

BUILDING SAFER FUTURES TOGETHER



YOUTH JUSTICE SERVICES STRATEGY 2022 - 2024



Gwasanaeth Prawf
Cenedlaethol
National Probation
Service



De Cymru
Comisiynydd yr Heddlu a Throseddau
Police and Crime Commissioner
South Wales



GIG
CYMRU
NHS
WALES | Bwrdd Iechyd Prifysgol
Caerdydd a'r Fro
Cardiff and Vale
University Health Board



GWASANAETHAU
CYFIAWNDER IEUENGTID
CAERDYDD
CARDIFF
YOUTH JUSTICE
SERVICES

BUILDING SAFER FUTURES TOGETHER

The Cardiff Public Services Board (PSB) brings together all the strategic public service partners working in Cardiff. This strategy sets out what the partners, who are responsible for providing youth justice services in Cardiff, will do by working together. It sets out our key goals for youth justice services and how we will know if we have achieved success by 2024.

The Cardiff Youth Justice Strategy 2022-2024 has been developed between January and May 2022 in a series of workshops with those involved in the services. Core to this has been engagement with young people. Their views inform this strategy - be they encouragement because of good work or

challenges to our services to improve or to widen them, or to the wider community. This approach is part of the commitment to a child rights-based approach through Cardiff's work to become a Child Friendly City. A UNICEF Child Rights Impact Assessment will accompany the strategy.

This work will be overseen by the Cardiff Youth Justice Board, with an Independent Chair, reporting to the Public Services Board.

This work fits within other relevant strategies for young people in Cardiff which aim to give the best and safest futures to all young people in Cardiff.

A QUOTE FROM A CHILD IN THE YOUTH JUSTICE SYSTEM

“MY FUTURE LOOKS BETTER. I WOULDN'T MAKE THE SAME CHOICES NOW AS I DID. ON A DIFFERENT PATH NOW, MORE POSITIVE BECAUSE OF THINGS I'M DOING.”

FOREWORD

We are committed to making sure that Cardiff is a great place to grow up for all children and young people.

Most children in Cardiff thrive within their home, family, community and school and further learning or work. For a small number of children, the risks in their lives, their vulnerability to exploitation by adults and sometime choices which put them in harm's way, may bring them close to or into the youth justice system because of allegations or arrests or convictions of having infringed criminal law. These children can do harm to themselves, to others, their families, communities and their futures. At the heart of our work is the knowledge that these are first of all children and only secondly are they children in the youth justice system. The evidence is clear that giving young people positive opportunities in their life is a key contributor in preventing future crime and harm to others as well as improving wellbeing and self-esteem. A child rights-based approach has been proven in being key to achieving positive outcomes when working with young people.

In the strategy "All Our Futures" 2020-2022 we oversaw the first stages of the reshaping of what we do in four key areas:

- a. Developing the leadership and governance capacity and culture.
- b. Restructuring the service to ensure effective work.
- c. Changing the offer to children, families and those harmed by youth crime, based on a strong analysis of needs and an evidence base of what is effective to meet those needs.
- d. Aspiring to run partnership services which meet the Child Friendly Cardiff principles.

This Strategy "Building Safer Futures Together" for 2022-2024 is based on sustained leadership and delivery of services using the evidence base of what works best for children.

We identify three big challenges for youth justice services in Cardiff over the next two years:

- a. The continuing impact of the COVID pandemic on children's health & wellbeing, and on achievement and progression.
- b. The violence linked to exploitation (of various types) of children by adults.
- c. Being able to meet the emerging needs of all children in contact with Youth Justice Services.

In April 2022 the national inspectorate scrutinised all aspects of Cardiff Youth Justice Services and concluded that there are clear, strong and sustainable foundations for improvement now in place and some very significant improvements in outcomes for children. Their recommendations have been incorporated in this strategy.

As partners we are using this Youth Justice Strategy to set out what it is we are going to do together in the next two years, and how we will know we are making a difference. What has been evident in 2020 – 2022 has been the commitment of all partners to achieve better outcomes for children, families and communities in Cardiff. In our roles on behalf of the Public Services Board we commit to continuing the improvement journey of Cardiff Youth Justice Services.

