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AGENDA

Committee CHILDREN AND YOUNG PEOPLE SCRUTINY COMMITTEE

Date and Time of Meeting TUESDAY, 10 MARCH 2015, 2.30 PM

Venue COMMITTEE ROOM 4 - COUNTY HALL

Membership Councillor Richard Cook (Chairperson)
Councillors Boyle, Chaundy, Gordon, Govier, Morgan, Murphy,
Dianne Rees and Thorne

Mrs P Arlotte (Roman Catholic representative), Vacant (Church in Wales representative), Vacant (Parent Governor Representative) and Vacant (Parent Governor Representative)

*Time
approx.*

1 Apologies 2.35 pm

2 Declarations of Interest 2.35 pm

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

3 Minutes (Pages 1 - 48) 2.35 pm

To approve as a correct record the minutes of the meeting of the Children and Young People Scrutiny Committee held on 9 December 2014, 13 January 2015 and 3 February 2015.

4 Education Performance - update (Pages 49 - 74) 2.40 pm

a) Councillor Julia Magill (Cabinet Member for Education and Skills) will be in attendance and may wish to make a statement.

b) Nick Batchelar (Director of Education and Lifelong Learning) and Carol Jones (Assistant Director of Education) will present the report and be available to answer any questions Members may have.

c) Questions from Committee Members.

5 School Performance Monitoring Report - National Categorisation 3.40 pm

and Schools Causing Concern (*Pages 75 - 92*)

- a) Councillor Julia Magill (Cabinet Member for Education and Skills) will be in attendance and may wish to make a statement.
- b) Nick Batchelar (Director of Education and Lifelong Learning) and Angela Kent (Head of Achievement and Inclusion) will present the report and be available to answer any questions Members may have.
- c) Questions from Committee Members

6 21st Century School Programme - Realignment (*Pages 93 - 106*) 4.10 pm

- a) Councillor Julia Magill (Cabinet Member for Education and Skills) will be in attendance and may wish to make a statement.
- b) Nick Batchelar (Director of Education and Lifelong Learning) and Janine Nightingale (Head of Schools Organisation, Access & Planning) will present the report and be available to answer any questions Members may have.
- c) Questions from Committee Members.

7 Way Forward 5.00 pm

8 Date of Next Meeting

The next meeting will be held on Tuesday 7 April 2015 at 4.30pm in Committee Room 4, County Hall

Marie Rosenthal
County Clerk & Monitoring Officer

Date: Wednesday 4 March 2015
Contact: Paul Burke,
029 2087 2412, PaBurke@cardiff.gov.uk

These minutes are draft and are subject to approval as an accurate record at the next meeting of the Children & Young People Scrutiny Committee to be held on 10 March 2015

CHILDREN AND YOUNG PEOPLE SCRUTINY COMMITTEE

9 DECEMBER 2014

Present: Councillor Richard Cook (Chairperson), Councillors Boyle, Chaundy, Gordon, Govier, Murphy, Dianne Rees and Thorne (plus one vacancy).

Co-opted Members: Mrs P.Arlotte (Roman Catholic Representative).

Apologies:

43: 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/Co-opted Member</i>	<i>Item</i>	<i>Interest</i>
<i>Mrs P. Arlotte</i>	<i>4 – Schools Performance Monitoring</i>	<i>Personal – member of governing body of St Bernadette’s Primary School</i>
<i>Boyle</i>	<i>4 – Schools Performance Monitoring</i>	<i>Personal – member of governing body of Marlborough and Springwood Primary Schools</i>
<i>Chaundy</i>	<i>4 – Schools Performance Monitoring</i>	<i>Personal – member of governing body of St David’s CIW Primary School and St Philip Evans RC Primary School.</i>
<i>Cook</i>	<i>4 – Schools Performance Monitoring</i>	<i>Personal – member of governing body of Radnor and Lansdowne</i>

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Primary Schools

<i>Gordon</i>	<i>4 – Schools Performance Monitoring</i>	<i>Personal – member of governing body of Severn Primary School</i>
<i>Govier</i>	<i>4 – Schools Performance Monitoring</i>	<i>Personal – member of governing body of Treganna and Ninian Primary Schools</i>
<i>Govier</i>	<i>6 – Children’s Services Performance</i>	<i>Personal – (Diverse Cymru Adviser)</i>
<i>Murphy</i>	<i>4 – Schools Performance Monitoring</i>	<i>Personal - member of governing body of Hywel Dda Primary and Herbert Thompson Primary</i>
<i>Thorne</i>	<i>4 – Schools Performance Monitoring</i>	<i>Personal - member of governing body of Grangetown Nursery and Ninian Park Primary School</i>
<i>Dianne Rees</i>	<i>4 – Schools Performance Monitoring</i>	<i>Personal - member of governing body of St Mellons Primary School and Pontprennau Primary School</i>

44: MINUTES OF LAST MEETING

The minutes of the meeting of 11 November 2014 were agreed as a correct record and signed by the Chairperson.

45: SCHOOLS PERFORMANCE MONITORING – SCHOOL INSPECTION – OUTCOMES IN LITERACY AND NUMERACY.

The Chairperson welcomed Nick Batchelar, Director of Education and Lifelong Learning and Angela Kent, School Performance Officer.

The purpose of this report was to enable Members to receive one of a series of reports which focus mainly on the implementation of the Estyn Inspection Action Plan but which also include the Annual Performance of Schools report for the last academic year. The Annual Performance of Cardiff Schools and the Youth Service report is normally considered by this Committee in January and considered by the Council’s Cabinet at a later meeting. The Director of Education

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has however identified certain performance areas within the overall report which are already available to be scrutinised, ahead of the main report. The earlier consideration of these areas would enable the Committee to focus on the issues raised in the following areas:

- Outcomes of inspections for schools inspected in the period September 2010 to December 2014
- Performance in Literacy and Numeracy

The Chairperson invited the Director to make a statement. The Director began by thanking the Committee for agreeing to take this new approach to looking at reports on the performance of schools. In previous reports the balance between data and explanatory narrative has not been right. The practice of looking at the report as a whole has meant that it has been difficult to give it a comprehensive consideration in just one meeting. The new format has made it easier to identify actions that need to be taken. Some performance data is still not available, data, for example, on the performance of particular groups of children, such as Looked After Children (LAC) and children from ethnic groups. Estyn will be returning in the spring of 2015 to look at performance in relation to three of its recommendations, especially Recommendation 3, which is that the local authority should 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.

Angela Kent gave a presentation on outcomes of inspections for schools inspected in the period September 2010 to December 2014, following which the Chairperson invited comments and questions from the Committee.

The Committee asked after what period can the local authority take more drastic measures in relation to schools that are under local authority monitoring but are still failing to improve their performance. The Committee was advised that if a school has been categorised by Estyn as requiring significant improvement or has been placed under special measures, the local authority can act immediately if it so wishes. The categorisation process, done in conjunction with the Central South Consortium Joint Education Service, has been sharper over the last twelve months, especially since September 2014. It is the case that some schools have had concerns over the judgement on their capacity to improve. Letters have been sent by the local authority to several schools, setting out the performance improvements that are expected and the actions that could follow if these improvements were not made. Formal warning notices prepare the ground for formal intervention by the local authority and five such notices have been issued to secondary schools in the last year. Schools that are not performing to their potential have to evidence improvement and are given a formal compliance period in which to do so. If that does not happen then the local authority uses its powers of intervention. Addressing the performance of headteachers is the responsibility of governing bodies, although if they do not do that the local authority does have the power to address this. Formal statements of concern

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have been issued to a significant number of primary schools and these are the precursor to a formal warning notice.

The Committee suggested that information on the actions that are being taken in relation to schools which have been identified as poorly performing schools should be released to the public as there is a danger that people will feel that the local authority is doing nothing about these schools.

The Committee asked what is done to support schools that currently have no headteachers permanently in post and are being run by acting headteachers and was advised that during this time the school would be supported by the Challenge Adviser.

The Committee questioned whether the local authority is really getting to the cause of poor performance by schools. Some of the schools have been under-performing for years. The Committee also asked whether it could, in future, have comparative data on the performance of English schools. The Director cautioned that the data on English schools is based on Ofsted data, and its inspections are different, so if comparisons were made they may not be comparing like with like. Some schools are part of the Schools Challenge Cymru programme. They are monitored monthly, targets are set and progress is measured, all of which provides more robust evidence for local authority intervention, should that become necessary.

The Committee asked whether Estyn's assessments of school performance dovetail with the local authority's own assessments, asked what the situation in Cardiff is in relation to headteacher vacancies and enquired whether enough is being done to attract top quality headteachers to the city. The Committee was advised that the view of a school's performance held by the Challenge Adviser on behalf of the local authority should tally with the judgements of Estyn. If the Challenge Adviser says one thing and the Estyn report says another then something has gone wrong. The Director advised the Committee that the performance of the Challenge Advisers has improved but there is room for further improvement.

If, the Committee asked, the Consortium does not perform as well as is expected, then how long can the local authority continue to tolerate that before doing something about it. The Committee was advised that, on occasion, formal letters have been exchanged between the Director and Hannah Woodhouse. He noted that the Joint Peer Review of Cardiff Council 2013 has said that if the Consortium does not deliver then another solution to poor school performance will have to be found. On the recruitment of headteachers, the Committee was advised that the local authority can encourage the best headteachers to come to work in Cardiff's schools by making the leadership role more inviting, by offering the development of professional skills and through good quality advertising. However, rather than the numbers of applications received, the most important thing is to get good quality people appointed to the vacant posts.

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The Committee asked if anything is done to encourage good practitioners to develop their skills and become school leaders and headteachers. The Committee was advised that school-to-school support offers more opportunities for potential leaders to emerge.

Earlier in the meeting, it had been acknowledged by the Director that at previous meetings the Committee had considered the extent to which teacher assessment could be taken as reliable indicators of performance. Returning to this point the Committee asked whether the standardisation of teacher assessments would improve results. The Committee was advised that there is to be a process of standardisation across this academic year. The first part of this is still going on, but part of it will involve an additional layer of checking, to be carried out by someone from a different local authority. Implementing this process is difficult to do as there are approximately four hundred and twenty schools in the Consortium and one hundred schools in Cardiff.

Angela Kent gave a presentation on performance in literacy and numeracy, after which the Chairperson invited questions and comments from the Committee.

The Committee noted that results (from the National Literacy programme and National Numeracy programme reading and numeracy tests) were presented in three bands of standardised scores. "Less than 85" representing pupils with standardised scores more than one standard deviation less than the mean, "Between 85 and 115" representing pupils with standardised scores within one standard deviation either side of the mean and "More than 115" representing pupils with standardised scores more than one standard deviation above the mean. It was suggested that this represents a large range of ability and that when working towards targets there is a risk of aiming to get pupils to the point where they can achieve just over 85 or 115, in order to get them into the next performance band. It was suggested that if children were only just getting over 85 or 115, then this could indicate that there has not been a systemic improvement in performance.

The Committee pointed out that schools are grouped into 'families', and that Cardiff schools can be in a family with schools outside Cardiff. As the Consortium only looks at the performance of the family of schools there is a risk that a school might appear to be performing well because it is being compared with the other schools in the family, none of which are performing well.

The Director advised the Committee that the Committee will receive further reports on particular aspects of school performance, such as school attendance, which is of major importance. New data on this will be released in December 2014 and is likely to show that Cardiff's performance on this has improved again.

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

AGREED: That the Chairperson writes to the Cabinet Member highlighting the issues raised during the Way Forward discussion.

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46: REGIONAL ADOPTION SERVICE – DRAFT CABINET REPORT

The Chairperson welcomed Councillor Sue Lent, Deputy Leader and Cabinet Member for Early Years, Children and Families, Tony Young, Director of Education and Angela Bourge, Operational Manager Strategy, Commissioning & Resources).

The purpose of this report was to provide the Committee with an opportunity to undertake the pre-decision scrutiny of the draft Cabinet report on the Regional Adoption Service, which is due to be considered by Cabinet on 11 December 2014. Cabinet is to be asked to approve the plan to establish the Vale, Valleys and Cardiff Regional Adoption Collaborative, which will be one of five collaboratives that will form the National Adoption Service (NAS). The Regional Collaborative will be made up of the local authorities for Cardiff, Merthyr Tydfil, Rhondda Cynon Taff and the Vale of Glamorgan.

The Operational Manager gave the Committee a presentation, following which the Chairperson invited questions and comments from the Committee.

The Committee enquired whether the Vale of Glamorgan local authority, which is to act as the host authority, had yet given its approval for the recruitment of a regional adoption manager. The Committee was advised that this approval has now been given and that it will be advertised in January 2015.

The Committee asked whether performance targets had been set for the Regional Adoption Service, as the Committee would need something by which the success of the service could be measured. The Committee was advised that previously Cardiff's performance on adoption has been fed into regional collaborative data, which then goes into data on national performance. Data on the performance of individual local authorities is available for comparison. The aim is to increase the number of adopters and the number of children placed for adoption. The regional option increases the pool of available adopters. The length of time that is taken for adoption assessments to be completed should also be looked at as a performance target.

The Committee suggested that it would be useful to receive a report on the governance of the regional service, as ensuring the welfare and protection of children is a high risk area. The Committee also felt that there are still a lot of uncertainties around the plan. The Committee was advised that this is partly a result of the very constrained timetable that has been set by the Welsh Government.

The Committee asked whether the major charities, such as the Barnardo's Adoption Service, would be involved in the regional service. The Committee was advised that the role of these agencies in the regional arrangements has not yet been finalised. The local authorities will continue to work in partnership with the voluntary agencies.

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There was some concern that the report did not focus enough on what the expected outcomes are. The Committee was advised that in the past Children's Services and the Social Care directorate have been poor at targeting and monitoring services on the basis of outcomes. The new Social Care and Well-being (Wales) Act places more emphasis on that.

The Committee asked what the benefits of the regional service will be and whether a training fund will be available. The Committee was advised that there were a number of benefits to being part of the collaborative; there would be a bigger pool of adopters; the local authorities could collaborate on the recruitment of adopters; the regional service would have a single brand; and the service would mitigate the effect of a postcode lottery. The training budget will be the same as it is now but the local authorities will pool their training budgets. The North Wales adoption consortium has been operational for several years and so the regional service of which Cardiff will be a part will have the advantage of being able to learn from the experience of the North Wales consortium. It has been achieving substantially better outcomes for adopters and for children.

The Chairperson thanked the Deputy Leader and officers for attending the meeting, for their presentation and for answering questions from Members.

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

Vision and Performance Targets

While Members support the principle of a regional adoption service, they would like the draft report to have made explicit the Council's expectation of the benefits of the collaboration, in terms of specific outputs and overall outcomes.

During questioning, Committee came to understand what the Cabinet Member felt to be the fundamental drivers of entering into this partnership arrangement. Members could view the benefits of collaboration the Cabinet Member set out – such as increasing the pool of potential adopters, improving capacity to brand and promote the service, increase consistency and reduction of the current 'postcode lottery' – as valid reasons for entering into partnership, and would have liked to see these mentioned in the draft report.

In scrutinising a proposal like this, it would also have been helpful to have had some data on the current position, and quantification of the anticipated targets for improvements in service delivery and performance outcomes that would emerge from the collaboration.

Members were pleased to hear that the Cabinet Member will still be able to bring Cardiff-specific data to Committee so that Members can compare

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future outcomes with what is being achieved now, and recognise that arrangements for regional target setting are still developing.

Committee expressed a concern at the way forward that this proposed agreement was a “leap into the unknown”, albeit one predicated on successful outcomes being delivered from earlier adopters such as the North Wales collaboration, which is now one year in.

It would be appreciated if for the future, the Cabinet Member might be able to bring some of this data from North Wales to Committee, for discussion of future performance planning and monitoring arrangements so that suitable indicators can be agreed for Members to scrutinise.

Governance Issues

Members asked a number of questions about the governance of the Regional Service. With so many and such varied partnership arrangements and alternative delivery models currently emerging in the fields of child protection, education and social care, the Committee is concerned at its future capacity to provide overview and scrutiny of these services, and will be grateful if the Cabinet Member’s officers can liaise with Paul Keeping and Martyn Hutchings, and with regional social care and scrutiny colleagues, to develop ideas and options for the future scrutiny arrangements that can be brought back to us. On the basis of this information, the Committee can put plans in place to optimise performance monitoring and future service delivery.

Committee recognises that the concept of regional adoption service delivery and the actual collaborative footprint for this collaboration have been mandated by the Minister, and that the Cabinet Member has not been able to influence this. The same has been the case with the education consortium arrangements. Members are concerned in both instances at what scope for manoeuvre the Council would have, should the regional collaboration arrangements not prove effective. Members do not believe that the Cabinet can currently anticipate or control what the Council’s financial contribution will be in future years, and heard that the partnership agreement is a ‘work in progress’. This will leave the Council with unspecified risks moving into this arrangement, which the Committee will need to scope and quantify so that the Members will be able to effectively scrutinise the proposals.

Other Issues

Committee were interested to hear that the emerging national and regional collaborations were partly seen as a means to support the “Welsh identity” of adopted children, and reduce the number of children adopted far afield in England or Scotland. This would also make it easier for prospective adopters to visit and prepare in advance of the adoption, as travel times would be shorter. Members can see the value of this, but felt overall that

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the most important factor was for a child to be placed in an appropriate and caring family environment, irrespective of the location.

A Member asked why there was not more explicit reference in the draft report and business case to the role of the Third Sector in supporting adoption arrangements, but was reassured to hear the Operational Manager assert that charities would be closely involved in the operational arrangements going forward.

Members were pleased to hear that the Committee might be able to receive an update on the National Adoption Service before too long, and Martyn Hutchings will liaise with the Director to find a suitable time slot for this.

47: CHILDREN'S SERVICES – QUARTER 3 PERFORMANCE MONITORING

The Chairperson welcomed Councillor Sue Lent, Deputy Leader and Cabinet Member for Early Years, Children and Families and Tony Young, Director of Education.

The purpose of this report was to set out for the Committee performance data outlining progress against the objectives aligned to the social theme for the quarter ending 30 September 2014.

The Director presented the report. The Committee was advised that paragraphs nine to fourteen of the report gave the highlights of the service area's performance. There have been improvements in performance on the recording of decisions on referrals, on the timeliness of initial and core assessments and on the recording of initial care plans for Looked After Children (LAC). However, performance on the timeliness of initial child protection conferences decreased. This has been the best quarter so far but there is no room for complacency. It is felt that practice within the service is good but that there is some bureaucracy in process that is getting in the way and this needs to be addressed.

The Chairperson invited questions and comments from the Committee.

The Committee noted that graphs in the report indicate that after a period of rising numbers of referrals during the past few years, the number of referrals has now started to fall back. This pattern can also be seen in the graphs on initial and core assessments. The Committee asked whether, in light of current economic circumstances, there is now expected to be more pressure on Children's Services and whether the service carries out analysis that allows it to predict patterns, in terms of the types of children that will be referred to the service for specific reasons. The Committee was advised that that kind of analysis is not carried out at present. The children who get referred to the service are predominantly from poorer backgrounds, so if economic circumstances get harder it might be expected that there will be an increase in referrals, but that increase would not come through straightaway.

These minutes are draft and are subject to approval as an accurate record at the next meeting of the Children & Young People Scrutiny Committee to be held on 10 March 2015

There is now more awareness of the need to triangulate the data on hardship and demand for services, which can be done between the local authority and its partners and between Children's Services and, for example, Education.

The Committee returned to the topic of the reduction in the number of referrals, pointing out the drop from 1.169 in Quarter 1 to 969 in Quarter 2. The Director suggested that as there had been a several questions on this he could return to the Committee at a later date and present a report on contacts and referrals, on demand and on the quality of service.

The Director advised the Committee that the situation on recruitment and retention has improved greatly; agency workers want to stay with the service and staff morale is good. The Committee was concerned protracted processes in HR might be causing delays in newly-appointed social workers being able to take up their posts. The Committee was advised that staff are being consulted on this to see if they feel that the current process helps or hinders recruitment. The Director offered to report back to the Committee on this.

The Committee asked how 'weather-proof' the service is, how well it will be able to cope if it does not get as much protection in the forthcoming budget as it has had in previous years. The Committee was advised that the real challenge is that the lead-in time that the service will need in order to prepare for the reduction in resources is not there. Working with partners may help to bring down the numbers of children that need services. There has been an over-spend, due to revisions in the criminal justice system, due to the need for more children to go into residential care and due to more children being placed for adoption, although placing more children for adoption will save the Council money in the long run.

The Chairperson thanked the Deputy Leader 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 writes to the Cabinet Member highlighting the following issues:

The Committee was pleased to be informed that there have been improvements in performance on the recording of decisions on referrals, on the timeliness of initial and core assessments and on the recording of initial care plans for Looked After Children (LAC). However, performance on the timeliness of initial child protection conferences decreased. It is felt that practice within the service is good but that there is some bureaucracy in process that is getting in the way and this needs to be addressed.

The Committee also expressed some surprise at the reduction in the number of referrals, pointing out the drop from 1.169 in Quarter 1 to 969 in Quarter 2. The Members welcomed the Directors suggested that as there had been a several questions on this he could return to the Committee at a later date and present a report on contacts and referrals, on demand and on the quality of service.

These minutes are draft and are subject to approval as an accurate record at the next meeting of the Children & Young People Scrutiny Committee to be held on 10 March 2015

The Committee asked whether, in light of current economic circumstances, there is now expected to be more pressure on Children's Services and whether the service carries out analysis that allows it to predict patterns, in terms of the types of children that will be referred to the service for specific reasons. The Committee was advised that that kind of analysis is not carried out at present. The children who get referred to the service are predominantly from poorer backgrounds, so if economic circumstances get harder it might be expected that there will be an increase in referrals, but that increase would not come through straightaway. Members considered that this analysis may be helpful for future workforce planning information.

The Director advised the Committee that the situation on recruitment and retention has improved greatly; agency workers want to stay with the service and staff morale is good. The Committee was concerned protracted processes in HR might be causing delays in newly-appointed social workers being able to take up their posts. The Committee was advised that staff are being consulted on this to see if they feel that the current process helps or hinders recruitment. The Committee requested that the Director should provide a further report to the Committee on this issue.

48: CORRESPONDENCE REPORT

This report was for information only.

49: DATE OF NEXT MEETING

The next meeting will be held on 13 January 2015 at 2.30pm

The meeting closed at 7.50pm.

Signed _____
Chairperson

Date _____

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CHILDREN AND YOUNG PEOPLE SCRUTINY COMMITTEE

13 JANUARY 2015

Present: Councillor Richard Cook (Chairperson), Councillors Boyle, Chaundy, Gordon, Govier, Murphy, Dianne Rees and Thorne (plus one vacancy).

