a statement.

(b) Ingrid Masmeyer (Cardiff YOS Manager) will introduce the report.

(c) Questions from Committee Members

**7 Way Forward** 5.00pm

**8 Date of Next Meeting** - The next regular meeting will be held on Tuesday 9 December at 4.30pm.

**Marie Rosenthal**  
**County Clerk & Monitoring Officer**

Date: Wednesday 5 November 2014  
Contact: Paul Burke,  
029 2087 2412, PaBurke@cardiff.gov.uk

# Agenda Item 3

## CHILDREN AND YOUNG PEOPLE SCRUTINY COMMITTEE

7 OCTOBER 2014

Present: Councillor Richard Cook (Chairperson), Councillors Boyle, Govier, Murphy, Dianne Rees and Thorne.

Co-opted Members: Ms C. Lewis (Parent Governor Representative)

Apologies: Councillors Davis, Gordon and Mrs P. Arlotte (Roman Catholic Representative)

### 28: DECLARATIONS OF INTEREST

The Chairperson reminded Members of their responsibility under Part III of the Members' Code of Conduct to declare any interest in general terms and to complete personal interest forms at the start of the meeting and then, prior to the commencement of the discussion of the item in question, specify whether it is a personal or prejudicial interest. If the interest is prejudicial Members would be asked to leave the meeting and if the interest is personal, Members would be invited to stay, speak and vote. The following declarations were made:

<i>Councillor</i>	<i>Item</i>	<i>Interest</i>
Rees	Item 6: Budget Monitoring Report - Education.	Personal: Member of governing body of Pontprennau Primary School.

### 29: MINUTES OF LAST MEETING

The minutes of the meeting of 3 September and 9 September were agreed as a correct record and signed by the Chairperson.

### 30: CSSIW – LOOKED AFTER CHILDREN INSPECTION REPORT

The Chairperson welcomed Councillor Lent, Deputy Leader and Cabinet Member, Early Years, Children and Families, Tony Young, Director of Children's Services, Debbie Martin-Jones, Operational Manager, Looked After Children Services and Pam Clutton, Lead Inspector, Care and Social Services Inspectorate Wales.

This report provided the Committee with an opportunity to receive the inspection report resulting from an inspection undertaken in May 2014 by the Care and Social Services Inspectorate for Wales (CSSIW), which was part of a CSSIW national inspection programme into the Safeguarding and Care Planning of Looked After Children (LAC) and care leavers who exhibit vulnerable or risky behaviour.

Pam Clutton gave a presentation on the report.

The Committee was informed that the CSSIW looked at a sample of cases, cases featuring children over the age of ten years and care leavers who fall into any one of thirteen categories of vulnerability, such as those who have absconded from their placement and those who are in danger of sexual exploitation. The CSSIW selected cases where there were multiple vulnerabilities and tracked three of these cases, looking at them in depth and at policies and procedures. Cases were analysed using an audit tool and a judgement was made about the way the cases had been handled. Assessment, care planning and review systems were considered, as well as the extent to which the corporate parenting, management and partnership arrangements acted to promote improved outcomes for LAC and care leavers. These areas were considered against the following five questions:

- 1) Did the authority effectively discharge its corporate parenting roles and responsibilities promoting the stability, welfare and safety of looked after children and care leavers?
- 2) Were care and pathway plans informed by relevant assessments, including explicit risk assessments, which supported a comprehensive response to the needs and experiences of children and young people?
- 3) Were operational systems and procedures in place that ensured responsive coordinated action was taken to mitigate risk and achieve safe continuity of care?
- 4) Did Independent Reviews and quality assurance arrangements promote safe care and best outcomes for young people?
- 5) Did care and pathway planning effectively capture and promote the rights and voice of the child?

Pam Clutton advised the Committee that one issue for Cardiff is the size of the city and this was taken into account as additional challenge. The inspectors were impressed that social workers were able to talk with a

high degree of knowledge about the children and young people on their caseloads. Elected Members had an understanding of how the work of Children's Services can make a difference in the lives of young people, the Chief Executive had a good view of how corporate parenting can be done in a holistic way and senior officers in Children's Services are very knowledgeable. Effective safeguards for children and young people are good and well established. Against each of the questions considered, the inspection report gave positive findings as well as areas for improvement.

The Chairperson invited comments and questions from the Committee.

The Committee noted that in relation to question 2 it had been found that the quality of assessments was inconsistent and asked whether there were only slight variations in quality or extremes of variation. The Committee was advised that the quality of assessments was found to be extremely variable. Some assessments had not been updated, which may be due in part to the high turnover of staff. The response to some new templates that have been developed has not been good, and they do not provide space in which the views of young people can be recorded, which is a crucial thing. The Committee was informed that a new suite of templates for CareFirst, the database of service users, has been designed and two hundred and forty staff received training in their use in September. Also, ten case files are audited by managers every quarter.

The Committee noted that when looking at performance although inspectors used a system of performance grades, such as Excellent, Good, Poor, etc., these were not included in the final report and the Committee asked why this was the case, as their inclusion would enable comparisons with the performance of other authorities to be made. The Committee was advised that this practice was discontinued when joint reviews were discontinued, although there is still some discussion on whether these ratings should be included. When it comes to assessing performance, the focus is now much more to do with timelines, which are easier to measure.

The Committee was advised that in the face of budget cuts, growing demand and new Welsh Government legislation, one of the main things the local authority should ensure is that it recruits, retains and supports a good workforce, providing staff with resources and effective supervision and providing quality assurance on the work that they do.

The Committee asked about the provision of housing and supported accommodation for care leavers and was advised that Children's Services

has been working with Housing on this. An audit of what is available and what is needed has been carried out and it is thought that care leavers' accommodation needs can be met.

The Chairperson thanked Councillor Lent, the Director, Pam Clutton and officers for attending the meeting, for their presentations and for answering questions from Members.

AGREED: That the Chairperson on behalf of the Committee writes to the Cabinet Member highlighting the following issues:

Members welcomed the overall report and in particular the Inspector's acknowledgement that Safeguarding in Cardiff was good. Members were however concerned and surprised to be informed that the report indicated that there were inconsistencies in assessments as well inconsistencies in the data being placed on the CareFirst system. Members also noted the number of "Areas for Improvement" highlighted in the report, and requested that an Action Plan be developed, to address the issues highlighted in the report and that a copy be made available to the Committee.

### 31: ESTYN MONITORING VISIT ACTION PLAN– PROGRESS REPORT

The Chairperson welcomed Councillor Julia Magill, Cabinet Member for Education and Skills, Nick Batchelar, Director of Education and Lifelong Learning, Carol Jones, Assistant Director of Education and Neil Hardee, Head of Performance Resources and Services.

The purpose of this report was to provide the Committee with an opportunity to receive an update on progress being made in the implementation of actions to address the following recommendations from the Estyn monitoring visit:

Recommendation 3 - Ensure that the arrangements for delivering school improvement services challenge and support schools effectively, in order to improve standards for learners in all key stages;

Recommendation 4 - Improve the effectiveness of joint planning across the range of partnership working;

Recommendation 5 - Improve performance management processes to ensure a consistent approach in delivering objectives.

The Director gave a presentation.

The Committee was informed that the three areas covered by these recommendations are the ones that Estyn will evaluate first on its evaluation cycle. Recommendation 3 is essentially looking at the work of the Challenge Advisors and at the interface between the local authority and the South Central Consortium. There have been some good managerial changes within the Consortium. There have been some constructive meetings with the Challenge Advisors, who are very experienced people from a range of backgrounds. Quality assurance on the work of the Advisors needs to be strengthened.

In relation to Recommendation 4, a key focus of the Action Plan is sustained attention to those aspects of partnership working that relate to outcomes:

- getting proper engagement with headteachers on school and system improvements;
- outcomes for those young people who are not in employment, education or training (NEETs), on which some improvement is expected;
- improving links with universities, on which some positive headway has been made and;
- school engagement in neighbourhoods

Regarding Recommendation 5, the Committee was informed that a more coherent approach for reporting mechanisms is to be developed. A monthly report on performance in schools has been introduced and there is a rapid response when barriers to performance improvement are detected.

The Chairperson invited comments and questions from the Committee.

The Committee asked how the local authority is addressing the issue of the performance management of teachers. The Committee was advised that this is the responsibility of headteachers, although the local authority could do more on this through its relationship with the governing bodies of schools. Also, the Consortium monitors performance and the local authority challenges the Consortium in order to ensure that it does what is expected of it.

The Committee asked if data is available on the number of teachers who have had performance assessments. The Committee was advised that, as with all staff in the local authority, all teachers should have had performance assessments. The Education Strategy Group has looked at the management of teachers by headteachers and a plan has been drawn up to strengthen this. Advice and guidance has been drawn up but more work is needed on management of teachers. Headteachers are reluctant to use the culpability procedures to address poor performance and this reluctance should be challenged. Rather than being a punitive measure, the use of the procedures is a way of improving a teacher's performance. Another way of ensuring that there is performance management for teachers is to ensure performance management for headteachers, something for which the governing bodies of schools are responsible. Governing bodies should receive from headteachers reports on the performance management of teachers in the school, so that they are aware that there are processes in place for this. Unfortunately, not all headteachers provide these reports and not all governing bodies ask for them.

The Committee asked whether it would be possible for it to receive data from the Consortium on the number of schools that have a less than 90% compliance rate in relation to Personal Performance and Development Reviews (PPDRs) for teachers. The Director advised the Committee that it is the responsibility of headteachers, not the local authority, to manage schools. In the past there has been a culture of dependency and blame, with poor schools relying too much on the local authority – and being able to blame the local authority if things went wrong - whilst better schools were being held back. The aim is to get away from that culture. To ask schools to provide the local authority with performance management data would undermine the strategy of delegation that is now in place.

The Committee suggested that there are structural problems regarding the governance of schools, and there are not enough school governors. It was suggested that perhaps there should be a two-tier level of governance, with some governors recruited against a matrix of skills, the possession of which would allow them to monitor the management of the school more effectively, and some governors recruited to focus more on the community aspects of the role.

The Committee asked whether there is now clarity for headteachers and governors on the respective roles of the local authority and the consortium. The Director advised the Committee that there has been a



helpful clarification on this. Hannah Woodhouse, Managing Director of the Consortium, has brought a strategic focus and there is an acknowledgement in the Consortium that the key drive for improvement has to come from schools themselves.

The Chairperson thanked Councillor Magill, the Director and officers for attending the meeting, for their presentation and for answering questions from Members.

AGREED: That the Chairperson on behalf of the Committee write to the Cabinet Member highlighting the following issues:

The Committee welcomed the opportunity to be updated on the progress being made in addressing the Estyn inspection recommendations and in particular the processes in place to ensure that the tasks have a clear impact in improving the educational attainment of pupils.

Members noted with interest the progress being made as well as details of what has already been achieved in addressing each of these recommendations. Members then focussed their questions on the teacher performance and performance management by head teachers, as the Committee considered this to be a key area of concern. Following advice from the Director, the Members noted that this was the responsibility of headteachers and school governing bodies. Members considered that effective teaching was crucial to the improvement in pupil achievement. Members, during the way forward section of the meeting, agreed to ask scrutiny officers to write to all headteachers to seek an update on the number of teacher appraisals that they had undertaken last academic year.

Members also requested clarification of the separate roles of the Education Department and the Central South Consortium in leadership training and school improvement groups.

### 32: BUDGET MONITORING - EDUCATION

The Chairperson welcomed Councillor Julia Magill, Cabinet Member for Education, Carol Jones, Assistant Director of Education and Neil Hardee, Head of Performance Resources and Services.

The Committee agreed during its consideration of the annual work programme to review the forecasted financial monitoring position for the

Education and Lifelong Learning Directorate at its meeting in October 2014. This report therefore provided Members with an overview of the accepted budgetary proposals together with an opportunity to scrutinise the budget position at Month 4.

The Committee was informed that savings proposals of £6.512 million for the Directorate had been accepted by the Full Council in February 2014. Included in these are savings proposals of:

- £424,000 – Education Management – rationalisation of centrally employed staff
- £400,000 - Out of County Special Educational Needs (SEN) placements – robust procurement arrangements for new and reviewed placements
- £300,000 – Business Support – restructure of the business support function

The Committee was advised that the Directorate is currently overspending by just over £700,000. It ended the last financial year with a small underspend but that won't happen this year. The areas of overspend include:

- Rationalisation of Education Management - £177,000
- Restructure of business support - £200,000
- Out-of-county Special Educational Needs (SEN) - £200,000

Councillor Magill advised the Committee that the report gives an appraisal of the savings but does not set out what is being done to address the challenges presented by the proposals. A number of avenues are being explored. Some savings have been made in relation to tendering for school transport. The Directorate is looking creatively at revenue budgets, grants and the premises that are used by Education.

The Chairperson invited questions from the Committee.

The Committee asked how many people are now employed in the Directorate and whether there has been a reduction in the number of staff within the managerial component of the workforce. The Committee was advised that between 1500 and 1700 are employed in the Directorate. It had been decided that it would be counter-productive to have a full

management restructure while Estyn were visiting, and when the new Director took up his post he needed to look at the existing structure, so this has caused a delay and that has had an impact on the savings that will be made. The savings will be realised in 2015/16.

The Committee asked whether the impact of cuts is monitored. It has been reported to a Committee Member that school buses are now full and that children can not get a seat even if their parents are willing to pay. This can mean that children have to walk to school and can have an impact in terms of lateness and attendance. The Committee was advised that the impact of cuts is monitored and, if possible, adjustments are made when necessary. The provision of some services is now delegated to schools through the delegation of budgets.

The Committee commented that due to the delegation of budgets schools are being asked to take on a lot and the Committee enquired what the local authority is doing to help schools with their new responsibilities. The Committee was advised that all local authorities have delegated budgets to schools at a level of 85%. Some aspects of delegation are working well. Some headteachers of secondary schools would like a greater degree of budget delegation but headteachers of primary schools are less enthusiastic about that. The local authority provides schools with advice on financial management.

The Chairperson thanked Councillor Magill, the Assistant Director and officers for attending the meeting, for their presentation and for answering questions from Members.

AGREED: That the Chairperson on behalf of the Committee write to the Cabinet Member highlighting the following issues:

The Committee welcomed the opportunity to receive an analysis of the Directorate's expenditure over the first four months of the year, together with the detailed breakdown of each identified Directorate saving.

Members expressed their concern that the overspend was currently being forecasted at £729,000, and questioned in detail the main areas of overspend, in particular focussing on:

- Rationalisation of Education Management, £177,000
- Restructure of Business Support, £200,000
- Out-of-county SEN £200,000 and

- the County Hall Nursery, £42,000.

The Members questioned the reasons for the Cabinet to agree to delay the implementation of the rationalisation of education management and the resultant changes in business support and requested an update on the progress being made in implementing the alternative actions to ensure that the Department achieved a balanced budget at the year end.

Members also recommended that the Department must actively monitor the impact of the savings on each of the services provided, and report back its findings to Committee in March 2015.

During the way forward section of the meeting, Members requested details of the Education Directorate Establishment as at 31 March 2014 and as at 31 September 2014 so that they could fully appreciate the changes made following the rationalisation. The Committee also agreed to request that scrutiny officers seek views from headteachers on the increasing levels of delegated budget, as it was alleged that some schools were concerned at the level of delegation being increased above 85%.

### 33: SCHOOL BALANCES – BRIEFING REPORT

The Chairperson welcomed Councillor Julia Magill, Cabinet Member for Education, Carol Jones, Assistant Director of Education and Neil Hardee, Head of Performance Resources and Services.

The Committee has expressed concern at the level of negative financial balances that some schools had at the end of the financial year. In addition, the Policy Review and Performance Scrutiny Committee wrote the Chairperson of this Committee highlighting its concern at the negative balances. This Committee has therefore included the consideration of a briefing paper on school balances in its work programme for this year. The purpose of this report was to provide the Committee with a briefing on the level of balances across Cardiff's schools.

Councillor Magill informed the Committee that the pressure on school finances is coming through in the balances and this pressure is also being reported by schools. Some deficits have been agreed with the local authority, for instance when a school is undergoing a period of transition, and other deficits are being managed down.

The Committee was informed that for the last four or five years school budgets have been protected by the Welsh Government but that protection has reduced over time. Schools are still affected by growth pressures. Pupil numbers in primary schools are increasing and in time that will filter through the whole system. The Welsh Government is to continue the Pupil Deprivation Grant and schools will have a two year budget settlement.

The Chairperson invited questions from the Committee.

The Committee pointed out that schools have to be authorised by the Council to go into a positive balance by more than 5% and some schools have balances in excess of this. The Committee was advised that schools are not permitted to set a deficit budget without the permission of Education and Finance. The Welsh Government has changed the regulations on positive balances and under the new regulations if a school has a balance of over £50,000, in the case of a primary school, or £100,000, in the case of a secondary school, then the local authority is allowed to take the excess and use it for educational purposes. Where it is seen that schools are holding large positive balances the local authority asks the school to justify this. Sometimes schools hold large balances when they are planning changes to the school building. If a school plans to improve its buildings or perhaps its IT facilities then the local authority does look favourably on that. The Committee suggested that in such cases it would not be unreasonable for the local authority to set schools a deadline for spending the funds they have set aside for such improvement projects.

The Chairperson thanked Councillor Magill, the Assistant Director and officers for attending the meeting, for their presentation and for answering questions from Members.

**AGREED:** That the Chairperson on behalf of the Committee write to the Cabinet Member highlighting the following issues:

The Committee welcomed the briefing on the level of school balances and noted the reasons for the positive and negative balances and expressed their concern to hear that increased pressures on schools were impacting on their school balances.

Members were pleased to be informed of the processes in place to manage both the positive and negative balances and in particular the four stage process for a school making an application for a licenced

deficit, which must include a financial plan to resolve the deficit within three years. Members did however wish to encourage the Cabinet to closely monitor those schools with large positive balances to ensure that the funds are utilised efficiently and effectively as soon as possible.

Finally the Committee wished to thank the Cabinet Member and the Director for having progressed the Estyn Action Plan as well as having to implement funding reductions across the Department.

#### 34: BUDGET MONITORING REPORT – CHILDREN’S SERVICES

The Chairperson welcomed Councillor Lent, Deputy Leader and Cabinet Member, Early Years, Children and Families and Tony Young, Director of Children’s Services.

The Committee agreed during its consideration of the annual work programme to review the forecasted financial monitoring position for Children’s Services. This report therefore provided the Committee with an overview of the accepted budgetary proposals for 2014/15, together with an opportunity to scrutinise the Directorate’s budget position at Month 4.

The Director informed the Committee that savings proposals amounting to £2.655 million were listed in the report and that in the main the Directorate was on course to deliver these savings. The financial position in Month 4 has deteriorated and this is mostly attributable to agency costs in relation to services for Looked After Children (LAC), but those costs are coming down due to the work that has been done on the recruitment and retention of social workers. There has been an overspend in relation to adoption fees and allowances as there was a significant increase in the numbers placed for adoption the previous year. But the Director advised the Committee that in his view this was money well spent, as the costs to the local authority would, in the long run, have been much higher if these children had continued to be looked after by the authority. Since April 2014 LAC numbers have increased by twenty-two. The Directorate is also paying more for residential placements due to the particular needs of the children that have been placed.

The Chairperson invited questions from the Committee.

The Committee enquired about the effect that the Workforce Package has had on staff. The Committee was informed that an assessment of

remuneration to staff revealed that Cardiff's position was relatively good when compared to other local authorities. There was some resentment about the Package but it does not seem to have an impact on recruitment and retention.