Cllr Huw Thomas
Chair, Cardiff Public Services Board
Leader of Cardiff Council.

Charles Janczewski
Chair, Cardiff and Vale University Health Board

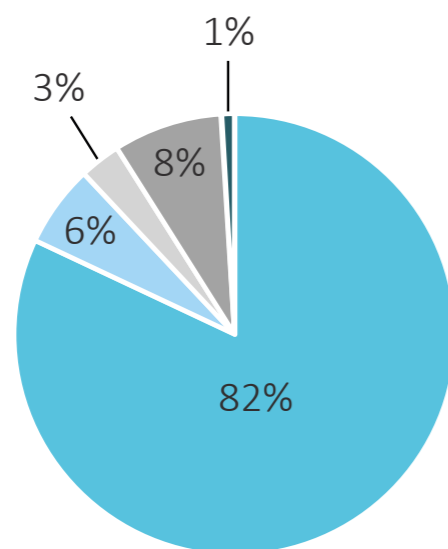
Alun Michael
South Wales Police and Crime Commissioner

1. CHILDREN IN CARDIFF YOUTH JUSTICE SERVICES (YJS) - SNAPSHOT IN 2022

Mean caseload = 134

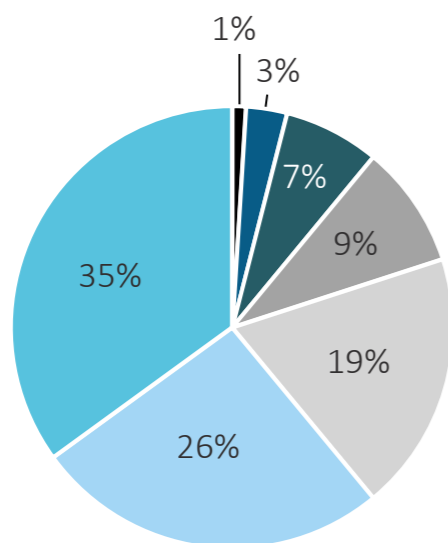


88% Of Children In YJS Are Male



Ethnicity Of Children In Cardiff YJS

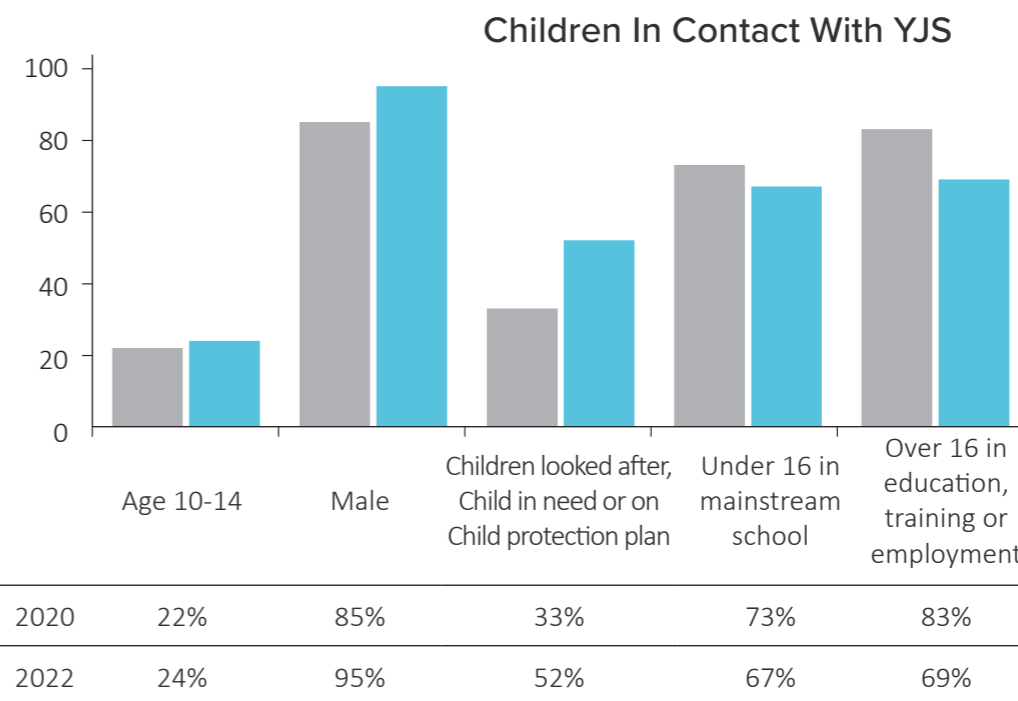
- White
- Black/Black British
- Asian or Asian British
- Mixed
- Chinese/other ethnic