Co-opted Members:

Apologies:

50: 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/Co-opted Member</i>	<i>Item</i>	<i>Interest</i>
<i>Boyle</i>	<i>8 – Budget Proposals for Consultation</i>	<i>Personal – Ward involvement with Howardian Music Studio</i>
<i>Gordon</i>	<i>8 - Budget Proposals for Consultation</i>	<i>Personal – Riverside Play Centre budget and youth services in Grangetown and Riverside</i>
<i>Govier</i>	<i>8 - Budget Proposals for Consultation</i>	<i>Personal – Play Centre group involvement in ward</i>
<i>Murphy</i>	<i>8 - Budget Proposals for Consultation</i>	<i>Personal – Ely Play Centre – working with residents to oppose cut</i>
<i>Dianne Rees</i>	<i>3 – The Performance of Cardiff Schools and the Youth Service in 2013/14 – Draft Cabinet</i>	<i>Personal - member of governing body of St Mellons Primary School</i>

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Report

Thorne

8 - Budget Proposals for Consultation *Personal – Involvement with Friends Of group – Grangetown Play and Grangetown Youth Service*

51: THE PERFORMANCE OF CARDIFF SCHOOLS AND THE YOUTH SERVICE IN 2013 / 14 – DRAFT CABINET REPORT

The Chairperson welcomed Councillor Julia Magill (Cabinet Member for Education), Nick Batchelar (Director of Education), Angela Kent (Head of Achievement and Inclusion), Hannah Woodhouse (Managing Director of the Central South Consortium Joint Education Service), Marc Beli (Headteacher, Bishop of Llandaff High School), Joanne Colsey (Headteacher, Stacey Primary School), Helen Turner (Headteacher, Pencaerau Primary School) and Kevin Tansley (Headteacher, Ty Gwyn Special School).

This report provided the Committee with the opportunity to consider a draft copy of the Cabinet report “The Performance of Cardiff Schools and the Youth Service in 2013 / 14” due to be considered by Cabinet on 22 January 2015.

The Chairperson invited Councillor Magill to make a statement. Councillor Magill informed the Committee that the overall picture shows an improvement in performance, especially at Key Stage 4 (KS4) – Level 2+ (including English, or Welsh and Mathematics). The improvement throughout the key stages is taking place at a faster rate than it is at schools in the rest of Wales. This is encouraging but the performance of schools in Cardiff is still not where it should be. The report also contains information on comparisons that have been made between Cardiff and other core cities and these are not unfavourable.

The Director informed the Committee that the report is structured in the same way as last year’s and that taking a planned look at different aspects of performance enables the Committee to consider them in more depth. Estyn has said that there should be a greater focus on turning data into insight and understanding. The Director advised the Committee that the key questions are as follows:

- Are learners’ standards of performance improving?
- Are those improvements occurring fast enough and far enough?
- And what can be concluded about the capacity of the system to deliver further improvements?

The Director advised the Committee that it is encouraging to note that there has been a narrowing of the performance gap between those learners who receive

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free schools meals (FSM) and those who do not. There has also been an encouraging improvement in attainment for minority ethnic learners at Key Stage 2, and at Key Stage 4, Level 2. There continue to be areas of concern and it is important to look at the progress of all learners and not just those who are close to attainment thresholds. There has been an improvement in performance in maths. One area for improvement is school leadership; too often school leaders report that they are unable to concentrate on the key business of the school, which is teaching and learning, because they have to get involved in other things.

The Chairperson invited the headteachers to make statements and these are summarised as follows:

- It is important to have teamwork, high expectations of teachers and learners and collaborative working between agencies and with other schools.
- Learners need to know what is expected of them. Individualised learning improves performance and it is important to track children's performance.
- There is a need to analyse and share data.
- Teachers should have a vision of the level at which learners' performance should be.
- Teachers have to be accountable for the performance of the children that they teach. There is a growing understanding that failure to deliver good performance will not be acceptable.
- It is up to headteachers to make sure that performance is monitored and evaluated. Drift has to be avoided and headteachers should have difficult conversations with teachers when necessary.

The Chairperson invited questions from the Committee.

A Member expressed some concern about the categorisation in performance reports of those in receipt of FSM or those from ethnic minorities, many of whom are from third-generation families that have been in Cardiff for a long time. The Committee was advised that the measurement of outcomes by ethnicity or receipt/non-receipt of FSM has to be set in the context of the child, but it is important to monitor performance of these groups to make sure that expectations are high enough.

The Committee enquired about performance management of teachers, asking if it is happening and how the local authority knows it is happening. The Committee was advised that all teachers are under performance management and can not progress to their next pay grade unless their performance is satisfactory. There are very clear specifications set out in teachers' terms of pay and conditions. The performance of a school indicates to the local authority whether there is strong performance management in the school.

These minutes are draft and are subject to approval as an accurate record at the next meeting of the Children & Young People Scrutiny Committee to be held on 10 March 2015

Performance management is linked to the standards and national priorities for teaching. Governing bodies of schools should set objectives for headteachers and inform the local authority what they are. The Committee was concerned that the local authority does not get informed of the outcome of performance assessments of teachers and may only become aware that something has been going wrong if a problem arises.

The Committee asked whether Cardiff is able to recruit the number of high-achieving teachers and headteachers that are required, and whether the improvements in performance reported to the Committee at this meeting are sustainable across the whole city. The Committee was advised that the Consortium has a role in both of these things, offering leadership development that will provide school leaders professional development by giving them the opportunity to work at a number of schools. Ten years ago most headteachers were over fifty years old. The situation is very different now and many young teachers want to become headteachers. Regarding the sustainability of improvement, part of the strategy of developing school-to-school improvement is ensuring that there is a mechanism by which improvement can be transferred from one school to another. Leadership does not necessarily have to be just about one headteacher running one school. In English schools a different approach is sometimes taken, with one headteacher, an executive head, running several schools at the same time. There are a number of programmes offered for aspiring leaders and executive headteachers. There is a need to do more to identify future leaders, and a lot more needs to be done on governance, to make sure that the governing bodies are setting a high standard. The Consortium is working with the local authority to hold regular, challenging meetings with the headteachers of those schools that are not performing well. There may be a need to take stronger action than has been taken in the past; much has been done on teacher capability but it might also be necessary to look at the capability of headteachers.

The Committee asked if a school is given extra support if the headteacher of the school moves to another school for a time in order to improve the performance of that school. The Committee was advised that it would be expected that the deputy headteacher would be capable enough to take on the responsibilities of the head effectively, and such a situation would provide an excellent opportunity for deputy headteachers. When headteachers do temporarily leave their own school, governing bodies are understandably concerned that the performance of the school might suffer.

The Committee noted that the report states that 'Cardiff's performance relative to that of the other Welsh authorities is generally not as good as in 2010.' and asked how this statement can be squared with the improvements in performance that were being reported to the Committee at this meeting. The Committee was advised that it should be borne in mind that in 2010 the performance of schools was measured on a different basis. Previously performance results were based on the results of national tests and now they

These minutes are draft and are subject to approval as an accurate record at the next meeting of the Children & Young People Scrutiny Committee to be held on 10 March 2015

are based on teachers' assessments, something on which there is no national moderation.

The Committee pointed out that many of the actions for improvement as listed in the report were being implemented at Eastern High School and yet when Estyn inspected the school it was found not to be performing well. The Committee was advised that there is a need for an in-depth look at schools that are not making progress. The Director informed the Committee that he would welcome such a session with the Committee, and suggested that to improve the Committee's understanding of what the problems are a sub-group of the Committee could meet with the headteachers of schools that are struggling.

The Committee asked whether the state and appearance of school buildings have an impact on children's performance. The Committee was advised that this can have a significant impact. Having sufficient space is an important factor and reduces pressure in the school. But when revenue budgets are being set it has to be recognised that high quality buildings need to be well-maintained.

The Chairperson thanked the Cabinet Member, Director and other officers and witnesses for attending the meeting 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 found the report and data to be clear in their presentation, and the analysis at the start of the report was helpful. Members are pleased to note the many improvements in our performance this year compared to the Welsh average (particularly the Key Stage 4 level 2 Inclusive Measure). The Director also helpfully identified in paragraph nine some priorities for further improvement, which Members were pleased to note and which will become a fertile source of scrutiny for the Committee's 2015/16 work programming arrangements. It is clear, based on the questioning that followed, that leadership in its widest sense is a critical area for development.

Members also found it helpful to see the introduction of comparisons with English core cities in the report. While the Committee acknowledges the limitations of benchmarking performance outside Wales, Members were interested to note Cardiff's performance relative to cities in the north of England, and are sure that the continued inclusion of these comparative data will be welcomed by Members. A Member questioned whether Cardiff's performance against other Welsh local authorities listed in the first line of Appendix 3 of the report had suggested deterioration compared to its 2010 level, but was satisfied to learn that different measurement methodologies accounted for this.

These minutes are draft and are subject to approval as an accurate record at the next meeting of the Children & Young People Scrutiny Committee to be held on 10 March 2015

Given the attendance of the three head teachers at the meeting, Members were naturally most interested in taking the opportunity to question the heads in detail on the effectiveness of performance management arrangements in their schools, and the roles of the governing bodies, the Consortium and the LEA. The Cabinet Member will therefore find this to be the dominant theme of the Committee's observations below.

MANAGING PERFORMANCE IN SCHOOLS

The insight provided by the head teachers was welcomed by Members, who hope that the presence of head teachers might become a more regular aspect of our scrutiny of schools' performance. Similarly, the Committee will welcome the opportunity to discuss these issues with school governors.

It was clear from the presentations given by the three heads that for them good performance relies on a number of factors. It is clear that individual leadership from the head teacher, clear and competent direction from the governing body and a broad team approach in the teaching environment are all of paramount importance. Each of the three heads spoke of the importance of maintaining high expectations, and of challenging everyone involved in the child's educational package to push and stretch the expectations of what that child can achieve.

Members were also pleased to note from all three heads an unwillingness to tolerate mediocrity in the teaching body, and an acceptance that teachers who are failing to meet expected standards will have no future in the school. The Committee endorses this approach. Members were particularly pleased that difficult conversations had taken place within school settings to challenge traditional approaches around the number of times that a head could observe a teacher's practice, and that a flexible and productive set of arrangements had been achieved.

A Member asked if adequate training and support was provided to teachers to meet performance standards. The heads advised that the challenge provided to teachers by head was complemented by mentoring and support arrangements.

Members were reassured to hear that all three schools had robust guidance on the application of appraisal systems in place for all teaching staff that were linked to pay.. It was appreciated that individual performance targets are closely linked to national attainment standards.

Committee was also advised that governing bodies should provide overview of the impact and effectiveness of the school's performance management arrangements, and annually revise its performance management policy. In the case of one of the schools, the governing body's Pay Panel approved each of the head's threshold payments.

These minutes are draft and are subject to approval as an accurate record at the next meeting of the Children & Young People Scrutiny Committee to be held on 10 March 2015

THE LEADERSHIP ROLE OF HEAD TEACHERS

Members were mindful of a comment made during the meeting that an ambitious head might not wish to take on too many roles in schools causing concern during their career, as it could limit their prospects.

Members asked Hannah Woodhouse and the heads about arrangements for the recruitment and development of head teachers. They heard Hannah set out the Consortium's three-fold role in: attracting new talent into the region by national recruitment and building the region's reputation as a good place to relocate; enabling heads to develop their skills by taking on short to medium term secondments in other schools, thus supporting mobility in the sector; and encouraging the highest-performing schools to spread good practice across the region.

The Committee heard Hannah state that School Improvement Groups were naturally identifying future leaders. She described activity underway to support middle management development in the region, and to encourage governing bodies to provide challenge to head teachers. She conceded that more could be done. Debbie also spoke of the need to be more robust in challenging mediocre performance, and also of the inherent challenge of encouraging governing bodies to willingly release a talented teacher to take on a role in improving performance elsewhere. Members are mindful that the Consortium is still at an early stage of its development, but are also aware that we need to provide challenge to the Consortium on its performance. Members are pleased to hear Hannah and colleagues describe activity, but need to find some intelligent ways of assessing outcomes from the Consortium's activity so that the Committee can provide proper and mature challenge that will help optimise its performance.

In passing, Members noted a view that the quality of many school environments across Cardiff are not acceptable, with chalk boards still being used in many schools, and upkeep of the estate a real issue.

COMMITTEE'S NEXT STEPS

It was clear that the three heads attending on this occasion had worked to build levels of performance in their schools. One specific recommendation made at the meeting was to ask if the Cabinet Member can arrange with the Director to invite heads and other representatives of schools whose performance might be causing greater concern.

Members recognise that we will need to provide the kind of safe and non-judgemental environment that would be conducive to allowing heads to be candid and open in describing the challenges they face, and that our feedback needs to be carefully crafted to offer a level of challenge that is positive and stretching, rather than unhelpfully harsh or critical.

These minutes are draft and are subject to approval as an accurate record at the next meeting of the Children & Young People Scrutiny Committee to be held on 10 March 2015

Members feel that a task and finish environment will be more appropriate to this kind of scrutiny than a formal committee meeting, and have instructed our scrutiny officer to liaise with the Director to arrange for our Committee's third Performance Deep Dive of the municipal year to take place in March. Members would like to speak with a range of teachers and governors in schools with performance challenges. As this will be a new area of scrutiny for the Committee, we remain open in terms of considering the precise dynamics of these sessions, and will ask the scrutiny officer to prepare a scope of scrutiny proposal for us to agree.

During the meeting Members shared their concerns about the performance of Eastern High School, in anticipation of the Inspection report expected soon from Estyn. The Committee noted the Cabinet Members willingness for Committee to play its part in examining and advising on areas of concern that might be raised in the report, and will appreciate advice from the Director on when and how Committee can explore the Inspectorate's findings.

52: 'THE IMPACT OF POVERTY ON EDUCATIONAL ATTAINMENT IN CARDIFF' – CABINET RESPONSE TO COMMITTEE REPORT

The Chairperson welcomed Councillor Julia Magill (Cabinet Member for Education) and Nick Batchelar (Director of Education).

The purpose of this report is to provide Members with an overview of the December 2014 Cabinet response to the Committee's scrutiny task and finish report on the impact of poverty on educational attainment in Cardiff, which was published in May 2013.

The Cabinet Member informed the Committee that she welcomed the recommendations in its report and it is important that they are taken forward.

The Committee asked whether there is a relationship between the impact of poverty and school attainment by children in their mid-teens. The Committee was advised that there is an impact at every stage but this tends to widen as a child progresses through school, especially at KS4. The performance gap between children in poverty and other children has narrowed this year but it still stands at around 30%. The role of the local authority is to make sure that when it comes to performance at school it makes no difference where in the city a child comes from. The local authority has to challenge itself to make sure that there is not a persistent differentiation that has nothing to do with the ability of the child. The expectations of teachers have a big impact on children's performance. It is important to give children from poorer backgrounds more opportunities to develop through out-of-hours experience, such as travel. And when teaching is poor, children that come from deprived backgrounds suffer more than those from more affluent backgrounds.

The Chairperson thanked the Cabinet Member and the Director for attending the meeting and for answering questions from Members.

These minutes are draft and are subject to approval as an accurate record at the next meeting of the Children & Young People Scrutiny Committee to be held on 10 March 2015

53: SOCIAL SERVICES AND WELL BEING ACT (WALES) 2014

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

The purpose of this briefing report was to provide the Committee with an overview of the Act, the implementation timeline, the implications of the Act for Social Care services and the wider Council and details of the advice and support that is available to assist Councils in implementing the Act.

The Director gave a presentation on the Act.

The Director informed the Committee that in his view the Act may be long on aspiration and, at present, short on detail. It is under-pinned by a new legal framework. Two thirds of the guidance is still to be published. The Welsh Government (WG) believes that implementation of the Act will be cost-neutral but it is hard to see how this will be true. The Act will codify the existing legislation that affects social care services for adults and children. It is a huge challenge, as the onus is on local authorities to implement it and the tight timescales have not made this easy. In summary, the Director advised the Committee that while having no argument with the Act in principle he remains concerned about the realisation of it.

The Chairperson invited questions and comments from the Committee.

The Committee asked whether there will be any significant impact on staffing as a result of the Act and was informed that at present there are no obvious, direct re-organisational implications.

The Committee noted that there is to be a preventative strategy and that there will be some grant money available to support implementation of the Act. The Committee asked whether there is not a case for drawing down some of the grant money so that work on the preventative strategy can begin immediately. The Committee was advised that the bulk of the grant will be focussed on adult services and that work on a preventative strategy has already started. The grant funding will be short-term. Even if the Act had not been introduced, the local authority would still have to develop a preventative strategy as it is more cost effective and can deliver better outcomes. The Act does offer some scope for the local authority to get more out of what it does with its partners, and it may change the way social work teams work by removing some the bureaucracy that currently exists.

The Committee asked how the local authority will overcome some past difficulties it has had with Health, especially regarding the apportionment of funding. The Committee was advised that agreement with Health has already been reached on a number of areas, but Health is driven by enormous cost pressures and so there is some incentive for it to pursue its own agenda.

These minutes are draft and are subject to approval as an accurate record at the next meeting of the Children & Young People Scrutiny Committee to be held on 10 March 2015

The Chairperson thanked the Cabinet Member and the Director for attending the meeting and for answering questions from Members.

AGREED: That the report be noted.

54: 'CHILD HEALTH AND DISABILITY TEAM (CHAD)' – CABINET RESPONSE TO COMMITTEE REPORT

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

The purpose of this report was to provide Members with an overview of the December 2014 Cabinet response to this Committee's scrutiny task and finish report on the Child Health and Disability Team, which was published in September 2013.

The Cabinet Member informed the Committee that the Cabinet has accepted all of the recommendations in the report. There are still some concerns about capacity, about the number of children that the local authority is providing services for compared with other local authorities.

The Committee noted that there is to be a re-modelling exercise and was advised that a report on that will go to Cabinet in six months time. Meetings with partners have already been held to agree a strategy for the improvement of services.

AGREED: That the Cabinet Response be noted.

55: 'LISTENING EVENT FOR LOOKED AFTER CHILDREN MARCH 2014' - CABINET RESPONSE TO COMMITTEE REPORT

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

The purpose of this report was to provide Members with an overview of the December 2014 Cabinet response to this Committee's scrutiny task and finish report on the Listening Event with Looked After Children, which was published in March 2014.

The Cabinet Member informed the Committee that the Cabinet has accepted all of the recommendations in the report.

The Chairperson thanked the Cabinet Member and the Director for attending the meeting and for answering questions from Members.

AGREED: That the Cabinet Response be noted.

These minutes are draft and are subject to approval as an accurate record at the next meeting of the Children & Young People Scrutiny Committee to be held on 10 March 2015

56: 2015-16 BUDGET PROPOSALS – FOR CONSULTATION

The Chairperson welcomed young people and workers representing a number of youth centres and play centres in the city:

The purpose of this report was to provide Members with an overview of those sections of the Cabinet's '2015/16 Budget Proposals – for Consultation' that relate to the portfolios and service areas that fall within the remit of the Committee.

The Chairperson informed the Committee that in the budget there are proposals for significant cuts to youth centres and play centres and that this is an area that is relevant to the Committee. Each of the youth and play centres that had representatives present would be allowed five minutes for their representatives to make statements to the Committee, and after each statement Members would be given five minutes to question the witnesses.

Statement by representatives from Studio 22 (Youth Music Studio, Howardian Centre)

Young people at the studio have started a youth-led chartered organisation to extend the work of Studio 22. They have lots of plans for the future. Last year Studio 22 avoided funding cuts by engaging with partners to run events that have taken place over the last year. As shown by the Studio 22 Annual Report (a copy of which was provided to Members), the centre had a total 2288 contacts with young people (1798 male and 490 female) during 2013/14. Attendance averages about fifty young people per week. They are demographically diverse and come from all areas of Cardiff, particularly from some of the less affluent areas of the city. Studio 22 helps young people to improve their confidence and social skills and to make friends from across the city. The aim is to run Studio 22 as a community organisation. A realistic business plan has been developed and sources of funding have been explored. Studio 22 needs another two or three years on its present site (and the building is not due to close until 2018 anyway), so that it can continue its development and secure its own funding until it is ready to move to a building of its own. If Studio 22 does not get another two or three years of funding from the Council it will cease to exist.

The Committee asked whether Studio 22 had found alternative premises, whether Studio 22 has approached any organisations for alternative funding and whether there is any more the local authority can do to help Studio 22, particularly in its efforts to find new accommodation. The Committee was advised that new premises have not yet been found; charities and Third Sector organisations have been approached and it is hoped that the Arts Council for Wales may be able to help with funding; as the Council is reviewing the buildings it has, Studio 22 has through Stepping Up workshops started exploring the possibility of using a building that the Council no longer wishes to run.

These minutes are draft and are subject to approval as an accurate record at the next meeting of the Children & Young People Scrutiny Committee to be held on 10 March 2015

Statement by representatives from Powerhouse Youth Club

Representatives informed the Committee that Powerhouse is a place where they have made friends. They have attended regularly and have been pleased to participate in activities there. They have been on trips that they otherwise would not have been able to afford and have taken accredited courses, such as the Duke of Edinburgh awards. Powerhouse has helped them develop their social skills and their sense of their own identity and they have developed positive relationships with staff and other young people, relationships that last and are different to those they have at school. Young people there have carried out their own fund-raising activities. Staff at Powerhouse provide young people with guidance and support on personal issues. When one representative was made a senior leader it gave her a sense of achievement and she ran activities for younger Powerhouse members. The representatives want Powerhouse to still be there for other young people; what will young people do if the youth centres close?

The Committee noted the importance of youth centres to young people, their value in helping them build social skills and networks and find support, and the link between youth centres, the community and educational achievement.

Statement by representatives from Butetown Youth Pavilion

Butetown Youth Centre provides young people with opportunities to do things that they can not do at school. It helps young people learn how to make their own decisions and makes them aware of prospects that they hadn't previously considered. It is important that young people have access to this kind of facility and opportunities. If the youth centre closes it could lead to an increase in crime, anti-social behaviour and drug abuse. Attending the youth centre can help young people with their school work. Young people at the centre have created an anti-radicalisation group to persuade others not to adopt extreme religious and cultural attitudes.

The Committee asked how many young people use the centre and were informed that well over a hundred people use the centre. It is open Monday to Friday and during school holidays.

Statement by representatives from Riverside Warehouse Youth Centre and The Buzz, Grangetown

Youth centres are a safe place for young people aged 11-25 years; they are from many different cultures and all socialise together. The centres offer sports and learning, such as first aid, food hygiene and health and safety (safe lifting). If the Warehouse and Buzz weren't there, young people would be on the streets more and would be easy prey for drug dealers and those promoting extremist views. There is also an anti-radicalisation group at one of these centres. In the area there is high unemployment and there are drug

These minutes are draft and are subject to approval as an accurate record at the next meeting of the Children & Young People Scrutiny Committee to be held on 10 March 2015

abuse problems. One representative informed the Committee that he is going to university and that would not have happened if it hadn't been for the youth centre.