The Committee suggested that if more children have been adopted, resulting in extra expenditure on adoption fees and allowances, it would still be reasonable to expect that overall costs for the Directorate would have fallen, because fewer children were being looked after by the authority. The Committee asked how it can have confidence in the Directorate's projections on overspend. The Director advised the Committee that he can not be confident that the demand for services will not rise. The number of children coming into the system is outstripping the Directorate's ability to make savings. Children who are placed in expensive out-of-county placements tend to be older children, children who have been placed after repeated attempts to keep them within the care of their own family; the more attempts are tried and then fail, the more the children's problems increase and the more difficult the children then become to manage. Situations in which keeping children within their families is not a viable option need to be identified sooner. But even if that is done, it would take several years for the resulting savings to be realised. The demand for services is increasing in both England and Wales, and more children are being brought into the system by judges who are very proactive.

The Committee asked the Director whether Children's Services will be requesting another budget contingency. The Director advised the Committee that some things are not within his control and, if the current level of demand flows through to the following year, some very difficult decisions lie ahead, for both him and the local authority.

The Committee asked the Director to comment on the matter of inappropriate referrals. The Director advised the Committee that officers from Children's Services have visited the Leeds local authority and seen how the co-location of staff from the police, the health service and from children's services departments can help to reduce the number of inappropriate referrals. The Committee was advised that in Cardiff 80% of children that are the subject of referrals do not end up coming into the system. What is needed is a model of prevention that stops cases even getting referred to Children's Services in the first place, a model based on early intervention that addresses the need before it becomes a problem. There is no right figure for numbers of LAC. What is true for Cardiff, though, is that when compared to other local authorities in Wales its rate

of admissions is lower than one would expect. What is needed is to find the right preventative strategy.

The Chairperson thanked Councillor Lent and the Director for attending the meeting, for their presentation and for answering questions from Members.

AGREED: That the Chairperson on behalf of the Committee write to the Cabinet Member highlighting the following issues:

The Committee welcomed the opportunity to receive a detailed analysis of the Directorate's expenditure over the first four months of the year, together with the detailed analysis of each identified Directorate saving.

The Members expressed concern that an overspend was currently being forecasted at £365,000, after the transfer of £950,000 from the Council's Corporate Contingency Budget. Members considered that the corporate contingency may not be available in future years and as such Children's Service's expenditure must to be monitored extremely closely to ensure that future expenditure remains within budget.

The Committee focussed on the three main areas of overspend, namely:

- Placement of Looked After Children - £725,000
- External legal advice and Court Fees – £279,000
- Adoption fees -£290,000

Members noted the Director's comments that these were demand driven and difficult to control, however there was a clear commitment to identifying alternative preventative models to help manage expenditure. The Committee requested that the Director provide a briefing report on the various initiatives being developed. In addition, the Committee recommended that alternative uses for Thornhill Road and Suffolk house must be identified as soon as possible to minimise the ongoing maintenance and security costs.

### 35: DATE OF NEXT MEETING

The next meeting will be held on Tuesday 11 November 2014 at 2.30pm in Committee Room 1.



The meeting closed at 6pm.

Signed \_\_\_\_\_ Date \_\_\_\_\_  
Chairperson

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THE CITY OF CARDIFF COUNCIL  
CYNGOR DINAS CAERDYDD

AGENDA ITEM: 4

CHILDREN & YOUNG PEOPLE SCRUTINY COMMITTEE:

11 NOVEMBER 2014

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## CENTRAL SOUTH CONSORTIUM – ANNUAL PERFORMANCE 2014

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### Reason for the Report

1. To enable Members to receive a report on the Central South Consortium' performance and budgetary position, and help contribute to the development of next years business plan. The report will also enable the Committee to judge the Consortium's progress in addressing those actions identified to address the recommendation within the Estyn Monitor visit letter.

### Background

2. The Welsh Government 's National model for regional working, published in February 2014 includes a section on Scrutiny and liaison between local authorities and regional consortia, which states:

“Regional consortia will nominate a senior officer to liaise with the each authority's lead officer. It shall be for the respective officers to agree on the scope and frequency of their meetings, with contact being more intensive the greater the number of schools in the authority that come into one of the categories of concern. A note of meetings, recording issues discussed and decisions agreed, will be made.

Each Local Authority and their respective regional consortium will make arrangements for robust democratic scrutiny of the consortium business plan and activities as it relates to individual local authority area. Each authority's scrutiny committee for education services will also need sufficient information to consider the performance of their schools.

Local authorities undertake to be reasonable in their expectation of consortia staff and resources and ensure that senior leaders are not required to spend a disproportionate amount of their time on reporting and scrutiny work”.

3. The Central South Consortium's business plan refers to the scrutiny arrangements and states that the Managing Director of the Consortium will be expected to provide a report to each scrutiny committee of each local authority on the performance and budgetary position of the consortium and the future business plan proposals. This would ideally take place in the autumn term to inform Business planning.
4. Cabinet at its meeting on 9 October 2014 approved a report on the National Model for Regional School Improvement Working in Wales – Central South Education Consortium, which included within the agreement that “The Parties have agreed the Managing Director shall provide a report to each local authority scrutiny committee with responsibility for education on the performance and budgetary position of the CSC and the future business plan proposals. This would likely take place during the autumn term so as to inform business planning”.
5. The Committee considered the Consortium' business plan at its meeting on 10 June 2014 as part of its consideration of the Education Business plan. The Committee considered in detail the new role of the School Challenge Advisors, and looked forward to seeing the impact that these advisors are making in fostering steady progress of the School Improvement Groups and ensuring school wisely use any Pupil Deprivation Grant.
6. The Committee also agreed that as part of its work programme, this Committee would undertake the scrutiny of the Consortium to ensure that it provides the support and guidance and challenge needed to enable Cardiff's Schools to improve and improve the outcomes of Cardiff 's Pupils.

## **Issues**

7. The Managing Director of the Central South Consortium, Hannah Woodhouse, supported by Stuart Sherman and Debbie Lewis, Consortium Challenge Advisors, will be in attendance and has provided a briefing on the Central South Consortiums contribution to raising standards in Cardiff Schools, copy attached at **Appendix A**.

The briefing cover the following elements:

- a. Changes to Central South Consortium
  - b. Performance in the region in 2014;
  - c. Consortium's business and priorities
  - d. The Central South Wales Challenge
  - e. The role of Challenge Advisors and the Challenge Framework in Cardiff;
  - f. How is the consortium supporting Cardiff Schools
  - g. Budgetary Position
  - h. Accountability and Quality Assurance
  - i. Issues to be developed further,
8. In addition, Estyn in its letter following the latest Monitoring visit, provided a number of comments on the arrangements for delivering school improvement services, challenge and support to all schools. In particular Estyn highlighted the following issues which needed to be addressed by the Consortium, these include:
- a. Improved arrangements to identify and intervene in underperforming schools and that this work is now having an impact;
  - b. Challenge Advisers are of a high quality and have clear guidance to support them in challenging schools, with robust and up to date information;
  - c. quality assuring process for Challenge Advisers have been strengthened, and are now secure to bring a rigorous challenge to schools;
  - d. that school underperformance is recognised quickly with the consistent use of the assessment criteria and actions are put in place as soon as possible;
  - e. that Challenge Advisers have access to the consortiums support and challenge framework to classify schools according to risk and to plan appropriate interventions;
  - f. That there is clear link between the category of the school and the performance of its pupils;
  - g. That all annual school performance reports contain clear messages for schools to know how to improve and explain clearly any shortcomings;

- h. Help school governors become more effective in identifying area for improvement and monitoring the improvements actions.

### **Scope of Scrutiny**

9. This report will provide the Committee with an opportunity to gain an understanding and test that the operation of the Consortium in its support to Cardiff schools together with the Council to, improve learner's outcomes, deliver high quality teaching and learning and support and empower school leaders.

10. It will also enable Members to enquire that:

- i. the Consortium is performing well in its activities and within budget
- ii. the changes being implemented by the Consortium are helping either improve or make services for pupils in Cardiff more effective?
- iii. The actions being implemented by the Consortium will fully address the concerns raised by Estyn.

### **Way Forward**

11. At the meeting. Hannah Woodhouse, Managing Director of the Central South Consortium and Stuart Sherman and Debbie Lewis, Challenge Advisors, will be in attendance to present the briefings on the Consortium's performance budget and comment on issues raised by Estyn in its monitoring visit letter.

12. At the meeting Councillor Julia Magill (Cabinet Member for Education and Skills) and Nick Batchelar (Director of Education and Lifelong Learning) will be in attendance to answer any questions Members may wish to ask.

13. Members may wish to note the information contained in the report and determine whether there are any issues or comments which they would like to pass on to the

Managing Director of the Consortium, Cabinet Member or Director of Education and 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:

- I. consider the information provided in the report, appendix and presentation;
- II. consider whether they have any observations, comments or recommendations they wish to make; and
- III. consider a way forward with regard to any future scrutiny of the issues raised.

**MARIE ROSENTHAL**

**County Clerk and Monitoring Officer**

**3<sup>rd</sup> November 2014**



## **Central South Consortium and its contribution to raising standards in Cardiff Schools**

*Paper for Cardiff Scrutiny Committee*

*November 2014*

### **Introduction**

1. A report has been requested by the Cardiff Scrutiny committee from Central South Consortium following a presentation to the committee in June 2014. The report was required to address the performance and budgetary position of the Consortium as well as how well the Consortium is addressing the recommendations from Estyn raised in February 2014.

### **Changes to Central South Consortium**

2. Central South Consortium covers 406 schools and approximately 30% of Wales' children from across the five authorities of Bridgend, Cardiff, Merthyr Tydfil, Rhondda Cynon Taf and the Vale of Glamorgan. Since its beginning in 2012 the Consortium has undergone a period of rapid change. In January 2014 schools across the region led the establishment of the 'Central South Wales Challenge', a self improving school system across the region where increasingly schools are encouraged and enabled to lead improvement across the system working together with other schools and drawing capacity from each other.
3. In 2014 Welsh Government produced the 'National Model for Consortium working' and required each consortium to produce a business case demonstrating how it meets the national model. As a result there was further significant restructure of the consortium. Significant among this was the ending of the LINKS traded service, the appointment of a new literacy and numeracy team as well as new lead roles for leadership and teaching and learning. The appointment of all challenge advisers was reviewed, the total number of posts reduced, a number of challenge advisers left the service and a further group of seconded headteachers were appointed to the service on a part or full time basis. A third of challenge advisers are now successful

recently retired or practicing headteachers. The senior tier of Senior Challenge advisers changed significantly to recognise the increasingly effective partnership working between local authorities and the consortium.

4. Significant changes have been made to the governance of the consortium from September 2014. The Joint Committee which is responsible for the consortium's performance has been slimmed down and strengthened, lead roles reviewed, an Executive Board established with representation from headteachers and external experts and a governor steering group set up to complement the headteachers steering group. Cardiff Council are now well represented in the governance structure: Paul Orders is the lead Chief Executive for the region this year, Julia McGill Cabinet Member for Education and Learning chairs the Consortium's Executive Board.
  
5. The consortium is not currently responsible for providing support to governors, 14-19 curriculum advice to secondary schools and colleges or for HR specialist advice to schools. However, working closely with the directors of education, the consortium has established a regional governors' steering group comprised of five expert governors within the governance structure. This group is working with the consortium to develop a programme that will provide support in those areas of governance where further development is required. This will include support for governors' role in self-evaluation and improvement planning and in fulfilling their role as a school's critical friend, all of which are key in a self-improving school system. Over the longer term the consortium will be working with the five authorities to support the provision of consistent and high quality HR services, governor support and 14-19 services for schools in each authority. These arrangements will feature in the consortium business plan 2015/16.

#### **Performance in the region in 2014**

6. Since 2012 standards have improved across the region at every key stage. In 2014 outcomes demonstrate significant improvement across the Central South region, outstripping that of other regions and national improvements at the foundation phase, key stages 2, 3 and 4.

7. Headline performance indicators demonstrate:
- a. At the Foundation phase schools achieved a 3.2% point improvement, against a national improvement of 2.2% at the expected level. In Cardiff Foundation Phase results rose by 2.8% against the Foundation Phase Indicator.
  - b. At Key Stage Two outcomes at level 4+ improved across the region from 82.3% to 85.8% (nationally 86.1%) – a rise of 2% points against 1.8% points nationally. KS2 results rose in Cardiff by 2.5% at level 4+ against the core subject indicator (CSI).
  - c. At Key Stage Three results rose from 76.1% at level 5+ to 80.3% (81% nationally) a rise of 4.2% points against 4% points nationally. On average results rose by 3.7% in Cardiff against the CSI.
  - d. At Key Stage Four (provisional), all five authorities improved at L2+ by more than the national level of improvement leading to a regional average improvement of 4.6% points vs the national of 2.2% points. Cardiff schools improved by 3.8% (provisional).
  - e. In mathematics in particular L2 improvement at KS4 in the region was 4.4% points (56.3% to 60.4%) on average against a national average improvement of 1.4% points (60.3 to 61.4%). Cardiff schools L2 mathematics outcomes improved by 3.1%.
  - f. Attendance also improved in both phases taking the region to the national average at secondary level for the second year (93.6%). In the primary sector attendance was at the Welsh average in 2012-2013 and improved by a further 0.8% overall in 2013-2014. Attendance has improved in Cardiff by 3.4% since 2011 in secondary schools and by 2% (provisional) in primary schools.
8. Most significantly the performance of pupils claiming free school meals (FSM) has improved faster than the national average at the Foundation Phase and key stages 2 and 3. The rate of improvement has been between 3%-4% greater than for non e-FSM pupils. As a result the gap in performance has begun to narrow. In Key Stage 4 in contrast the gap between the performance

of e-FSM pupils and non e-FM pupils widened by around 1% across the region as whole. However, in Cardiff the gap was reduced by 2.6%.

9. These improvements notwithstanding there is much to do to improve outcomes at each key stage. In some cases the improvements in performance have started from a low base and, even though the gaps with the Welsh averages have reduced considerably, there is a need to improve performance further so that the region's pupils can compete successfully with their peers across Wales, the UK and beyond.
  
10. Cardiff Scrutiny Committee received a verbal report on the educational performance of Cardiff schools on the 8<sup>th</sup> September and will receive a full performance report from officers in January following the availability of final published data. The headline data for Cardiff show improvement at each key stage. However, even though there was more substantial improvement at key stage 4 than previously, the rate of improvement has not yet matched that of some other authorities in the region. In particular, there are still variations in performance between similar schools at key stage 4 that inhibit improvement overall at a fast enough rate.

### **Central South Consortium: Business case and priorities**

11. The 2014/15 Consortium Business Case establishes seven priority areas for the Consortium to demonstrate impact. These are:
  - I. To close the gap in outcomes between children receiving free school meals and those not whilst improving both groups;
  - II. To improve literacy in English/Welsh;
  - III. To improve numeracy;
  - IV. To improve outcomes at the Level 2+ threshold (five GCSEs A-C including English/Welsh and mathematics);
  - V. To improve teaching;
  - VI. To improve leadership;
  - VII. To improve attendance.

12. The Consortium 13/14 Business Case sets stretching and ambitious targets against each priority based on those set in each authority and reflecting the outcomes of schools' target setting. Each LA has agreed a local authority annex which indicates targets for that local authority which reflect those set in the post-inspection action plan or corporate education plan. The local authority reviews performance against the annex following a performance report received by the end of the autumn and spring terms.

### The Central South Wales Challenge

13. The Business Case also establishes the strategic ambition to develop and support a self improving school system which is enquiry led and built around effective self evaluation and improvement planning. This is called the **Central South Wales Challenge**. The Central South Wales Challenge is about improving outcomes against the priorities through leadership of a self-improving school system. It is based on the evidence about what works in systems internationally and uses six indicators. The table below sets out the current position against each and how we will measure impact.

Indicator	Impact measured by
A focus on capacity and leadership of teaching and learning through the development of <b>school improvement hubs</b> resourced in September to provide leadership and teaching and learning support across the region;	Clear criteria for hub schools. Numbers of teachers completing OTP/ITP, teaching and learning/leadership indicator in Estyn reports and externally accredited.
<b>School Improvement Groups (SIGs)</b> set up in April which include all schools in the region within 43 groups. They each deliberately include a range of schools with differing levels of capacity, need and from different parts of the region.	SIG plans received with impact measures, challenge framework monitoring impact on schools, CAs badged against schools, external evaluation commissioned from Nov 14.

<p><b>30 Pathfinder partnerships</b> established in February across the region on a school to school basis. Funding provided against plan. Phase two in development.</p>	<p>Initial evaluation in September 14 reported significant impact on school capacity to improve.</p>
<p><b>Family/community: Closing the gap case</b> study schools identified and built on/invested in to share expertise. Pledge developed to identify and share cultural capital access to all children in the region.</p>	<p>Case study schools identified from data and reviewed by Ipsos Mori by Jan 2015.</p>
<p><b>Leadership: Peer reviews</b> piloted across the region with a view to developing offer for all green/yellow schools from 2015/16.</p>	<p>External training provided to peer reviewers who must meet criteria and Estyn involved in training.</p>
<p><b>LA/Consortium role: Improved Challenge framework</b> for CA role focused on building capacity for self evaluation in schools, improved engagement with governors and increasingly using school led support models (as above). <b>Sharper more consistent LA function</b> including consistent intervention model.</p>	<p>Improved QA of challenge adviser function and challenge framework expectations. Focus on Estyn monitoring of challenge and support.</p>

14. Good progress has been made in moving to a school-led strategy but it is recognised that further work will need to be done to evidence the impact of the Challenge on standards, teaching and leadership. Headteachers in Cardiff are very well involved in influencing the direction of this work through the headteachers' strategy group. Most, but not all schools, are now active participants in the collaborative work of their school improvement groups. This work is reported regularly through the governance structure of the consortium and will develop further in the 2015/16 consortium business case.

## The role of Challenge Advisers and the Challenge Framework in Cardiff

15. Effective school self-evaluation and improvement planning are at the centre of the vision of a self-improving school system. The Consortium acknowledges the basis of the February 2014 Estyn findings in the Cardiff inspection which recognised the sound basis provided by the challenge framework but highlighted the need to improve the challenge and support provided to Cardiff's schools. It has been clear that despite good work in some areas professional practice and performance management have needed improvement to bring greater consistency to the quality of the challenge and support.
16. As a result there have been a number of significant changes. These include: close working with the newly appointed head of achievement and inclusion in Cardiff; changes to the arrangements at senior challenge adviser level for the authority; the appointment of a senior challenge adviser to oversee the work of challenge advisers in secondary schools; the coordination of the work of the secondary schools in the Schools Challenge Cymru through a senior officer; implementation of performance management that makes a link between the work of challenge advisers and the progress made by the schools to which they are attached; quality assurance of challenge advisers' work through accompanied visits to schools and scrutiny of written reports.
17. There is now earlier engagement with schools where the need to improve is greatest and a clearer identification of strengths and areas for improvement. Arrangements for assessing and reporting the progress of these schools are also now more systematic. Cardiff Council's self evaluation of progress against Estyn recommendations indicates the progress of this work so far: *'Improved support and challenge can be seen in the improvement in outcomes overall: at level 2+ the 4% improvement is the highest year on year gain in Cardiff since this measure was introduced. However the variability between schools in similar contexts suggests that more work needs to be done to ensure consistency in challenge and support.'* Cardiff Council Commentary on progress in addressing Estyn's recommendation. Nick

Batchelar. Director of Education and Lifelong Learning. Sept 14.

18. It will be important to continue efforts to bring greater consistency and rigour to the processes for supporting and monitoring the work in these schools so that progress occurs as needed. The consortium has already brought to the attention of the local authority schools where there are concerns about performance. The local authority is responding by taking action concerning the use of its statutory intervention powers.
  
19. The consortium has also worked hard to improve the Framework For Challenge And Support and the consistency with which it is applied by challenge advisers. This makes clearer the expectations of the challenge advisers concerning the key aspects of their work, and starts to shift the responsibility for school self- evaluation and improvement to the headteacher and governors, supported or challenged by the challenge adviser. Each challenge adviser works with the school to agree a report that summarises the view of strengths and areas for improvement in standards and the school's ability to improve. The report also confirms the level of support required by the school. The challenge adviser supports the school to identify improvement priorities and access support, increasingly from other schools but also from providers based within the consortium or commissioned elsewhere. The framework has brought forward the timescale of engagement with vulnerable schools so that challenge advisers can proceed more swiftly from the start of the autumn term to identify priorities and provide support.
  