Age Of Children In Cardiff YJS

- Age 17+
- Age 16
- Age 15
- Age 14
- Age 13
- Age 12
- Age 11

Trends



Location:

In 2022 93% of young people open to YJS live in 6 of the 8 postcode districts in Cardiff. This data shows the importance of partnerships within Cardiff understanding local need when responding to issues of personal safety, risk and harm.

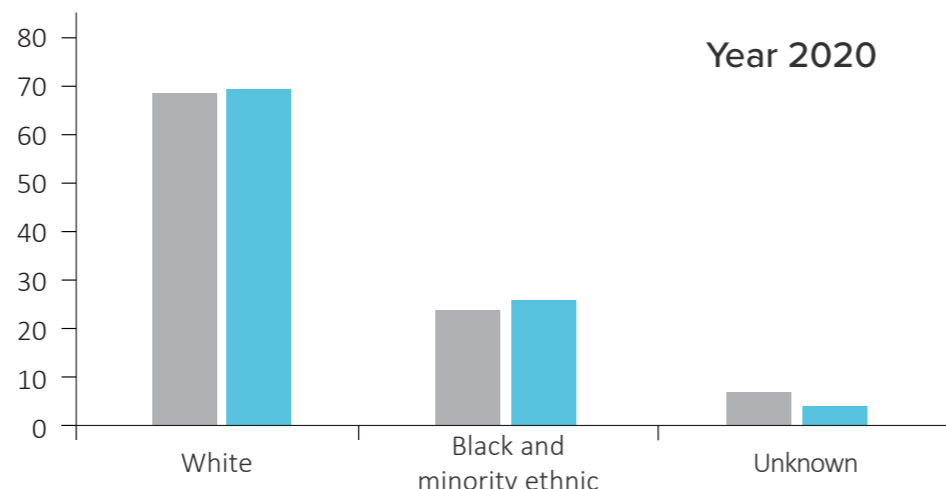
The Top Four Offence Types

This data provides an evidence base for the strategy to have a significant focus on safety by reducing the risk of harm linked to exploitation in all forms.

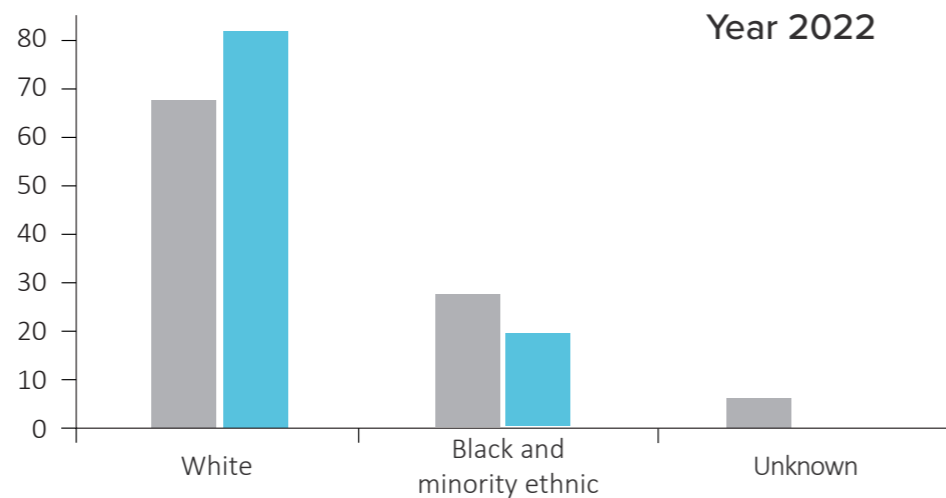
Offence types 2020	%	Offence types 2022	%
Violence against the person	50%	Violence against the person	75%
Burglary	11%	Sexual offence (contact)	6%
Robbery	6%	Robbery	6%
Theft and handling of stolen goods	17%	Arson	6%

Race/Ethnicity Of Children In Cardiff YJS Compared With The National Average

This data shows we need to understand more about overrepresentation of specific groups of young people and take action to minimise it.