A Member informed the Committee that there were major issues in Butetown and after consultation with young people The Buzz was created to address these. The Committee was concerned that if The Buzz closes these problems could return and again noted the educational aspects of the youth centres. It was suggested that the Committee should put more pressure on the Council to see the value of the Youth Service and the anti-radicalisation activities are particularly important to note.

Statement by representative from Adamsdown Play Centre

The representative informed the Committee that he is seventeen years old and has attended the youth centre since he was five. It has helped him through hard situations and he helps out there now. It has a special needs session. Those who attend the centre feel safe there, take part in a lot of activities and get individual attention.

Statement by representative from Splott Play Centre

The consultation paper was not 'young people-friendly' and it was hard to see the need for a second one. The centre has won awards. They have been told that the building is going out to tender, but the Council should wait for the result of the consultation. Splott Play Centre has worked for a year to create a business plan, as requested by the local authority. They now feel as if the building is being snatched from them. Where are the young people to go? Cardiff should be celebrating the fact that it has had a youth service for so many years. These proposals have affected every child in Cardiff. The Stepping Up programme is too late. There is no clear direction and the centre is in the same position as it was last year. The centre needs about nine months to make the transition that is required due to the budget proposals. Other centres may need longer.

The Chairperson thanked all the witnesses for attending, for their statements and for answering questions from the Committee.

AGREED: That the Chairperson on behalf of the Committee writes to the Cabinet Member for Education and Skills and the Cabinet Member for Families, Children and Early Years highlighting the following issues:

- **TRANSITIONAL PLANNING AND FUNDING:** Members are pleased to see that the Council has produced its "Stepping Up" toolkit, and strongly support the approaches based on co-production and capacity building. Some of the young people also mentioned their gratitude to the Council for its considerate help in supporting their capacity. The campaigners from Howardian and from Play Services Members spoke to had obviously put much time, thought and effort into developing

These minutes are draft and are subject to approval as an accurate record at the next meeting of the Children & Young People Scrutiny Committee to be held on 10 March 2015

sustainable business cases, and were currently contacting a range of private, voluntary and charity partners to seek their involvement, as well as exploring new approaches like Crowd Funding.

But a message the Committee heard more than once was that communities need more time to plan to learn the skills to take on facilities and provision. It was felt that the Stepping Up Toolkit could be more child and young people-friendly, and that the level of expertise needed to navigate the Stepping Up website necessitated a level of capacity that might not always be available in communities.

Howardian's Studio 22 chairman Joshua Quigley advised that the Studio's financial needs were modest, but that one or two years of transitional support might be necessary to deliver a sustainable solution. As the site was not due for demolition for some time, a "stay of execution" was particularly requested to make this happen.

In the case of Play Centres, parent Annaliese Shanhan said that despite engaging closely with the Council for the past 12 months, little real progress had been made in that time, and that the "Stepping Up" approach had been initiated too late to make a practical impact in the short time window now made available to develop a transition Plan. While Splott parents might be ready in between nine to 18 months to take on the running of the building, parents in other areas of Cardiff had not been as proactive – possibly as the community campaigning around the Splott Community Hub had kick started activities in the Splott area. So, for instance, it was felt that campaigners for Llanrumney Play Centre could be a year or so even further behind Splott in their readiness to take on the challenge.

As a result of these concerns, Members would like to engage the Cabinet Member in serious conversation of how much extra time can be afforded these communities, if a genuine, robust and sustainable co-production approach can be delivered.

- **THE TRANSFORMATIVE NATURE OF YOUTH AND PLAY**
SUPPORT: Traditionally regarded as "Cinderella" services, Youth and Play clearly make a significant impact on many of their service users.
 - Witness after witness spoke of how their social and leadership skills had been transformed by using these centres, and spoke of their support workers as being like family members. They spoke of the positive impact of using a centre on their educational attainment and school attendance record, their readiness for the world of work, their ability to communicate and their general positive self-image. In considering any cuts to Youth and Play, we really should be most proud of these excellent services which exemplify a Co-operative approach to social capacity in Cardiff's communities, and recognise the many

These minutes are draft and are subject to approval as an accurate record at the next meeting of the Children & Young People Scrutiny Committee to be held on 10 March 2015

losses that will be experienced in years to come (if not immediately) should they disappear.

- In the case of disabled children, play provision might be the only viable way for them to spend four productive hours of respite with their carer during a day, where they could receive peer support and engage in properly resourced, meaningful activities with people of their own age.
 - A parent from Splott Play Centre said that many of their users came to the Centre hungry and unfed, and although it was not in the Centre's core purpose, it regularly provided essential quasi parental and child welfare support.
 - The Centres often provide a unique environment where people from differing cultural and religious backgrounds can mingle and become friends, sometimes in single gender groups and sometimes in mixed ones, learning the skills of tolerance, respect and diversity, both easing cohesion and tensions in communities, and supporting good educational attainment and behaviour in the classroom.
 - Similarly, the Play Service has been recognised for its engagement with the local Gypsy and Traveller young people and families, and if this were to be lost it might prove harder to support and engage this often hard to reach community.
- **UNWELCOME CONSEQUENCES OF REDUCTION OF PROVISION:**
Several of the service users painted a stark picture of what outcomes would be like for young people if these facilities were not available to them.
 - Young women spoke of real and evident risks of sexual exploitation associated with socialising outdoors after dark in the absence of indoor provision. The cases of Rochdale and Rotherham are timely reminders of what can happen to a City's reputation when the basics of youth safeguarding are missing in an inner city area.
 - Similarly, young Muslim men from Riverside talked of real examples of the risks of radicalisation apparent in Cardiff. The Riverside Warehouse has delivered numerous anti-radicalisation activities, and was seen as a safe space and as a bulwark against radicalisation in the community. The young men said how easy it would be for malign forces to get a grip on teenagers in Riverside who did not enjoy any other support activities after school. Members were particularly concerned to hear this, given the recent publicity of events in Paris, and Cardiff's own problem

These minutes are draft and are subject to approval as an accurate record at the next meeting of the Children & Young People Scrutiny Committee to be held on 10 March 2015

in recent months with young men going off to Syria and elsewhere. They wondered whether corporate or even external PREVENT or other counter terrorism funding might be available to staunch the loss of youth provision if radicalisation could be a consequence.

- At a more general level, young people spoke of the gang culture in some neighbourhoods, with their corresponding violence and criminality. A young man who had been attending Splott Play Centre from the age of five and who was now trained as a volunteer Play Worker, clearly stated that without Splott Play Centre he would have become a gang member, and had a significantly different life experience and prospects to the ones he now enjoys. A Member reinforced this view by reminding Members that the Buzz Information Shop had actually been established precisely for the purpose of reducing anti-social behaviour that had been reported in the north Grangetown community a decade or so ago.

Finally, some specific concerns were expressed about the apparent advertisement of tender arrangements for the site of Splott Play Centre, which may have given an impression that planning assumptions had already been made about the future of that building. These may have been a misunderstanding, but exemplify the level of anxiety in communities about their future provision.

Taking all of these points on board, at the Committee's Way Forward discussion, the general consensus was that – while recognising the clear requirement for the Council to reduce service provision to meet reduced budgetary capacity – the proposed cuts to these preventative and capacity building services are a short-sighted step that will lead to larger costs in the near future to remediate the impacts raised in the evidence above.

They will also reduce the quality of life of young people in many of Cardiff's most deprived communities, and reduce the Council's capacity to effectively work in partnership with communities in carefully planning and nurturing sustainably co-produced services – outcomes which all seem at odds with the Administration's stated vision and priorities.

Members are sure that views very similar to those presented to the Committee will have been shared with the Cabinet Member over the past few weeks, and while the proposals the Cabinet Member has recently circulated to the Committee have not been significantly updated from those sent out for consultation in November, Members feel that the Cabinet Member will have made certain assumptions and calculations since then about changes to the proposals to mitigate the kinds of impacts raised as risks by the young people during the consultation period.

These minutes are draft and are subject to approval as an accurate record at the next meeting of the Children & Young People Scrutiny Committee to be held on 10 March 2015

57: DATE OF NEXT MEETING

The next meeting will be held on 3 February 2015 at 10.00am in Committee Room 3, County Hall

The meeting closed at 6.30pm.

Signed _____
Chairperson

Date _____

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These minutes are draft and are subject to approval as an accurate record at the next meeting of the Children & Young People Scrutiny Committee to be held on 10 March 2015

CHILDREN AND YOUNG PEOPLE SCRUTINY COMMITTEE

3 FEBRUARY 2015

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

Co-opted Members: Mrs P. Arlotte (Roman Catholic representative), plus three vacancies.

Apologies:

58: 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/Co-opted Member</i>	<i>Item</i>	<i>Interest</i>
<i>Govier</i>	<i>Item 4c – Children's Services – Budget Proposals</i>	<i>Personal – Cllr Govier's partner works for Barnardos</i>
<i>Murphy</i>	<i>Item 4b – Schools Transport – Budget Proposals</i>	<i>Personal – Cllr Murphy's wife is a courier on a bus to Coed-Y-Gof</i>

59: DRAFT CORPORATE PLAN AND DRAFT BUDGET CONSULTATION PROPOSALS 2015/16

The purpose of this report was to provide Members with context for the scrutiny of the sections of the Council's draft Corporate Plan 2015 – 17 and draft Cabinet 2015/16 Budget Consultation Proposals that relate to Directorates falling within the remit of this Committee.

Prior to consideration of this item, the Chair certified that the Budget Consultation Report, which had been circulated to Members the afternoon before the meeting, could be considered as urgent business. Hard copies of the report were furnished for Members' information during the meeting.

These minutes are draft and are subject to approval as an accurate record at the next meeting of the Children & Young People Scrutiny Committee to be held on 10 March 2015

a) Draft Budget Consultation Proposals 2015/16 - Corporate Overview

The Chairperson welcomed Christine Salter (Director of Resources and Section 151 Officer) and Allan Evans (Operational Manager - Service Accountancy).

Councillor Graham Hinchey (Cabinet Member for Corporate Resources and Performance) had sent apologies but arrived towards the end of this item.

The Director gave a presentation, after which the Chairperson invited questions from the Committee:

The Committee noted that part of the budget strategy involves making a saving of £1 million by releasing 30% of the growth overprovision for schools and asked if this had come about as a result of a reduction in funding from the Welsh Government (WG). The Committee was advised that WG required the Council to add £1.2 million and the local authority is honouring that. The expenditure needed in schools would require a further £3.391 million but the local authority view is that any extra spending should be restricted by 30% of the total that is required; that is to say 30% of £3.391 million.

The Committee asked if there is any further funding available to allow potential mergers or collaborations. The Committee was advised that the Regional Collaboration Fund was expected to last for three years but WG has decided to place a restriction on this, so the Council will actually get less. It was always a once in a lifetime fund that was meant to be spread out over three years.

The Committee noted that WG have advised the Council that it, along with other local authorities, should plan for a reduction in funding of up to 4.5% and asked what percentage of the Council's reserves might be used to make up that shortfall. The Committee was advised that the Council's reserves are £11 million and earmarked reserves are £23 million; if reserves were to be used they would be taken from the earmarked reserves.

The Committee expressed some concern about the amount of money that is being set aside to allow staff to buy more annual leave, and that the perception could be that if people were granted more leave then that could indicate that perhaps they are not really needed in their roles and the money that is spent on employing them might be better spent on providing services. The Committee was advised that before this proposal was put forward the local authority carried out some research with other core cities, including Bristol and Sheffield, and found that buying additional leave has been a popular idea with staff working in other local authorities. Other councils have found that it brings in quite a lot of money. Of course, a key principle of such a scheme would be that the needs of the service would have to be taken into account before any additional leave was approved.

These minutes are draft and are subject to approval as an accurate record at the next meeting of the Children & Young People Scrutiny Committee to be held on 10 March 2015

The Committee enquired about the two 'bonuses' that the local authority has received; £2.5 million from WG and £1 million for 2015/16 (£3 million over three years) from the balance sheet review. The Committee noted that these are to go towards the savings that have to be made and asked what that money might have been spent on if it were not being used in that way. The Committee was advised that there was always a balancing figure of £750,000 that it was expected would come from service reform and voluntary severance (VS) costs. Regarding the £2.5 million, it was decided that the best thing was to use that was to pay employee costs, such as VS, so that where necessary the local authority could continue to use agency staff to maintain services.

The Committee noted that as part of realignments Children's Services is to receive an extra £2.4 million and asked if that is money that has to be found in the coming year. The Committee was advised that that is the case. The local authority has been looking at the level of need of the children that are coming into its care and it is evident that there will be an overspend if Children's Services is not given further funding.

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

- **Corporate Plan:** The purpose in attaching the Corporate Plan as an appendix to the Committee's meeting papers was to enable Members to consider the alignment of the Portfolio Budget Proposals being presented at the meeting with the Administration's overall performance and policy priorities. Members found the document to have been of general assistance in supporting the scrutiny and the Directors to have helpfully identified the linkages between the Plan and the budget proposals in their presentations to Committee.

While the Committee is sure that Policy Review Committee and some other scrutiny committees may have further specific feedback on the Corporate Plan, Members' only comment was to express some surprise not to see any significant reference to a Preventative Strategy for Children's Services that the Committee has been discussing with the Director in recent months. Beyond this, the Committee has no specific feedback on the Corporate Plan.

- **Impact of non-achievement of 2014/15 savings:** Although the Committee noted that Children's Services was a positive example of a Directorate that achieved £2.6 million of its £2.7 million savings target for 2014/15, Members are aware that non-achievement of savings targeted for 2014/15 has increased pressures on this year's and future revenue budgets. With £6 million (17%) of 2015/16's savings proposal having a red residual risk rating and £2.3 million having a red achievability risk rating, Members urge the Cabinet Member and officers to maintain pressure within the organisation on the management and achievement of performance targets, and the

These minutes are draft and are subject to approval as an accurate record at the next meeting of the Children & Young People Scrutiny Committee to be held on 10 March 2015

Committee will be monitoring this vigorously during its quarterly performance monitoring in 2015/16.

- **Reduction to Collaboration Funding resources:** Given the significant moves towards regionalisation and rationalisation of services reporting through this Committee over the past year and its likely future trajectory, Members were worried that the reduction of allocation for collaborative initiatives from £4.8 million to £2.5 million will limit our capacity to remain agile to future opportunities to save money through collaboration.
- **Partnership for Change – service pressure risks:** Members were concerned that if not properly managed and monitored, enabling employees to purchase additional annual leave and placing additional restrictions on agency and overtime could increase pressure on delivery of front line services that report through this Committee. The Section 151 Officer stated that these savings would need to be sensitively applied to ensure continuity and efficiency of the services provided, and this will be an issue that our Committee will consider monitoring during its 2015/16 work programme.
- **Potential alternative uses of the £2.5 million capitalisation under the Partnership for Change, and the Balance Sheet Review:** Members discussed at length whether the Cabinet's proposed use of the £2.5 million windfall from Welsh Government's agreement to the Council's capitalisation proposal under the Partnership for Change would deliver best value for the Council's future needs. The capitalisation will be predicated on the disposal of assets that, once lost, will limit our future capacity to deliver services. Members questioned whether it might be more prudent to use these resources in preventative work, notably – in the case of this Committee's terms of reference – in optimising transitional arrangements for future delivery of youth and play services, and in the eagerly anticipated Children's Services Preventative Strategy.
- **Savings from Senior Management Posts:** Members felt the £200,000 target proposed to be overly modest, and urge the Cabinet Member to consider increasing this allocation.
- **Availability of Papers:** It was regrettable that the Budget Consultation report and some equality impact assessments had been delayed in reaching Committee Members.

b) Draft Budget Consultation Proposals – Education

These minutes are draft and are subject to approval as an accurate record at the next meeting of the Children & Young People Scrutiny Committee to be held on 10 March 2015

The Chairperson welcomed Councillor Julia Magill (Cabinet Member for Education and Skills), Nick Batchelar (Director of Education and Lifelong Learning), Neil Hardee (Head of Performance, Resources and Services) and Ian Allwood (Operational Manager, Accountancy - Schools & Budgetary Control).

Christine Salter, Director (Resources) and Section 151 Officer, and Allan Evans, Operational Manager (Service Accountancy) remained for this discussion.

The Chairperson invited Councillor Magill to make a statement. Councillor Magill informed the Committee that the Draft Corporate Plan reinforces the Council's priorities and the priorities given to education are backed up in the budget proposals. Protection to schools is essential in meeting Council priorities. Although they have this protection, because of the financial pressures they face schools will not feel better off, due to rising costs. The savings proposals that have been put forward by Education have been reduced in the last few months and this leaves room for manoeuvre within the education budget, especially in relation to the Youth Service. Councillor Magill also advised the Committee that it would have been helpful if at the Committee's meeting on 13 January 2015 she and the Director had attended for the Youth Service agenda item, during which a number of young people and other stakeholders expressed their concerns about possible cuts to the service. Councillor Magill felt that had she and the Director been invited to the meeting they would have been able to allay some of the fears of those stakeholders. Councillor Magill also advised the Committee that it should, however, be borne in mind that the Youth Service provides an open access service that is currently only being accessed by about 8% of young people. The delivery model is an outdated one and is being redesigned. There are new service delivery proposals for all areas that currently have a youth service. There are also discussions underway with regard to providing the service with some transitional funding. For example, Studio 22 at the Howardian Youth Centre should be able to continue at its present location until it can move to new premises.

The Director gave a presentation and summarised by saying that there should be an overall saving of 15% on this year's spend. These savings are regrettable but they are not fatal to the Council's execution of its duty to provide education; they are not desirable but they are manageable.

The Chairperson invited questions from the Committee.

The Committee asked how far down the line the local authority is in looking at alternative delivery models for the provision to schools of cleaning, catering and estate management services. On cleaning services, the Committee was advised that the local authority has two Direct Service Units (DSUs) and the net budget is £200,000. A number of schools have opted out of the local authority provision to source their own. The two DSUs are to be combined and there will be a net nil budget position. On catering, the Committee was

These minutes are draft and are subject to approval as an accurate record at the next meeting of the Children & Young People Scrutiny Committee to be held on 10 March 2015

advised that every school apart from one buys into the schools catering service. The proposal for 2015/16 is to increase prices by 20 pence per child per meal in April 2015, with a further increase of 10 pence per child per meal in April 2017. In 2015/16, this would generate income of £300,000 and bring Cardiff into the upper quartile when compared with prices being charged by other local authorities. Education has also started to look at the operating models used by other local authorities for the delivery of school meal provision. Over the years the profit that has been generated by school meals provision has been less and less. The £300,000 that will be generated by the increase in the charge for meals will cut the catering budget by a third.

Pointing out that the budget for services for children with Special Educational Needs (SEN) is very large, especially when children with SEN are in out-of-county placements, the Committee asked whether there is anything that can be done to address this issue in the long-term. The Committee was advised that some savings might be made by better oversight of charging. In the medium and long-term there are changes that can be made; there can be a review of provision and Education can work with Children's Services and with Education and Children's Services from the Vale of Glamorgan local authority to look at how services are commissioned. Both authorities have a common interest in how these services are commissioned and how the best value for money can be obtained.

Turning to the issue of the Youth Service, the Committee asked whether the proposed changes to the delivery model for these services are about improving the service or are more about making savings, and suggested that the fact that the proposals are being discussed at a time when Education is finalising its budget might lead people to think that the proposals for changes to the Youth Service are really about making savings, rather than improving the service. The Committee was advised that the proposals are about both things, and that it would be too simplistic to try and separate the two. The proposals for a change to the youth service model have been informed by both of these considerations, and the need for changes to the service is something that has been signalled to the Committee over the last two years. The Youth Service needs to be redesigned, so that as well as costing less it is more aligned with the aspirations of young people. And young people want to become involved in the commissioning of services themselves. At the moment the participation rate is only 8%.

The Committee asked if there are any plans to use schools for other purposes. The Committee was advised that in looking at the role of schools the aim is to build in some degree of community-focussed provision. Some schools have indicated that they are prepared to take over the premises currently being operated by the Youth Service and will allow young people to operate those youth centres. In this way, some parts of the Youth Service will be able to continue to operate in familiar buildings.

These minutes are draft and are subject to approval as an accurate record at the next meeting of the Children & Young People Scrutiny Committee to be held on 10 March 2015

The Committee was concerned that youth centres could close without having had the time to take advantage of the opportunities that exist for them to become involved in commissioning their own services.

The Committee pointed out that no matter how much responsibility and funding is delegated to schools, they will still continue to rely on the local authority for certain things that the effects of staff rationalisation might make it more difficult for the local authority to provide. The Committee was advised that the question to be faced is what is the local authority fundamentally required to do, and that there are several key functions that the local authority has to discharge; it has to ensure that there are a sufficient supply of school places; it has to ensure that there are high standards in schools; it has to ensure that the needs of vulnerable learners are met; and has responsibilities as the maintaining authority, for example, appointing school governors. The local authority has a role in convening, in bringing together schools, universities, business and the third sector, it has a role in the commissioning of services, and it has a role in championing and advocacy, particularly in relation to communities and individuals that are not well served at present. That is the thinking that lies behind the budget.

The Committee asked for confirmation that Youth Service buildings are not at risk of being sold off and was advised that the situation on buildings is not settled yet. Some buildings are to be taken over by schools but there are also other options open to the Youth Service.

The Committee asked whether there will be protection for schools that are in deficit and was advised that there is a local financial management team which can provide support to schools. The local authority monitors schools so that it can be forewarned if there are schools that might be about to go into deficit due to, for example, falling numbers of pupils. The local authority also helps schools to deal with the costs of redundancy.

The Committee suggested that it would be beneficial to look at the efficacy of early years provision and that the local authority could perhaps look to private providers more than it does. The Committee also expressed some concern that it is proposed to make savings in Education Admissions when there a lot of school admission appeal hearings and it would seem that there is an insufficient number of staff to deal with admissions. On early years provision, the Committee was advised that the grant the local authority receives for Flying Start is ring-fenced. It can't be spent on anything other than Flying Start and the local authority can not make savings on the revenue budget by pulling money out of Flying Start. A significant amount of Flying Start provision is supported by private providers and savings in the overall budget for early years have been made through a better alignment between that provision and Flying Start. On Admissions, the Committee was advised that the proposed savings are to be made through a review of the process for admissions and through things like software licenses. There has been some discussion with other local authorities about how savings might be made elsewhere.

These minutes are draft and are subject to approval as an accurate record at the next meeting of the Children & Young People Scrutiny Committee to be held on 10 March 2015

The Chairperson thanked the Cabinet Member and officers for attending the meeting, for their presentation and for answering questions from Members.