20. It will be important also that there is greater focus on working collaboratively with those services that remain within the local authority and which also have a significant bearing on school improvement. These include inclusion services, support for vulnerable learners such as looked after children as well as officers working in HR, finance and school organisational planning. The collaboration between the senior challenge advisers and head of achievement and inclusion will be particularly important in overseeing procedures that lead to effective working between challenge advisers and relevant officers based in the local authority. It will be important that there is a tight grip on monitoring



progress and improvement planning with Cardiff schools, as highlighted above, with a focus on schools making insufficient progress. This will be a priority for the organisation during the year and the consortium's senior staff will need to work closely with the authority's senior staff in this respect.

21. The work of the challenge advisers is underpinned by the new national categorisation model which is now in place for all primary schools and is underway for secondary schools. The Welsh Government places each school in a standards group (1-4) as step 1 of the process and the challenge adviser then agrees with each school a judgement about its ability to improve (categories A-D) at step 2. These two judgements are then brought together to agree the most appropriate level of support for the school from green, through yellow, amber and then red (most intensive support). This approach which involves the challenge adviser in validating or challenging the school's view of itself has been welcomed by schools across the region. The impact of these changes has been evident in Cardiff in the earlier identification of schools causing concern and closer collaboration with the local authority to take swifter action and support as highlighted above. It will be important that this underpins a better consistency of practice across the region and that there is evidence that improvement is taking place more robustly through the regularly progress reviews.

### **How is the consortium supporting Cardiff schools?**

22. Cardiff Local Authority contribute £1,534,519 of the total £4,416,486 core funding for the Consortium function. The consortium provides twelve full or part time Challenge advisers working with Cardiff schools plus support for Schools Challenge Cymru advisers and two senior challenge adviser posts – primary and secondary. In addition to the consortium leadership team, data team and business support and core costs, all schools in the region have access to core funded support from strategic advisers for literacy and numeracy (primary and secondary), leadership, teaching, ICT, foundation phase, Welsh and Welsh second language. The CSW strategy group is funded from core funding as is the pathfinder programme - 13 Cardiff primary

schools and 5 secondaries have been part of the first tranche of the CSW pathfinder programme.

23. Retained School Effectiveness Grant partly funds literacy and numeracy support to schools most in need. This includes 22 Cardiff primary schools in receipt of intensive literacy and numeracy support. 15 secondary schools are receiving secondary maths and English interventions. SEG also funds School Improvement Groups and our data indicates that all Cardiff schools bar a small minority are engaged in SIGs.
24. Latest data indicates that 34 middle or senior leaders in Cardiff accessed leadership provision from the consortium last year and so far 27 have committed to leadership programmes this year. 95 teachers from 40 Cardiff schools have been part of the Olevi accredited Outstanding Teacher Programme and Improving Teacher Programme (OTP/ITP) which was offered across the Consortium from January 2014. Cardiff High School is leading on the development of the improvement hubs and providing OTP/ITP from September.
25. There are three additional advisers covering the 6 Schools Challenge Cymru schools in Cardiff and in addition the Foundation Phase, Welsh in Education, Physical Education in School, Hwb+ and Qualified for Life teams are working with Cardiff schools as part of their grant funded operation.

### **Budgetary position**

26. An updated budget report was recently presented to the Joint Committee of the consortium and is publicly available. It demonstrated that the consortium is currently showing a slight overspend of less than £40k due to development work to design new functions for which the consortium was not funded initially, but it is on track to deliver a balanced budget by year end. In addition the annual audit of accounts was presented to show that the financial management of budget has been conducted appropriately.

27. Longer term, the five authorities are working together to agree the principles of core consortium budgets and grant arrangements for 15/16 within the commitment to minimise turbulence and maximise the effective delegation of budgets to schools.

### **Accountability and quality assurance**

28. The new leadership and governance structure of the consortium is improving but changes are still very recent and will require more time to demonstrate sustained impact. As indicated above Cardiff Council are very significantly represented in the new governance and accountability structure– which has been in place only from September. There is a clearer reporting process and improvement cycle. The Director of Education and Cabinet Member hold the Consortium to account through a termly progress report at or shortly after the end of term.

29. At an operational level, the interface between Cardiff Council and the Consortium has been further strengthened by the recent appointment of the new Head of Service and Assistant Director in Cardiff who work closely with senior staff in the consortium. The Head of Service will meet regularly with senior challenge advisers to review progress. As the new structure beds in the structures in place need to demonstrate their ability to challenge and hold the Consortium to account on outcomes and impact.

30. In recognition of the need to improve oversight and quality assurance the Consortium has taken steps to improve processes as follows:

- a. A performance management framework with clearer expectations about objective setting and performance monitoring. Senior Challenge advisers are clearer about their line management expectations and are undertaking joint visits with CAs as highlighted earlier.
- b. A professional development framework to support capacity building within the service is being developed in addition to national training. The framework includes collaborative action research, reflection about practice and

coaching. In combination these are intended to ensure that all challenge advisers are well placed to meet the national standards.

- c. An explicit quality assurance model including regular review of inspection outcomes against categorisation and pre inspection reports, progress against the framework, progress of vulnerable schools as well as budget monitoring. In addition a school improvement group (SIG) report will be provided each term on the progress and impact of SIGs and pathfinders.
- d. A report will be provided to each LA each term on the implementation of the framework, inspection outcomes against categorisation and progress of vulnerable schools. The Director of each authority will review progress with the Managing Director of the consortium and senior staff.
- e. The consortium has commissioned two independent evaluations of progress of the implementation of our Central South Wales challenge framework and a further externally led survey of the use of PDG in Central South Schools.

### **Issues to be developed further**

31. There are a number of issues which the consortium needs to make fast progress on:

- **sharp pace and urgency to focus on the achievement of children eligible for free school meals** in particular across the region;
- **alignment with Schools Challenge Cymru** to ensure a clear focus and impact on the schools that are part of the Challenge and across the system using the significant resources, high visibility and high quality advisers working in the programme;
- **analysis of key stage 2 and 3 tests indicates some variation of teacher assessment** and moderation. All consortia are reviewing how they support cluster schools to effectively moderate assessment;

- **deepening joint practice development work across all SIGs and pathfinders** through the development of evaluative practice training and joint practice development tools;
- **building further capacity in teaching and learning and leadership** through hubs and peer review work. This work is particularly strong in Cardiff where a number of hub and specialist schools are developing. This programme has significant potential to build sustainable high quality capacity for all schools in the region built on evidence based practice about effective teaching and leadership;
- **work with all HR and governor support teams** to embed consistency and quality advice for schools regardless of where they are in the region;
- **improving the supply and recruitment of high quality teachers** into the region through work with Teach First and exploring other direct recruitment models; and
- **improved use of information IT systems** across the region through the development of the Portal as a single point of information for schools, authorities and consortium colleagues across the region.

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## Estyn Inspection Action Plan - Progress Monitoring report

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### Purpose of the Report

1. The purpose of this report is to provide the Committee with an opportunity to receive an update on progress being made in implementation the actions to address the next set of recommendations from Estyn monitoring visit:
  - (i) Recommendation 2 - Reduce exclusions and reduce the proportion of young people who are not in education, employment or training post 16; and
  - (ii) Recommendation 6 - Improve the scrutiny of local authority education service and partnership working.

### Background

2. As reported to Committee at its meeting in April 2104 the Estyn Monitoring Revisit letter revised the previous recommendations made by the Inspectorate, to bring about the necessary improvements in a timely manner. The letter sets out six new recommendations for the Council to address, namely:
  - (i) Raise standards, particularly at Key Stage 4;
  - (ii) Reduce exclusions and reduce the proportion of young people who are not in education, employment or training post 16;
  - (iii) Make sure that the arrangements for delivering school improvement services challenge and support schools effectively, in order to improve standards for learners in all key stages;
  - (iv) Improve the effectiveness of joint planning across the range of partnership working;
  - (v) Improve performance management processes to ensure a consistent approach in delivering objective; and

- (vi) Improve the scrutiny of local authority education service and partnership working.

### **Estyn Monitoring Revisit Action Plan – Progress Monitoring**

3. The Action Plan sets out the key objectives to deliver the Estyn recommendations and is referenced to the objectives of the Education Development Plan. The plan has also been aligned with the Council's key planning frameworks relevant to Education.
4. The implementation and delivery of the action plan's objectives are being rigorously monitored by the Education Improvement Group, the Education Development Board, the Cabinet and the Cardiff Partnership Board. In addition the Chief Executive has written to all staff, explaining that delivering a quality education for the children and young people of Cardiff is a major organisational priority. As well as setting out the many and varied positive developments taking place in schools the Chief Executive's message also acknowledged the challenges facing education in Cardiff.
5. Estyn has indicated that they will undertake further monitoring visits on areas judged to be in need of significant improvement. In autumn 2015 they will review Recommendation 2 and 6. The rationale to be used during the monitoring visit is:

#### **Recommendation 2**

- (i) Nearly all of the 11 objectives stated, as per action plan, are to be achieved by December 2014
- (ii) All of the stated objectives will have been completed by the Spring 2015; and
- (iii) The LA will have two years of verified data available on exclusions and NEETs.

#### **Recommendation 6**

- (i) The one objective stated, as per action plan, will have been completed by August 2014; and



- (ii) There should be sufficient evidence of the impact of the objective by Autumn Term 2015.

## **Issues**

- 6. A commentary on the progress made in addressing recommendation 2 is attached at **Appendix A** and recommendation 6 at **Appendix B**.

## **Scope of Scrutiny**

- 7. This monitoring report will enable Committee to review, assess and challenge the implementation of all actions and thereby the delivery of high quality education and improved outcomes for children and young people in Cardiff's Schools. Members may also wish to pass any comments, concerns or recommendations to the Cabinet Member and or Director of Education. At this meeting Committee can scrutinise:
  - (i) the progress being made to undertake each task identified to address each objective;
  - (ii) the milestones and timescales for delivering the objectives;
  - (iii) the resources available to deliver these commitments;
  - (iv) the outputs and outcomes identified to evidence the success of the objective;
  - (v) any identified project risks and the appropriateness of the proposed countermeasure;
  - (vi) the quality and analysis of the performance information presented to Committee;
  - (vii) That the rationale set out by Estyn for their future monitoring visits will be achieved within the given timescale.

## **Partnership Scrutiny**

- 8. It was reported to Committee in October that a key action for this Committee is to update the scrutiny and reporting protocol between the Cardiff Partnership Board's Scrutiny Panel and this Committee, however funding for the Scrutiny Officer support for the Cardiff Partnership Board's Scrutiny Panel was withdrawn earlier this year.

9. The Council's Operational Manager for Scrutiny Services wrote to the Chair of this Committee in August 2014 to ask if, while the review of the Cardiff Partnership Board Scrutiny Panel was being progressed, the Children and Young People Scrutiny Committee would be prepared to ensure effective scrutiny of partnership issues relating to the delivery of services for children and young people in Cardiff, including Education.
10. As a result all future partnership work relating to children and young people will be presented to this Committee for scrutiny.

### **Way Forward**

11. This report will enable Members to receive a copy of the progress report on those objectives identified for recommendations 2 and 6 from Estyn Inspection Monitoring Revisit, attached at **Appendix A & B**.
12. Councillor Julia Magill (Cabinet Member for Education and Skills), Nick Batchelar (Director of Education and Lifelong Learning), and Marie Rosenthal (County Clerk and Monitoring Officer) will make a presentation on progress being made to implement those actions to address Estyn recommendations 2 and 6, as well as the management and leadership proposals to address any areas of concern.

### **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 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. Any report with recommendations for decision that goes to Cabinet will set out any financial implications arising from those recommendations.

## **RECOMMENDATION**

The Committee is recommended to:

1. Note the progress being made to implement the objectives relevant to achieving recommendations 2 and 6. attached at **Appendix A & B**;
2. Identify any particular objectives for further detailed investigation;
3. Assess the quality and analysis of the performance information presented to Committee; and
4. Provide any comments or recommendations to the Cabinet Member for Education and Skills and the Director of Education and Lifelong Learning.

**MARIE ROSENTHAL**

**County Clerk and Monitoring Officer**

**5 November 2014**



PROJECT DETAILS:			
<b>Project Name:</b>	R2a Reduce Exclusions	<b>Workstreams:</b>	S1.4 Reduce further the rates of exclusion from schools
<b>This reporting period:</b>	23 Sept – 4 Nov 2014	<b>Next Period:</b>	4 Nov – 2 Dec 2014
<b>Project Executive:</b>	Angela Kent, Head of Achievement & Inclusion		
<b>Project Manager:</b>	Phil Norton		
<b>Project Stage:</b>	<input type="checkbox"/> Start Up <input type="checkbox"/> Planning / Initiation <input checked="" type="checkbox"/> Delivery <input type="checkbox"/> Closing		

PROJECT STATUS DASHBOARD		
Previous	CURRENT	Future
<input type="checkbox"/> Red	<input type="checkbox"/> Red 0	<input type="checkbox"/> Red
<input type="checkbox"/> Red/Amber	<input type="checkbox"/> Red/Amber (11)	<input type="checkbox"/> Red/Amber
<input type="checkbox"/> Amber/Green	<input type="checkbox"/> Amber/Green (1)	<input type="checkbox"/> Amber/Green
<input checked="" type="checkbox"/> Green	<input checked="" type="checkbox"/> Green (4)	<input checked="" type="checkbox"/> Green

1. DECISIONS REQUIRED OF PROJECT BOARD:	REF:
1. None	

2. FINANCIAL NOTES / COMMENTS:
-

3. PROJECT PROGRESS:	
<b>Achieved this reporting period:</b> <ul style="list-style-type: none"> <li></li> </ul>	<b>Achievements due in the next reporting period:</b> <ul style="list-style-type: none"> <li>Establish with CSC the protocol for Challenge Advisers to raise concerns about behaviour management in secondary school SIPs with BSS, enabling appropriate action to be taken. <b>Have met senior Challenge Advisers, agreed data to be used and arranged meeting 15.12.14 to agree next steps with all systems leaders.</b></li> <li>Agree a new managed admissions protocol for Hard to Place pupils to improve speed of admission. <b>Revised plan sent to headteachers and to be agreed with Chairs of Governors.</b></li> </ul>
<b>Not achieved this reporting period:</b> <ul style="list-style-type: none"> <li>Establish with CSC the protocol for Challenge Advisers to raise concerns about behaviour management in secondary school SIPs with BSS, enabling appropriate action to be taken.</li> <li>Agree a new managed admissions protocol for Hard to Place pupils to improve speed of admission.- <b>revised action in update to action plan</b></li> </ul>	

4. KEY PROJECT MILESTONES:					
Ref:	Key Milestone	Baseline Delivery Date	RAG Status	Projected Delivery Date	Comments
	Governance arrangements agreed	July 2014	🟢		Consultation meetings arranged and headteacher meeting held
	Formal agreement with training providers established.	Sept 2014	🟢		Being progressed for Sept 2014
	Additional capacity at PRU	June 2014	🟢		Complete
	Increase in provision for girls	Sept 2015	🟢		
	Increased capacity at KS 1 and KS2	Sept 2015	🟢		

5. NEW / SIGNIFICANT CURRENT PROJECT ISSUES:						
Issue Ref	Date Raised	Issue Description	Inherent Status	Countermeasure(s)/Contingency	Controlled Status	Issue Owner
	10-07-14	Agreement of new Hard to Place Protocol		Currently reviewing options		

6. NEW / SIGNIFICANT CURRENT PROJECT RISKS:						
Risk Ref	Date Raised	Risk Description	Inherent Status	Countermeasure(s)/Contingency	Controlled Status	Risk Owner
		None				

7. PROJECT MANAGER COMMENTS:
The lack of agreement on a new managed admissions protocol for Hard to Place pupils to improve speed of admission is a concern.

8. APPROVAL / SIGN-OFF:	
<b>Date approved by Project Board:</b>	

PROJECT DETAILS:			
<b>Project Name:</b>	R2b Reduce the proportion of young people who are not in education, employment or training post 16	<b>Workstreams:</b>	S1.5 Improve entry to education, employment, training (EET) (R2b)
<b>This reporting period:</b>	23 Sept – 4 Nov 2014	<b>Next Period:</b>	4 Nov – 2 Dec 2014
<b>Project Executive:</b>	Sarah McGill		
<b>Project Manager:</b>	Simon Morris		
<b>Project Stage:</b>	<input type="checkbox"/> Start Up <input type="checkbox"/> Planning / Initiation <input checked="" type="checkbox"/> Delivery <input type="checkbox"/> Closing		

PROJECT STATUS DASHBOARD		
Previous	CURRENT	Future
<input type="checkbox"/> Red	<input type="checkbox"/> Red	<input type="checkbox"/> Red
<input type="checkbox"/> Red/Amber	<input type="checkbox"/> Red/Amber	<input type="checkbox"/> Red/Amber
<input type="checkbox"/> Amber/Green	<input checked="" type="checkbox"/> Amber/Green	<input checked="" type="checkbox"/> Amber/Green
<input type="checkbox"/> Green	<input type="checkbox"/> Green	<input type="checkbox"/> Green

1. DECISIONS REQUIRED OF PROJECT BOARD:	REF:
1. None	

2. FINANCIAL NOTES / COMMENTS:
Lead Worker posts budget only secure in financial year 2014/15. ESF funding available again a Youth Engagements Priority – currently exploring options to submit a funding application with other ESF Competitive authorities.

3. PROJECT PROGRESS:	
Achieved this reporting period:	Achievements due in the next reporting period:
<ul style="list-style-type: none"> <li>Actions for this period have been completed, including; establishing neighbourhood panels, agreement of data sharing arrangements, development of monitoring framework and the development of the lead worker role.</li> </ul>	
Not achieved this reporting period:	
<ul style="list-style-type: none"> <li>Identifying young people with additional support needs. This will be undertaken as part of the VAP from September 2014</li> </ul>	

4. KEY PROJECT MILESTONES:					
Ref:	Key Milestone	Baseline Delivery Date	RAG Status	Projected Delivery Date	Comments
	Vulnerability Assessment Profile embedded in all secondary schools	Sept 2014	<span style="color: green;">■</span>	Sept 2014	Implemented and operational in all secondary schools by September 2014, data will be reported 3 times annually
	Multi-Agency Neighbourhood Partnership Panels established and operational	2014	<span style="color: green;">■</span>	2014	Multi-agency Neighbourhood Panels have been established across Cardiff
	Every secondary school in Cardiff partnered with a leading business	2014	<span style="color: green;">■</span>	July 2014	Arrangements made to meet with major employers to discuss engagement in school governance arrangements.
	Tracking at post 18 established	2015	<span style="color: red;">■</span>	September 2016	No progress to date. Remit of 19-24 Task and Finish group, to be established. Welsh Government to take the lead on this on a regional basis.
	Youth Guarantee rolled out to all year 11 pupils in Cardiff.	2015	<span style="color: green;">■</span>	October 2016	This is subject to the success of the pilot with Careers Wales to be able to ensure the systems are in place to manage the youth guarantee nationally. A report as to the success of the pilot to be published in November 2014 but initial mapping undertaken, data available and broken down into a Neighbourhood Partnership area.

5. NEW / SIGNIFICANT CURRENT PROJECT ISSUES:						
Issue Ref	Date Raised	Issue Description	Inherent Status	Countermeasure(s)/Contingency	Controlled Status	Issue Owner
		Lack of access to appropriate post 16 provision and tracking post 18 for identified groups with specific needs e.g. ESOL, ALN.		Proposal being put to Directors in November to formalise the process to address the lack of appropriate provision in Cardiff to meet the demand at a Tier 2.		