■ Cardiff YJS	69%	24%	7%
■ National average	60%	26%	4%



■ Cardiff YJS	67%	27%	6%
■ National average	81%	19%	0%

System Issues

1. Overrepresentation of ethnic minority children

Using national data (2021) compared to other South Wales areas.

- » Of the Youth Justice Services with an overrepresentation of BAME children in the offending population, the highest disparity was in Cardiff, where children from an “Other” background are 6.2 times more likely to be cautioned or sentenced than White Children, and Black children are 3 times more likely.
- » Cardiff also had the highest percentage of BAME children within their local population.
- » In Cardiff, Black children are 12% more likely to be proven guilty of a drugs offence than their White counterparts.
- » The Cardiff Youth Justice Board in January 2022 adopted a Disproportionality and Diversity Policy to understand and address all the issues which may contribute to this or other types of overrepresentation in the youth justice system. (See detail in Strategy Commitment 2: System Analysis and Change, and Chapter 6: Making It Happen: Governance and Leadership.)

2. Child Exploitation

In its various forms this is a core contributor to children coming into the youth justice system. The prevention and tackling of child exploitation is an issue within which Cardiff YJS plays a part with other partners including community organisations as part of the Cardiff SAFE (Safeguarding Adolescents from Exploitation) framework. (See detail in Strategy Commitment 2: System Analysis and Change, and Strategy Commitment 3: Better Choices; Safer Places.)



2: HOW ARE CARDIFF YOUTH JUSTICE SERVICES DOING?

In 2020 the inspection by HM Inspectorate of Probation (HMIP) judged Cardiff Youth Justice Services to be “Inadequate”. After two years of focused effort based on the “All Our Futures” strategy, the reinspection in April 2022 judged Cardiff as “Requires Improvement”. (August 2022 report <https://www.justiceinspectors.gov.uk/hmiprobation/wp-content/uploads/sites/5/2022/08/Cardiff-YJS-inspection-report.pdf>)

HMIP stated in August 2022:

“Cardiff YJS is making progress and have made considerable efforts to address the issues we found in 2020. They are now better equipped, in key areas, to deal with the needs of children under their supervision, improve their lives, and protect the local community. While a rating of ‘Requires improvement’ means they still have some way to go, Cardiff YJS is showing signs that they can, and will, continue to develop.” -Chief Inspector of Probation Justin Russell

Inspectors found that Cardiff YJS took a committed approach to making improvements since 2020, and staff at the service spoke of how the last two years have been a positive, albeit challenging, experience for all involved. The report notes that the service now has better governance from senior leaders, who have undertaken a comprehensive restructure and committed additional resources across the YJS partnership. There is a new operational management team, and the service has filled vacancies in key positions.

There have also been improvements to services for YJS children, with better joint working across many of the key statutory agencies and organisations. This has resulted in good quality work within out-of-court disposal cases and resettlement.

Cardiff Youth Justice Board has submitted an action plan (September 2022) in response to the HMIP recommendations. These are reflected in this strategy and in the Youth Justice Plan 2022-23.

Cardiff Youth Justice Board routinely compares performance with ten other similar youth justice services and with England and Wales rates. We see that in Cardiff:

- a. Fewer children come in to youth justice than in 2020.
- b. There is less reoffending than in 2020.
- c. Use of custody has gone down.

But this strategy and the Youth Justice Plan which support it make clear how much more there is to do.

“WORKING WITH YJS HAS HELPED ME UNDERSTAND THE RISKS OF OFFENDING AND GIVEN ME A SECOND CHANCE.”



A QUOTE FROM A CHILD IN THE YOUTH JUSTICE SYSTEM

“YOU CAN ASK THEM ANYTHING AND THEY ARE ALWAYS WILLING TO HELP YOU IN ANY WAY.”