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

Corporate Plan

Members generally found the content of the Corporate Plan to have provided a useful synergy with the Education and Lifelong Learning budget proposals, and to have supported our scrutiny. Members anticipate that Members of Policy Review and Performance Scrutiny Committee might have more extensive commentary on the Corporate Plan – the only comment made at our meeting was that Members would have liked to have seen greater reference to the community focus and role of Cardiff's schools in the document.

Budget Proposals

Overview: In general terms, Members felt the answers to their questions to have been clearly answered. For instance, Members were reassured at the effective and clear steps taken to move towards a zero budget arrangement on catering and cleaning, the steps being taken to support schools in deficit, and the rigour being applied by the Director to avoid any unnecessary Consortium costs. They were pleased to hear that savings to the Admissions service would be built around processes rather than job cuts, and that consideration was being given to a mixed market of provision in the area of Early Years provision.

Youth Services: As the Cabinet Member would expect and indicated in her statement, this was clearly the budget proposal that was going to be of most concern to Members. After a Member suggested that bringing the proposal forward at Budget time might create confusion about the aims of this proposal (ie was it designed as a service redesign to drive up service standards, or a mechanism to save money?), Committee felt that the Cabinet Member's presentation articulated a clear and logical position on the difficult issue of Youth Services.

Recognising the external and inescapable constraints being placed upon the Council, Members agree that a minimum position of one facility in each neighbourhood tallies with similar policies in other Council portfolios. Members consider, however, that distance makes a significantly more important difference to the accessibility of youth provision than, for instance, access to a Community Hub. For young people local means local. Issues of territorialism and transport resources might make it difficult for young people to travel to youth centres more than a mile from their home.

These minutes are draft and are subject to approval as an accurate record at the next meeting of the Children & Young People Scrutiny Committee to be held on 10 March 2015

Similarly, although the Committee appreciates the Cabinet Member's intention to increase the current 8% service user base, Members would suggest that the Youth Service has been particularly successful over the years in supporting young people from the more disadvantaged communities, and young people disengaged from education and mainstream provision. Members hope that the Cabinet Member will be particularly minded to ensure that the more vulnerable young people are protected through the changes to current provision.

In the Chairperson's letter to Councillor Lent on Children's Play budget proposals presented this week he sought to reassure her that Committee's frustration at the apparently slow pace of progress in effecting sustainable change of provision from the Council to the community was not intended to be negative, but a positive spur to greater effort and progress. Many of the comments made in that letter might be seen to apply to Youth Services.

Members are sure that Councillor Magill is making every effort to secure sustainable future provision, but Members have not had evidence of this presented to the Committee in the past few months, and do not see any documentation in the public arena, for instance via a Cabinet Report, to set out the Administration's priorities, criteria and principles for achieving the Cabinet Member's aims. Members heard that detailed planning and negotiation was underway in many areas, and were pleased to hear the Cabinet Member's confidence that some of the venues are making excellent progress, and that transitional funding is likely to make a real difference over the coming 12 months.

The Committee was also encouraged to hear that the Cabinet Member will be seeking to explore within Cabinet use of the £2.5 million that the Council has recently secured permission from the Welsh Government to capitalise. Members hope that some of this money could be used to secure transitional funding for Youth Services.

The Cabinet Member mentioned in particular the Howardian Studio 22, and clearly Members will be pleased to see the successful continuation of this facility. But Members are equally keen that the positive contributions the Youth Service makes to early intervention and to the preventative agenda be preserved.

SEN Inter-Authority Recoupment: A Member, recognising the significant costs associated with SEN provision, was pleased to hear that collaborative work was underway with two other local authorities to reduce the costs associated with out of County placement for specialist SEN provision and that this might yield savings in 2016/17. The Committee will be following the progress of this saving with interest at the next Budget Scrutiny round in February 2016.

These minutes are draft and are subject to approval as an accurate record at the next meeting of the Children & Young People Scrutiny Committee to be held on 10 March 2015

Community Engagement: Members heard the Cabinet Member's concern at not being invited to participate in the Committee's January evidence session with young people, but Members are content with the approach that was taken. Members felt that the Cabinet Member and the Director often have the opportunity to present evidence to Committee, and on this occasion Members wanted to hear directly from young people, without feeling the need to be defensive or moderate any points made. As the Committee did not have the opportunity to use any of the equality impact assessment data or Budget Consultation Report at its February scrutiny due to these documents being presented so late in the day, Members are glad that the young people were afforded the opportunity to present this primary evidence to Committee.

c) Draft Budget Consultation Proposals - Children's Services

The Chairperson welcomed Councillor Sue Lent (Deputy Leader and Cabinet Member, Early Years, Children and Families), Tony Young (Director of Children's Services) and Angela Bourge (Operational Manager, Strategy, Commissioning & Resources).

Christine Salter (Director of Resources and Section 151 Officer), and Allan Evans, (Operational Manager - Service Accountancy) remained for this discussion.

The Chairperson invited Councillor Lent to make a statement. Councillor Lent advised the Committee that the local authority's stated aim is to support vulnerable people. Demand for services for vulnerable children has gone up. Partnership working is very important and the safeguarding of children has to be a top priority. The findings of the Committee's task and finish report into human trafficking show that this is an area around which there is growing concern, as more and more cases come to light. In Children's Services there has been a period of accelerated recruitment and challenge. There have been few negative responses to the budget proposals and this shows that much hard work has gone into coming up with proposals that will not lead to harmful changes.

The Director gave a presentation after which the Chairperson invited questions from the Committee.

The Committee enquired about the removal of the market supplement for social workers, a payment introduced to enable recruitment to vacancies that were hard to fill. The Committee noted that removal of the supplement will create a saving of £86,000 but asked whether Council policies would enable its rapid reinstatement if too many of those social workers who currently receive it decide to leave their employment with the local authority. The Committee was advised that the supplement was only intended as a temporary measure. It was not particularly effective, has never been reviewed

These minutes are draft and are subject to approval as an accurate record at the next meeting of the Children & Young People Scrutiny Committee to be held on 10 March 2015

and is inequitable. It is not possible to bring the pay of other social workers up to the level of those who receive the supplement. The Director advised the Committee that he would not recommend its reinstatement.

The Committee asked how much confidence there is that the Payment by Results scheme (PBR) would achieve the large savings that have been predicted. The Committee was advised that advice received from consultants who undertook the feasibility study into the scheme is that the savings target is reasonable. Officers have been reasonably cautious in setting the target. The scheme should deliver the savings over a period of time but the challenge is to achieve them over the coming year.

The Committee noted that the draft Corporate Plan does not mention investment of a preventative strategy for Children's Services and was advised that the strategy is still being drafted and that a business case to support it needs to be developed.

Aware that there has been some realignment and centralisation of training, the Committee asked whether there was still more scope for the centralisation of training and suggested that if good quality, accredited training could be developed then that might be something that the local authority could sell to other organisations. The Committee was advised that there has been some discussion with the Director of HR People Services about a greater combination of efforts on training, and there has also been investment in e-learning.

The Committee asked how well the salary received by social workers employed by the Council compares with salaries received by social workers employed by local authorities of a similar size in Wales and England. The Committee was advised that analysis on this has already been carried out and the conclusion was that the Council offers salaries that are competitive.

The Committee asked what is being done to ensure that the local authority retains the social workers that it currently employs. The Committee was advised that social workers need to feel that their job is safe, that they are supported and listened to, and that the issue of high caseloads is being addressed. Caseloads have been reduced and the Council is now receiving many applications for social work posts, including applications from agency social workers that have been working for the Council and now want to secure permanent posts.

The Committee asked whether last year's budget plans matched the way in which money had been spent, enquiring how robust last year's budget planning had been and whether the budget pressures faced by the service have more to do with the level of demand for services rather than faulty budget planning. The Committee was advised that for 2014/15 savings of £2.5 million (out of target savings of £2.6 million) will be achieved and that the budget pressures are caused by the level of demand.

These minutes are draft and are subject to approval as an accurate record at the next meeting of the Children & Young People Scrutiny Committee to be held on 10 March 2015

The Committee noted that savings are to be made in the Youth Offending Service (YOS) and pointed out that at a previous meeting Members had been informed that YOS is under greater pressure than it was and has not performed as well as in previous years. The Committee asked whether it is thought that YOS needs more resources. The Committee was advised that the police have confirmed that funding for a third officer to work with YOS will be renewed. On the performance of YOS, the Committee was advised that it should be borne in mind that performance can be measured in different ways. Although there has only been a small increase in demand for the services of YOS, the complexity of the cases the team is dealing with is greater than it has been. The Operational Manager for YOS is confident that she can continue with the resources that she has at present.

The Committee noted that it is expected that PBR will save achieve savings of £674,000 and asked how much certainty there is on this. The Committee was advised that the original figures that had been used for PBR modelling were reviewed, using a financial model that is different from the one suggested by the consultants and it was found that the savings could be even greater than those that are projected.

Children's Play

The Chairperson welcomed Chris Hespe (Director for Sport, Leisure and Culture) who gave a presentation following which the Chairperson invited questions from the Committee.

The Committee asked why the decision was made to protect Welsh medium play services in the budget proposals, and the equity of provision for speakers of other languages. The Committee was advised that the Council has made a commitment in the past that play services should be provided for children who speak Welsh, and that the new commissioning framework had been designed to enable a certain level of Welsh-medium play provision. The Chairperson reminded the Committee that the Welsh language has an official and equal status in Wales.

The Committee asked how the Council can remove the red tape that creates obstacles to communities that want to take on, under the Community Asset Transfer (CAT) scheme, the responsibility for the management of a community service or asset, such as a building, that was formerly run by the Council. Communities might be ready to do this but if the process takes too long then the transitional funding may no longer be available. The Committee was advised that communities need to be given simpler messages on this, and more support should be provided. The Stepping Up Toolkit, which is a guide to the process, may have deterred some people and may have come too late.

The Committee enquired about the Cabinet's appetite for risk on this issue, asking if there is not a case for the Council to be more flexible when it comes to compliance with regulations and process and to be more prepared to face

These minutes are draft and are subject to approval as an accurate record at the next meeting of the Children & Young People Scrutiny Committee to be held on 10 March 2015

the criticism for that, should it come. The most important thing is to get the assets into the community. The Committee also asked whether it has been acknowledged that even if Friend's groups want to take over play centres, they will need more time to do so. The Committee also pointed out that the costs of TUPE, the Transfer of Undertakings (Protection of Employment) regulations under which the terms and conditions of workers transferring to the employment of community-run organisations would be protected, are a big deterrent to communities that might consider taking on the running of community assets. The Committee was advised that there is to be a joint commissioning process with the Youth Service, although drawing up a new approach is difficult at present because it is not yet known what the decision about budget proposals will be. The play provider market in Cardiff is not very advanced because previously the Council has always been the provider.

The Committee also pointed out that potential managers needed to have the details of leases on building much earlier, so that they could decide whether taking on the asset would be viable. Some Members stated that the decision date on the budget is now only three weeks away and yet it is only now that communities are being given these details, making it very late for them to make their decisions. Some Members believed that leases were just one example of delay. The Committee was advised that it is regrettable that the process did not start earlier but the Council has not yet given up on CATs. The Director did not accept that there has been a lack of clarity on things like leases. Meetings have been held over several months and no barriers are being put up nor has information been untimely, but it is the case that communities are not confident about taking on these assets. He stated that the 2014/15 budget savings proposal had been to keep the play centres open for 2014/15 whilst a new model for children's play was developed. There had been options presented to community organisations, although there had been no appetite for any option other than for the centres to remain open and managed by the Council. Interest by localities in taking over the management of the facilities had, in the majority of instances, only been considered in recent months, although no firm proposals had come forward from the community. He and colleagues had continually stressed how flexible the authority would be in matters such as leases and had offered meetings and advice to all the localities. Only a few had taken up this offer.

The Committee enquired whether community-run assets would be subject to any kind of regular inspection and was advised that Safeguarding, Health & Safety and the Play Association should provide some safeguards.

The view of the Committee was that what is needed for community asset and service transfers is for there to be firm decisions from the Cabinet on things like leases and the insurance of properties, which will enable communities to make their decisions. The Council's forward plan to achieve savings includes asking communities to take on community assets. The rules and regulations on things like asbestos and Legionnaires' Disease have had the effect of deterring people. A complete set of guidance for potential managers from the community should be available, and guidance is not something that volunteers

These minutes are draft and are subject to approval as an accurate record at the next meeting of the Children & Young People Scrutiny Committee to be held on 10 March 2015

should have to pull together from various sources within and outside of the Council.

The Chairperson thanked the Cabinet Member 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:

CHILDREN'S SERVICES

Corporate Plan

Members considered parts of the Corporate Plan relating to the Cabinet Members areas of responsibility at the meeting, and were grateful to the Cabinet Member for teasing out the linkages between the Administration's key priorities and the budget choices the Administration has made in her area.

Members were somewhat surprised not to see greater reference to the Preventative Strategy in that document, or financial allocation in the Cabinet Member's budget proposals. The Director clarified that a funding bid might be made to the Council's Investment Review Board during the coming financial year to facilitate the development of this Strategy, and Members look forward to receiving details of this in due course.

Budget Proposals

Overview: As an overview of our feedback on the Directorate's budget proposals, the Committee was pleased that efforts had been made to mitigate the most serious impacts on service users through the savings presented. Members were also heartened at the Section 151 Officer's indication that £2.5 million of the Cabinet Member's 2014/15 savings target of £2.6 million was due to be realised by 31 March. Members would like to congratulate the Director for coming close to his challenging target for the year.

Service Realignment: Members heard that £2.4 million realignment had been achieved to mitigate existing in-year demand, and (on clarification) that an additional £950,000 had been set aside as a contingency for predicted future demand pressures on services. A point made on this topic by Members at the Way Forward is that at this time in the Budget cycle they are often informed that realignment has had to take place to resolve unforeseen demographic pressures affecting Children's Services during the year, but they are rarely advised of a windfall due to an over-calculation of that demand at the start of the year. The Committee will be keen to explore this topic at a future meeting. Members recognise that calculation of future demand will always be an imprecise science, but are

These minutes are draft and are subject to approval as an accurate record at the next meeting of the Children & Young People Scrutiny Committee to be held on 10 March 2015

keen to ensure that they can maintain the most accurate forecasts possible to minimise unforeseen shocks as our overall financial resilience is placed at greater pressure in future years.

Youth Offending: Questions were raised by several Members about the Youth Offending Service saving proposal. The Committee understands the Director's assertion that due to the Team's successful work caseloads have fallen sharply, and that it is difficult to therefore justify existing expenditure levels. Members were also reassured that Police funding for a post in the Team will be maintained again next year. Members heard, however, that the residual "rump" of cases tend to be the more complex and intractable ones, and are keen that the Cabinet Member ensures that this excellent team's capacity and continued good progress is not placed under too much pressure next year.

Payment by Results: Members inquired at the robustness of the £674,000 savings target, and were reassured by the Director's and the Operational Manager's comments that this was an achievable figure. Members look forward to monitoring this in the next financial year.

Miscellaneous Reassurance:

- Members heard reassurance on the resilience of social worker training support, and Leaving Care support, which would both generate efficiencies next year by joint working with other Council Directorates.
- Similarly, the Director reassured Members that morale and retention within the workforce were robust and that the removal of the market supplement for social work posts would not affect staff retention.
- A Member queried whether provision for ICT resources had been made to enable more efficient work practices in the social care workforce next year, and heard that this would most likely be needed in 2016/17. During the 2015/16 financial year, the Director will be focussing more on service redesign and reshaping as an essential precursor to identify what the future IT needs of the workforce would be. Members could see the logic in this, and look forward to working with the Cabinet Member to provide scrutiny of the reshaping arrangements in the next financial year.

CHILDREN'S PLAY BUDGET PROPOSALS

Members appreciated the Director of Sport, Leisure and Culture's detailed presentation on the challenges of achieving the Council's goal of partnership with localities and communities in securing sustainable play provision for the future, given the savings target proposed.

These minutes are draft and are subject to approval as an accurate record at the next meeting of the Children & Young People Scrutiny Committee to be held on 10 March 2015

This is a very emotive issue for many Members, who have strong views on the very negative impacts on their communities should the existing provision wither away and buildings potentially have to close. Members clearly understand the legal and financial complexities involved in securing sustainable transition of management from the Council to informal community groups. But despite the Director's outline of some of the key actions taken by the Council in recent months (and wishing to convey appreciation for the efforts that have been invested by officers) Members expressed a strong degree of frustration that little progress appeared to have been made during the past 12 months, and a low level of confidence that enough progress would be made before the guillotine of 31 March 2016 to enable the buildings to survive.

Members have a strong view that if the savings proposal on Children's Play is predicated around sustainable transfer to community groups, it is very unlikely to be feasible in the proposed timescale.

Members had the impression that there had been a number of false dawns during the past year, thwarted by a lack of clarity on the Council's position on the respective merits of leasing and community asset transfer, the likely price the Council would wish to realise from the assets and whether a commissioning plan was in place. However the Director did state that clear costings and expectations had been provided to communities.

It is difficult for us to judge this matter as a Committee. Although the Paper to support the consultation on Play Proposals published on the Council website provided plenty of detailed information, Members would have liked to see Cabinet clearly set out its position on the cost of leases, on TUPE and on its preference for leases or community asset transfer, to give clearer direction to communities on these issues.

Members feel that, notwithstanding legal criteria on "best consideration" affecting the Council's view on the level of financial return it had to secure for lease of assets, there is clearly huge "social wellbeing" at risk if the facilities close. Members understand that the Cabinet Member only assumed Portfolio responsibility for Play in July, but feel that as Cabinet Portfolio lead she should take a strong lead and an entrepreneurial, risk-friendly approach to working with communities, and that legal, financial and procurement experts should be tasked with coming up with practical solutions to support communities and solve problems.

60: DATE OF NEXT MEETING

The next meeting will be held on 10 March 2015 at 2.30pm in Committee Room 4, County Hall

The meeting closed at 2.30pm.

These minutes are draft and are subject to approval as an accurate record at the next meeting of the Children & Young People Scrutiny Committee to be held on 10 March 2015

Signed _____
Chairperson

Date _____

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THE CITY OF CARDIFF COUNCIL

AGENDA ITEM: 4

CYNGOR DINAS CAERDYDD

CHILDREN & YOUNG PEOPLE SCRUTINY COMMITTEE 10 MARCH 2015

EDUCATION & LIFELONG LEARNING DIRECTORATE PERFORMANCE UPDATE

Reason for the Report

1. To present the Education Directorate performance report for Quarters 1, 2 and 3 of 2014/15 prior to its consideration by the Cabinet on 19th March 2015. The Performance Reports Quarter 3 is attached at **Appendix A**.

2. The report also provides the Committee with an opportunity to receive an update on the progress being made in addressing the Estyn monitoring recommendations which are due to be reviewed by Estyn later this month, namely:
 - (i) Recommendation 3 - 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; (**Appendix B1**)
 - (ii) Recommendation 5 - Improve performance management processes to ensure a consistent approach in delivering objective; (**Appendix B2**) and
 - (iii) Recommendation 6 - Improve the scrutiny of local authority education service and partnership working (**Appendix B3**).

Performance Reports

3. The Committee have re-structured its approach to the scrutiny of education performance in 2014 – 2015 through scheduling throughout the year examination of particular aspects of performance, in addition to an overview of Annual Performance in January. This schedule includes:

- Provisional School Results (September 2014)
- Performance in Literacy and Numeracy (December 2014)
- The outcomes of School Inspections (December 2014)
- Needs and Performance of the Youth Service (May 2015)
- Numeracy and Literacy – National Test (October 2015)
- Schools Causing Concern & Outcome of Inspections (December 2015)
- Attendance and Exclusions (March 2016)
- Performance of pupils, Free School Meals /Non Free School Meals and Other Groups (April 2016)
- NEETS and Performance of the Youth Service Designations (May 2016)

4. The Council's Performance Management Framework includes the regular reporting of Quarterly Performance by Directorate. The Quarterly Report covers:

- Progress against Corporate Plan commitments
- Progress against Key performance indicators
- Progress on challenges previously identified
- Financial performance
- Service delivery issues
- Corporate risks

Quarterly Performance

5. Quarter 3 Education Performance reports attached at **Appendix A**. This report provides the Committee with information about the context that these services are operating in, performance information and the management actions that are being taken to address performance issues. The report provides an explanation of the progress being made in addressing the challenges identified in each quarter.

Overview of Performance

Service Delivery – Budget Position

6. As at Quarter three the directorate is currently projecting an overspend of £1,410,000 (4.73%). The increase is mainly due to a shortfall in savings in SEN out of county placements and Staffing. A reduction in the Welsh

Government Minority Ethnic Achievement Grant and a reduction in the Childcare project grant.

7. The Quarter 3 report updates the picture on school performance previously provided to the Committee with regard to the FSM/non-FSM gap, which closed in Cardiff in the last academic year, and the continuing improvement in attendance. Provisional data for Y11 learners who are NEET (not in education, employment, training) of 4.2% shows a 0.7% improvement on the previous year and is above the 2013 All Wales figure of 3.7%, and the same as the 2012 All Wales figure but remains too high. The expected outcomes of performance in summer 2015 reported by schools in January 2015, currently indicates an increase of 5% in the L2+ measure.

Estyn Recommendations

8. Following the monitoring visit in February 2014 Estyn revised the previous recommendations made by the Inspectorate, and set out six 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

9. Their monitoring schedule proposes further monitoring of recommendations 2 and 4 in Autumn 2015 and recommendation 1, and overall progress against all recommendations in Spring 2016.
10. A copy of the latest progress report for on Recommendation 3, 5 and 6 is attached at is attached at **Appendix B1, B2 and B3**.

Scrutiny Officer Comments

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

Way Forward

12. This report will enable Members to receive a copy of the Quarter 3 Education performance reports (**Appendix A**) together with the progress report on those objectives identified for recommendations 3, 5 and 6 from Estyn Inspection Monitoring Revisit, **Appendix B1, 2 and 3**.

13. Councillor Julia Magill (Cabinet Member for Education and Skills), Nick Batchelar (Director of Education and Lifelong Learning), will make a presentation on the quarterly performance reports, progress being made to implement those actions to address Estyn recommendations 3, 5 and 6, as well as the management and leadership proposals to address any areas of concern.

Legal Implications

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

Financial Implications

12. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct financial implications at this stage in relation to any of the work programme. However, financial implications may arise if and when the matters under review are implemented with or without any modifications. Any report with

recommendations for decision that goes to Cabinet/Council will set out any financial implications arising from those recommendations.

Recommendation

The Committee is recommended to:

- a. Consider the contents of the report, appendices and evidence presented at the meeting;
- b. Report any comments, observations or recommendations to the Cabinet.