6. NEW / SIGNIFICANT CURRENT PROJECT RISKS:						
Risk Ref	Date Raised	Risk Description	Inherent Status	Countermeasure(s)/Contingency	Controlled Status	Risk Owner
		None				

7. PROJECT MANAGER COMMENTS:

8. APPROVAL / SIGN-OFF:



# Project Highlight Report



Date approved by Project Board:	
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Filepath:	\ccfile1a\SCCommittee\Scrutiny Committees\Scrutiny Committees 2014-2015\Children and Young People Scrutiny\Reports\11 November 2014\Item 5 - Estyn\Project Highlight Report for EIG R2b appen A.doc	Print Date:	05/11/2014		
4.PQA.203	Issue 4.0	1 <sup>st</sup> May 2013	Process Owner: TMO	Authorised: OM - TMO	2 of 2



PROJECT DETAILS:			
<b>Project Name:</b>	R6 Improve the scrutiny of local authority education services and partnership working	<b>Workstreams:</b>	S3.1 Improve performance management processes
<b>This reporting period:</b>	23 Sept – 4 Nov 2014	<b>Next Period:</b>	4 Nov – 2 Dec 2014
<b>Project Executive:</b>	Marie Rosenthal		
<b>Project Manager:</b>	Paul Keeping		
<b>Project Stage:</b>	<input type="checkbox"/> Start Up <input type="checkbox"/> Planning / Initiation <input checked="" type="checkbox"/> Delivery <input type="checkbox"/> Closing		

PROJECT STATUS DASHBOARD		
Previous	CURRENT	Future
<input type="checkbox"/> Red	<input type="checkbox"/> Red	<input type="checkbox"/> Red
<input type="checkbox"/> Red/Amber	<input checked="" type="checkbox"/> Red/Amber	<input type="checkbox"/> Red/Amber
<input type="checkbox"/> Amber/Green	<input type="checkbox"/> Amber/Green	<input type="checkbox"/> Amber/Green
<input type="checkbox"/> Green	<input type="checkbox"/> Green	<input checked="" type="checkbox"/> Green

1. DECISIONS REQUIRED OF PROJECT BOARD:	REF:
1. Note progress	

2. FINANCIAL NOTES / COMMENTS:
Not applicable

3. PROJECT PROGRESS:	
<b>Achieved this reporting period:</b> <ul style="list-style-type: none"> <li>Committee agreed work programme at May meeting</li> <li>Draft protocol discussed by officers</li> </ul>	<b>Achievements due in the next reporting period:</b> <ul style="list-style-type: none"> <li>Detailed work programme agreed at Sept committee meeting</li> <li>Training proposal agreed, to be developed with officers</li> <li>Alternative model agreed following cancelation of support for scrutiny panel</li> </ul>
<b>Not achieved this reporting period:</b>	

4. KEY PROJECT MILESTONES:					
Ref:	Key Milestone	Baseline Delivery Date	RAG Status	Projected Delivery Date	Comments
	Joint Scrutiny Protocol Published	2014	A/G	9/2014	Partnership scrutiny panel's funding has been withdrawn. No further meetings have been arranged
	Scrutiny Committee Work Programme agreed	2014	A/G	9/2014	Work programme agreed at September meeting
	Training Programme for Scrutiny Committee Members delivered	2015	A/G	03/15	Work programme report agreed to develop options for training as part of the work programme

5. NEW / SIGNIFICANT CURRENT PROJECT ISSUES:						
Issue Ref	Date Raised	Issue Description	Inherent Status	Countermeasure(s)/Contingency	Controlled Status	Issue Owner

6. NEW / SIGNIFICANT CURRENT PROJECT RISKS:						
Risk Ref	Date Raised	Risk Description	Inherent Status	Countermeasure(s)/Contingency	Controlled Status	Risk Owner
6.1.2	11.06	Pending a Review of Partnership scrutiny at Cardiff	R/A	Each Scrutiny Committee takes responsibility for their own partnership programme in "What Matter" with PRAP having an overview.	A/G	MR

7. PROJECT MANAGER COMMENTS:
All actions are on target.

8. APPROVAL / SIGN-OFF:	
<b>Date approved by Project Board:</b>	

## **Cardiff Local Authority**

### **Review of progress in addressing Estyn recommendations October 2014**

#### **Recommendation 2**

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

##### **What has been done?**

Action has focused on:

- Developing provision within schools at step 3 (in-school inclusion facility, nurture provision, “withdrawal” support) and step 4 (alternative appropriate curriculum, usually off-site)
- Identifying young people most at risk of disengagement through the implementation of the Vulnerability Assessment Profiling tool
- Developing and deploying targeted support through the role of ‘lead worker’ focusing on pupils most at risk of becoming NEET

##### **What has improved?**

There have been improvements in nearly all performance indicators, the exceptions being the proportion of pupils leaving school without a qualification and the number of fixed term exclusions in secondary schools per 1000 pupils for 5 days or fewer.

##### **What more needs to be done?**

Improve the quality of provision in schools for steps 3 and 4. This should then lead to a further reduction in the number of fixed term exclusions in secondary schools of 5 days or fewer.

Strengthen the accountability of interventions and provision through more rigorous tracking of pupils’ progress and engagement. Ensure appropriate, education, training and re-engagement provision are in place, especially for vulnerable learners.

Strengthen employer engagement with the new Welsh Baccalaureate and assist them in offering opportunities to pupils that support the four “challenges” (community, individual project, global citizenship, enterprise and employability).



## **Recommendation 6**

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

#### **What has been done?**

- The quality of reporting to the Children and Young People's Scrutiny Committee on school performance has improved with better analysis and clearer more up to date and evaluative information. There is a more detailed exchange of letters between the Committee Chair and the Cabinet member following each meeting.
- A revised arrangement is now in place for the Children and Young People Scrutiny Committee to take full responsibility for scrutinising educational performance and partnership activity. The Managing Director of the Consortium now attends the Committee on a regular basis to report on the performance of the education service.
- The Committee's forward work programme has been published for 2014/15 showing a clear focus on school performance.
- A programme of training and development activities has been established for the Children and Young People's Scrutiny committee covering educational performance, analysis and assessment linking to best practice with education scrutiny elsewhere in the UK.
- A programme has been agreed to scrutinise the Education Directorate's delivery of its Monitoring Review Action Plan which addresses Estyn's recommendations to improve educational performance in Cardiff schools.

#### **What has been improved?**

- Improved analysis and evaluation in reports has strengthened the quality of enquiry at Committee.
- There is a clear focus in the Committee Forward Plan on educational attainment.
- A revised approach to the scrutiny of partnership working has been established which clarifies the role of the Children and Young People's Scrutiny Committee

#### **What more needs to be done?**

- Learning from education scrutiny conducted across the core cities network will form part of a Phase 2 training session

- A cross service Scrutiny Improvement Study will be conducted between October 2014 and April 2015 which will seek to gain a shared understanding of the effectiveness and relevance of current scrutiny arrangements in Cardiff against a range of criteria agreed by scrutiny practitioners across Wales, and governed through the Centre for Public Scrutiny.
- Continuing to embed the new education collaborative and partnership scrutiny work and ensure that Scrutiny Chairs come together to form an overview of partnership working.

**Nick Batchelar**  
**Director of Education and Lifelong Learning**

THE CITY OF CARDIFF COUNCIL  
CYNGOR DINAS CAERDYDD

AGENDA ITEM: 6

CHILDREN & YOUNG PEOPLE SCRUTINY COMMITTEE

11 NOVEMBER 2014

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## CARDIFF YOUTH OFFENDING SERVICE – ANNUAL PLAN 2014 - 2015

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### Background

1. The Cardiff Youth Offending Service (YOS) is a statutory partnership set up under The Crime and Disorder Act 1998. The YOS Partnership is staffed by seconded social work and education staff from Cardiff Council, police officers seconded by South Wales Police, probation officers from South Wales Probation Service, and health workers seconded by the Cardiff and Vale University Health Board.
2. The service is provided across a number of teams:
  - Court and Case management Team
  - Prevention and early intervention team
  - Prevention Co-ordinator
  - Intensive Intervention Team
  - Careers Wales Team
  - Business support Team

### Purpose of the Report

3. The purpose of this report is to provide the Committee with a copy of the Youth Offending Service's Annual Plan 2014-15 (attached at **Appendix A**) which includes an update on the Youth Offending Team's progress in achieving its key objectives utilising the Results Based Accountability (RBA) methodology. Copies of the RBA cards are attached at **Appendix 3 – 11 of Appendix A**).

## Issues

4. The newly established Police and Crime Commissioner (PCC) Alun Michael is keen to develop close working relationships with South Wales Youth Offending Services. Cardiff YOS agreed to set aside £78,700, over which the Commissioner now has direct control. Whilst discussions are ongoing that this year's funding can be reclaimed and utilised as 'business as usual' it is not at all clear whether this will be the case next year, nor is it certain whether reductions will be made in future.
5. The Welsh Government funding stream: Youth Crime Prevention Fund has as one of its conditions that monies be spent in a regional and joined up way in line with the 'Regional Footprint', which in our case comprises Cardiff and the Vale of Glamorgan Council areas.
6. Increased collaboration with the Vale YOS is now in place in respect of a number of projects and initiatives, but caution must be applied as financially our colleague YOS is not as well resourced, and there is an ongoing risk that the Vale YOS will benefit disproportionately from enhanced joint service delivery.
7. The Service's principal aims are to prevent offending and re-offending by children and young people. The YOS works to six Youth Justice Board key indicators that measure its performance. These are:
  - the number of First Time Entrants into the Youth Justice System;
  - the number of young people receiving substantive outcome who re-offend;
  - the number of young people receiving a custodial sentence
  - The level of engagement of young people in education, training or employment
  - The number of young people in suitable accommodation

- The number of young people who, following assessment, receive timely substance misuse intervention.
8. Attached to this report at **Appendix 3 - 11** of the Annual Report are a number of Results Based Accountability report cards which offer considerable detail about how the YOS works towards achieving the above indicators.
9. Also attached are RBA report cards in respect of YOS prevention work:
- Triage Project (Page 37 of the Report)
  - Youth Inclusion Support Projects (Page 38 of the Annual Report)
  - Staysafe (Page 40 of the report)
  - Neighbourhood Resolution panels (Page 41 of the report)
  - Victim Work (Page 43 of the report)).
10. The Youth Offending Service has a clear management and governance structure. It has a multi-agency Management Board that is accountable to the Youth Justice Board for England and Wales, whose role it is to monitor the performance of the youth justice system and advise relevant Westminster ministers accordingly.
10. The Youth Offending Service is managed by the local authority and performance information about the service is therefore included in the quarterly performance reports provided by Children's Services to the Children and Young People Scrutiny Committee. In addition the Committee's annual work programme includes consideration of the Annual Youth Justice Plan prepared by the YOS so that its plans, initiatives and performance are publicly scrutinised.
11. Councillor Sue Lent, Cabinet Member for Early Years, Children & Families will attend Committee, and may wish to make a statement. Ingrid

Masmeyer (Cardiff YOS Manager) will present the report and be available to answer any questions Members may have.

### **Previous Scrutiny Comments**

12. Committee considered last years Annual plan at its meeting on 8 October 2013, following consideration of the report the Members agreed to write to the Cabinet member stating that Members were impressed with the plans set out by Ingrid Masmeyer, and feel that the good work of the Youth Offending Service should be applauded.

13. Members also highlighted a number of key points, namely:

- While they can see the value of reporting via RBA Report Cards, Members were aware that the quality of the report cards was variable. We understood and supported Ingrid's to empower her teams to report in this way, and to build and standardise the capacity of her managers to provide quality report cards.
- We were pleased to note that the cessation of funding to the YISP Project was not creating difficulties for the Service, and Ingrid's confidence that the service users would not suffer as a result of the end of funding. As you will note from the comments contained in the next item, the ability to confidently and effectively manage funding reductions without significantly impacting the service is likely to be an important pre-requisite for managers in coming years.
- We are concerned at the potential for partners to reduce their commitment to the Youth Offending Service to a statutory minimum, particularly noting the potential loss of capacity regarding CAMHS. We have been made aware that Dr Claire Ball recently met the Council's Corporate Parenting Panel, and we may programme some future scrutiny around this issue.
- We are similarly uneasy that – at the same time as there is a threat to mental health support from Health – education resources are also being reduced to the YOS Team and more generally through reductions in the number of schools nurses, making it more difficult to diagnose dyslexia, hearing and visual impairments which might have links to future offending behaviour.
- In response to a Member's question about the disproportionate level of young Muslims engaged with the criminal justice system, we noted Ingrid's offer to revisit links between ethnicity, culture, offending

behaviour and culturally appropriate interventions. We would like to revisit this when next considering YOS performance.

In conclusion you will be aware that we firmly believe in the early intervention, preventative and restorative agenda that you are undertaking, but that it is facing risks and uncertainties in the current financial climate. If we have one overarching recommendation for you, it is that you work effectively with Councillor Julia Magill and Health colleagues in coming months to generate solutions across service area and organisational boundaries, so that the effective work of the YOS (and more generally of Children's Services) can be protected.

### **Way Forward**

14. Members may wish to comment or make recommendations to the YOS Management Board on the RBA report cards, attached at **Appendix A**.

### **Legal 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 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 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**

16. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct 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 note the information contained in **Appendix A** and submit any comments or recommendations to the Youth Offending Service Management Board and the YOS Manager.

**Marie Rosenthal**

County Clerk and Monitoring Officer

5 November 2014





## CARDIFF YOUTH OFFENDING SERVICE

### ANNUAL PLAN

2014 – 2015

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## Introduction

The Youth Justice Plan is produced for and submitted to the Youth Justice Board for England and Wales (YJB), which monitors the work and performance of Youth Justice Services, a responsibility not devolved to the Welsh Government (WG).

The YJB no longer prescribes the format of the plan in line with the UK Government's commitment to greater local determination. As a consequence, this plan is formulated within the framework of Results Based Accountability (RBA) a method of performance reporting which Cardiff YOS has been applying to the full range of our work and compliance with YJB Key Performance Indicators over the last five years.

The YJB monitors YOS performance against 3 UK wide prescribed Key performance Indicators:

- **The number of First Time Entrants to the Youth Justice System (FTEs)**
- **The number of young people receiving a substantive outcome who re-offend**
- **The number of young people receiving a custodial sentence**

A further 3 KPI's apply to Youth offending Services in Wales only:

- **The level of engagement of young people in education, training or employment (ETE)**
- **The number of young people in suitable accommodation**
- **The number of young people who, following assessment, receive timely substance misuse interventions**

Each of the above will be commented upon both in terms of current performance and future planning. Our extensive number of RBA 'cards' will be used to 'tell our story' and illustrate how we intend to further 'turn the curve'. Our use of RBA cards is a work in progress – we are refining both the process as well as the resultant cards.

A number of staff are involved in populating the templates and this has a very positive impact on the understanding of practitioner staff about the performance requirements on the YOS.

In addition, each of the YOS prevention projects as well as the statutory services we provide will be described and commented upon under the relevant KPI.

The year 13/14 saw an increase in the number of First Time Entrants into the Youth Justice system, although a reduction has already occurred during the first quarter of the current year (14/15). As in previous years, a consequence of overall maintaining much lower levels of FTEs is that we have the challenge of responding to the risk and need of a small group of those whom we have not been able to divert away from the criminal justice system. They are frequently repeat offenders, who increasingly require more intensive and specialist interventions.

Our ability to achieve a significant reduction in both numbers of re-offenders and the number of offences they commit has become a major challenge that continues to be addressed. It has been our aim for the last 2 years to focus on this group and the Plan will report that progress so far has been limited but further plans have been formulated by means of a Performance Improvement Plan following dialogue with the Youth Justice Board.

The past year also saw the tragic death of a young man who took his own life and latterly had been supervised by the YOS on a Youth Rehabilitation Order with a condition to attend our Intensive Supervision and Surveillance (ISS) scheme. The Local Safeguarding Children Board was informed at the earliest opportunity and the Youth Justice Board received both a Critical Learning Review and an Extended Learning Review (ELR) as required. The latter is accompanied by the YOS response to the recommendations made in the ELR which identified some YOS processes that require attention but the report concluded that the YOS and its staff, partner agencies and others could not have predicted or prevented his suicide. The implementation of the ELR will be overseen by the YOS Management Board and the LSCB is taking a keen interest in how YOS practice and processes can be enhanced as well as the application of our learning experience in partner organisations.

YOS staff and managers who supervised and supported this young man over a number of years are commended for their care and dedication which extended to subsequent support for those close to the boy as well as other young people who attended the ISS programme at the time.

The Cardiff Management Board has always been chaired by the director of Children Services. Due to changes in the senior management structure and subsequent interim arrangements in the Council, the Board has had interim Chairs as a consequence. With the permanent appointment of Tony Young as Director of Children Services and Chair of the Board, we are confident that we have entered a period of stability.

In the current climate of austerity, reducing budgets both in the Council and in partner agencies will affect the YOS and make it imperative that we maximise resources and ensure we apply a flexible, creative but cost effective approach to all our work that minimises the impact on direct work with children and young people. The report will provide more detail about the financial position of the YOS partnership and also make reference to our increasing collaboration with our colleague YOS in the Vale of Glamorgan with whom we jointly deliver several prevention projects as well as share resources such as providing services in the Courts.

This plan has been signed off by the chair and members of the Management Board.

Ingrid A S Masmeyer,  
YOS Manager  
September 2014

### Management Board Members

Tony Young – Director Children’s Services Cardiff Council (Chair)	Ingrid Masmeyer – YOS Manager Children’s Services Cardiff Council
Sue Holder – Principal Officer Justice & Partnerships South Wales Police	The current Local Education Authority representative will be leaving the Authority shortly. A replacement on the Management Board is yet to be identified.
Graham Bowd – Cardiff Area Manager Careers Wales	
Belinda Davies – Chief Superintendent, Divisional Commander, South Wales Police	
Rose Whittle – Children’s Therapy & Integrated Partnership Lead, Cardiff & The Vale University Health Board	
Sally Lewis – Legal Manager, Her Majesty’s Court Service	
Peter Greenhill – Cardiff Probation Delivery Head, Wales Probation Trust	
Alun Michael – Police & Crime Commissioner, South Wales Police	

## **A. Structures, governance and partnership arrangements**

The staffing structure of the YOS is attached as Appendix 1. This year has seen an internal adjustment to the structure as we absorb the loss of one team manager as a result of local authority cuts.

The membership of the Management Board is outlined above. Meetings of the Board take place quarterly and members receive both performance and financial information at each meeting.

The strategic aim of the local service and partnership is to contribute to the overall objective of the YOS which is to prevent offending and re-offending.

We contribute and participate in a range of local structures with the aim of ensuring that the voice of children and young people at risk of offending and those who have offended is heard and taken into consideration. We are also committed to help achieve the local aims and objectives of the wider partnerships, which include:

- Integrated Partnership and relevant Programme Boards
- Area Planning Board and relevant sub groups
- Cardiff Criminal Justice Group
- Local Safeguarding Children Board
- Families First Steering Group
- Multi Agency Early Intervention and prevention Group
- Child Sexual Exploitation Group

In respect of the relationship with our statutory partners and other organisations that contribute to the work of the YOS we continue to work in collaboration, which is all the more important in the current financial climate which affects all partner organisations.

- As in previous years, in consultation with the chair of the youth court bench YOS staff delivered 3 awareness raising events to magistrates about several areas of our work.
- In collaboration with The Vale YOS we continue to deliver prevention projects such as Triage and the Neighbourhood Resolution Panels.
- We continue to negotiate with the Commissioner's office to contribute to the delivery of a Triage project for both men and women aged 18 – 21 as part of the overall pilot programme for prevention/diversion for the 18 – 25 year old pilot.
- As the National Offender Management Service develops a Triage for women aged 18 – 25 we are offering our support on the basis of our experience.
- The Probation Service has now transferred the delivery of the 'unpaid work' requirement for 16 and 17 year olds to the YOS.