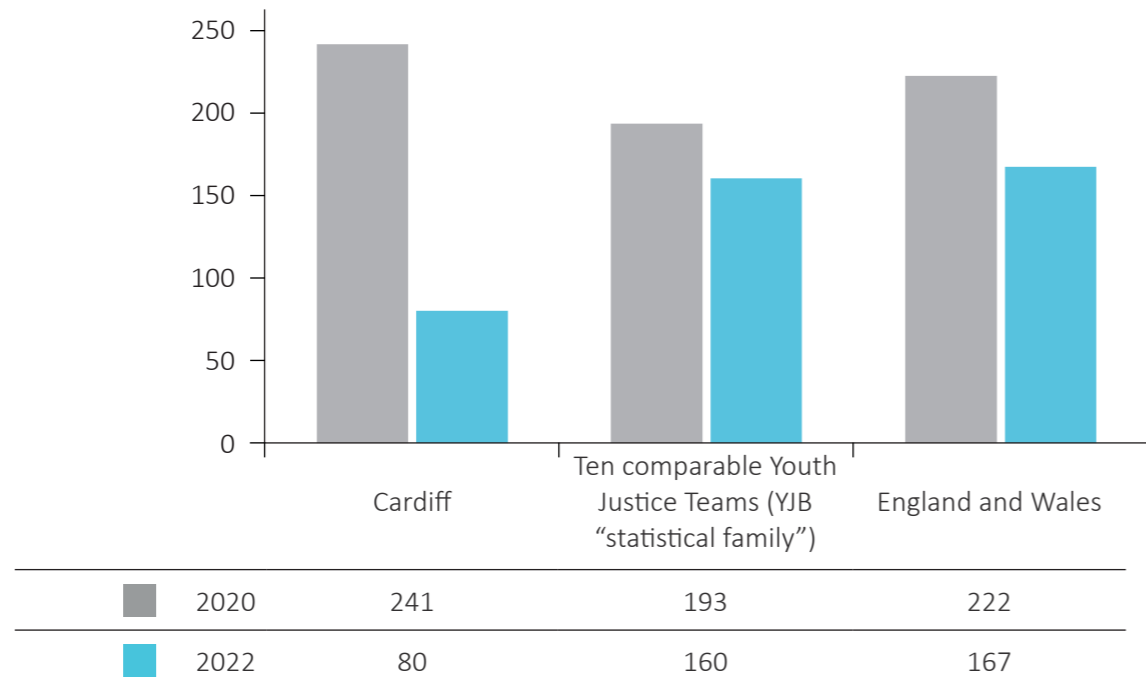
England and Wales Key Performance Indicators (KPIs)

The following three graphs extract the data from the two HMIP reports (2020 and 2022) and adds in the “statistical family” data to point to trends and priorities.

National Measure 1: First Time Entrants (FTEs) to the Youth Justice System

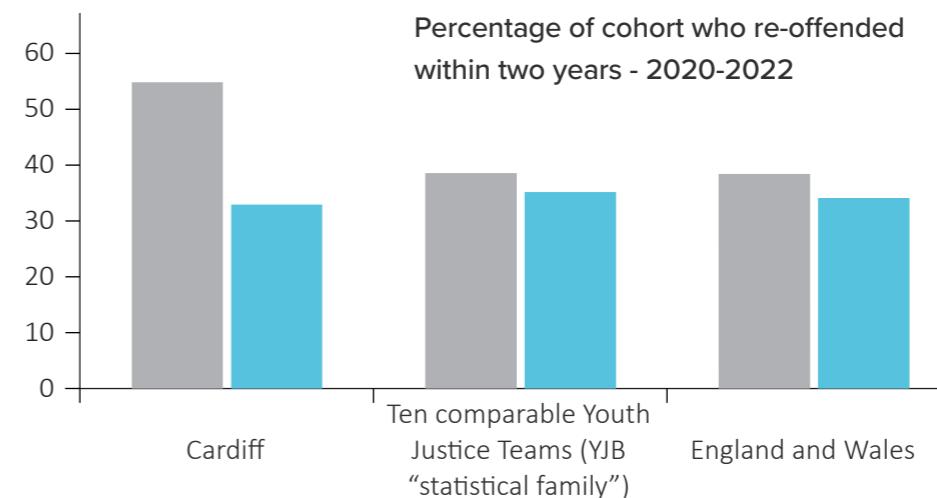
We aim to reduce this by ensuring all possible prevention work is undertaken by universal and other partners.