NICK BATCHELAR
Director of Education and Lifelong Learning
3 March, 2015

Directorate: Education & Lifelong Learning

Director: Nick Batchelar

Councillor: Julia Magill

Q3 2014/15

Number of Employees (FTE)	975
Sickness Absence YTD (Days Per Person)	8.52
PPDR Compliance (Half Yearly Review)	85.50%

Budget	Projected Outturn	Variance	Variance (%)
£29.808m	£31.218m	+£1.410m	+4.73%

Target Savings 14/15	Projected Savings	Variance	Variance (%)
£6.512 m	£5.610m	£902,000	13.86%

Q3 Progress against Corporate Plan actions 2014/15 (12)

Green 67% (8)	Amber 25% (3)	Red 8% (1)
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Q3 Progress against Performance Indicators (16)

Green 18.75% (3)	Amber 68.75% (11)	Red 12.50% (2)
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Progress on Challenges Identified Q2 (previous quarter)

- The LA is working with the Consortium to mitigate the impact of the in-year grant reductions identified by Welsh Government (WG)
- The 21st Century School Plan has been realigned and will be submitted to the March meeting of the Cabinet for approval.
- The process for identifying and intervening in Schools Causing Concern has been rationalised to ensure that there is a consistency in the clarity of intelligence, data and required action by Consortium challenge advisers plus the operational arrangements effectively link Challenge Advisers who are employed by the Consortium with Cardiff LA colleagues so that there is integrated intelligence about the performance of Cardiff schools.

Q3 Service Delivery

Budget Position

After excluding the Schools Delegated Budget of £199m, the Department manages a net budget of £29.808m. At the end of Quarter 3 the budget was projected to be overspent by £1.410m a variance of 4.73%. This projected variance can be attributed to the following;

- A projected shortfall of £902,000 against the 2014/2015 savings target (£5.610m achieved against a target of £6.512m). The main areas of shortfall are in SEN Out of County Placements and staffing.
- A Welsh Government in year reduction to the Minority Ethnic Achievement Grant of £640,000 (savings against this have been found to reduce the impact to £495,000)
- The Welsh European Funding Office reduction in the NOVUS (Childcare project) grant of £115,000
- A positive projected outturn position for the School Cleaning DSU of £102,000

School Standards

- Data for summer 2014 now available shows a reduction in the difference in the performance of pupils eligible for free school meals and those not eligible at every key stage. At all key stages the differences in Cardiff are smaller than across the Central South Consortium overall, with a reduction of 3.1% in Level 2+ at age 16 to 33.1percentage points.
- Primary attendance figures for 2013/14 have been confirmed and show further improvement to 94.9% which ranks Cardiff 7th out all Welsh Local Authorities. In 2013/14, secondary attendance improved to 93.8%. This exceeded the target of 93.6% and is above the Wales average of 93.6%. This was an improvement of 0.9% on 2012-13 secondary attendance (92.9%). Cardiff's LA ranking remained at 10th which was the same position as last year compared with 18th in the previous year. Cardiff's performance is ahead of similar authorities e.g. Swansea ranked 16th and Newport ranked 21st. The implementation of Fixed Penalty Notices has commenced and the EWS has already issued a number of FPN's following referrals from schools.
- Internal data indicates that the proportion of young people not engaging in education, training or employment following transition at year 11 continues to fall from a figure of 4.9% in 2012/2013 to a provisional figure of 4.2% in 2013/2014.
- School Categorisation – WG published Primary Schools and Secondary School categorisation in February. In the primary sector, the proportion of Cardiff schools in the categories requiring least support (green and

yellow) is in line with both the Consortium and Wales figures with around a third of schools in these two support categories. Cardiff has a greater proportion in the green category which means that we should have a greater proportion of schools with the capacity to support other schools and have a significant part to play in the developing school to school work. However Cardiff also has a higher proportion of schools in the most intensive support category (red). These schools are visited regularly by the challenge adviser and the progress that these schools are making is evaluated on a half termly basis. Four of these schools received a letter of concern from the local authority in the Autumn term.

- In the secondary sector, the proportion of schools in the categories requiring least support (green and yellow), is significantly below both the Consortium and Wales figures with only a third of Cardiff schools in these two support categories. Cardiff also has only two schools in the green category. Cardiff also has a significantly higher proportion of secondary schools in the most intensive support category (red). Regular reviews of progress are held with these schools. Five of these schools received a warning notice from the local authority in the autumn term. In the previous system of banding for 13 – 14 no secondary schools were in band 1 (0%), 3 schools were in band 2 (16.7%), 7 schools were in band 3 (38.9%), 5 schools were in band 4 (27.8%) and 3 schools (16.7%) were in band 5.
- School Inspections - eight schools have been inspected and three reports published. From the reports that have been published, one school is good overall, one school requires LA monitoring and one requires ESTYN monitoring. Four schools have been revisited by ESTYN, two schools have been removed from ESTYN monitoring and one school from significant improvement. One school has been moved into significant improvement from ESTYN monitoring.
- The first secondary school reports of expected outcomes for Summer 2015 is currently showing a potential increase of plus 5% for the L2+ (5 GCSE's – A*-C including English, Welsh and Maths) compared to Summer 2014 figures of 53.9%

Management

Permanent appointments have been made to the posts of the Head of School Organisation and Planning and the Performance Manager and a temporary part time appointment has been made to the post of Senior Achievement Leader for School Standards. This will mean that all posts in the Senior Education Management Team have been appointed to following the restructure in 13/14.

School Organisation Planning

Proposals for the development of new and expanded provision, in both Welsh and English medium schools, were considered by Cabinet in January. Modifications to the Councils 21st Century Strategy are being developed through dialogue with Welsh Government to respond to demographic changes and to bring a stronger focus on raising educational standards. The revised strategy will be presented to Cabinet in March.

The Strategy will also need to be approved by WG and the intention is that this should be in place by April 2015.

Directorate: Education & Lifelong Learning

Key Performance Indicator Data - Q3 2014/15 Please note – reporting years are academic years

Performance Indicator	Summer 2013	Summer 2014	Summer 2015 Target	R.A.G.
Percentage of pupils achieving a standardised score of 85 or above at the end of KS2 (Year 6) in literacy and numeracy (Corporate Plan Outcome E&LL A) E – Reading English, W – Reading Welsh, N - Numeracy	E 88	E 84	E 92	A
	W 93	W89	W 90	
	N 84	N84	N 95	
Percentage point gap between FSM and non-FSM pupils achievement of CSI at KS2 (Corporate Plan Outcome E&LL C)	19.5	17.4	17.8	G
Percentage of pupils with progress of 2 levels or more across KS3 for English, Welsh first language, Mathematics and Science (Corporate Plan Outcome E&LL D) E – English, W Welsh (first language), M – Maths, S - Science	E 43.2	E 46	E 45	A
	W 43.5	W 47.6	W 45	
	M 51.6	M 56.6	M 50	
	S 46.0	S 53.8	S 45	
Percentage of pupils achieving Level 1 threshold at KS4 (Corporate Plan Outcome E&LL E)	91.74	93	94.5	R
Percentage of pupils achieving Level 2 threshold at KS4 (Corporate Plan Outcome E&LL E)	73.0	75	75.6	A
Percentage of pupils achieving Level 2+ threshold at KS4 (Corporate Plan Outcome E&LL F)	49.9	54	60	A
Percentage Y11 leavers not in education, employment or training (NEET)	4.5	4.2 provisional	2.5	A
Percentage point gap between FSM and non-FSM pupils achievement of Level 2 threshold including English/Welsh and Mathematics at KS4 (Corporate Plan Outcome E&LL G)	36.2	33.1	33	A
Percentage of pupil attendance in Primary Schools (Corporate Plan Outcome E&LL H)	94.0	94.9	95.0	G
Percentage of pupil attendance in Secondary Schools (Corporate Plan Outcome E&LL I)	92.9	93.8	94.10	G

Q3 Challenges Identified

- 2014/2015 revenue budget overspend increased from month 6 monitoring position
- In year adjustment to Education grants particularly £700k cut in MEAG.

Q3 Actions being taken

- All VS applications being assessed for early release in 2014/2015
- Working with Welsh Government to identify possible flexibility in other grants both within and outside Education.

Directorate: Education & Lifelong Learning

Corporate Risk

Risk Description	Inherent Risk	Residual Risk	Mitigating actions	Risk Owner
The Central South Consortium does not challenge Cardiff schools consistently to ensure that they improve	Red	Amber	<ul style="list-style-type: none"> Ensure the delivery of the Education Development Plan underpins the necessary systems and processes for both the Education Department and Central South Consortium. Ensure the agreed commissioning arrangements are delivered and make a positive impact on the performance of schools 	Angela Kent
SOP. Ambitious timescales for project delivery, within agreed capital allocations to support reorganisation, improvement and expansion of school provision to meet growing pupil population	Red	Amber	<ul style="list-style-type: none"> Established consistent monitoring and reporting of all risks to Schools Programme Board Refresh 21st Century School Plan completed and presented to Cabinet Feb 15. 	Janine Nightingale
Schools Delegated Budgets. Some Secondary Schools have significant deficits and failure to adhere to recovery plans will impact on the overall budgets for all schools	Red	Amber	<ul style="list-style-type: none"> Review the match of pupil numbers to school places as part of the 21Century plan refresh Protocol for responding to schools in deficit has been revised, including exercising statutory powers of intervention Finance Officers now link with Challenge Advisers to discuss schools Each school in deficit now has a monitoring officer (additional to the LFM) to provide independent challenge 	Neil Hardee

Emerging Risks Identified this Quarter

Risk Description	Inherent Risk	Residual Risk	Mitigating actions	Risk Owner
Weaknesses in mathematics in a number of secondary schools	Red	Red	Active recruitment for staffing vacancies. Training for non- specialists in maths teaching. Targeted interventions for identified pupils. Easter revision programmes.	Angela Kent

Update on Previous Quarters Emerging Risks

Risk Description	Inherent Risk	Residual Risk	Progress
Welsh Government have identified an in-year reductions to a number of specific education grants.	Red	Amber	LA working with Central South Education Consortium to identify implications for LA and schools

Estyn Monitoring Visit
March 2015

Progress Report R3

Recommendation

R3 Make sure that the arrangements for delivering school improvement services challenge and support all schools effectively, in order to improve standards for learners in all key stages

Report Author

Angela Kent – Head of Achievement and Inclusion

Background

During the monitoring visit of February 2014 ESTYN inspectors identified that the authority had recently improved its processes to support, challenge and intervene in schools. They commented that an increasingly strong culture of challenge was being developed, led by the cabinet member for education and lifelong learning and the recently appointed director of education and that officers were starting to tackle underperformance more robustly. However, these improved arrangements to identify and intervene in underperforming schools were relatively recent and had not had time to make enough impact on standards of attainment in schools.

Some inconsistencies and weaknesses in the practice of challenge advisers were identified and it was noted that there was a need for greater clarity in messages to school leaders and governors about what they need to do to improve.

Overview of progress since February 2014

Since the monitoring visit in February 2014 processes to challenge and support schools have been strengthened. Appointments to the Head of Achievement and Inclusion and Senior Challenge Adviser posts have established much improved joint working between the local authority and the consortium. The work of challenge advisers is now closely quality assured and appropriate performance management arrangements are in place. There is a clear process for escalating concerns where schools do not make sufficient progress and use of formal powers by the local authority where this is warranted. Effective use of strong practice is now beginning to be made through brokered school to school support.

The Practice of Challenge Advisers

Since September 2014 the local authority has taken a number of steps to strengthen the capacity to oversee and assure the quality of the work of the consortium. The post of Head of Achievement and Inclusion ensures that the consortium challenges and supports schools to improve outcomes for learners. In addition there are now two Cardiff Senior Challenge Advisers in the consortium for the primary and secondary phase, both of whom have a strong track record in school improvement and in working at local authority level.

A robust working relationship has been forged between the local authority's Head of Achievement and Inclusion and the Senior Challenge Advisers. Regular formal and informal meetings have led to more consistency and coherence, based on improved information and intelligence and better targeting of resources to needs. Through restructuring and recruitment the number of Cardiff challenge advisers with senior leadership experience has been increased. Half termly meetings are jointly arranged so that challenge advisers meet with a wider range of local authority officers to share information and discuss issues of concern. These meetings are promoting an improved understanding of the local context and better alignment of services to support schools.

Performance management and quality assurance of challenge advisers' work is now more systematic. All challenge advisers have agreed corporate, performance and personal learning objectives with their line manager. These are reviewed three times during the year. Challenge advisers' written reports are quality assured by senior challenge advisers and challenge advisers are accompanied on identified visits to schools to provide a first-hand view of the quality of their work. Where there is underperformance this is addressed in line with clear procedures. As a result of these changes there is now stronger oversight of challenge advisers' work and improvements in practice. This has resulted in a greater degree of accountability in the work of all school leaders and all advisers who challenge and support schools.

For example, a primary school was judged by ESTYN to require Significant Improvement in October 2013. The challenge adviser supported the school in making progress against the six recommendations between October 2013 and July 2014 but the progress reports did not contain clear enough messages about how to improve and consequently the rate of improvement was too slow. A new challenge adviser together with the improved processes in relation to schools causing concern, strengthened performance management of challenge advisers and the quality assurance of report writing introduced in September 2014 ensured that the school made rapid progress during the autumn term. This resulted in the school being removed from the list of schools requiring Significant Improvement.

Challenging and Supporting All Schools

The drive in the local authority towards greater consistency and rigour has been supported by the revisions to the CSC Framework for Challenge and Support 2014-2015. The document now provides clearer expectations about school improvement processes. This has resulted in a much greater emphasis on the accuracy of school self-evaluation and earlier identification of schools requiring support. Differentiated contact with schools according to their support category and need is more timely leading to targeted intervention in schools where the capacity to improve is not strong enough.

The Head of Achievement and Inclusion has moderated the outcomes of the national categorisation in conjunction with senior challenge advisers and CSC's Head of Service. This has brought increased consistency to the judgements made by challenge advisers. The national categorisation process has strengthened the rigour with which schools' performance is challenged and there is a much clearer relationship made between standards, leadership and teaching and a school's capacity to improve. The expectations and arrangements for providing support in inverse proportion to a school's ability to improve have more clarity.

The distribution of Cardiff schools compared to consortium and national figures is as follows:

Primary Schools

Category	Cardiff	Consortium	Wales
Green	25.3% 24 out of 95 schools	19.4% 62 out of 319 schools	15.5% 206 out of 1332 schools
Yellow	38.9% 37 out of 95 schools	45.1% 144 out of 319 schools	51.8% 690 out of 1332 schools
Amber	25.3% 24 out of 95 schools	28.5% 91 out of 319 schools	28.4% 378 out of 1332 schools
Red	10.5% 10 out of 95 schools	6.9% 22 out of 319 schools	4.3% 58 out of 1332 schools

Secondary Schools

Category	Cardiff	Consortium	Wales
Green	11.1% 2 out of 18 schools	16.3% 9 out of 55 schools	14.2% 30 out of 211 schools
Yellow	33.3% 6 out of 18 schools	29.1% 16 out of 55 schools	42.7% 90 out of 211 schools
Amber	22.2% 4 out of 18 schools	38.2% 21 out of 55 schools	32.2% 68 out of 211 schools
Red	33.3% 6 out of 18 schools	16.3% 9 out of 55 schools	10.9% 23 out of 211 schools

In accordance with the revised Framework for Challenge and Support, the initial challenge and support meeting is held early in the autumn term. The headteacher and governors are expected to present their view of the school and the challenge adviser validates or challenges as necessary. A school improvement report reflecting the outcomes of the meeting including the agreed evaluation of standards, capacity to improve and level of support is then written by the challenge adviser. Feedback from schools following the meetings indicates that the revised approach is both rigorous and more constructive. This process has meant governors are more focused on standards and the school improvement agenda.

Challenge advisers are able to demonstrate good knowledge of their schools and use data and other relevant information to ensure that they are accurate in validating and challenging the school's view of itself. The quality of the school improvement reports is improving with greater emphasis on evaluation and use of the national criteria for leadership, learning and teaching. Challenge advisers' monitoring and reporting of progress is becoming more structured and informative.

The local authority expects schools to set challenging targets. School challenge advisers have been commissioned to challenge and support schools to raise their expectations of pupil progress and to set increasingly ambitious targets that align with Fischer Family Trust D estimates and are above the median performance in their benchmarking group. School data is collected on a regular basis and the figures are analysed and progress towards targets evaluated by the local authority. Intervention and support is then targeted to areas requiring improvement. The aggregated target for the level 2+ threshold at key stage 4 is 63.44%. For the core subject indicator at key stage 2 the aggregated target is 87.76%. These targets compare with FFTD estimates of 55.56% and 85.23% respectively.

Schools Causing Concern

The schools causing concern process has been sharpened since September 2014. Initially schools are identified as causing concern through the national categorisation model, the use of data, evidence from local authority officers and challenge adviser reports. Where schools give rise to concern there is now a more systematic approach to holding headteachers and chairs of governors to account for the progress of their school. The Head of Achievement and Inclusion and Senior Challenge Advisers hold an initial meeting in the autumn term with all schools that require amber or red support along with their challenge adviser. A baseline of expectations is established. As a result, the key priorities that schools need to address and actions to be taken are clearly articulated. A programme of half termly (red) or termly (amber) meetings to evaluate progress against the priorities and, where necessary, to alter the challenge and support with these schools is implemented. In many cases, there is evidence of greater pace in the improvement.

These schools are also discussed at half termly schools causing concern meetings which involve both local authority officers and the senior challenge advisers. Barriers to progress and solutions are identified. Schools that may require further challenge are discussed at the education management team meetings. The Cabinet Member for Education and Skills is briefed on the progress of individual schools causing concern as appropriate at scheduled briefing meetings. These improvements in the process of identifying and intervening in schools causing concern were not well enough embedded in time to prevent, one primary school and one secondary school to be judged as requiring significant improvement or special measures following an Estyn inspection. In addition, a primary school in Estyn monitoring did not improve quickly enough and was identified as requiring significant improvement. The local authority has taken further action in this school including the appointment of additional experienced governors and securing advice from high performing schools with strong leadership to improve the quality of learning and teaching and the impact of leadership on pupil outcomes.

For example a Primary School had been categorised as in need of intensive support for several years. The national categorisation model placed the school in standards group 4, capacity to improve D and requiring red level of support. A letter of concern was issued by the local authority in November 2014. The school and governing body responded positively to the increased challenge through the progress and review meetings, support from a brokered link with a high performing school and additional support from the local authority officers. Over the autumn term the school was able to provide increasing evidence to the local authority through the progress review meetings that pupils were making good progress towards targets and that leadership was beginning to have a positive impact on standards. This view was endorsed by ESTYN when the school was inspected in January 2015. Providing progress continues and the school's support category will be changed by the end of the academic year.

Use of Local Authority Powers

Using data, evidence from local authority officers and challenge adviser reports, the local authority is able to identify schools where there is greatest concern. Where progress is insufficient in scale or pace the local authority formally communicates its concerns to the chair of governors and takes swifter action, when necessary, in respect of statutory powers. Since the monitoring visit in February 2014, five warning notices were issued in accordance with the School Standards And Organisation (Wales) Act 2013 and eight schools received letters of concern which clearly outline expectations for improvement that are time limited. In two schools the local authority has used its powers of intervention. The local authority also recognises underperformance in "coasting" schools and has been clear, through the issuing of formal warning notices that it expects considerable improvement.

Schools Challenge Cymru Programme

The local authority works closely with Advisers and Welsh Government officials in relation to the Challenge Cymru programme and has aligned the priorities in the revised school organisation plan to the need for a step-change in the quality of provision at four of the schools in the programme. Monthly Accelerated Improvement Board meetings evaluate the progress being made by schools. These meetings are attended by the local authority's Head of Achievement and Inclusion, the Challenge Cymru Adviser, the headteacher, Chair of Governors and a primary headteacher. Two of the schools are able to demonstrate a greater pace in their rate of improvement. In the remaining schools there is a need to accelerate improvement and the local authority are working with the Schools Challenge Cymru team and the consortium to review the plan and the challenge and support in place with a view to taking further action which accelerates the rate of improvement.

School to School Support

The Central South Wales Challenge was launched in January 2014, is led by headteachers and is designed to develop a sustainable school-led system of improvement. Cardiff's headteachers have responded very positively to the focus on school-led improvement and they have been well represented on the headteachers' strategy group that has a key role in decision making. Four primary, one special and two secondary school headteachers have been active members of the strategy group. Nearly all of Cardiff's schools are actively participating in the development of shared improvement plans in the school improvement groups although the extent to which the collaborative work permeates every school still varies. Headteachers are clear about the need to strengthen accountability as schools take on a greater leadership role and further steps are being taken to strengthen both internal and external evaluation of impact.

The national categorisation model has identified one quarter of the local authority's primary schools and two of its secondary schools as green, having the capacity to support other schools and to play a significant part in developing school to school work. Four Cardiff schools are designated as school improvement hubs namely Cardiff High, Fitzalan, Herbert Thompson and Llanishen Fach. Cardiff High has been accredited as an Ofsted school improvement hub to deliver the Outstanding and Improving Teacher Programmes. Cardiff's schools are also very well represented in the initiatives involving pairs of schools working in partnership. Twelve primary, one special and five secondary schools have been involved in the Welsh Government's lead and emerging schools programme. Eight primary and 4 secondary schools have also been involved in CSC's pathfinder pairings. Where appropriate schools causing concern have been partnered with a stronger school to improve the quality of learning and teaching and the impact of leadership on pupil outcomes. School to school support is using strong classroom practitioners to model and transfer good practice and to coach and mentor middle and senior leaders.

Further Challenges and actions to address

1. Ensure that the work of Challenge Advisers is linked closely to wider Local Authority services and functions

Effective challenge and advice to schools needs to be informed by, and linked to, a full picture of the school. We are increasingly building a culture of 'team Cardiff' but recognise that more needs to be done, given the organisational separation of the Consortium and Local Authority, to ensure that challenge advisers have current information about schools in relation, for example, to HR matters, finance, school organisation, inclusion, and that their challenge is integrated with that of the Local Authority.

This is being addressed through the revised schools causing concern protocol, better communication flows, re shaped meeting patterns, and information sharing.

2. Challenge Cymru schools

Two of the Cardiff schools in the programme are making good progress. However in the four others, two of which are federated, some progress is being made but the rate of improvement is too slow. These schools require a more creative approach than standard school improvement practices.

This approach involves increased short term resource, both financial and in terms of

leadership and governance, as well as high quality challenge and support. In some, there will also be investment linked to our school organisation strategy.

3. Build more capacity in good and excellent schools- connect this with weaker schools

The active brokering role of challenge advisers is key to ensuring that effective practice transfers around schools and drives improvement in those that need it most.