- We await further guidance and decisions about incorporating the Junior Attendance Centre further into the work of the YOS with effect from April 2015. This remains a valuable resource for Cardiff YOS and increasingly for the Vale YOS.
- We continue to collaborate closely with Cardiff Children Services and we have recently refreshed our Interface protocol, a new Remand Protocol in the light of the Legal Aid, Sentencing and Punishment of Offenders Act (2012) and a revised Remand Strategy for internal use by YOS staff.
- An ongoing initiative by Children Services and the Cardiff Housing department is supported by the YOS and is intended to develop a joined up approach to homelessness of 16 and 17 year olds.

## **B. Resourcing, value for money and risk of future delivery**

A copy of the 'end-of-year' financial statement is attached as Appendix 2.

The YOS is funded by a range of partner agencies and benefits from a number of grants as outlined in the financial statement.

Whilst the YOS has seen reductions in seconded staff from partner agencies such as the police and health in previous years, we have not been affected by such reductions during the past year. However, the Probation Service did not replace a probation officer who left the YOS in April 2013. As a consequence Cardiff YOS was the first in Wales to create a 'transition' post for children who reach the age of 18 whilst under YOS supervision and transfer to the Probation Service South Wales Police plans to review the role of police officers in YOS's may affect their capacity to carry out tasks which have assisted the work of the YOS but may not have been part of the 'traditional' police constable role.

The YOS receives a grant from the Welsh Government, the Youth Crime Prevention Fund, which is a funding stream that is expected to be spent on a regional and joined up way in line with the 'Regional Footprint'. In our case this comprises Cardiff and the Vale of Glamorgan local authority areas.

The South Wales Police & Crime Commissioner, Alun Michael, continues to develop close working relationships with the South Wales Youth Offending Services. Cardiff YOS reclaims £ 78,700 from the Commissioner this year, which is funding that previously came directly to the YOS from the YJB but now falls under the control of the Commissioner, and for which the YOS now produces a business case that must accord with the Commissioner's overall priorities and objectives.

In line with the austerity measures of Cardiff Council, the YOS will be subject to further reductions in its funding from the local authority which will result in the loss of practitioner staff.

Increased collaboration with the Vale YOS is now in place in respect of a number of projects and initiatives but caution has to be applied as financially our colleague YOS is not well resourced and there is an ongoing risk that the Vale YOS will benefit disproportionately from enhanced joint service delivery.

In respect of risks to future delivery, this is difficult to anticipate with any accuracy. It is fair to say that the YOS has not seen the drastic reductions in funding that others in the public sector have suffered. Clearly any reductions in funding will have a negative impact on future service delivery.



## 1. The number of First Time Entrants (FTE) to the Youth Justice system.

The overall reduction in FTEs is directly related to the prevention work the YOS has been engaged in over the last 4 years which comprises:

- The YOS Anti Social Behaviour team (ASB)
- The StaySafe initiative
- The Triage project
- Neighbourhood Resolution Panel provision

### **The ASB team**

The Anti Social Behaviour (ASB) team works with young people who have been issued with warnings in accordance with the ASB legislation as a result of their problematic behaviour within the community.

The team offers comprehensive assessments of young people and their families that inform individually tailored intervention packages. In addition to our assessment young people and their parents/carers are given the opportunity to complete a self assessment where they identify their own needs.

Problematic behaviour is challenged and young people are encouraged to think about the impact of their behaviour on victims and communities.

Engagement with education and training, health and substance misuse, family support services and positive diversionary activities within the community are also integral to the success of the interventions offered.

The Co-ordinator of the project also provides advice and practical support in relation to neighbour nuisance issues and has assisted in resolving disputes through the use of restorative approaches.

Collaborative prevention work has also been undertaken in schools where anti-social behaviour has been identified as an issue.

### **StaySafe**

StaySafe is a prevention project run by Cardiff YOS and South Wales Police and works in partnership with the Accident & Emergency department (A & E), Sexual Assault Referral Centre (SARC), Wales Ambulance Trust, Street Pastors, Cardiff Youth Service and the local authority Trading Standards / Licensing team.

The project is demand led and runs in specific geographical areas where there are reported incidences of youth anti social behaviour. Utilising the powers of Section 46 of the Children Act the Police are able to detain and remove a child to a place of safety when a constable has reasonable cause to believe that a child would otherwise be likely to suffer significant harm.

The young person is offered an intervention by a StaySafe worker, using Motivational Interviewing techniques to look at the incident that has brought them to the attention of the police and to use this 'teachable moment' to instigate change in their behaviour / lifestyle.

Young peoples' parents are usually contacted and both parents and young people are offered further support from resources in the Youth Offending Service, Youth Service or by means of a referral to an outside agency.

Where parents are unable to collect their child, StaySafe staff may escort young people home with a police officer to offer an intervention in the home. StaySafe staff may also escort young people to A&E to meet parents should the young person be intoxicated.

### **Triage**

This project is based in the Cardiff Bridewell and aims to divert young people from re-offending following arrest for a first offence.

The custody sergeant in conjunction with Triage staff decides whether a young person is eligible for the project: the decision is based on both the relative seriousness of the offence and an indication of remorse. The young person must also have a willingness to co-operate voluntarily with an intervention that is decided upon on the basis of a subsequent assessment.

Most interventions are of a short duration, may result in a referral to a universal service and, where possible and appropriate will be based on a restorative approach that ensures victims of the crimes are listened to and valued and their concerns and wishes are fed back to repair the harm caused and that there is a range of restorative justice processes available to meet their needs.

### **Neighbourhood Resolution Panels**

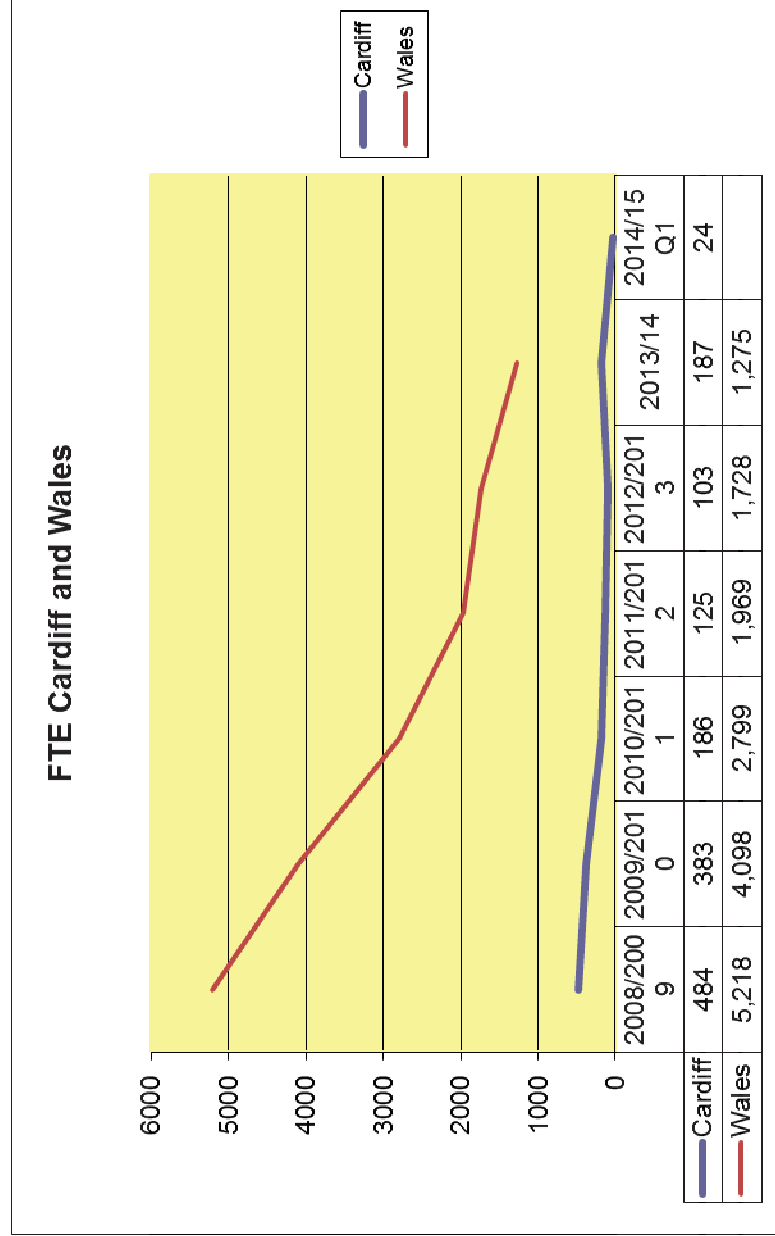
The Neighbourhood Resolution Panels have become a powerful, additional means of dealing with low level offending and as they are in essence a restorative conference, and have already proved to be very effective in preventing further anti social behaviour and/or offending in other areas of service delivery e.g. schools.

We are utilising the NRPs in the context of the 'Out of Court' arrangements: Cautions and Conditional Cautions (Out of Court Disposals –OoCD) as well as providing a restorative intervention in the case of Court Orders.

In respect of the OoCD we are implementing a consistent and good practice approach with the assistance of staff in both Cardiff and The Vale, as well as South Wales Police, to ensure a timely response to these arrangements that will continue to allow appropriate diversion for children engaged by Triage as well, when relevant.

### 1.1 Current performance

The combined service delivery as outlined in the attached RBA cards (Appendix 4 to 8) has helped to maintain an overall reduction in numbers of FTE since 2008/9 although the last year saw an increase of 84 children. The following chart provides an overview of the last 5 years and includes quarter 1 of the current financial year 2014/15 when a decrease is noted.



## 1.2 Plans for future performance

It can be seen that the past year has seen a significant increase in FTEs. Whilst it was anticipated that the economic climate would result in an adverse effect on overall offending levels, this is the first year that the impact is felt and is not in line with the experience elsewhere in Wales, where reductions in FTE's continue to occur.

The introduction of the Caution and Conditional Cautioning arrangements in April 2013, which replaced the Reprimand and Final Warning disposals, took some time to 'bed in' and there was some concern that they might have been the cause of an increase in FTEs as Triage as an option might have been bypassed.

We therefore analysed all the cases of all the young people who were issued with a Caution or Conditional Caution during 2013/14 to ascertain whether any might have been 'triated' instead and it can be seen that apart from 11 cases in which a reason for bypassing Triage is not recorded, no children bypassed Triage unnecessarily.

Of 118 children who received cautions as an FTE, 50 had previously received an intervention from the Triage project. The remainder are explained as follows:

- 7 = no remorse
- 10 = refused triage
- 9 = offence seriousness
- 5 = domestic violence
- 2 = racially aggravated
- 5 = weapons
- 5 = sexual offences
- 4 = previous convictions
- 6 = ASB involvement
- 2 = moved out of County
- 11 = no reason on file
- 2 = should not have been included

Against this background the YOS will:

- Resolve recording discrepancies (i.e 11 cases where no reason recorded)
- Re-open the debate with South Wales police about 'no remorse case'
- Revisit with Triage staff the need to emphasise the consequences of refusing Triage intervention

- Ensure YOS court staff remain vigilant and make representation in respect of appropriate cases to be referred 'back' to Triage

## **2. Re-offending**

The YOS delivers its statutory interventions to children and young people in accordance with a risk-led approach usually referred to as the 'Scaled Approach'. The approach ensures that children and young people who pose a high risk of re-offending and/or harm to self and others receive the most intensive supervision regime with interventions that are aimed at the highest areas of criminogenic need, and those that are assessed as 'low risk' receive a moderated level of intervention ensuring resources are allocated where they are needed most.

Our Scaled Approach is supported by our CPF (Case Planning Forum) system where those assessed as 'high-risk' are discussed on a regular basis with all relevant professionals involved in the case, with a view to ensure a joined up approach to reducing the assessed risk a young person poses and address any issues of vulnerability that may have been identified. The forum is chaired by a team manager and the police always attend so that any intelligence that may be relevant is shared with them and responded to by the YOS.

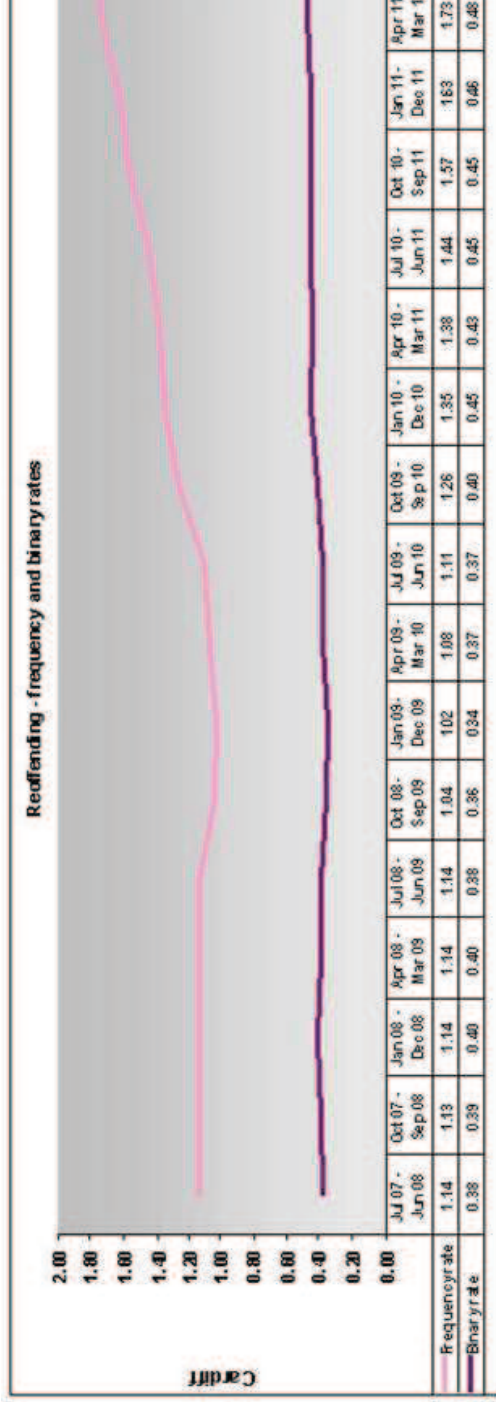
Cardiff YOS continues to deliver the Intensive Supervision and Surveillance programme (ISS), which is aimed at those high risk and/or prolific young offenders who might otherwise receive a custodial sentence. The ISS programme consists of 25 hours' supervision per week that includes a number of elements including offending behaviour work, restorative justice, education, training and employment, family support and interpersonal skills.

Cardiff YOS also continues to employ a dedicated IRS (Integrated Resettlement Support) worker who, in addition to the standard supervision on Licence, offers additional support to young people in custody and following release. Our custody figures can be seen on the relevant RBA card (Appendix 4).

### **1.3 Current performance**

The measure relates to young people whose offences lead to a substantive outcome in any given year. The cohort (young people subject to a substantive outcome between January and March) is then tracked for a year, with the proportion of young people re-offending, and the average number of offences per offender being reported via PNC (Police National Computer). This includes young people receiving both low level outcomes, community supervision as well as those on licence following custody.

Below is the most up to date chart.



When comparing July 2010 – June 2011 with July 2011 – June 2012 the frequency of offending increased from 1.44 to 1.67. During the same period across South Wales there was increase in frequency of offending from 1.13 to 1.24 and across the whole of Wales an increase from 1.04 to 1.07.

The binary rate for Cardiff increased from 45.3% to 48%. The rate for South Wales had increased from 39% to 41.2% and across the whole of Wales from 36% to 36.7%.

A number of reasons can account for this:

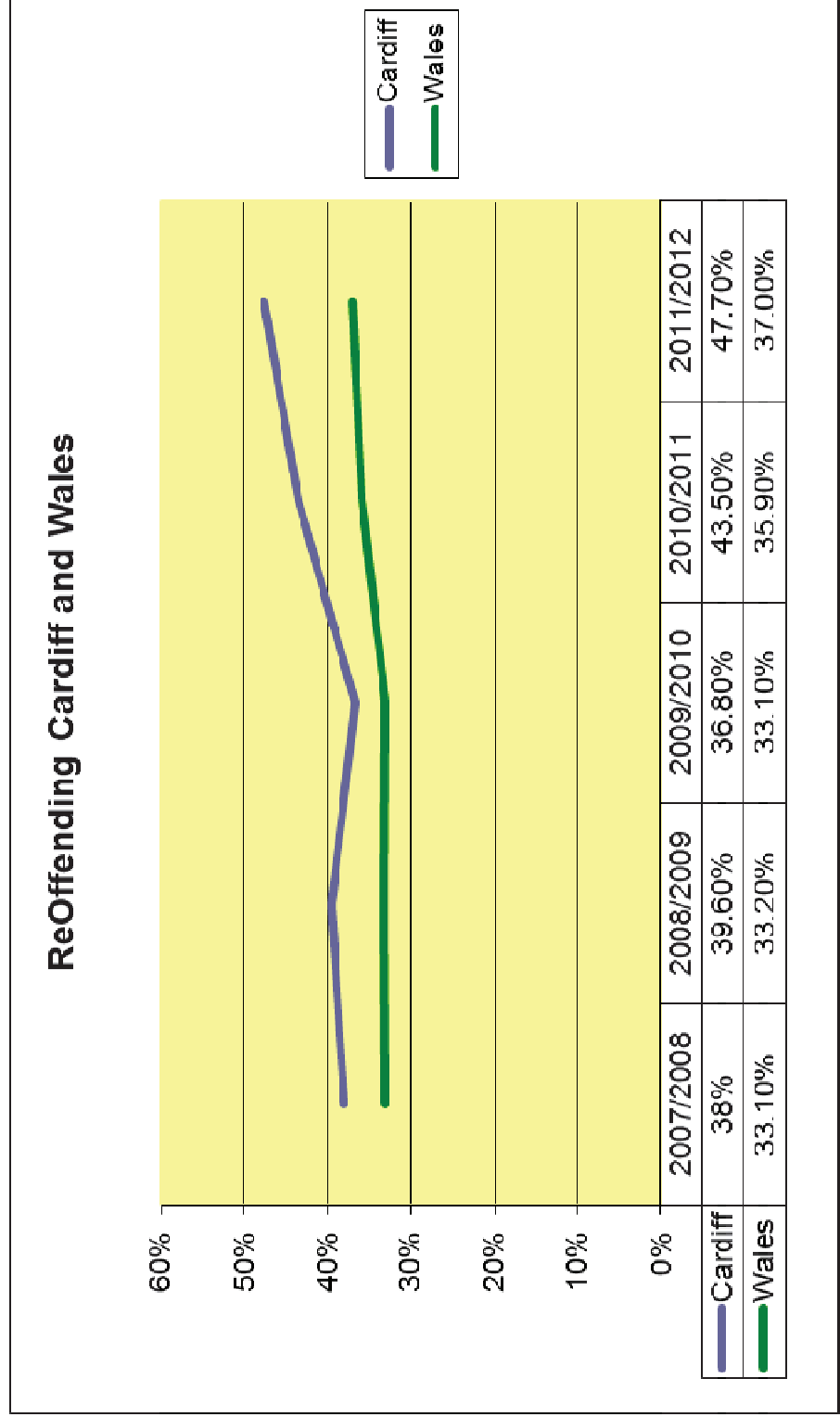
- ◆ As the YOS increasingly intervenes early in order to prevent escalation into the criminal justice system, those young people who do go on to commit further offences are likely to be the most problematic young people who require the most intensive interventions if their offending behaviour is to cease.
- ◆ Frequently these young people present as at a considerable disadvantage. This can be illustrated by the results of a profiling exercise carried out in 2012 by the Youth Justice Board at our request. This has been reported in previous YOS plans and is once more attached as Appendix 12.