Rate of FTEs per 100,000 under 18s - 2020-2022



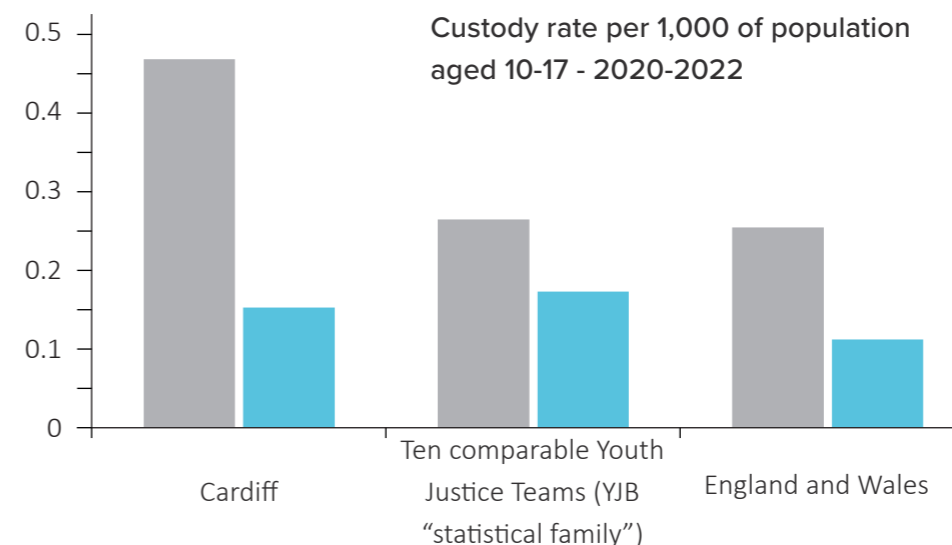
National Measure 2: Reoffending Rate

This shows the percentage of the cohort who reoffended in a two-year period after completing their order. We aim to reduce this by the best possible interventions and supervision of court orders and empowering children to access positive pathways into healthy lifestyles, education and training.



National Measure 3: Use of Custody

The aim is to ensure that children are only placed in custody, on remand or sentenced when a community package or supervision cannot be justified in the view of the Court.





3: ALL OUR FUTURES STRATEGY: WHAT DID WE ACHIEVE

We reviewed the strategy in three workshops in February 2021 and then again between January and March 2022. The 2022 HMIP report gives an external view.

Section 1: The young people we work with.

The partnership developed more comprehensive analysis of the needs of children to inform service decisions. We have built much improved joint working arrangements with partners to support individual children. We have laid foundations for the participation and child rights-based work. Our systems for gathering feedback from children and families are developing. Our aspiration is to have consistent children's feedback.

In summary we now know much more about the needs of the children and how to work effectively to meet those needs.

Section 2: How we will work with children and families.

We have undertaken significant staff training based on trauma-informed practice. We have developed new ways of working with police and other colleagues (The Bureau model). We aspire to know that children have gone on to secure the best possible education and training outcomes.

In summary we have got better at supporting staff help children achieve better outcomes.

Section 3: How we will work with partners.

There is new capacity:

- » from education services to support educational pathways,
- » from health to support speech and language development,

- » from the police to support prevention and to identify and challenge exploitation,
- » and from probation to improve transitions.

We have started work with local community groups and parent groups to inform how we can work most effectively. We also have established joint work with partners to support prevention and desistance:

- » Media Academy Cymru
- » Step into Sport
- » Action for Children
- » Cardiff City Foundation
- » Cardiff and Vale Drug and Alcohol Service (CAVDAS)
- » and the Violence Prevention Unit.

Our aspiration for all this is to have reliable evidence of impact on outcomes for children from all this work.

In summary we are now engaged with all the right partners – statutory and community - to achieve better joint working.

Section 4: Making it happen: Governance and Leadership.

We restructured governance arrangements to ensure the right people are doing the right things at a strategic level to drive and monitor progress, jointly problem solve, test our performance against national evidence and local area good practice, and look for new opportunities. Intensive communications about the strategy have enabled engagement of key Cardiff partners – for example school headteachers. A new head of service (Operational Manager) and management team has been fully in place since February 2022 and evidence of clear management grip is now clearly identified by the Cardiff YJB and by HMIP. Our aspiration is to maintain the momentum of development evidenced since 2022.