The local authority in partnership with the consortium have brokered two cohorts of pathfinder and support school pairings which link weaker schools with strong schools. Each pairing constructs a funded action plan which specifies the expected outcomes to be delivered. There has been a positive lead from a number of strong Cardiff schools but more needs to be done to actively ensure that weaker schools are connected to the best practice and make it their own. The overall percentage of green and yellow Cardiff schools in primary phase is similar to all Wales, with a higher percentage of green in Cardiff. In secondary phase this is not the case, and so links with secondary schools beyond Cardiff are essential.

Evidence referred to

- Challenge adviser profiles
- Challenge adviser deployment to schools
- Framework For Challenge And Support
- Challenge advisers' school improvement reports
- Annual report on the Performance of Schools and the Youth Service
- National Categorisation of schools
- Schools' targets
- In year collection of data at Key Stage 2 and Key Stage 4 showing progress towards targets
- Consortium performance management policy and procedures including quality assurance
- Schools causing concern meeting agendas, minutes and notes
- Use of intervention powers – letters to schools
- Case studies for particular schools
- Consortium Operational Board, agendas and minutes
- Consortium progress review
- Consortium Business Plan and LA annex
- List of Cardiff schools categorised as red

Estyn Monitoring Visit March 2015**Progress Report R5****Recommendation**

Improve performance management processes to ensure a consistent approach to delivering objectives

Report Author

Carol Jones, Assistant Director ELL

Background

During the February 2014 monitoring visit, inspectors judged that the recommendation had been 'partly addressed' but that performance management processes had not been robust enough to ensure that there has been suitable progress in meeting the authority's objectives. The visit letter noted:.

- Following WGLA peer review which identified the need to create a 'performance culture', there has been a corporate commitment to strengthening and improving performance management processes which is beginning to take place.
- The authority gathers a wide range of data to track progress but it is not consistently analysed and evaluated to identify areas requiring improvement or target initiatives effectively
- The Education Development Plan for January 2014 to September 2016 is aligned well to the 'What Matters' strategy and corporate plan. It sets out priorities and strategies clearly and is helping define the improvement agenda.

Overview of progress since February 2014

Since May 2014 work has continued to strengthen the planning and performance management arrangements across the Council and in the Education Directorate. Changes to the structures for managing performance have increased accountability at all levels and have brought stronger alignment between objectives at the corporate, department, team and individual level. The use of peer challenge, both corporately and in education, is supporting a change in culture where people, whether members, officers, school leaders or governors are prepared to challenge and be challenged. There is greater transparency about the performance of individual schools, and earlier challenge and follow up to address underperformance. These changes to culture and practice, across the Council and the wider school system in Cardiff, are driving improved performance and are in part reflected in 2014 school outcomes. We recognise that more remains to be done to sustain and further accelerate the improvement we expect.

Key achievements since February 2014**Performance Culture**

An increased focus upon performance management is securing a greater understanding of its importance and is creating a shift in behaviours whereby all stakeholders are more prepared to challenge and be challenged. Briefing sessions have been provided for wider management staff in education to ensure that the planning hierarchy is understood and that reporting processes are effective in bringing about improvement in services. Coaching and support is provided to officers to ensure quality assurance, consistency and focused reporting on responsibilities in the Education Business Plan. Peer challenge is being used systematically to challenge and support continuous improvement. Elected members show determination in challenging and supporting services and taking difficult decisions to bring

about necessary improvements. Challenge to schools has improved in the context of professional dialogue. The accountability and responsibility of school leaders for improving their schools is better understood by head teachers and under performance is robustly addressed. Governors are more aware of the key role that they play in acting as a 'critical friend', challenging and supporting their schools, and in holding leaders to account and in turn being held to account themselves, by their community and by the LA, for the quality of provision at the school.

Corporate Performance Management Processes

Since May 2014 a range of work has been carried out across the Council to improve corporate planning and performance management arrangements. This is improving performance management in all service areas and is contributing a stronger corporate focus and challenge on improving educational attainment.

Action taken includes:

- The adoption of a hierarchy of planning documents, cascading from the Single Integrated plan 'What Matters', to the refreshed Corporate Plan 2015/17 and to individual Directorate delivery plans which set out the actions to be taken at directorate level in order to successfully deliver the corporate priorities and through the priorities, the vision for Cardiff.
- Ensuring that directorate plans provide the basis for the objectives of individual officers.
- Strengthened quarterly reporting and closer scrutiny of such reports by Cabinet and Scrutiny
- A standing challenge and support process through which service delivery is tested by the Leader, Cabinet Member for Corporate Services and Performance, the Chief Executive and the Director of Resources in "Star Chamber" format.
- Established accelerated improvement arrangements for Education, and similar arrangements in Children's Services, which involve:
 - Chief Executive led challenge on a monthly basis, via the Education Improvement Group.
 - Peer challenge in the form of a Director of Education from another local authority.
 - Peer challenge to the corporate performance agenda by the Chief Executive of Lewisham Council and a former Wales Audit Office Inspector through the Cardiff Challenge Forum
- Corporate performance management support to education performance management arrangements.

Individual Staff Performance

The Personal Performance & Development Review (PPDR) process was streamlined and re-launched for 2014/15, resulting in a step change in PPDR compliance. The percentage of Education employees who have PPDRs has increased significantly from the very low base in 12-13 to 67% in 2013-14 and now stands at 94% in 2014-15.

Sampling of performance objectives in the education directorate shows there is a stronger link between the Corporate Plan, department plans and individual performance objectives. As a result of this sampling further work is planned to strengthen development and training objectives - this will be addressed in the 2015-16 round of PPDRs.

Senior staff across the authority also have specific education related objectives within their PPDR reviews for 2014-15 to reflect the corporate action required to secure good outcomes in this area.

The use of performance information to drive improvement

Officers and elected members use relevant management information to inform target setting

and address issues of underperformance. Targets within the Corporate Plan for 2015-16 & 2016-17 have been subject to formal challenge by Cabinet and Scrutiny.

Work is ongoing to strengthen the systems to capture, monitor and report performance data, including statutory performance indicators across the directorate in partnership with Corporate performance team and the data unit at the Consortium.

School data is collected on a regular basis and the figures are analysed and progress towards targets evaluated. Intervention and support is then targeted as appropriate. The aggregated target for the level 2+ threshold at key stage 4 is 63.44%. For the core subject indicator at key stage 2 the aggregated target is 87.76%, reflecting the expectation that schools set increasingly ambitious targets that align with Fischer Family Trust D estimates and are above the median performance in their benchmarking group.

We recognise that there is a need to strengthen the use of pupil level data to ensure the progress of sub-groups of pupils, especially those which are low achieving or vulnerable.

The performance of schools

There is a consistent focus on the performance of schools through reports to Cabinet, Scrutiny, Senior Officers and wider partnership groups. In September 2014 provisional school results were reported to Cabinet and to Scrutiny, with early identification of individual schools which had performed particularly strongly or poorly, referenced to FFTD estimates. Evaluative reports on the impact of improvement actions leading to the 2014 annual results were presented to the Education Development Board and to Scrutiny. Modifications to the Estyn Action Plan were made in light of these evaluations, for example in relation to the need for further action to strengthen school governance and in the use of formal warning notices in individual schools.

The annual report of the Director of Education and Lifelong Learning on the performance of schools and the youth service in Cardiff 2013/14 provided an updated analysis of school performance and highlighted the key issues that need to be addressed to bring about further improvement. This was presented to both Cabinet and Scrutiny in January 2015 and shared at citywide headteacher and chairs of governors meetings.

This report identifies the key drivers in improving school performance and factors that inhibit improvement of schools. It highlights the features of practice in schools which have been successful in closing the fsm gap and confirms the importance of strong leadership of improvement in schools.

The progress of individual schools causing concern is considered on a regular basis by a cross service group of officers from the local authority and the consortium, reporting to the Education Management Team. The Cabinet member for Education and Lifelong Learning receives fortnightly briefings which include reviews of schools where escalation is required.

The performance of the Central South Consortium in supporting and challenging schools has been closely considered by the Children and Young People Scrutiny Committee, and by the Education Improvement Group. The monthly meetings of this Group have ensured early action is taken where necessary. The operational relationship between senior Consortium and Cardiff LA staff has been strengthened by new appointments and revised operating structures. The termly Review of Progress, between the LA and Consortium, provides a formal review of the commissioned activity and its impact in Cardiff schools.

Planning and Reporting Structures

Partnership management arrangements contribute to educational improvement through the Cardiff Partnership Board, the Education Development Board and through the

Neighbourhood Management Board. For example, business engagement with schools has been strengthened through the work of the Council's Economic Development team linking with Cardiff Business Council. Regular highlight reports on the six Neighbourhood Areas track NEETs by area and are enabling local issues to be addressed through city wide strategies.

Performance Management in Education.

The Authority has set out a clear vision for high quality education in Cardiff. This priority is one of four key priorities underpinning the Council Vision 'to be Europe's most liveable capital city', as set out in the refreshed Corporate Plan 2015-17. The Council also plays a coordinating and leadership role in bringing the work of partners to bear on educational priorities. Education is a priority for the whole Council, not just for the Education Directorate. The re-formulated Education Development Board established in September 2013 now securely links to the wider Cardiff Partnership arrangements.

Systems have been strengthened to capture, monitor and report performance data across education services and to track how plans are being delivered. Reporting on the delivery of improvement plans focuses on evaluating the impact of actions taken. Future action is informed by such evaluations. For example the Review of Progress in September 2014 of R1 identified that more needed to be done to accelerate improvement in school governance. The Scrutiny Committee established a working group on this and has made specific recommendations. Proposals to change the process for appointing LA governors have been taken through the Council's Constitution Committee. Work has been re-doubled to secure more involvement in school governing bodies from business and higher education in Cardiff.

Individual officers have been more robustly held to account for delivery through the use of highlight reports within teams, to the Education Management team, and to the Education Improvement Group. The group has met regularly on a monthly basis and has been strengthened by being extended on a termly basis to involve peer challenge from headteachers, and external specialists.

This Group, chaired by the Chief Executive, monitors and drives delivery of the Estyn Action Plan each month. Officers are held to account for delivering the actions in the plan and the impact on improving outcomes for children and young people. The group challenges and directly intervenes as necessary and ensures that all sections of the Council are contributing where needed to educational improvement. For example the Economic Development Team have linked with schools and businesses, and are co-ordinating partner input across Cardiff to develop a bespoke 'pupil offer' for the 6 Challenge Cymru schools in the city.

Challenges and Actions to Address

1. Performance Culture

Good progress has been made in increasing compliance with performance management processes across the Council. We recognise that more work needs to be done to strengthen the "performance culture".

Further work will be undertaken to extend the "accelerated improvement" approach used in Education and Children's Services across the Council, to coach and develop managers, and refine the way that processes are used in our working practices so that they have maximum

impact on improvement.

2. The Use of Performance Information

There has been good progress in focussing on fewer performance indicators and making better use of these. We recognise that there needs to be greater use of pupil level data to track the progress of sub-groups of youngsters, especially those at risk.

Action will be taken to integrate data sets between Children's Services, Education and the Consortium, and to develop improved tracking of the progress of Looked After Children in particular.

3. Planning and Reporting

The Corporate Plan has been revised and will be considered by Cabinet in March. In view of this, work is needed to further strengthen the 'golden thread' linking the hierarchy of plans, and to ensure consistent focus at all levels on action which contributes to the Council's refreshed overall priorities.

Evidence referred to

- 'What Matters' Strategy
- Corporate Plan 2014-2017
- Education Development Plan
- Education Business Plan
- Estyn Action Plan
- Education meeting structure, calendar and terms of reference
- Quarterly Performance reports
- Annual Report on The Performance of Schools and the Youth Service
- Use of intervention powers – letters to schools
- School performance targets
- PPDR guidance

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Estyn Monitoring Visit March 2015**Progress Report R6****Recommendation**

Improve the scrutiny of local authority education service and partnership working

Report Author

Marie Rosenthal, County Clerk and Monitoring Officer

Background

This recommendation is a modified statement of the recommendation to “improve the scrutiny of partnership working” dating from the January 2011. The February 2014 visit judged that the recommendation had been “partly addressed”. The February visit letter noted that the Children and Young People Scrutiny Committee :

- Continues to scrutinise and challenge education services with a revised remit to include scrutiny of the authority’s improvement plan and of the wider services to support children and young people delivered through the partnership arrangements of the Cardiff Partnership Board.
- Receives reports that include a wide range of relevant data including data about the performance of individual schools and this transparency is helpful. However, the analysis of the data provided is not always clear enough to help the committee to make informed decisions.
- Did not have enough clarity about its relationship with the multi-agency scrutiny panel set up in 2009 to improve the scrutiny of partnership work, and that as a result elected members did not have a good enough strategic overview and understanding of the performance of services for children and young people across education within the authority and the Cardiff Partnership Board.

Overview of progress since February 2014

The Children and Young People Scrutiny Committee has strengthened its role in monitoring learner outcomes and contributing through the work of the Committee to the improvement in educational outcomes in Cardiff. As a result of a formal training programme members are making more effective use of performance data to make soundly-based evaluative judgments about standards in schools and the support and challenge to enable them to improve. Following changes to the scrutiny of partnership working across the Council members have more clarity about the contribution of partner organisations to school and education issues.

Achievements since February 2014 monitoring visit**Improved reporting**

The quality of the information officers provide in reports has improved. Reports are more sharply focused and contain a more robust evidence base. Where appropriate, scrutiny reports include detailed information about individual school performance as well as authority wide performance. For example the Review of Progress reports against the six Estyn recommendations presented in October and November make clear judgement about impact of the actions taken and identify what more needs to be done to bring about improvement.

These improvements are helping scrutiny members undertake their role more effectively. As a result the Committee has an improved understanding of service and school performance and is able to make informed recommendations

The Annual Schools Performance Report in January 2015 provides explanatory analysis of the factors which underlie strong provision (e.g. para 19, 51) and which inhibit improvement (e.g. para 31). Members have been able to test officer reports against the views of Head teachers who attended the Committee, thereby getting a more rounded understanding of the service and the pressure within it. As a result of members' questions about the management of performance of teaching staff in schools, there has been a strengthened focus on supporting effective performance management in schools through the Citywide Head teachers meeting, the termly briefing to Chairs of Governors and through the Education Strategy Group.

In order to do justice to the information provided in the Annual Schools Report Scrutiny are considering this over a number of meetings, each focussing on a specific aspect of performance. Members have found that this has enabled their observations to be more detailed, and have greater depth. Their conclusions and recommendations are set out in the Chair's letter following each meeting. In addition as a result of their engagement with headteachers of successful schools in January 2015 they set up a task and finish group to meet headteachers and governors from low performing schools

These developments are helping scrutiny members undertake their role more effectively and focus its work programme more directly on driving improvement.

Review of Partnership Scrutiny

In 2009 the Local Service Board Scrutiny Panel had been established as a Task and Finish Group reporting to the Community and Adult Social Care Scrutiny committee. After a promising start, the panel became less effective over time, with LSB partners finding that they were being scrutinised both by the panel and by the Council committees, resulting in duplication. This reducing effectiveness and the overlaps developing with other committees contributed to the lack of clarity around the arrangements which Estyn observed in February 2014.

Following consideration of these arrangements by Scrutiny chairs a decision was taken to close the panel in April 2014 and adopt revised arrangements which require each committee to include partnership scrutiny relevant to their scope in its work programme. These arrangements are set out in a revised scrutiny partnership protocol. The Policy Review and Performance Scrutiny Committee (PRAP) maintains an overview of the whole partnership activity.

CYP is now responsible for reviewing the Families and Young People Programme and with the Economy and Culture Scrutiny Committee, for reviewing the Education Development Programme. Examples of their work over the last year include Disabled Children Strategy, Integrated Family Support Team (March 2014), Youth Offending Services Report (November 2014); several reviews of the South Central Consortium Joint Education Service, a Task and Finish inquiry into Governors services (October to December 2014). Economy and Culture Scrutiny committee has carried out scrutiny of the Cardiff and Vale Community Learning Partnership (April 2014), and undertaken a short scrutiny of Innovation in Higher Education (September 2013).

This approach has secured a stronger oversight of the performance of services for children and young people across the Cardiff Partnership.

Member Training and Development

Since the inspection, it was agreed to develop and deliver a formal programme of training, covering education performance, analysis, and assessment, for Children & Young People Scrutiny Committee members. The training was delivered across four sessions by senior education and corporate performance officers to help Members understand, interpret and evaluate performance and school level data. The training was arranged through December 2014 and January 2015. The meetings were well attended (66%) and feedback was positive for each session. The Council's independent Performance Challenge Adviser on the Cardiff Challenge Forum has also observed scrutiny committee meetings and provided feedback.

The four sessions were focused on: Corporate Performance Reporting; School Performance Monitoring; the Role of the consortium vis a vis the Local Authority; and the Annual Schools Performance report.

Members now have a pre-meeting prior to committee to prepare lines of questioning and areas of focus. They have more confidence in asking questions at the Committee's performance monitoring sessions, and improved technical knowledge of issues for example in relation to school performance, the new national categorisation, the structure and process of the Consortium, the relationship between the LA, governing bodies, and the Consortium.

A programme to scrutinise the delivery of the Estyn Action plan

The Committee has received regular progress reports on the delivery and impact of the Estyn Action Plan and inspection visit schedule:

- Recommendations 3, 4, and 5 – progress report Sept 14,
- Recommendations 2 and 6 – Progress report Nov 2014, Annual Performance Report Jan 2015
- Recommendation 1 – Progress report Sept 2015, Annual Performance Report Jan 2015.

This programme of monitoring has enabled Members to hold senior officers and executive members to account in delivering the action plan by June 2015.

Challenges and Action to Address

1. In-depth scrutiny of specific aspects where performance needs to improve.

While the scrutiny of overall performance has had greater rigour and wider scope, the Committee recognised that there is a need for deeper consideration of specific aspects where performance is not good enough. They have done this through a Task and Finish group on school governance, and have initiated a similar process for Schools Causing Concern. Further development of such detailed Scrutiny, through intensive focus on carefully targeted aspects, would, if successful, strengthen the impact of the Committee's work on accelerating improvement rather than on just understanding the reasons for current or past performance.

2. Scrutiny of partnership working

While the changed approach to the Scrutiny of partnership working has strengthened the engagement of the Council's committees with the work of partners, there is a need to consolidate the overview of such scrutiny across the Council as a whole. This will be delivered through the co-ordinating role of PRAP, and will be aligned to the review of the scrutiny function in Cardiff which is under way, assisted by the Centre for Public Scrutiny and is due to report in May 2015.

3. Committee scope and work programme

The Children and Young People Committee is responsible for two key improvement priorities of the Council; Children's Services and Educational improvement. Its work programme is full, and meetings have had very full agendas. Through strengthened analysis and member training the Committee will be in a position to identify increasingly accurately the aspects of performance where more intensive focus will deliver the biggest impact.

Evidence referred to

- Minutes of CYP Committee – April 2014 – actions to address recommendation
- Minutes of CYP Committee – September 2014 – work programme to implement actions
- Training - copy of invitation letter available and feedback forms (average attendance 6/9)
- Chairman's letters – February to February 2014/15
- Minutes of CYP Committee – November 2014 – agreement for partnership to be scrutinised by the Committee
- Minutes of CASSC Committee – January 2015 – Approval to cease the operation of the partnership panel.
- Partnership Activity Scrutiny Protocol –August 2014
- Scrutiny Committee Forward Plan
- Cardiff Partnership Board's Work streams – lead officers
- Cardiff Partnership Model
- Improving Scrutiny Project – Project Brief January 2015

THE CITY AND COUNTY OF CARDIFF
CYNGOR DINAS CAERDYDD

AGENDA ITEM 5

CHILDREN & YOUNG PEOPLE SCRUTINY COMMITTEE

10 March 2015

SCHOOLS PERFORMANCE MONITORING – National Categorisation and Schools Causing Concern

Background

1. When considering its work programme for the year, the Committee agreed to receive a series of Education performance monitoring reports. The Annual Performance of Cardiff Schools and the Youth Service report, which was considered last January, provides an overview of the progress made by Cardiff schools in raising the standards attained by pupils, and thereby achieving the objectives and targets set by the Council for the educational attainment of children and young people in Cardiff.
2. The Director of Education has identified certain performance areas which are available to be scrutinised, during the year. The Committee has already received performance reports on the following areas:
 - Outcomes of inspections for schools inspected in the period September 2010 to December 2014.
 - Performance in Literacy and Numeracy
3. This third report in the programme is focussed on the National Categorisation of schools, and Schools Causing Concern. A copy of the whole report is attached at **Appendix A**

Schools Causing Concern

4. The Schools causing concern process was sharpened in September 2014 and details of its operation in Cardiff are set out in the briefing. It also

includes some of the key features which are apparent in primary and secondary schools which are causing concern.

5. The report also provides a summary of the Statutory Guidance for Schools and Local Authorities in relation to schools causing concern.

Scope of Scrutiny

6. This report will provide the Committee with an opportunity to review the processes in the two areas and how these processes will enable the Education Service to achieve its principal responsibility to raise education standards and improve outcomes for all learners.

Way Forward

7. The purpose of this report is to provide Members with a copy of “National Categorisation and Schools Causing Concern (copy attached at **Appendix A**). Councillor Julia Magill (Cabinet Member for Education and Lifelong Learning) may wish to make a statement, Nick Batchelar, Director of Education and Lifelong Learning and Angela Kent, Head of Achievement and Inclusion, will introduce the report, and are available to answer any questions Members may have.
8. Members may wish to note the report, the officers’ presentations and answers to Members’ questions, and to consider highlighting any issues for further investigation or more detailed monitoring over the next year.

Legal Implications

9. 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

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

RECOMMENDATION

Members are recommended to:

- ❖ consider the information contained in this report and provide and comments, concerns or recommendations to the Cabinet Member or Director of Education and Lifelong Learning; and
- ❖ Identify any issues for further consideration or investigation.

MARIE ROSENTHAL

County Clerk and Monitoring Officer

3 March 2015

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National Categorisation and Schools Causing Concern

Reason for this report

1. The reason for this report is to:
 - inform scrutiny of the new national categorisation system;
 - outline how schools causing concern are identified and what actions are taken to secure improvement;
 - identify the factors which underlie weak performance in these schools; and
 - draw to the attention of the committee the local authority powers of intervention.

Key Issues

The National Categorisation Distribution of Cardiff Schools

- 2.1 The categorisation highlights notable differences between the primary and secondary sectors in Cardiff. In the primary sector, the proportion of schools in the categories with the highest achievement and capacity to improve (green and yellow), is in line with both the Consortium and Wales figures. Cardiff has a greater proportion in the green category but also has a higher proportion of schools in the most intensive support category (red). In the secondary sector, the proportion of schools in the green and yellow categories requiring least support is below both the Consortium and Wales figures. Cardiff also has only two schools in the green category and a much higher proportion of schools in the most intensive support category.