Currently, the YOS purchases services from Cardiff Prison Forensic Psychology department in order to offer children who exhibit serious mental health difficulties an assessment and necessary interventions aimed at offering both treatment and reducing offending behaviour. This provision is to be extended by means of a part time secondment of a psychologist of the Prison Forensic Psychology department whose will be to provide support and consultation for case managers who supervise children who exhibit less serious behaviours.

At a wider, strategic level the YOS manager is party to discussions with the UHB which are making significant progress towards designing a mental health service for children and young people that will deliver services in a radically different manner from the conventional CAMHS approach.

Based on the latest PNC information, during July 2010 – July 2011, out of 419 children 190 re-offended committing a total of 603 crimes. During the year July 2011 – June 2012 the number of children in the criminal justice system had reduced to 323, of whom only 155 re-offended committing 539 offences in total.

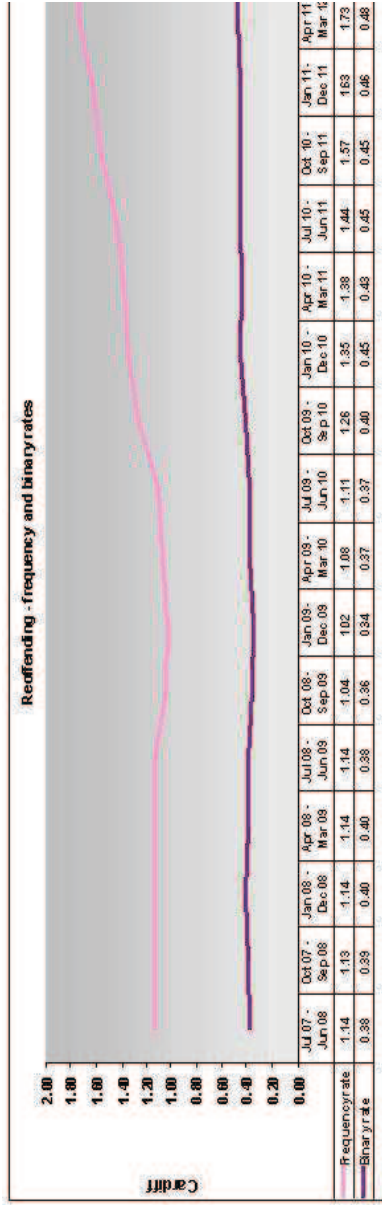
Cardiff YOS has now begun to utilise the YJB reoffending toolkit which populates with YJMIS (Youth Justice Management Information System) information, usually considered to be more accurate than PNC statistics.



	Cardiff	South Wales	Wales
<b>April 2007 to March 2008 Offending Cohort</b>			
Number of Offenders in Cohort	992	3285	9093
Proportion of Offenders who Reoffend	38%(377)	33.8%	33.1%
Average Number of Offences per Offender	1.3	0.98	0.89
<b>Apr 2008 to Mar 2009 Offending Cohort</b>			
Number of Offenders in Cohort	946	3149	8623
Proportion of Offenders who Reoffend	39.6% (375)	34.9%	33.2%
Average Number of Offences per Offender	1.14	1.01	0.91
<b>Apr 2009 to Mar 2010 Offending Cohort</b>			
Number of Offenders in Cohort	782	2645	7129
Proportion of Offenders who Reoffend	36.8% (288)	34.2%	33.1%
Average Number of Offences per Offender	1.08	1.03	0.96
<b>Apr 2010 to Mar 2011 Offending Cohort</b>			
Number of Offenders in Cohort	460	1952	5373
Proportion of Offenders who Reoffend	43.5% (200)	37.6%	35.9%
Average Number of Offences per Offender	1.38	1.07	1.01
<b>Apr 2011 to Mar 2012 Offending Cohort</b>			
Number of Offenders in Cohort	363	1182	4067
Proportion of Offenders who Reoffend	47.7% (173)	42.6%	37.0%
Average Number of Offences per Offender	1.73	1.31	1.09



In respect of those children who re-offend there is as yet no up-to-date information available. The YJB Community Division Quarterly Review – Quarter 4 2013-2014 (Appendix 1) offers the following chart which indicates that the frequency of offending has increased when comparing July 2010 – June 2011 (1.44) with July 2011 – June 2012 (1.67).



During the same period across South Wales there was an increase in frequency of offending from 1.13 to 1.24 and across the whole of Wales there was an increase from 1.04 to 1.07.

The binary rate<sup>1</sup> has increased from 45.3% to 48% for the same time period in Cardiff. The rate for South Wales had increased from 39% to 41.2% and across the whole of Wales from 36% to 36.7%.

The report points out that in July 2010 – June 2011 out of 419 children 190 re-offended committing a total of 603 offences. During the year June 2011 – July 2012 the number of children in the criminal justice system had reduced to 323 of whom only 155 re-offended committing 539 offences in total.

<sup>1</sup> The binary rate is a measure of re-offending (i.e. the number of young people who re-offend expressed as a percentage of a given cohort). The frequency rate measures the average number of re-offences per young person in the cohort.

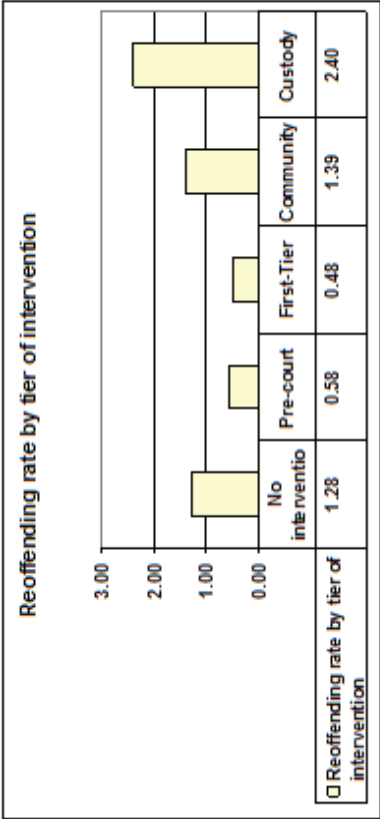
The author concludes: 'This supports the argument that those young people now left in the system are the most prolific and complex young people'.

However, Cardiff YOS has now populated the YJB 'toolkit' and the subsequent analysis is represented below:



Youth Justice Board

The average reoffending rate for Pre-Court interventions in Cardiff was 0.58 compared to 0.61 average in England and Wales.  
 The average reoffending rate for 1<sup>st</sup> tier interventions in Cardiff was 0.48 compared to a 1.13 average in England and Wales  
 The average reoffending rate for community interventions in Cardiff was 1.39 compared to a 2.27 average in England and Wales  
 The average reoffending rate for those leaving custody was 2.4 compared to a 2.88 average in England and Wales



This chart indicates that Cardiff YOS during the financial year April 2011 – March 2012 performed better than the UK national reoffending rate in all cohorts.

**1.4 Plans for future performance**

That the PNC (Police National Computer) data differs from the local YJMIS information is a longstanding problem which all Youth Justice professionals are aware of, and YJMIS information is usually considered to be more accurate than PNC data.

Notwithstanding any of the above Cardiff YOS will, in line with the recommendations outlined in the analysis produced by the YJB, following the initial completion of the YJB toolkit (Presentation - Appendix 2), undertake to:

- Look in greater depth at the offending of 17 year olds.

The type and frequency of offending in this age group will inform us about current trends in criminal behaviour and enable us to formulate an appropriate response.

- Look at the offending patterns of children from other ethnic groups

Whilst not highlighted as among the prolific offenders, we are aware of an increase in children from Eastern Europe coming to our attention and a more up to date breakdown of ethnicity and the types of offences they commit will be helpful.

- Domestic burglary

The analysis indicates that Cardiff may have a greater number of children committing offences of burglary than elsewhere. If more up-to-date information continues to indicate this, the YOS will need to consider what specific actions can be taken to work with this group of young people.

- We will populate the YJB toolkit with more recent information

This will enable us to analyse last year's (April 2013 – March 2014) cohort of children in the criminal justice system in order to formulate an appropriate response to the re-offending figures.

## 2 Custody

Custody remains 'the last resort' in the criminal justice system as it affects children and young people and in Cardiff there is strong evidence to support this.

The YOS provides high quality pre-sentence reports and it is evident that our judgment as the most appropriate disposal is respected and relied upon. In recent years we have asked the magistrates their opinion by means of a questionnaire attached to a number of reports and the feedback has invariably been positive.

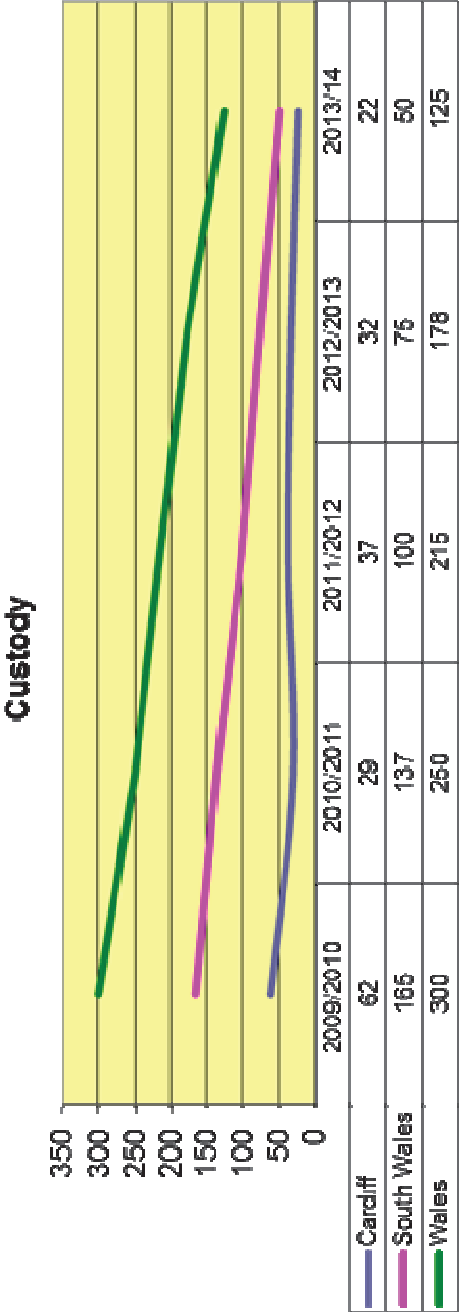
The YOS organises regular events for magistrates that aim to ensure that they are well informed about our interventions, including alternatives to custody such as our Intensive Intervention programmes and our work with victims of crime.

This year has seen 2 joint training events, one around communication needs and learning styles of young people and a second on Restorative Approaches. Further events that will inform magistrates about our intensive intervention work is scheduled to take place later this year.

We have a good relationship with the Chair of the youth bench, who with her deputy attend the YOS management meeting on a regular basis.

**2.1 Current performance**

Whilst our re-offending rate remains high, the custody rate is extremely low in Cardiff as well as across Wales. The graph below illustrates this.



To be specific about the reasons why this should be so is difficult and cannot be related to any one causal factor. However, some tentative suggestions can be made:

- It is not unusual for the prevention projects to engage with children who have committed acts of anti social behaviour and/or very low level offending, about whom there are serious concerns in respect of their welfare and personal circumstances. Early identification and appropriate sign-posting to universal services such as Children's Services and CAHMS may prevent these children from becoming very high risk young offenders very quickly and escalation to a custodial sentence.
- We continue to have the confidence of the courts and children who previously might have been disposed of by means of a custodial sentence are more likely to receive a community sentence

Below is outlined the type of offences children and young received custodial sentences for:

Offence Type	2009/10	2010/11	2011/12	2012/13	2013/14
Robbery	15	2	7	2	7
Burglary	11	6	6	14	7
Affray	0	0	0	3	0
Breach of order	13	13	19	7	5
Assault	5	8	6	2	6
Supplying drugs	0	0	0	2	0

In each case a reduction has occurred, apart from assault which was higher in the last year.

## 2.2 Plans for future performance

We welcome the establishment of the South Wales Resettlement Board chaired by senior policy officers from the Youth Justice Board in Wales. The Resettlement Board aims to bring together the strategic leads for crucial statutory services such as Health and Social Care as well as the Third Sector and offer a 'top-down' approach to ensure children who receive a custodial sentence are given the right level of support on release.

An element of the above project is to establish multi agency panels that consider all children to be released from custody and arrive at jointly owned resettlement plans. Cardiff YOS has in place a long-standing arrangement whereby we convene a Case Planning Forum, chaired by a team manager, which discusses not only children in custody but also all high risk cases in the community. All relevant professionals are invited to the Forum and contribute to a joint supervision plan for each child.

Also described above is our commitment to support the local collaboration to enhance the 'menu' of accommodation for young people: it remains a crucial factor in preventing re-offending.

Our recent ability to utilise the YJB Re-offending toolkit enables us to look in much more detail at this group and formulate an appropriate response.

### **Education, training and employment (ETE) – Wales only**

This measure looks at the number of hours a child receives ETE at the end of an intervention (the last full week) compared with the number at the start (the full week before the intervention commences). The measure is divided into those of statutory school age and those above.

Our ability to liaise with schools is much enhanced by the presence in the YOS of a worker seconded from the local Education department. However, it is not always easy to facilitate the return to school of children who either have not attended by choice or who have been excluded.

We previously managed a small education unit staffed by a teacher and two teaching assistants funded out of the now defunct Cymorth Fund. This resource has not been transferred into the new Families First arrangements and is a loss to the YOS.

### **3.1. Current performance in respect of school age children**

Below is outlined a chart indicating an overall downward trend:

	Q1 2013/14	Q2 2013/14	Q3 2013/14	Q4 2013/14	Total
Number of YP of statutory School age	19	17	7	12	55
Av. No of hrs in ETE of YP - start order	21.7	19.4	17.1	11.8	18.2
Av. No of hrs in ETE of YP - end order	20.4	16.5	8.0	10.6	15.5

### **3.2 Plans for future performance in respect of children of statutory school age**

The YOS will respond by:

- Ensuring that we avoid any inconsistencies in recording. Only the YOS education worker will update YOS records with information from the local education authority about the numbers of hours a young person spends in education.
- Looking at the hours of education children are offered, when excluded, and to collate this information alongside the levels of attendance. This provides a more accurate picture of attendance and pre-empt the intention of the YJB to amend the existing KPI so that it will include this information.
- Exploring the possibility of transferring our current partnership with Agored to the YMCA who are able to offer elements of qualifications which carry a greater value for young people we work with. It is our intention to train some 8 practitioner staff across the YOS teams as internal verifiers of education units children may have completed with the assistance of their supervising case manager.
- Aim to give our ability to assist children in this a greater profile, and intend to support the YMCA in their wish to roll out their programme of accredited education units more widely in Cardiff with a view to make this a more 'portable' means for young people to acquire a qualification.
- Continue to engage with the Cardiff Council wide initiative, that has cross directorate commitment, and in partnership with other organisations, to develop a robust, strategic response to the problem of children who are NEET in the city.

### **3.3 Current performance in respect of children above statutory age**

As far as older young people are concerned our performance also fluctuates but is improving. However, this remains below the recommended 16 hours' engagement per week.

	Q1 2013/14	Q2 2013/14	Q3 2013/14	Q4 2013/14	Total
<b>Number of YP above statutory school age</b>	<b>21</b>	<b>25</b>	<b>18</b>	<b>26</b>	<b>90</b>
<b>Av. No of hrs in ETE of YP - start order</b>	<b>13.3</b>	<b>13.3</b>	<b>12.1</b>	<b>13.8</b>	<b>13.2</b>
<b>Av. No of hrs in ETE of YP - end order</b>	<b>17.4</b>	<b>11.5</b>	<b>8.3</b>	<b>14.2</b>	<b>13.0</b>

Our ongoing partnership with Careers Wales is invaluable. We continue to employ 4 careers advisors who are able to offer intensive support to facilitate entry and ongoing participation in either training or employment and engender long term career management skills. However, they too are working with a group of young people who have much higher support needs than in previous years. Substance misuse, unstable accommodation and lack of opportunity as well as issues such as a lack of self-esteem have had a significant impact on outcomes into ETE.

In addition, opportunities for young people to engage with education and training have reduced as a consequence of the increase of waiting times for appropriate training, and progression routes are limited, which results in young people becoming disengaged. Lack of engagement in training is a strong factor in de-motivating young people.

The recession has had a significant impact on employment opportunities for young people in the criminal justice system who find themselves competing against candidates with more work experience and qualifications.

Initiatives such as Jobs Growth Wales have been welcomed, although once again young people in contact with the YOS find themselves not meeting the job requirements, and supported vacancies are few in the Cardiff area. For the main part, training providers are ill equipped to work with young people with such complex needs, which leads to a breakdown of the placement.

Budget restrictions in Career Wales have resulted in a loss of provision at Llamau's Learning for Life Centre which was previously an ideal stepping stone for YOS young people into mainstream training. This provision supported as many as 15 young people over a 12 month period.

However, recent developments such as the introduction of the Symud Ymlaen/Moving Forward project have been a positive step towards improving ETE opportunities together with the new "Strikers" programme with Cardiff City Football Club. Referrals to these opportunities and other short courses being run across the city should result in a continued improvement in the post 16 ETE figures over the coming year.



### **3.4. Plans for future performance in respect of children above statutory school age**

Our ability to make use of the services of the Forensic Psychology department in Cardiff Prison, already described, is likely to assist us in better understanding any difficulties that young people may have that prevent them from engaging. Frequently, as a result of prolonged absence from school, children in the criminal justice system have not been assessed for potential learning difficulties. We hope that we can encourage more children and young people to make use of learning and employment opportunities with targeted and well informed support.

We will also, with the assistance of our team of Careers advisors, develop good practice in respect of enhanced referral routes and the staff will be expected to refer every young person for careers intervention. This needs to be embedded into all practice.

Careers staff are now fully trained in Restorative Approaches and mentoring and support is being delivered using these principles. This method of working is now being applied in Work-Based Learning setting with YOS young sustaining placements which they would have previously lost due to their attitudes and behaviours.

Working alongside the YOS Education worker we focus more of our work around young people making a transition from Year 11 into a positive and sustainable post 16 outcome.

Together with Cardiff and the Vale College we are developing a structure whereby young people's transition from custody into college is seamless. This is only effective through a member of the careers team working in partnership with HMP Parc to support the young person in setting out the ETE section of their resettlement plan.

The team has a strong ongoing relationship with current training providers in Cardiff namely ACT, ITEC and Rathbone. This relationship is vital in order to facilitate a seamless entry into training and to maintain young people's continuous engagement.

We continue to engage with other organisations targeted with addressing the NEET agenda with a view to sourcing appropriate training opportunities for YOS young people.

#### **4. Accommodation – Wales only**

This second Wales-only measure looks at the accommodation status of a young person at the beginning of their Court Order and compares with that at the end.

Whilst this measure clearly has an element of subjectivity attached to it, the definition of 'suitable accommodation' excludes bed and breakfast accommodation and any living arrangement that makes a young person more vulnerable.

A more relevant issue is that measures such as these do not provide an indication of the accommodation status of young people during the intervention, and for a number this is subject to change, with regular episodes of homelessness and/or periods of very unsatisfactory accommodation.

As already indicated accommodation is a significant factor in preventing offending and re-offending.

##### **4.1 Current performance**

The availability of suitable accommodation is not under our control but it is clear that our much smaller caseload of more challenging young people who experience a lot more difficulties in obtaining safe accommodation.

The YOS continues to work in partnership with Llamau in providing 5 supported accommodation units in the Clive Street project, managed by Llamau on our behalf, offering accommodation as well as the guidance and support needed to prepare young people for independent living.

Below is outlined our recent performance.