In summary we are confident our leadership arrangements are now fit for purpose.

4: CARDIFF YOUTH JUSTICE SERVICES: PURPOSE AND PRINCIPLES 2022-2024

Our Vision Statement:

The highest aspirations for the children, supported by the right team doing the right work.

Our purpose:

- a. As a Youth Justice Service we work with adolescents in contact with the justice system and with those harmed by crime to reduce children coming into the youth justice system; reduce reoffending; and minimise the use of custody.
- b. We must hear the voice and work with the child to help them achieve better outcomes and avoid unnecessary criminalisation.
- c. As a partnership we work with wider universal and specialist services to achieve shared goals of prevention, reduce offending and minimise harm later in life.
- d. As partner services we hear and work with the children and families to help them see different decisions, choices and options.
- e. To help children develop a positive identity, know about better choices/ different decisions, through relationship based practice supporting access to achievement, wellbeing and a sense of safety and hope.
- f. To help families, communities and partners in Cardiff have confidence in partnership services.
- g. Develop and use an evidence base for why we take actions – by assessing the impact on each child.

Our principles:

1. We work with children and adolescents- we know about adolescent development.
2. We work with families and carers – we will hear and work with them to support positive family dynamics.
3. We build trusted relationships by Trauma-Informed and Restorative practice and by building on the strengths of the child and their context.
4. We will identify and understand the child’s vulnerabilities and share how to manage them especially at the points of crisis which offer teachable moments.
5. Child rights-based approach, including dignity, best interests of child, participation, non-discrimination and transparency.
6. Safeguarding, including contextual safeguarding, public protection.
7. Ours is a multi-agency service, working always in partnership including with universal services.

The evidence is clear that giving young people positive opportunities in their life is a key contributor in preventing future crime and harm to others as well as improving wellbeing and self-esteem. A rights-based approach has been proven in being key to achieving positive outcomes when working with young people.

Child Rights-Based Work

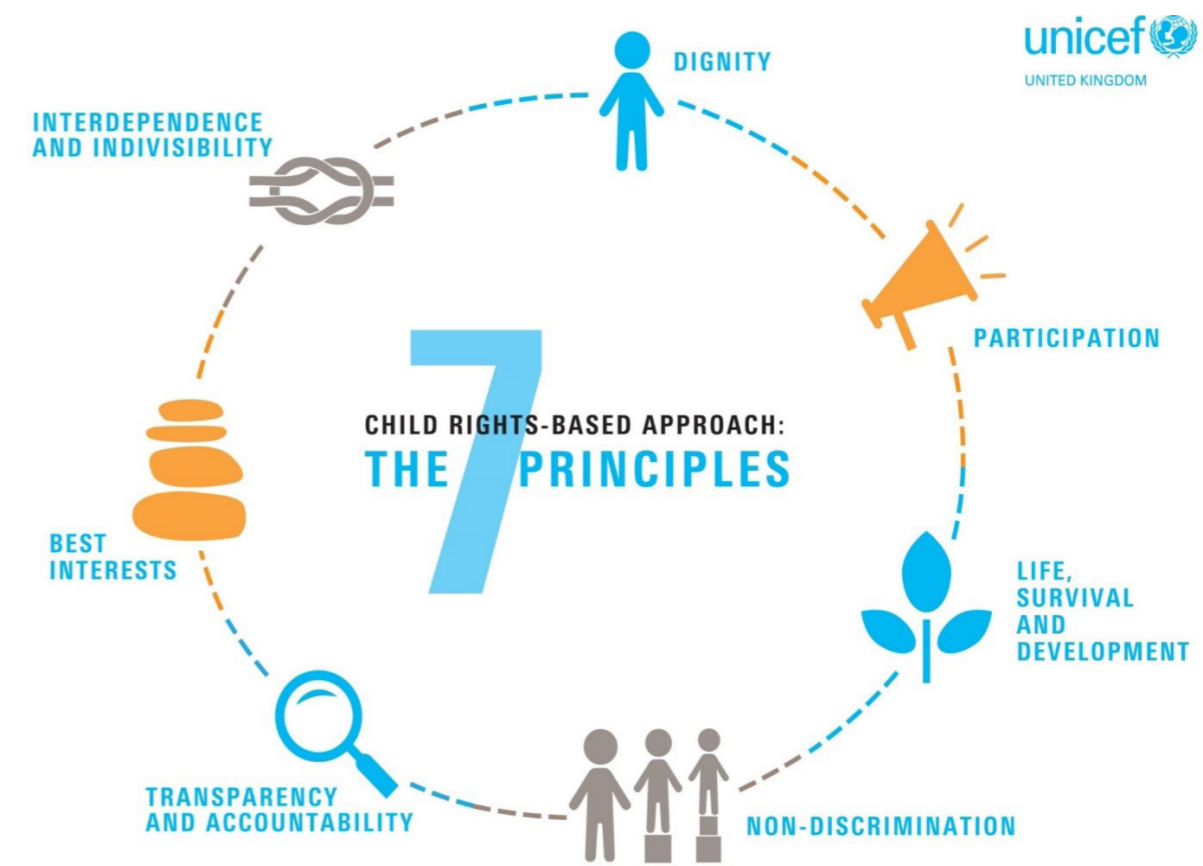
The “All Our Futures” Youth Justice Strategy launched in June 2020 included a commitment to develop work informed by the Child Friendly City strategy adopted by Cardiff Council and partners. The Youth Justice Board for England and Wales has a strategy commitment to “Child First: offender second”. The Youth Justice Blueprint for Wales commits us to take a ‘children first’ approach to youth justice, ensure that it is child-centred rather than service focused, ensure that it meets the individual needs of children and responds to their best interests. Clearly many of those harmed by youth crime are themselves children and we are as concerned about a rights-based approach to work with them.