Inspection Outcomes of Cardiff Schools

- 2.2 Inspection outcomes comparing Cardiff with the national picture shows a similar difference between sectors, with a notably stronger profile of primary inspection in Cardiff than nationally.
- 2.3 In the “Annual Report of HM Chief Inspector of Education and Training in Wales 2013-2014” it is stated that two out of three (66.6%) primary schools and seven out of ten (70%) secondary schools have required some form of follow-up monitoring. Two Cardiff secondary schools are currently in special measures.
- 2.4 In Cardiff, since September 2010, 74 primary schools, 6 special schools and 15 secondary schools have been inspected and had their reports published. 46% of primary schools and 65% of secondary schools have required a follow-up activity.

Identification of Schools Causing Concern

- 2.5 The report highlights the importance of accurate identification of schools causing concern, and early action to prevent a decline in standards through swift and decisive intervention. The powers available to the Local Authority to formally intervene where this is warranted are outlined in the report.

Background

National Categorisation

3. In May 2014, the Minister for Education and Skills announced the development of a primary grading model and a review of the secondary banding model. The application of this model results in one of 4 levels of support for each school categorised as green, yellow, amber or red, with schools in green requiring the least amount of challenge and support and those in red the most.
4. The national categorisation system is about enabling consortia, local authorities and schools to ensure that the right, timely support, challenge and intervention secure improvement in outcomes for all learners. The fundamental purpose of categorisation is not about labelling schools but is concerned with identifying schools that are most in need of support.
5. The procedures for identifying and intervening in schools causing concern are common to all five constituent local authorities in the consortium. The consortium's challenge advisers have a key role in identifying schools causing concern and in establishing and applying the appropriate level of challenge and support for each school to which they are attached. The local authority remains the final arbiter of categorisation and commissions support for schools from the consortium.
6. The national categorisation system is based on three steps:

Step one is a judgement about standards. The Welsh Government has placed each school in one of four numerical groups (1-4) related to performance against the identified metrics for primary and secondary schools.

Step two is a judgement (A-D) about a school's ability to improve following discussion between the consortium's challenge adviser and the school's leaders and governors. The school's own evaluation of its strengths and areas for improvement is the starting point for discussion. This second judgement indicates the degree of confidence in the school's ability to drive forward its own improvement in the future. As such, it is a key element in the decision about the level of support the school will require.

Step three will involve combining the two judgements above to identify the level of support a school requires using a colour coding system – green, yellow, amber or red (most intensive support).

7. In considering the relationship between pupils' outcomes and the judgement about leadership, the performance of all learners, including specific groups, is considered carefully. Particular attention is given to the outcomes achieved by pupils eligible for free school meals. Where fewer than 27.3% of these pupils achieve the level 2 threshold including English/ Welsh and mathematics in a secondary school the judgement about a school's leadership and capacity to improve should not be better than C. Contextual factors such as a very small cohort or a high proportion of pupils with additional learning needs are also taken into account when making judgements.
8. When the national categorisation system is applied to Cardiff schools the distribution of schools in each category is as follows:

Primary Schools

9. In the primary sector, the proportion of schools in the categories requiring least support (green and yellow), is in line with both the Consortium and Wales figures with around a third of schools in these two support categories. Cardiff has a greater proportion in the green category which means that we should have a greater proportion of schools with the capacity to support other schools and have a significant part to play in the developing school to school work.
10. However Cardiff also has a higher proportion of schools in the most intensive support category (red). These schools are visited regularly by the challenge adviser and the progress that these schools are making is evaluated on a half termly basis by the local authority jointly with the consortium. Four of these schools received a letter of concern from the local authority in the Autumn term.

Support Category	Cardiff	Consortium	Wales
Green	25.3% 24 out of 95 schools	19.4% 62 out of 319 schools	15.5% 206 out of 1332 schools
Yellow	38.9% 37 out of 95 schools	45.1% 144 out of 319 schools	51.8% 690 out of 1332 schools
Amber	25.3% 24 out of 95 schools	28.5% 91 out of 319 schools	28.4% 378 out of 1332 schools
Red	10.5% 10 out of 95 schools	6.9% 22 out of 319 schools	4.3% 58 out of 1332 schools

11. In the previous consortium system of categorisation, 26 primary schools were in category A, 37 schools were in category B, 20 schools were in category C and the remaining 12 school were in category D.

Secondary Schools

12. In the secondary sector, the proportion of schools in the categories requiring least support (green and yellow), is below both the Consortium and Wales figures with just under one half of Cardiff schools in these two support categories. Cardiff also has only two schools in the green category which means that we do not have sufficient capacity to support other schools and at present need to draw on capacity from outside the local authority.
13. Cardiff also has a much higher proportion of schools in the most intensive support category (red). These schools are visited regularly by the challenge adviser and the progress that these schools are making is evaluated on a half termly basis by the local authority jointly with the consortium. Five of these schools received a warning notice from the local authority in the autumn term.

Support Category	Cardiff	Consortium	Wales
Green	11.1% 2 out of 18 schools	16.3% 9 out of 55 schools	14.2% 30 out of 211 schools
Yellow	33.3% 6 out of 18 schools	29.1% 16 out of 55 schools	42.7% 90 out of 211 schools
Amber	22.2% 4 out of 18 schools	38.2% 21 out of 55 schools	32.2% 68 out of 211 schools
Red	33.3% 6 out of 18 schools	16.3% 9 out of 55 schools	10.9% 23 out of 211 schools

NB Ysgol Gyfun Gymraeg Bro Edern is currently not included in the national categorisation.

14. In the previous system of banding no secondary schools were in band 1 (0%), 3 schools were in band 2 (16.7%), 7 schools were in band 3 (38.9%), 5 schools were in band 4 (27.8%) and 3 schools (16.7%) were in band 5.

Outcomes from ESTYN inspections

15. At the time of writing this report, 77 primary schools, 6 special schools and 17 secondary schools have been inspected in Cardiff. It is reported in the "Annual Report of HM Chief Inspector of Education and Training in Wales 2013-2014" that around 66% of primary schools have required some form of follow-up monitoring in 2013-2014. In secondary schools it is around 70%.
16. Of the 74 primary schools inspected in Cardiff, whose reports have been published, 34 (46%) have required a follow-up activity; 15 (20%) have required ESTYN follow-up monitoring. One of these schools required special measures and four significant improvements. Eight schools have received a

judgment of excellent on one or both of the overall indicators, eleven schools required local authority monitoring. Three reports are awaited.

17. Of the 17 secondary schools inspected, one had excellent in both of the overall indicators. Eleven (65%) have required follow-up monitoring, three of these required special measures (Cardiff proposed that one of these two schools should close) and two significant improvements. Four schools required ESTYN monitoring and two schools required local authority monitoring. Two reports are awaited.

Schools Causing Concern

18. The schools causing concern process has been sharpened since September 2014. Initially schools are identified as causing concern through the national categorisation model, the use of data, evidence from local authority officers and challenge adviser reports. Where schools give rise to concern there is now a more systematic approach to holding headteachers and chairs of governors to account for the progress of their school. For schools which are not part of the Schools Challenge Cymru programme, the Head of Achievement and Inclusion and Senior Challenge Advisers hold an initial meeting in the autumn term with all schools that require amber or red support along with their challenge adviser. A baseline of expectations is established. As a result, the key priorities that schools need to address and actions to be taken are clearly articulated. A programme of half termly (red) or termly (amber) meetings to evaluate progress against the priorities and, where necessary, to alter the challenge and support with these schools is implemented. In many cases, there is evidence of greater pace in the improvement.
19. This approach has led to increased engagement in the improvement agenda by governing bodies and is improving the effectiveness of governing bodies in raising standards. It has also challenged headteachers to raise their expectations in terms of pupil progress and to improve the rigour and frequency with which pupil progress is tracked across each key stage. This has improved schools' processes for identifying early, pupils at risk of not meeting their targets and increased the quality, sufficiency and timeliness of interventions.
20. For those in the Challenge Cymru programme monthly Accelerated Improvement Board meetings evaluate the progress being made by schools. These meetings are attended by the local authority's Head of Achievement and Inclusion, the Challenge Cymru Adviser, the headteacher, Chair of Governors and a primary headteacher. Where there is a need to accelerate the rate of improvement, the local authority works closely with Welsh Government officials, the Schools Challenge Cymru team and the consortium to review the plan and the challenge and support in place with a view to taking further action.
21. Any schools causing concern are also discussed at half termly meetings which involve both local authority officers and the senior challenge advisers. Barriers to progress and solutions are identified. Schools that may require further challenge are discussed at the Education Management Team meetings. The Cabinet Member for Education and Skills is briefed on the progress of individual schools causing concern as appropriate at scheduled briefing meetings.

22. In primary schools causing most concern many of the features listed below are apparent:
- too many pupils have poor literacy and numeracy skills and there is an insufficient focus on improving pupils' literacy and numeracy skills in every year group;
 - inconsistencies in the quality of teaching;
 - a lack of triangulation of evidence from lesson observations, book scrutiny, pupil voice and data when evaluating the quality of teaching;
 - quality assurance processes lack rigour and consistency;
 - inaccurate assessment and ineffective tracking of pupil progress;
 - teachers expectations of pupil progress and/or attainment are too low;
 - an overreliance on interventions; and
 - distributed leadership is underdeveloped.
23. In secondary schools causing most concern many of the features below are missing
- frequent diagnostic analysis of important attainment data, in each of the core subjects, which is used to inform learning, teaching and small group, high intensity interventions;
 - a focus on increasing progress made by pupils from one level to two levels across key stage 3 and an expectation of three levels from key stage 2 to key stage 4;
 - careful monitoring of pupils who are close to achieving the level 1 or level 2 threshold and planned provision to ensure they attain five qualifications or equivalent at the required level;
 - a culture of achievement, regardless of background or prior attainment;
 - accurate evaluations of the quality of teaching;
 - a differentiated approach to strengthening teaching, including the use of individualised improvement plans for those teachers in need of greatest improvement (not consistently good);
 - strong senior leadership practice in holding middle leaders to account for pupil performance and in capacity building to improve the impact of middle leadership on pupil outcomes; and
 - leaders are not doing enough to address inconsistencies across the school.
24. Schools causing concern are subject to additional challenge from their challenge adviser. Additional support is also provided to address the identified shortcomings. The additional support may be provided by local authority officers, the consortium's consultant headteachers, strategic advisers, or increasingly through school to school support.

Statutory Guidance for Schools and Local Authorities

25. The School Standards and Organisation (Wales) Act 2013 consolidates, clarifies and reforms the law in relation to intervention in schools causing concern. The guidance document published by the Welsh Government in February 2014 entitled “Schools causing concern – Statutory guidance for schools and local authorities” provides information on the legislative requirements for intervening in schools causing concern.
26. Where schools are eligible for intervention local authorities may exercise their powers to: require the governing body to secure advice or collaborate; appoint additional governors; suspend the delegated authority for the school’s budget; give directions to the governing body or headteacher; or appoint an interim executive board (IEB).
27. A school is “eligible for intervention” where:
 - the school has been deemed by Estyn to require significant improvement or special measures; or
 - a warning notice has been issued to the governing body, but it has not complied with that notice to the authority’s satisfaction.
28. A warning notice may be given to the governing body of a maintained school in any one of the following circumstances:
 - the standards of performance of the pupils at the school are unacceptably low;
 - there has been a breakdown in the way the school is managed or governed;
 - the behaviour of pupils at the school or any action taken by those pupils or their parents is severely prejudicing, or is likely to severely prejudice, the education of any pupils at the school;
 - the safety of pupils or staff at the school is threatened (whether by a breakdown of discipline or otherwise);
 - the governing body or headteacher has failed, or is likely to fail, to comply with a duty under the Education Acts; or
 - the governing body or headteacher has acted, or is proposing to act unreasonably in the exercise of any of its or his or her functions under the Education Acts.
29. Since September 2014, five warning notices have been issued by Cardiff local authority in accordance with the School Standards And Organisation (Wales) Act 2013 and eight schools received letters of concern which clearly outline expectations for improvement that are time limited. In two schools the local authority has used powers of intervention.

Appendix 1 – Outcomes from National Categorisation

School	Standards Group	Ability to improve	Level of support
Adamsdown	4	D	R
Albany	3	B	Y
Allensbank	4	C	R
All Saints CIW	1	A	G
Baden Powell	4	C	A
Birchgrove	2	B	Y
Bishops Childs CIW	1	A	G
Bryn Celyn	2	B	Y
Bryn Deri	2	A	G
Bryn Hafod	3	D	R
Cantonian High	3	C	A
Cardiff High	1	A	G
Cathays High	2	B	Y
Christ the King RC	2	C	R
Corpus Christi High	2	B	Y
Coed Glas	2	B	Y
Coryton	2	B	Y
Creigiau	2	A	G
Danescourt	2	A	G
Eastern High	4	D	R
Fairwater	3	D	R
Fitzalan	3	C	Y
Gabalfa	2	C	A
Gladstone	2	C	A

Glan-y-Afon	4	D	R
School	Standards Group	Ability to improve	Level of support
Glyncoed	2	B	Y
Glyn Derw High	4	D	R
Grangetown Nursery		A	G
Grangetown Primary	3	B	Y
Greenway	2	B	Y
Hawthorn	3	C	A
Herbert Thompson	3	A	G
Holy Family RC	3	C	A
Hywel Dda	3	B	Y
ECCC		A	G
Kitchener	3	C	A
Lakeside	2	B	Y
Lansdowne	3	B	A
Llandaff City CIW	1	A	G
Llanedeyrn	3	B	A
Llanishen High	3	D	R
Llanishen Fach	2	A	G
Llysfaen	1	A	G
Marlborough	2	A	Y
Mary Immaculate High	1	A	G
Meadowbank Special		C	A
Meadowlane	4	D	R
Michaelston CC	4	D	R
Millbank	1	A	G
Moorland	3	A	G

Mount Stuart	2	A	G
School	Standards Group	Ability to improve	Level of support
Ninian Park	4	D	R
Oakfield	4	C	A
Pen-y-Bryn	3	C	A
Pencaerau	2	A	G
Pentrebane	2	B	Y
Pentyrch	3	A	Y
Peter Lea	3	B	Y
Radnor	3	C	A
Radyr High	3	C	A
Radyr	2	B	Y
Rhiwbeina	1	B	Y
Rhydypenau	2	A	G
Riverbank Special		C	A
Roath Park	3	B	Y
Rumney	2	A	G
Severn	3	B	Y
Springwood	2	B	Y
St. Alban's RC	2	B	Y
St. Bernadette's RC	2	B	Y
St Cadoc's RC	1	A	G
St Cuthbert's RC	3	C	A
St David's CIW	3	B	Y
St Fagan's CIW	4	B	A
St Francis RC	2	B	Y
St Illtyds RC High	4	C	R

St John Lloyd RC	3	B	Y
School	Standards Group	Ability to improve	Level of support
St Joseph's RC	3	C	A
St Mary's RC	4	D	R
St Mary the Virgin CIW	4	C	A
St Mellons CIW	2	A	G
St Monica's CIW	3	B	Y
St Patrick's RC	3	B	A
St Paul's CIW	1	A	G
St Peter's RC	1	A	G
St Philip Evans RC	1	A	G
St. Teilos CIW High	2	C	A
Stacey	2	A	G
The Bishop of Llandaff	2	B	Y
The Court Special		A	G
The Hollies Special		A	G
Thornhill	1	B	Y
Ton-yr-Ywen	2	B	Y
Tongwynlais	3	A	Y
Tredegarville CIW	2	B	Y
Trelai	4	D	R
Tremorfa Nursery		B	G
Trowbridge	3	C	A
Ty Gwyn Special		A	G
Whitchurch High	3	D	R
Whitchurch	1	A	G
Willowbrook	2	B	Y

Windsor Clive	3	B	Y
School	Standards Group	Ability to improve	Level of support
Willows	2	B	Y
Woodlands Special		B	Y
Ysgol Bro Eirwg	4	B	A
Ysgol Coed-y-Gof	3	B	Y
Ysgol Glan Ceubal	4	C	A
Ysgol Glan Morfa	3	C	A
Ysgol Gyfun Gymraeg Bro Edern	-	B	Y
Ysgol Gyfun Gymraeg Glantaff	2	B	Y
Ysgol Gyfun Gymraeg Plasmawr	3	C	A
Ysgol Melin Gryfydd	2	A	G
Ysgol Nant Caerau	3	C	A
Ysgol Gymraeg Pwll Coch	3	A	Y
Ysgol Gymraeg Treganna	3	A	Y
Ysgol Gynraedd Gwaelod-y-Garth	2	B	Y
Ysgol Pen-y-Groes	4	C	A
Ysgol Mynydd Bychan	3	A	Y
Ysgol Pen-y-Pil	3	C	A
Ysgol Pencae	2	B	Y
Ysgol Y Berllan Deg	3	C	A
Ysgol Y Wern	2	A	G

Appendix 2 – Schools Causing Concern

Primary Red	Secondary Red
Adamsdown	Whitchurch High
Allensbank	Llanishen High
Bryn Hafod	Michaelston Community College (SCC)
Christ the King	Glyn Derw (SCC)
Fairwater	Eastern High (SCC)
Glan Yr Afon	St. Illtyds (SCC)
Meadowlane	
Ninian Park	
St Mary's RC	
Trelai	
Primary Amber	Secondary Amber
Baden Powell	Cantonian (SCC)
Gabalfa	Radyr
Gladstone	St. Teilos
Hawthorn	Plasmawr
Holy Family	
Kitchener	
Lansdowne	
Llanedeyrn Primary	
Oakfield	SCC – Schools Challenge Cymru
Pen y Bryn	
Radnor	
St Cuthbert's RC	
St Fagans CIW	
St Joseph's RC	
St Mary the Virgin CIW	
St Patrick's RC	
Trowbridge	
Ysgol Berllan Deg	
Ysgol Bro Eirwg	
Ysgol Glan Ceubal	
Ysgol Glan Morfa	
Ysgol Nant Caerau	
Ysgol Pen Y Pil	
Ysgol Pen-Y- Groes	

THE CITY AND COUNTY OF CARDIFF
CYNGOR DINAS CAERDYDD

AGENDA ITEM: 6

CHILDREN AND YOUNG PEOPLE SCRUTINY COMMITTEE

10th March 2015

21st CENTURY SCHOOL PROGRAMME - REALIGNMENT

Purpose of Report

1. The purpose of this report is to provide Members with an opportunity to consider the rationale for the proposed realignment of the 21st Century Schools Programme,, which is due to be considered by Cabinet on 19 March 2015 (copy attached at **Appendix A**).

Background

2. The Council submitted its last 21st Century School Programme bid to the Welsh Government in November 2011. The level of Capital Investment contained in that programme was £137m and was approved in principle in December 2011. Grant funding for each scheme is subject to approval by the Welsh Government of detailed business cases. Since 2011 ten school projects have been completed utilising some £28.2m of grant funding.
3. The report outlines the reasons why the programme now needs to be realigned to take into account a number of fundamental changes that have occurred since 2011. These include population in the City, disparities in economic prosperity and educational outcomes, the sufficiency of school places and the condition of the educational estate.

Issues

4. The proposed Vision for the realignment plan is to deliver “Inspiring, sustainable, community-focussed schools in which children and young people can achieve

their potential". It is proposed that this vision can be realised through the achievement of four Key Educational Aims that directly link to the Welsh Government's National Programme objectives.

5. The four Key Educational Aims are

- Aim 1 - To improve Educational Attainment, particularly in Key Stage 4 across the southern arc of the City
- Aim 2 – To improve the Sufficiency and suitability of school places across Cardiff and ensure we are providing a 21st century School Standard;
- Aim 3 – To ensure that Cardiff achieves Best value from its financial resources to improve the efficiency and cost-effectiveness of the education estate;
- Aim 4 – To facilitate the development of Community Focussed Schools, for the benefit of the wider community across Cardiff

Scope of the Scrutiny

6. This report provides the Committee with an opportunity to consider the draft realignment of the 21st Century School Programme report together with any information presented at the Committee meeting and to pass on any observations, comments or recommendations to the Cabinet Member to help inform the final Plan.

Way Forward

7. Councillor Julia Magill (Cabinet Member, Education and Skills, Nick Batchelar (Director of Education and Lifelong Learning) and Janine Nightingale, Head of Schools Organisation, Access & Planning have been invited to detail the proposal and next steps, and to answer Members' questions.
8. Members are requested to consider the matter, and decide if they wish to pass on any observations to the Cabinet prior to its meeting on 19 March 2015.

Financial Implications

9. There are no direct financial implications arising from this report. However, financial implications may arise if and when the matters under review are implemented with or without any modifications.

Legal Implications

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

RECOMMENDATION

That Members consider the information contained in **Appendix A**, together with any presentation provided at Committee and submit any comments or recommendations to the Cabinet Member and Director of Education and Lifelong Learning prior to the Cabinet's consideration of the report.

MARIE ROSENTHAL

County Clerk and Monitoring Officer

3rd March 2015

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SCRUTINY REPORT OF DIRECTOR OF EDUCATION AND LIFELONG LEARNING

REASON FOR THIS REPORT

To outline the rationale for the proposed realignment of the 21st Century School Programme, this is being considered by Cabinet on the 19th March.

BACKGROUND

1. In November 2011, the Council submitted a 21st Century Schools Programme bid to Welsh Government. The level of Capital investment contained within that Programme (predicated upon 50% Welsh Government funding, 50% Authority funding) known as “Band A”, was £137m and this was approved in principle in December 2011. This was broken down into £68.5m from Welsh Government and £68.5m from the Council, funded from a number of sources including capital receipts from surplus education land and prudential borrowing. This grant funding is subject to approval by Welsh Government of detailed Business Cases for each individual scheme. Each project is assessed for its affordability and whether it fulfils the objectives of the 21st Century Schools Programme. “Band A” funding is in place until March 2019. On the 1st of April 2019 “Band B” funding will commence. It is important for the Council to give an early indication to Welsh Government as to which projects it anticipates including in “Band B” funding.
2. Since 2011, ten school projects have been successfully completed under “Band A” and some £28.2m of grant funding has been utilised. These include Ysgol Gymraeg Treganna, a new three form of entry Welsh medium primary school in Canton, and the consolidation of English medium & Welsh medium provision in Whitchurch within Whitchurch Primary and Ysgol Gymraeg Melin Gruffyd.
3. The Programme now needs to be realigned to take account of changes since 2011. A key priority of the current administration is to raise educational attainment in Cardiff and capital expenditure has the potential to make an important contribution to creating high quality environments to support teaching and learning effectively. This aspiration is set against a backdrop of increasing financial pressure. In this respect new school developments will need to:
 - represent best value;
 - be delivered via innovative procurement methods; and
 - be community focussed, in order to benefit the wider community.
4. Cardiff has experienced significant population growth since 2011 and there is a need to address the sufficiency (supply) of school places. Also to be taken into account is that too much of the school estate is in poor condition. Through addressing these issues in partnership with Welsh Government, the Council will ensure that the best possible education for every child and young person is provided, regardless of their background or location in the city.