Access to suitable accommodation	YOT
Number of yp with closed disposals	174
Suitable accommodation before the start	169
Suitable accommodation at the end	166
<b>% point change -all sentences -start vs end</b>	<b>-1.7%</b>
Number of yp with a closed custody sentence	16
Suitable accommodation-start of custody sentence	15
Suitable accommodation-start of custody licence	14
<b>% point change -custody -transfer vs start</b>	<b>-6.3%</b>

*Good performance is typified by a positive percentage*

#### 4.4. Plans for future performance

Reference has already been made to the joint Children’s Services, Housing and YOS collaboration to take a more strategic approach to the housing needs of young people and the intention to expand and enhance the ‘menu’ of available housing for 16 and 17 year olds.

## **5. Substance misuse – Wales only**

This measure applies to all those children who have been referred to our substance misuse workers for a specialist assessment. The measure looks at time frames: assessments must commence within 5 days of referral and should treatment/counselling be considered appropriate such interventions must commence within 10 working days following assessment.

This measure tells us little about impact and only about process.

### **5.1 Current performance**

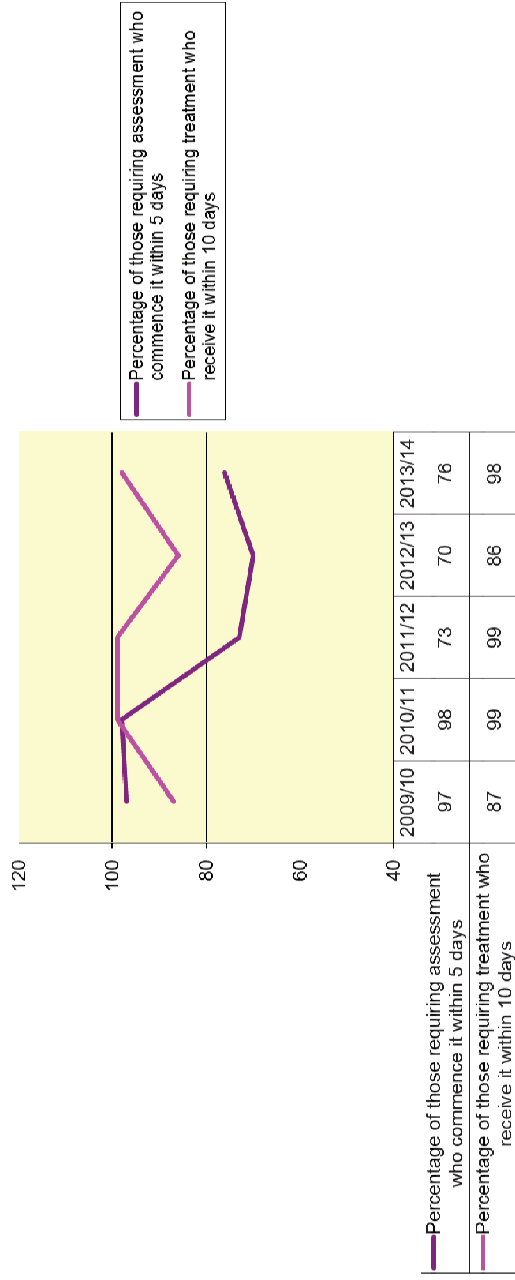
As can be seen from the chart below our performance has deteriorated. Whilst there are issues that need addressing (see below under Plans for future performance) it is also the case that we are now working with a smaller, more challenging group of young people who are more difficult to engage and who are less likely to attend appointments and there will be a number amongst this group who will have been assessed before when subject to previous Court Orders and therefore less committed to attend.

It is important to point out that when a young person does engage the 10-day deadline for commencing treatment is almost invariably met (98%).

The YOS substance misuse workers are both seconded, from Inroads and CRI (Crime Reduction Initiative). Due to the funding arrangement for this post (UHB) the Inroads worker has become a member of the Area Planning Board's service for children and young people 'It's Up to U'. Whilst it is recognised that her main workload will remain YOS focussed the project will offer enhanced opportunities for transferring young people following YOS supervision and be offered ongoing support as part of an exit strategy from YOS involvement.

As part of our response to one of the recommendations in the aforementioned ELR, the APB has proposed that all the substance misuse workers will receive clinical supervision in addition to the current management arrangements.

### Cardiff Substance Misuse Indicator



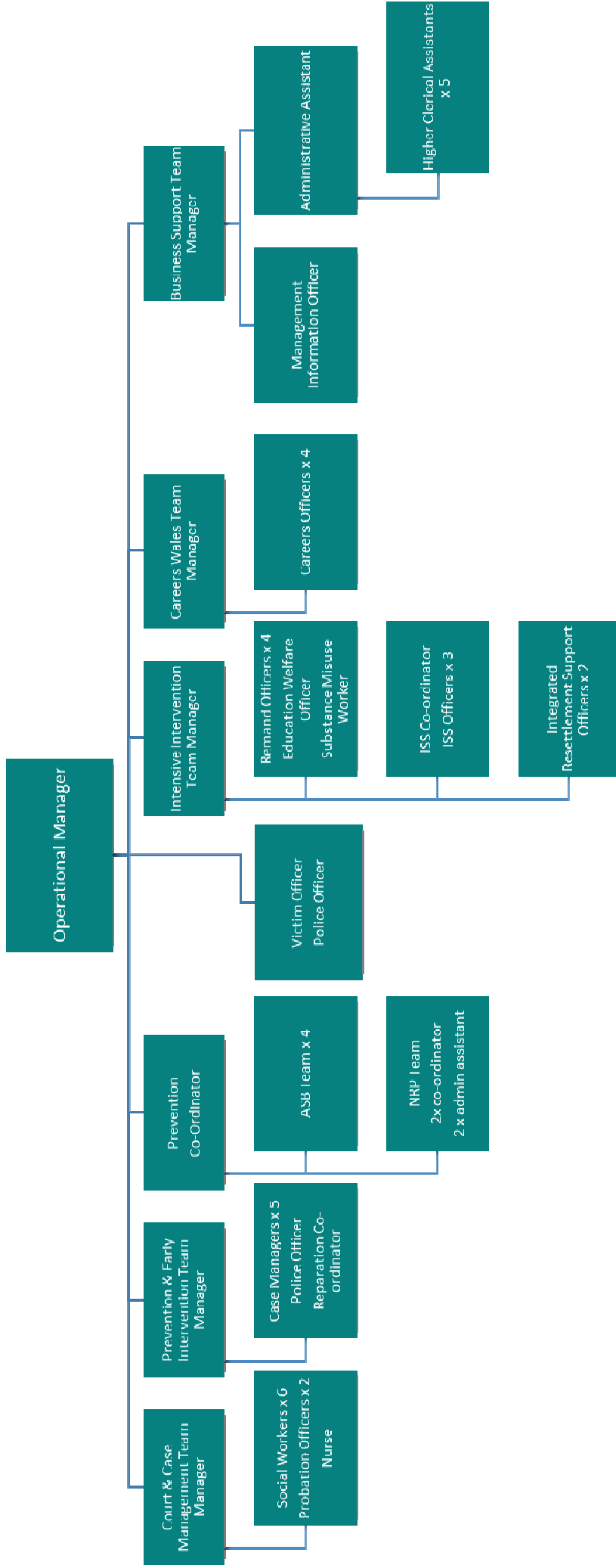
### 5.4. Plans for future performance

As a number of children re-offend they will be referred at the start of each new Order and the likelihood of attending a meeting with a substance misuse worker declines.

The YOS response will be:

- ◆ Identify the children who have received multiple referrals and seek to offer contact, such as a home visit which is easier to comply with
- ◆ Ensure that all missed appointments are followed up robustly

# Appendix 1 – YOS Staffing Structure



## Appendix 2 – End of Year Financial Statement 2013-2014

Narrative	Estimate 2013/2014 £	Total to Date £	Year End Projection £	Variance £
<b>Partnership Funding:</b>				
Children's Services	1,007,860	871,974	871,974	-135,886
Health (Staffing Contribution)	41,649	41,649	41,649	0
Education (Staffing Contribution)	33,000	33,000	33,000	0
Wales Probation Trust (Staffing Contribution)	140,134	140,134	140,134	0
South Wales Police (Staffing Contribution)	102,196	102,196	102,196	0
	<u>1,324,839</u>	<u>1,188,953</u>	<u>1,188,953</u>	<u>-135,886</u>
<b>Grants</b>				
<b>YJB Funded Projects:</b>				
YOS Good Practice Funding	278,687	220,852	220,852	-57,835
ISSP	135,000	138,235	138,235	3,235
IRS	38,000	20,985	20,985	-17,015
Education/Training/Employment Restorative Justice Development	186,000	186,000	186,000	0
	900	900	900	0
Sub Total:	<u>638,587</u>	<u>566,972</u>	<u>566,972</u>	<u>-71,615</u>
<b>South Wales Police Cash Contribution:</b>	8,270	8,270	8,270	0
<b>Police Crime Commissioner:</b>	48,662	48,662	48,662	0
<b>Wales Probation Trust Cash Contribution:</b>	5,440	5,440	5,440	0
<b>Arts Council Summer Arts Project:</b>	2,070	2,070	2,070	0
<b>Youth Crime Prevention Fund (WG):</b>				
Neighbourhood Resolutions	90,000	68,476	68,476	-21,524
Psychology Services	25,000	2,000	2,000	-23,000
ASB Project	130,000	130,000	130,000	0
Victim Worker	35,000	29,603	29,603	-5,397
RA Training	6,353	6,353	6,353	0
Triage	200,000	180,000	180,000	-20,000
Stay Safe	30,000	30,000	30,000	0
Sub Total:	<u>516,353</u>	<u>446,432</u>	<u>446,432</u>	<u>-69,921</u>
<b>Total Annual Budget</b>	<u><u>2,544,221</u></u>			

# Appendix 3 – Results Based Accountability – First Time Entrants

Cardiff Youth Offending Service

Results Based Accountability Report Card – First Time Entrants

April 2013 to March 2014



## Population

Children and Young People under 18 at risk of offending

## What other data do we need? (Data Development Agenda)

## Outcome

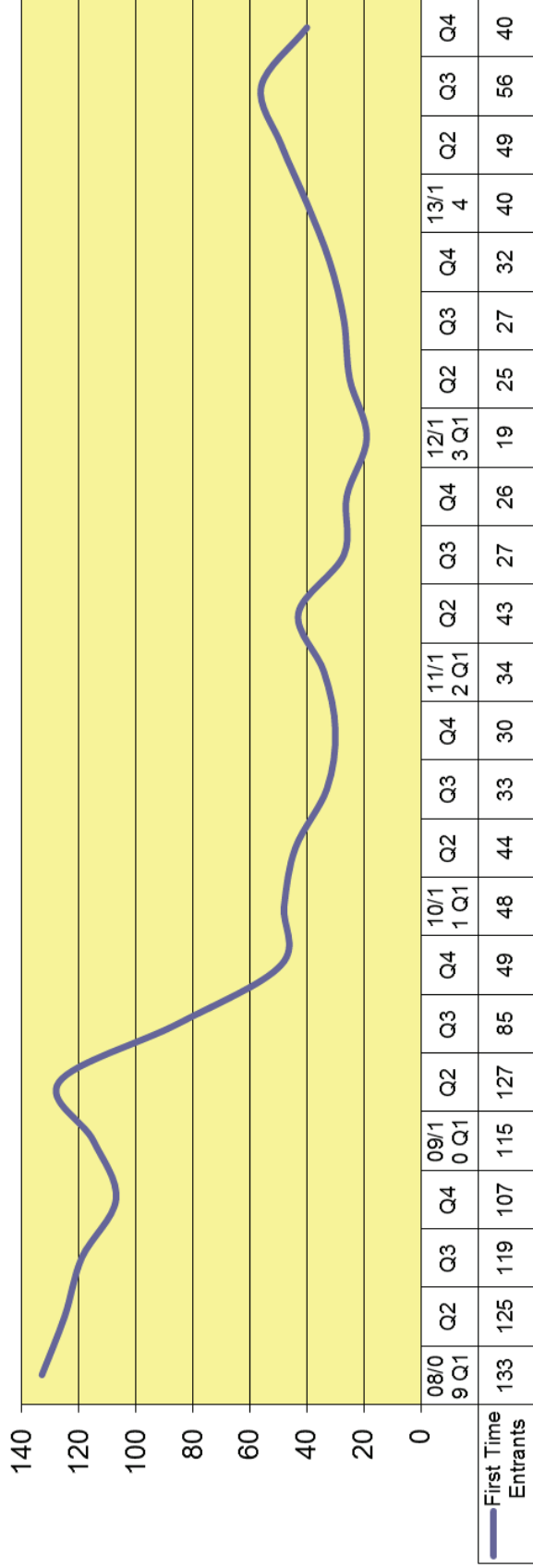
Safe and Feel Safe, Full Potential, Healthy

## Outcome

## What is the curve we need to turn?

Page 86

### First Time Entrants





### Story behind the curve

The projects referred to will have, or are working towards, a performance report which will highlight the project in more detail.

The Story	Performance Card Reference
<ul style="list-style-type: none"> <li>FTE's have been decreasing steadily since 2009 with the advent of our prevention projects. However, this seems to have evened out in this financial year.</li> <li>The development of Neighbourhood Resolution Panels (NRP), offer a restorative response to the cautions and conditional cautions are designed to prevent re-offending by this group of young people</li> <li>StaySafe events continue to be held regularly when it is anticipated that large numbers of very young people congregate in areas of the city. The aim of the initiative, which relies on collaboration with a number of partner agencies, is to remove children at risk of harm or offending and to keep them safe</li> <li>There are indications that pupils who participated in ASB workshops within school have improved attendance and behaviour</li> </ul>	<p>1,2, 4 3 2</p>

### Action Plan

Action Point	By Who	Progress
Monitor Out of Court disposals (Track cohort re-offending rates at 3, 6, 9 and 12 months)	Early Intervention Team Manager	In progress.
Ensure that all Out of Court disposals result in a NRP where appropriate	Early Intervention Team Manager/ NRP Co-ordinators.	41% (56/136) of OOOD's resulted in a NRP.
Continue to monitor FTE's	YOS Manager/ Information Officer	See FTE analysis.
Continue to monitor Triage figures (Track cohort re-offending rates at 3, 6, 9 and 12 months)	Triage Manager	See card 1
Continue to monitor ASB figures (Track cohort re-offending rates at 3, 6, 9 and 12 months)	ASB Manager	See card 2
Continue to monitor StaySafe	StaySafe Leads	See card 3

# Appendix 4 – Results Based Accountability – Custody and Offending

Cardiff Youth Offending Service

Results Based Accountability Report Card – Custody and Offending

April 2013 to March 2014



## Population

Children and Young People under 18 at risk of offending

## What other data do we need? (Data Development Agenda)

## Outcome

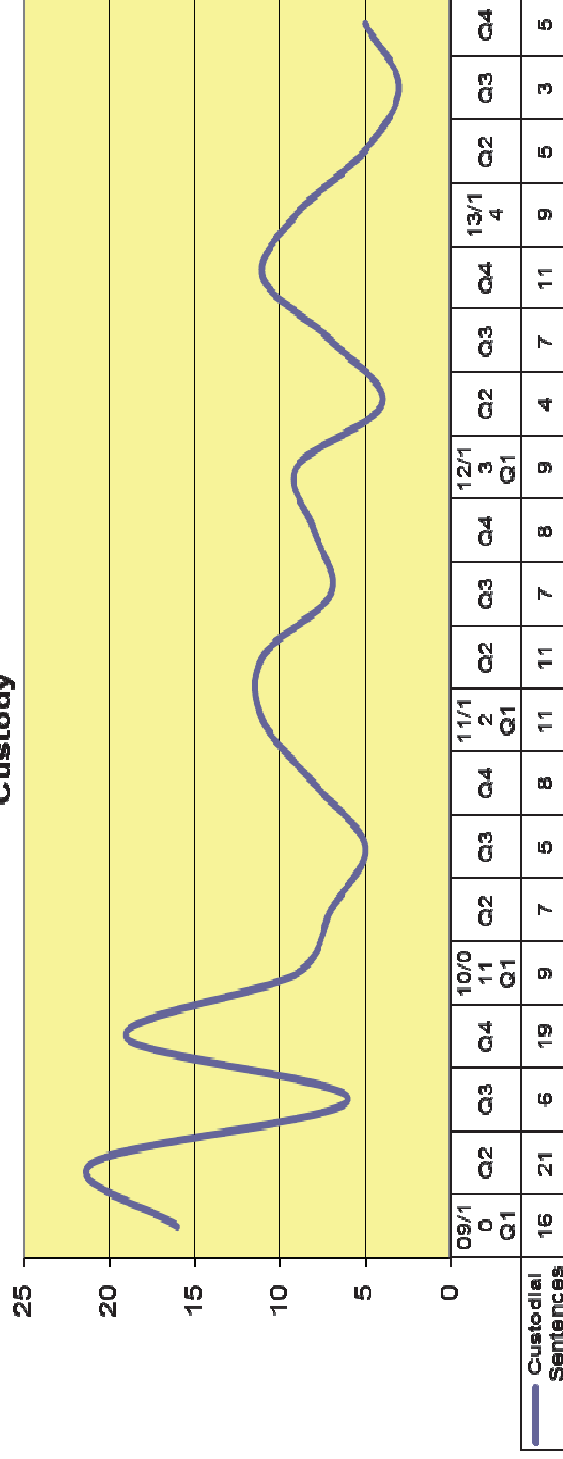
Safe and Feel Safe, Full Potential, Healthy

## Outcome

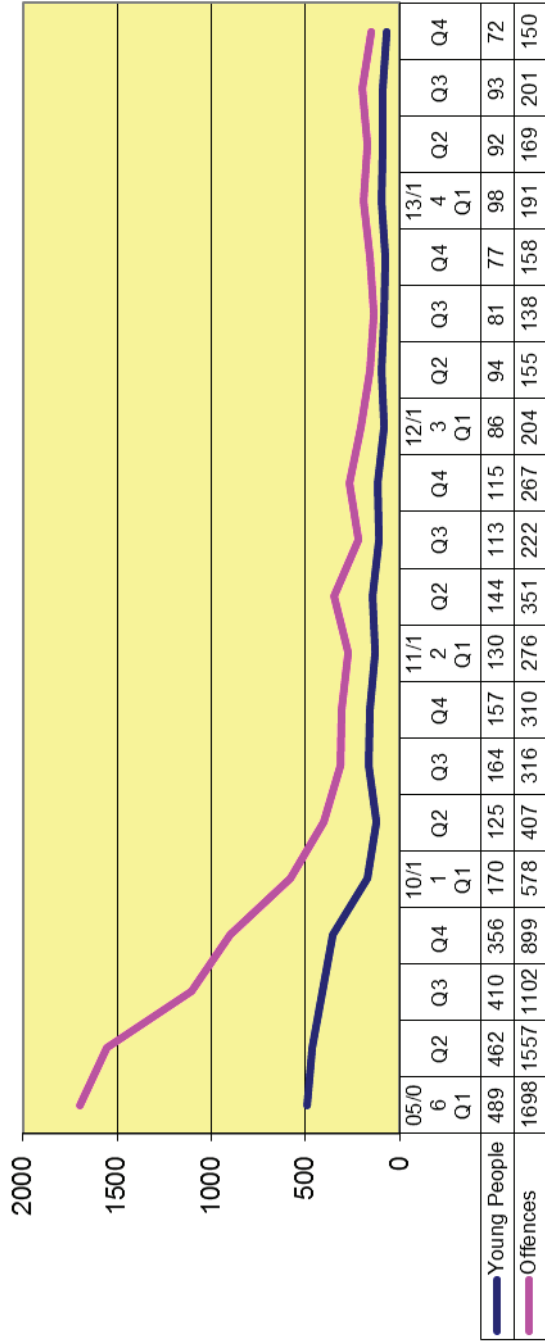
## What is the curve we need to turn?

Page 88

**Custody**



# Offending





### Story behind the curve

The projects referred to will have, or are working towards, a performance report which will highlight the project in more detail.

The Story		Performance Card Reference
<p><b>The Story</b></p> <ul style="list-style-type: none"> <li>• Custody figures are reduced by the use of Intensive Supervision and Surveillance (ISS) as an alternative but are also affected by the 'knock-on' effect of the reduction of FTE's and young people on Orders, in this quarter 2 young people received ISS (12 this year) instead of custody.</li> <li>• The Integrated Resettlement Support (IRS) project supports young people leaving custody to help prevent re-offending</li> <li>• Certain serious offences will always result in custody</li> <li>• The number of young people not in education, employment or training (NEET) has reduced, which may contribute to a reduction in re-offending</li> <li>• Scaled Approach deploys resources on the basis of risk. This is supported by Case Planning Forums (CPF) to manage and reduce high levels of risk.</li> <li>• We monitor numbers of young people retained overnight in police cells and discuss with police the reasons why. In this quarter 3 young people were remanded in custody.</li> <li>• 92% (23/25) of young people asked said that they felt positive about their future following involvement with the YOS.</li> </ul>		6
Action Plan		
Action Point	By Who	Progress/Comments
Complete our planning to 'buy in' additional mental health capacity to assist those with mental health problems	YOS Manager	We have established a partnership arrangement with the forensic psychology department at Cardiff prison, to where we are now making referrals in respect of young people with deeply entrenched difficulties. Experience so far suggests that the intensive assessment and intervention provided by this service is very challenging for the young people concerned.
Complete our planning to appoint a part time psychologist	YOS Manager	In light of our partnership with Cardiff Prison this action point is no longer relevant.

## Appendix 5 – Results Based Accountability - Triage

<b>Card Reference</b> 1	<b>Results Based Accountability Report Card</b>  <b>Triage</b>  <b>April 2013 to March 2014</b>	 
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### Project description:

Triage works with young people aged 10-17 from Cardiff and the Vale who are arrested and brought to Cardiff Bay Police Station for offences that qualify for a Youth Restorative Disposal. Restorative work is also undertaken with victims which invites them to be involved in a process with the aim of giving them closure and the ability to move on from the offence.

### How many did we do

- 405 referrals (269 from Cardiff, 125 from Vale 11 from other areas). From the 269 Cardiff cohort 212 were accepted
- 84 YP required referrals into universal services
- We assessed 82 young people arrested for shoplifting
- 11 Shoplifting awareness sessions held. One of these was for young people for whom English is second language
- 174 victims identified by the victim worker
- 47 Young people and 3 parents referred to the MAC counselling service
- 118 counselling sessions held
- Provided an Appropriate Adult for 21 young people

### How well did we do it?



- Of the 212 Cardiff young people assessed and then accepted, 98% (207) of these engaged.
- 98% (82/84) young people that required referrals accepted the referral.
- 100 % (82/82) young people attended and completed shoplifting awareness workshops
- 83% (129/155) of victims contacted engaged
- 86% (89/103) of restorative interventions requested have been completed or are on going
- 94% (44/47) of young people referred engaged in counselling
- 96%(52/54) young people (who completed questionnaires) stated they got the help they needed

### Is anyone better off as a result?

- 207 young people engaged with Triage and have been diverted away from the criminal justice system and given support in addressing their offending behaviours
- 89 victims took part in restorative interventions
- From our cohort of 62 young people being tracked to measure re-offending 6 have re-offended at the end of this 12 month period
- Feedback received states that (Triage had) “developed a sensitive, trusting relationship with our daughter and provided a level of support and interaction which could never have been provided as parents” another parent stating, (The Triage worker had) “helped my son with coping strategies and being a good role model for his little brother.”

**Created by:** Sam Heatley

## Appendix 6 – Results Based Accountability – ASB Team

<b>Card Reference</b> 2	<b>Results Based Accountability Report Card</b>  <b>DART ASB Team</b>  <b>April 2013 – March 2014</b>	 
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### Project description:

To work with young people and their families to address the causes of anti-social behaviour and to reintegrate the young people into their own community in a more positive manner. To reduce the number of Acceptable Behaviour Contracts and Anti-Social Behaviour Orders that are issued to young people within the city and county of Cardiff.

### How many did we do?

- 188 referrals received: 164 male, 24 female, 177 identified as White British, 4 as Asian and 7 as Mixed Race.
- Of the 188 young people referred, 33 had received a stage 1 warning letter, 104 had received a stage 2 warning letter, 23 were at stage 3 (ABC), 3 were at stage 4 (ABC breach) and 25 were referred by social services and the police but had no recorded incidents of ASB.
- 154 were accepted for intervention as 11 young people declined any contact, 14 were already engaged with the YOS or Triage, 8 referrals were not accepted as these young people had already been offered intervention recently and declined or had stopped engaging and 1 was over 18 and therefore outside the remit of the project.
- 87 hours of Diversionary Activities were delivered in graffiti workshops, t-shirt printing, animation, rock climbing and ice skating with the Cardiff Devils.
- 65 hours of ASB workshops were delivered at Glyn Derw High School, Greenhill Special School, North Ely Pupil Alternative Curriculum Centre and the Eastern High Inclusion Unit.

### How well did we do it?

- 66% (102/154) of those accepted attended an initial assessment.
- 23% (35/154) declined the service after receiving initial appointment letter and did not attend an assessment.
- 11% (17/154) had assessments pending at the end of quarter 4.
- 71% (72/102) of young people who attended an initial assessment are actively engaged in support sessions as the other 30/102 declined the service after initial assessment.
- 100% of young people parents who engaged with the team felt that the support they received was positive.
- 100% (5 team members) attended two days of Risk Assessment Training
- 60% of staff (3 team members) attended the 3 day Peer Mediation Training which looks at giving young people the skills to manage conflict within their peer groups and 2 (40%) attended AIM 2 training which deals with young people displaying Sexually Harmful Behaviour.
- One member of staff (20%) attended Understanding Suicide Training, one (20%) attended Understanding Eating Disorders and one (20%) attended Youth Justice Foundation Training.
- 100% of staff at Greenhill Special School who were asked to provide feedback on a programme delivered in Q1 stated that it




	was very useful and that the interaction with the pupils was very good.
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**Is anyone better off as a result?**

- 93% (67) young people who engaged in an intervention plan with the team have not gone on to offend.
- 90% (65) young people who engaged with the team have not progressed further through the ASBO process
- 100% of young people who agreed to intervention completed sessions on ASB and Victim Awareness.

**Created by:** Sarah Manley / Theo Charalampidis

## Appendix 7 – Results Based Accountability - StaySafe

<b>Card Reference</b> 3	<b>Results Based Accountability Report Card</b>  <b>StaySafe</b>  <b>April 2013 – March 2014</b>	  
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### Project description:

StaySafe is a joint project with Cardiff YOS and South Wales Police with the following aims: reduce anti social behaviour, safeguard children, reduce first time entrants to the criminal justice system, develop a vibrant and safe night time economy, assist people and communities to feel safe and reduce damaging alcohol consumption.

### How many did we do?

- 69 StaySafe operations were run in the city centre, 6 of which were Oceana Under 18's discos, 1 which was part of the Mardi Gras festival 2 which were part of Operation Bang and 3 which were run to address particular ASB hotspots across the city.
- 19 young people were taken to a place of safety. Only one needed further treatment at A&E and this was as a result of concerns about a possible pregnancy. Ten of the young people reside outside of Cardiff.
- StaySafe staff engaged with approximately 3832 young people, 1419 male and 1426 female .
- 168 bottles of water, 94 condoms and 66 pairs of flip flops were given to protect young people. First aid was administered on 5 occasions. One young person was also signed up to the C-Card scheme.
- The team painted approximately 300 faces at the South Wales Police Eastern BCU and Specialist Operations Open Day at Cardiff Castle.
- 1 young person who was spoken to by the team was referred to Children's Services as a result of significant concerns about her welfare. 19 young people were referred to the School Nurse service as they were intoxicated when removed to the Place of Safety.

### How well did we do it?

- 100% (52/52) of StaySafe operations were multi agency. 86% (60/69) worked from the Alcohol Treatment Centre in Cardiff.
- 94% (16/17) of young people presenting with alcohol misuse were referred to the school nurse for follow on work.
- The team engaged with 25 parents who were required to collect their children from the place of safety.
- 2 awareness raising sessions were presented by StaySafe staff to British Transport Police and St John's Ambulance. The team also participated in the LSCB Sexual Exploitation Conference.
- The project leads met with the new Manager of Oceana and the Police Licencing Officer in order to review the Under 18's safeguarding policy.
- Staff were given the opportunity to showcase the work of the team to the Princess Royal as a result of a Butler Trust Award.
- The project was shortlisted for a South Wales Police Partnership Award.
- Staff have undertaken training on Human Trafficking and Missing Persons.




### Is anyone better off as a result?

- 19 young people who were removed to the place of safety by police received intervention from the team.
- 3 young males were assisted in finding transport home following their attendance at an under 18s event as they were experiencing difficulties with taxi drivers.
- 1 young person who was assaulted received immediate treatment from medical staff at the ATC.
- 1 young person who was identified as having substance misuse issues is now receiving ongoing support from Substance Misuse workers at the Youth Offending Service.
- 1 young person who was being threatened by a group of older males was escorted safely home by the team.
- Staff at Oceana Nightclub are now aware of the work of the team and are able to refer young people who attend the Under 18's nights under the influence of alcohol.

Created by: Sarah Manley



## Appendix 8 – Results Based Accountability – Neighbourhood Resolution Panels

<b>Card Reference</b> 4	<b>Results Based Accountability Report Card</b>  <b>Neighbourhood Resolution Panels</b>  <b>January – March 2014</b>	  
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### Project description:

A Neighbourhood Resolution Panel (NRP) is a form of restorative justice conferencing that can be facilitated by trained community volunteers, supported by agencies with a stake hold in local problem solving e.g. Youth Offending Services, ASB and housing teams, Police, and community cohesion leads. NRP's can be used to problem solve with young people and adults, to address harmful behaviours that are not serious enough to prosecute, or that should be subject to more formal out of court disposal. This is a collaborative project between Cardiff and Vale of Glamorgan. The figures in this card only relate to the Cardiff element of the project.

### How many did we do?

- 44 new referrals during this quarter.
- 2 referrals were relating to incidents of anti-social behaviour (ASB), while 42 were Out of Court Disposals (OOCd).
- The 42 OOCd referrals were as a result of the following 51 offences:
  - o10 Common Assault
  - o7 Possession of Cannabis
  - o7 Theft from Shop
  - o7 Criminal Damage
  - o5 Public Order
  - o3 Theft from Motor Vehicle
  - o2 Interfering with a Motor Vehicle
  - o2 Attempted Robbery
  - o1 Arson
  - o1 Assault occasioning ABH
  - o1 Assault with intent to resist arrest
  - o1 Assault on a Police Officer
  - o1 Fraud
  - o1 Public Order (Racially Aggravated)
  - o1 Resisting Arrest
  - o1 Sexual Assault
- In total 19 NRP's took place 9 of which related to cases which were referred in the previous quarter. All 19 were as a result of OOCd's.

### How well did we do it?

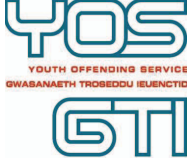

- Of the 19 NRP's held:
  - o 5 were attended by direct victims
  - o 15 were attended by indirect victims
  - o 13 used Victim Impact Statements (VIS)
  - o 3 were attended by interpreters
 In some instances indirect victims attended and VIS's were used as part of the same panel.
- All 19 NRP's were held at community venues throughout the city such as libraries, youth centres and leisure centres:
  - o 2 were held in Cardiff North
  - o 1 were held in Cardiff East
  - o 4 were held in Cardiff South East
  - o 4 were held in Cardiff South West
  - o 8 were held in Cardiff West

### Is anyone better off as a result?

- 7 (36%) NRP's resulted in 10 letters of apology from the young person to the victim.
- 6 (31%) NRP's resulted in a verbal apology from the young person to the victim at the Panel.
- 5 (26%) young people were subsequently referred to the YOS substance misuse worker.
- 1 (5%) young person was subsequently referred to the YOS Nurse for anger management sessions.
- 3 (15%) young people were subsequently referred to the YOS Careers Wales team.
- 1 (5%) young person suggested fundraising for charity as a means of paying back and is actively engaging with their caseworker in doing this.
- 19 new volunteers from within communities across Cardiff were recruited to become Facilitators and are currently undergoing training.

**Created by:** Sarah Manley/Declan Carey

## Appendix 9 – Results Based Accountability – Resources

<b>Card Reference</b> 5	<b>Results Based Accountability Report Card</b>  <b>Resources</b>  <b>April 2013 to March 2014</b>	 
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### Project description:

To work with young people and their families who are referred following their ASSET assessment on improving health, mental health, substance misuse, accommodation and ETE. These areas are identified as triggers that may lead to offending behaviour or contribute to the ongoing criminal behaviour of young people on orders at Cardiff YOS.

### How many did we do

- 92 substance misuse referrals
- 110 health referrals
- 5 referrals to forensic psychologist from Cardiff and 1 from the Vale of Glamorgan.
- In Q4 our Inroads Substance Misuse worker received 12 referrals which break down as 8 having cannabis and 2 having alcohol as the primary drug and 2 having alcohol as a secondary drug.
- 18 females and 98 males partook in reparation activities this year
- 90 of those were on Referral Orders, 25 on Youth Rehabilitation Orders and 1 on an other order.

### How well did we do it?

- 67% (62/92) of the health referrals attended an assessment.
- 1,596 hours of reparation have been completed this year
- 5 young people received a level 3 entry level Agored Cymru OCN through the YOS.

### Is anyone better off as a result?

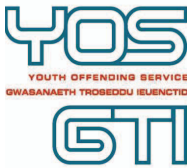

Percentage of those requiring substance misuse assessment who commence it within 5 days (Q4)	73%	Taken from YOS KPI
Percentage of those requiring substance misuse assessment who commence it within 10 days (Q4)	100%	
Percentage difference in suitability of accommodation between start and end for all sentences (Q4)	-4.7%	Taken from YOS KPI

Specialist health nurse has worked with 75 young people addressing issues such as sexual and emotional health and referring onwards to services such as CAMHS, the GP and SARC.

Inroads worker worked with a young person in supporting him reduce his cannabis use, by taking him to the gym. This diversionary activity helps with his reduction as he is spending time away from his friends who smoke cannabis every day. He has since started going to the gym in his own time, and has reduced his cannabis use as a result.

**Created by:** Rhonwen Edwards

## Appendix 10 – Results Based Accountability – Victim Work

<b>Card Reference</b> 6	<b>Results Based Accountability Report Card</b>  <b>Victim Work</b>  <b>Oct 2013 to March 2014</b>	 
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### Project description:

The Youth Offending Service has had two victim officers in post since October 2013, who make initial contact with all victims of youth crime in Cardiff. The workers aim to engage victims with the criminal justice process to help repair the harm caused in a restorative manner.

<p><b>How many did we do</b></p> <ul style="list-style-type: none"> <li>• 80 YOS victim referrals via PSR process</li> <li>• 88 victim referrals via Referral Orders</li> <li>• 113 Victim referrals via Out Of Court Disposals</li> <li>• 5 other referrals</li> <li>• 188 victims were willing to engage</li> <li>• 129 Victim impact statements available</li> <li>• 81 Restorative conferences took place</li> </ul>	<p><b>How well did we do it?</b></p> <ul style="list-style-type: none"> <li>• 86% (247/286) victim cases were offered to participate in an RJ process and/or were updated</li> <li>• 66% (188/286) victims engaged in contact with the worker</li> <li>• 45% (129/286) victim impact statements available</li> <li>• 28% (81/286) victims attended a restorative conference</li> </ul>
<p><b>Is anyone better off as a result?</b></p> <ul style="list-style-type: none"> <li>• Victims were able to forgive young people and enabled to move on</li> <li>• Retailers were pleased to be offered feedback on what had happened with young person</li> <li>• Young person agreed to fundraise for victim/charity</li> <li>• Victim of sexual offence was pleased to have had the opportunity to talk about the incident and have her voice heard</li> </ul>	

**Created by:** Rhonwen Edwards

## Appendix 11 – Results Based Accountability – Careers Wales

<b>Card Reference</b> 7	<b>Results Based Accountability Report Card</b>  <b>Careers Wales (YOS Youth Gateway)</b>  <b>January 2014 to March 2014</b>	 <small>YOUTH OFFENDING SERVICE GWABANAETH TROBEDDU IELIENCTID</small>  <small>CARDIFF CAERDYDD</small>
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### Project description:

To ensure that Young People above school age who are working with the YOS are engaged in education, training or employment (ETE) to support a reduction in first time entrants, re-offending and the number of young people given custodial sentences and to support a reduction in the NEET (16-18) population across Cardiff.

### How many did we do?

- 40 new referrals
- The team is currently engaging with a total of 112 clients

For 16/17 year olds the breakdown of tiers is as follows:

Tier 5 – 7 (0.2% 4586 Cardiff total)  
 Tier 4 – 9 (4% of 222 Cardiff total)  
 Tier 3 – 52(21% of 248 Cardiff total)  
 Tier 2 – 16 (29% of 67 Cardiff total)

22 young people were in Year 11 at point of referral.

- 160 mentoring contacts were undertaken focussing on Career Management competencies including interview skills, job searching techniques and improving self-awareness.
- 27 young people were offered WBL interviews.
- 17 job applications were completed and submitted with young people.

### How well did we do it?

- 100% of referrals were responded to within 5 days
- The team has taken responsibility for 2 clusters across Cardiff to work in a structured approach with the current Year 11 cohort in line with the Local Authority NEET agenda
- 7 CPFs were attended during the period
- 3 DTOs were attended during the period
- Everyone in the team attended Risk Assessment training
- 2 members of the team attended training in preparation of writing Learning and Skills plans for client leaving statutory education.
- The team received a demonstration on the new “Common Application Process” to be introduced from September 2014
- One member of the team has maintained links with HMP YOI Education wing at Parc to support young people from Cardiff in custody.

### Is anyone better off as a result?

- 7 young people started a training course during the period.
- 1 young person started a college course during the period.
- 3 young people found employment during the period.
- 8 young people started the “Symud Ymlaen/Moving Forward” project and are attending Learning for Life as part of this.
- 13 young people accessed the Careers’ drop-in service
- 17 young people were supported to write a CV

## APPENDIX 12 – YJB Profiling Exercise 2012

Fifteen (15) cases were looked at in detail and information was analysed as contained both in case files and on ASSET assessments.

- 9 had received their first caution at the age of 10 or 11
- 14 had received their first conviction before their 16<sup>th</sup> birthday
- 4 had been referred to Social Services at some point
- 8 were noted as having disorganised home life including 7 who were living with known offenders
- 5 had experience of abuse and 2 had witnessed violence within family context
- 5 had experienced significant bereavement or loss
- Out of 10 of statutory school age 5 were on fixed term or permanent exclusion from school
- None were in full time work
- 10 had no academic qualifications
- 5 had difficulty with both literacy and numeracy
- 11 associated with predominantly pro-criminal peers
- 10 admitted to alcohol abuse
- 13 smoked
- 12 used cannabis
- 3 were assessed that offending was undertaken to obtain money for substances
- 4 were assessed that substance misuse was linked to offending (e.g. offending whilst under the influence)
- 2 had a physical health condition that significantly affected everyday life
- 10 were finding it hard to cope with their current circumstances (stress, sadness, anxiety)
- 2 had formal diagnosis of mental illness
- 2 had self harmed and 1 had previously attempted suicide
- 9 were assessed as vulnerable as a result of their own behaviour (risk taking, drugs etc.)
- 4 cited the behaviour of others as making them vulnerable (abuse, bullying, exploitation)

The above gives an indication of the range of serious difficulties these young people face and the consequent challenge they pose in helping them to make the changes necessary to refrain from offending. Frequently their past experiences and lack of intervention and support makes it difficult for our partners in Children Services, Health and Education to provide the services necessary to turn their lives around.

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