ISSUES

5. The realigned 21st Century Schools programme is framed with reference to the changes in population in the City, disparities in economic prosperity and educational outcomes, the sufficiency of school places and the condition of the educational estate.

Population Growth

6. Over the last five years the city has experienced an increase in population of approximately 1.1% per annum, which is around 3,800 individuals. It has also seen the arrival of significant numbers of international economic migrants, from countries such as Poland, Bulgaria and further afield. This population growth provides a challenge to the Local Authority in terms of providing sufficient good quality education places.
7. A further factor to consider is the impact that the two large housing sites within the Local Development Plan will have on the demand for schools places. The Deposit Cardiff Local Development Plan 2006-2026 predicts that the population of the City will rise by 22% by 2026. A significant part of the response to this is the inclusion of two major new strategic housing sites in the City. This includes North East Cardiff and the area around the community of Pontprennau where some 5,800 homes are planned and the area to the North West of Cardiff and at Junction 33 of the M4 where some 7,000 new homes are planned. These new developments will be phased over the next ten years and will have a number of new primary and high schools built as key parts of the development. They will also have an impact on catchment areas within the wider city. So it is important that this future predicted growth and the provision of these new schools, via Section 106 Planning agreements, are considered within the 21st Century Schools Programme.

Economic Prosperity

8. When Cardiff is considered economically it can be seen as a city of two differing economies. The northern half of the city is in the main fairly prosperous, with low levels of unemployment and benefit claimants and generally higher levels of educational attainment. The south of the city, which includes part or all of the Neighbourhood Management Areas of Cardiff City and South, Cardiff South West and Cardiff East are quite different. This area, the "Southern Arc" of the city, includes the wards of Llanrumney, Rumney, Trowbridge, Adamsdown, Splott, Butetown, Grangetown, Riverside, Ely and Caerau. These areas, and in particular Ely, are some of the most deprived wards in Wales and have the highest levels of unemployment, children in low income families and lowest levels of educational attainment.
9. As set out in *Qualified for Life*: "[a] successful education system will directly contribute to a stronger economy, greater innovation, improved productivity and more high value businesses with more highly skilled jobs" (Welsh Government 2014). However, when we examine economically active young people in the City it is evident that, although at Year 11 the percentage has fallen significantly from 11% inherited from 2011 to 4% in 2014 there are still too many young people not engaging in education, training or employment across the City. This is particularly the case in the Neighbourhood Management Areas that lie within the Southern Arc of the City.
10. Over a quarter of Cardiff's children (26.2%) live in low-income families, which exceeds the figures for both Wales (21.9%) and the UK (20.1%) (*Cardiff Research Centre Oct 13*). There are however, large disparities across the City. This ranged from just 3.0% in Lisvane to almost a half of all families in Ely (47.8%) being from low income families. From the 29 electoral divisions in Cardiff, some sixteen exceeded the Wales proportion of 21.9%. These included Adamsdown, Butetown, Splott, Caerau and Trowbridge. The Council is committed to breaking the link between disadvantage and educational attainment. It believes that a

young person's background must never limit their achievements and that all children should receive a good education regardless of their location in the City.

Educational Outcomes

11. Improving educational attainment is a key priority for Cardiff.
12. In 2014 there was a 2.9% improvement in outcomes for the Foundation Phase across Cardiff. There has been a similar improvement in the percentage of pupils reaching the expected level at key stage 2. In 2014 the improvement in the core subject indicator (CSI) was 2.6% which is greater than the national improvement (1.8%). Performance at Key Stage 3 also continues to be higher than average for Wales in terms of the proportion of pupils reaching the expected level. The rate of improvement (3.9%) was in line with the national improvement (4.0%).
13. In 2014 at KS4 there has been an improvement of 3.9% in Level 2+ GCSE results and this compares favourably with a national improvement of 2.4%. However Cardiff is still slightly below the Wales average with 54% achieving level 2+ GCSE results compared to Wales at 55%. There is, however, a marked variability between schools with similar contextual factors. 7 out of 19 secondary schools met or exceeded their expected outcome for the level 2+ threshold. In the 12 schools where performance was below expectation, 8 schools had outcomes below expectation by more than 5%. The lowest performing schools in Cardiff at KS4 were located within the southern arc of the City. These high schools, including Eastern High, Michaelston College and Glyn Derw High must be given priority within this realigned 21st Century Schools Programme, to address the Key Educational Aim of improving attainment at KS4.
14. Six high schools in Cardiff that face particular challenges are currently included with the Welsh Government's *Schools Challenge Cymru* Programme. Eastern High, Glyn Derw and Michaelston are included in this initiative along with St Illtyd's Catholic High School, Cantonian High and Willows High School.

Sufficiency of School Places

15. The number of pupils entering Reception has increased year on year, from around 3,300 pupils enrolled in 2007 to some 4300 pupils in 2014. The total number of pupils enrolled in primary education also increased from 24,500 pupils in 2009 to 27,200 pupils in 2014. This increase in demand of 30% amounts to an additional 30 Forms of Entry at Reception age, and projections based on Health service (GP registration data) indicate that the number of pupils enrolled in primary education will continue to rise. Whilst there were 2,761 net surplus places in primary schools at the most recent survey in 2014, equating to 9% of places, intakes at Reception are within 1% of the combined Published Admission Numbers across all schools. Projections indicate that there will be no net surplus at entry to Reception in September 2015. In recent years, localised increases in demand have been accommodated by utilising surplus places in nearby schools, and implementing changes to catchment areas where appropriate and sustainable. The priorities in Band A must now take account of this in order to ensure there are sufficient good quality nursery and primary school places available.
16. Consistent with Welsh Government policy, the Council has removed surplus English-medium community secondary school places and since 2011 the number of English-medium community secondary schools has been reduced from 18 to 16. The Council has also responded to the growing demand for Welsh-medium places and opened a new Welsh-medium secondary school in 2012, Ysgol Gyfyn Gymraeg Bro Edern, which will provide 1116 places and will ensure there are sufficient places to meet city-wide demand at entry to Year 7 from existing housing until September 2022. There were 3,554 surplus places in secondary

schools at the most recent survey in 2014, equating to 15% of places. Projected intakes at entry to Year 7 indicate that there will be less than 10% surplus at entry to Year 7 in English-medium schools by September 2016 and there will be insufficient places to meet demand for English-medium places at entry by September 2019. Based on recent projections the level of surplus within Years 7-11 will exceed 10% until September 2019; however, a significant proportion of this surplus has been built in to the Welsh-medium sector to meet the growing demand evidenced in the primary sector, and it would be imprudent to reduce surplus any further.

Condition & Suitability of the Education Estate.

17. In Cardiff a significant number of properties, including both primary and secondary schools are in a poor state of repair. The Education estate has a significant maintenance backlog of some £85m of which £15m is Disability Discrimination Act compliance. However, the Authority's current spend on asset renewal is in the region of £2.7m per annum. This is used on a priority basis and is limited in the main to keeping properties wind and water tight. In many schools the teaching methods are inhibited by the suitability of the internal accommodation such as the flexibility of the space, its size and shape, accessibility, ventilation and acoustics.
18. The evidence for the poor condition of the education estate can be found within the EC Harris Condition Surveys that were undertaken in 2010. These surveys found:-
- 18% of all Cardiff schools are rated 'C' (condition is poor with major deterioration to the fabric of the building") or below for Condition;
 - 13% of all nursery and primary schools (including Special Schools) are rated C for Condition; and
 - 48% of all secondary schools are 'C' rated.
19. Ten secondary schools are classed as being in poor condition, with a combined repair maintenance backlog of approximately £24m. These include:-
- Eastern High School
 - Glyn Derw High School
 - Fitzalan High School
 - Cantonian High School
 - Radyr High School
 - Michaelston Community College
 - Llanishen High School
 - Whitchurch High School (Upper Section)
 - Willows High School
 - Ysgol Gyfun Gymraeg Glantaf

Of these 10 High Schools, 3 are considered poor for both condition and suitability. These include Glyn Derw High School, Fitzalan High School and Willows High School.

20. Whilst it is recognised that the total repair backlog of these High Schools is over £24m, the replacement cost of these facilities would be considerably higher. Should the Authority want to provide replacement new school facilities for the 10 High Schools listed above, the current value of investment required would be in excess of £160m. For this reason alone it is necessary to prioritise these new investments.

21. Some 16 Primary Schools in Cardiff and one nursery school are classed as poor for condition and have a combined repair backlog of £5.8m. Whilst recognising the need to address backlog maintenance, a pressing need within the Primary Sector is ensuring the sufficiency of school places. Projections indicate that there will be no net surplus of school places at entry to Reception by September 2015. (See paragraph 17). Therefore, the priorities in Band A must take account of this in order to ensure there are sufficient good quality nursery and primary school places available.
22. Asset Management and the funding received via 21st Century Schools Programme will not, as things stand, swiftly resolve the issues surrounding the estate. This is because the 21st Century Schools Programme funding is released in phases and because of the limitations of the funding likely to be made available in each phase. The Council has a statutory duty to provide sufficiency of school places; this means that within the context of a finite budget difficult decisions on prioritisation of schemes will have to be made.

STRATEGY AND PROGRAMME AIMS

23. The Council's proposed Vision for the realigned 21st Century School Strategy is to deliver:

Inspiring, sustainable, community-focused schools in which children and young people can achieve their potential

It is proposed that this vision can be realised through the achievement of four Key Educational Aims that directly link to the Welsh Government's National Programme Objectives. These will not only address the main educational issues of attainment and sufficiency but will also seek to ensure that Cardiff provides the best education for every child and young person regardless of their background or location in the City.

The four Key Educational Aims are as follows:-

24. **AIM 1: To Improve Educational Attainment, particularly in Key Stage 4 across the southern arc of the City.**

A good level of educational attainment, particularly at KS4, for the children and young people of Cardiff is a key educational priority. Striving for improved educational attainment for children and young people, will enrich their lives and provide them with the best possible social, economic and health opportunities. Educational attainment is varied across the City and that within the Southern Arc at Key Stage 4 is particularly low. The Local Authority is committed to breaking the link between disadvantage and educational attainment. A young person's background must never limit their achievements and all children should receive a good education regardless of their location in the City. Therefore a primary aim of this realigned strategy will be to improve educational attainment, particularly at Key Stage 4, across the southern arc of the City.

25. **AIM 2: To improve the Sufficiency and Suitability of School Places across Cardiff and ensure we are providing a 21st Century School Standard.**

All children and young people in Cardiff should be educated in environments that are fit for purpose, in the right place and that are the right size to enable the effective delivery of first class education. Put simply, that is not the case currently. Cardiff has a number of educational establishments that are unable to deliver a modern curriculum and a significant number of schools that are in poor condition and are not accessible or sustainable. These must be addressed as priorities within this Strategy. The Council must ensure it has "Local

schools for Local Children” and the right balance of school places for both English and Welsh medium education for the children and young people of Cardiff. By September 2015 it is projected that there will be no net surplus places at entry to Reception. The Council must ensure that this strategy takes account of this issue and undertakes its statutory duty to provide sufficient good quality nursery and primary school places to a 21st Century Schools standard across the City.

26. **AIM 3: To ensure that Cardiff achieves Best Value from its financial resources to improve the efficiency and cost-effectiveness of the education estate.**

The provision of a good quality Education Service is one of the key priorities for the Council. However, within the current financial climate and during a sustained period of austerity measures, ensuring the Council achieves Best Value from its financial resources is more important than ever. The Council is committed to endeavouring to leverage the best available deal for each investment, or combinations of investments, from the supply side and market place. It will ensure compliance with competition requirements and the use of regional or other frameworks to procure services. An important factor in ensuring the Council achieves Best Value is by investigating the potential for innovative procurement. This includes the use of off-site construction and standardised designs and it is the intention of the Authority to benchmark the best practice of other local authorities within the region and beyond.

27. **AIM 4: To facilitate the development of Community Focussed Schools, for the benefit of the wider community, across Cardiff.**

The modernisation of the schools estate has the potential to impact more widely than just on the educational service. This is why the 21st Century Schools Strategy is an integral part of the Council’s Corporate Property Strategy. This is about ensuring that the role of schools at the heart of their communities is strengthened through the co-location of services, working in partnership and delivering additional specific community-orientated benefits. By exploring the development of Community Focussed Schools the Council could benefit the wider community, public sector service delivery and the public sector estate. In particular, by joining-up facilities such as libraries, leisure provision, health provision, community centres (and potentially a range of other facilities) under-one-roof on schools sites as part of a modern community campus. This could not only improve the quality of facilities available to children and parents but could also help retain a range of facilities in the heart of communities. One of the aims of this strategy will be that when new schools are being constructed, their potential to accommodate a range of community facilities will be proactively explored and where possible incorporated within the scheme.

SCHOOLS PRIORITISED FOR INVESTMENT

28. Cardiff’s 21st Century Schools Programme has been investing in schools since 2011. Ten projects have been successfully completed so far and there are also currently eight projects that are committed to investment within this current “Band A” funding; that is, they are currently either onsite, being constructed, at tender stage or have statutory notices in place. These are outlined below:-

School Projects completed by December 2014

- Ysgol Gymraeg Treganna - new 3FE Welsh Medium Primary
- Pencaerau Nursery - English medium consolidation & new nursery unit.
- Trelai Primary – increased nursery places.
- Whitchurch Primary – consolidation of 2.5FE English Medium Primary
- Ysgol Melin Gruffyd – consolidation of 2FE Welsh Medium Primary
- Ysgol Gymraeg Y Wern (phase 1) – remodelling to 2FE

- Coed Glas Primary (phase 1) – remodelling to 2FE & nursery unit.
 - Llysfaen Primary – consolidation at 2FE & nursery unit.
 - Thornhill Primary – consolidation at 2FE & nursery unit.
 - Millbank Primary – consolidation at 1FE & new nursery unit
- Total Cost of Investment in projects completed: - £28.2m

School Projects currently committed within Band A

- Hywel Dda Primary - consolidation of 2FE English Medium Primary
- Adamsdown Primary - remodelling to 2FE & nursery unit.
- Mount Stuart Primary - remodelling to 2FE & nursery unit.
- Pontprennau Primary – New 2FE Primary School with Community Centre
- Coed Glas Primary (phase 2) – consolidation of 2.5FE
- Ysgol Gymraeg Y Wern (phase 2) – consolidation of 2.5FE
- Eastern High – New 8FE High School & partnership with Cardiff & Vale College
- Fitzalan High - New Science facilities.

Total Investment in projects committed: - approx £67.3m (subject to tenders)

29. In realigning the remaining “Band A” proposals, the Council will now prioritise investment based on the programmes four Key Educational Aims. That is to improve educational attainment, improve sufficiency and supply of school places, ensure best value from its financial resources and to facilitate the development of community focussed schools.
30. The availability of land for educational use in areas where the demand for school places is highest is critical to the success of the Programme. That is because the Council is committed to providing local schools for local children. This is particularly difficult within an urban environment and in some cases will require innovative solutions and partnership agreements to secure appropriate sites. This is the case in Butetown where the Council wants to safeguard an area of private land at the Hamadryad peninsular for future educational use. This is an area where predicted demand for school places is in excess of current supply. This land is currently owned by a Housing Association and it is proposed that the Council negotiate the purchase of this area to land bank for educational purposes in the future. A key part of safeguarding this site in Butetown was negotiating an alternative development site for the Housing Association. Therefore, it is proposed that the Housing Association purchase the vacant land that is adjacent to County Hall, enabling the Council to purchase their site at the Hamadryad peninsular, which is within the predicted area of school place demand. These land deals are being conducted by the Strategic Estates Department.

PROCUREMENT STRATEGY

31. The Council has a good working relationship with bodies such as Constructing Excellence Wales (CEW), Consortium of Local Authorities in Wales CLAW, and the Welsh Local Government Association (WLGA) Collaborative Works Group and has been involved in various events and reviews around project processes and contractual arrangements in recent years. This includes the mid-term review of the South East Wales Schools Capital Working Group (SEWSCAP) undertaken by CEW, the recent review of the Council’s own framework for building maintenance services by CEW, and the Councils involvement in shaping the next generation SEWSCAP framework at a regional level.
32. Modern Methods of Construction (MMC) embraces a range of technologies and processes involving various supply chain approaches and configurations, specifications, and construction mechanisms (for example, prefabrication and off-site assembly). The Council

recognises the advantages that MMC bring and intend to utilise such methods at every opportunity during the delivery of the 21st Century School Programme.

33. The Council is introducing two-stage open book tendering as the preferred method of procuring major schemes throughout the authority. This is essentially building on the UK Government's Construction Strategy trial programme, and positive experiences elsewhere in Wales using this approach.
34. Using two stage open book, a client invites prospective integrated teams to bid for a project based on their ability to deliver an outline brief and cost benchmark. Following the first stage competition, the appointed team works alongside the client to build up a proposal, the construction contract being awarded at the second stage. This differs from the traditional cost-led procurement model in reducing industry bidding costs, enabling faster mobilisation and in providing the opportunity for clients to work earlier with a single integrated team. This method of procurement will be a key feature of the next generation SEWSCAP arrangement.

FINANCIAL COST MODEL

35. A 'Band A' capital investment programme bid was submitted to Welsh Government in November 2011, and received 'in-principle' approval in December 2011. The approval was subject to the submission of scheme specific business cases to Welsh Government. The capital investment programme approved at that time totalled £137.328 million, and was predicated upon 50% grant funding from Welsh Government.
36. To date, business cases attracting £21.603 million grant funding have been submitted to and approved by Welsh Government (this includes future year grant funding).
37. The Authority match-funding element of the 21st Century Schools programme, totalling £68.664 million, was indicatively made up of Capital Programme allocations, capital receipts and capital (prudential) borrowing.
38. The proposed realigned 21st Century Schools programme of investment has increased from £137.328 million to £165.487 million. It should be noted that part of this increase (£10.730 million) largely reflects the Eastern High School and Howardian Primary School proposals, as previously reported to Cabinet in July 2014.
39. The increase of £28.159 million to the programme does not attract an additional 50% (£14.080 million) grant funding from Welsh Government. However, if approved by Cabinet, the realigned programme will be submitted to Welsh Government with a view to agreeing the revised priority schemes. Welsh Government officials are aware that the full revised programme is not affordable without additional support from Welsh Government and this will be taken into account as part of the approval process.
40. The SOP Reserve affordability threshold requires the forecast balance to be increased by circa £4 million during the period up to and including 2021/22. The nature of the Prudential Borrowing financing mechanism means that an additional capital resource of almost £13 million would be required in 2016/17 to address the £4 million gap in the Reserve balance forecast. This will be highlighted to Welsh Government as part of the submission of the realigned programme. An increased Welsh Government contribution of £13 million would still represent an Authority contribution of more than 50% capital funding into the overall programme.
41. If the Authority is unsuccessful in attracting some, or all, of the additional capital grant, the Authority would need to reduce the level of capital investment to address the shortfall. The programme would have to be re-prioritised accordingly and those schemes that have the lowest priority deferred.

BENEFITS MANAGEMENT

42. The strategic goal of the 21st Century Programme is to realise the four educational aims and deliver outcomes and benefits of strategic relevance to the children and young people of Cardiff. Robust benefits management is a key part of any successful programme. This is because an assessment of the anticipated benefits that will be derived is essential for the continued justification of any Programme. Benefits are the measurable improvements that result from the outcomes of work, so if the Council is to successfully track its programme benefits, then they must be both specific and measurable.
43. There are 6 identified key Programme Benefits that can be specified and measured as directly contributing to our four Key Educational Aims. These are outlined overleaf and demonstrate the direct link to the relevant Key Educational Aim.

Educational Aim	Programme Benefit
Aim 1: To improve Educational Attainment, particularly in Key Stage 4 across the southern arc of the City.	SOPBEN001: To provide modern inspiring high performing learning facilities across the City to a 21 st Century School standard.
	SOPBEN002: Improve educational outcomes and well being for the learner so all Children and Young People in Cardiff can maximise their full potential.
	SOPBEN003: Improve access, inclusion and equality to reduce known links between disadvantage and educational attainment.
Aim 2 : To improve the sufficiency and suitability of school places across Cardiff and ensure we are providing a 21 st Century School Standard.	SOPBEN004: Achieve a better match between the supply and demand for school places across the City.
Aim 3 : To ensure that Cardiff achieves Best Value from its financial resources to improve the efficiency and cost-effectiveness of the educational estate.	SOPBEN005: To provide facilities that are sustainable and efficient in terms of carbon performance, use of resources and flexibility to meet future needs of learners and communities.
Aim 4: To facilitate the development of Community Focussed Schools, for the benefit of the wider community, across Cardiff.	SOPBEN006: Strengthen the role of schools at the heart of their community through co-location of community services within schools site and integrated services where appropriate.

Table 1: Key Educational Aim and Programme Benefit alignment

44. These Programme Benefits will be included within the Education Business Plan. Benefit Profiles will be developed for each Programme Benefit, outlining how each will be quantified and measured, including baselines, measure frequency, target values and target dates. As these define the aspirations and intentions of the programme and its constituent projects, it is important that all projects are appropriately aligned to achieving these shared goals. In support of this, each project will have a similar benefits management regime, with specific and quantifiable measures and critical success factors identified and monitored.

Local Member Consultation

45. Consultation has taken place with a range of stakeholders, including Local Members, Diocese and Arch Diocese, Head Teachers and Governing Bodies. The views expressed are included below:-
46. Officers have met with local Councillors and head teachers of the schools that would be directly affected by the proposals if they were to proceed to implementation. There was

agreement regarding the need to reorganise albeit there was some concern regarding the options in some cases which is to be discussed further following public consultation as required. Overall the principle of reorganisation was supported; those concerns raised were primarily relating to perceived impact on existing services in the localities and potential for increased traffic and transport.

Welsh Government Approval

47. Once the realigned 21st Century Schools Strategy is approved by Cabinet it will be submitted to Welsh Government for approval. This will include the 4 key educational Aims of improving educational attainment, improve sufficiency and supply of the school places, ensuring best value from financial resources and facilitating the development of community focussed schools. It will also include the proposal for an increased Welsh Government contribution of £13 million, to take the programme of investment in schools from £137.328 million to £165.487 million.

NICK BATCHELAR
DIRECTOR OF EDUCATION AND LIFELONG LEARNING

2nd March 2015