UN CONVENTION ON THE RIGHTS OF THE CHILD ARTICLE 40

...every child alleged as, accused of, or recognized as having infringed criminal law should always be treated in a manner consistent with the promotion of the child’s sense of dignity and worth.

In this strategy (2022-2024) we commit to further work to show in our work with children that we meet these seven UNICEF principles.

<https://www.unicef.org.uk/child-friendly-cities/crba/>



Developing the Child Rights-based approach

Cardiff Youth Justice Services work with a small number of Cardiff children, but all of them have the same set of rights under the UN Convention on the Rights of the Child. Our work with children in the youth justice system must work alongside developments in communities and in children’s social care, health and education.

UK Committee for UNICEF (UNICEF UK) with Cardiff Youth Justice Services have undertaken this work including with strategic leaders and staff:

- » Children’s Rights in Practice: an introduction (for colleagues [multi-agency] working within youth justice across the city)
- » Children’s Rights in Practice: Policy and Strategy (training in conducting a Child Rights Impact Assessment [CRIA] to support the development of the youth justice strategy)
- » One to one meetings with key participation colleagues working in Cardiff YJS and participation in “All Our Futures” review and development workshops.

The development now underway is “Children’s Rights In Practice: Engaging With Children And Young People As Equal Partners”. This will lead to the development of an engagement strategy.

With UNICEF UK we have developed a Child Rights Impact Assessment with this strategy which sets out:

IMPACT: How will this work benefit children in their families

DELIVERY: Who will do what to make progress in child rights in Cardiff Youth Justice Services

MONITORING: How is feedback from children embedded so that evidence can be gathered and analysed to know if we are improving child rights in Cardiff Youth Justice Services

EVALUATION: How will we look at all the evidence and plan future developments making a child rights-based approach happen

Participation

The partnership and service have already taken significant steps to increase evident participation by children in the daily work and also by drawing on the views of young people and their families in developing this strategy.

There is a lot more to do in the next two years to continue to embed this work.

Some issues to resolve

Processes

UNICEF UK worked with Cardiff colleagues (January 2022) on a child rights-based approach. Colleagues recognised:

- » There may be a tension between the desirable goal of ‘informed consent’ by children and the legal processes and timescales required.
- » How we can assess that the ‘best interest’ test is being applied in ways which also reflect the developmental attributes of children.
- » How these commitments can be shared across services and communicated effectively to children, carers and parents at what may well be a time of crisis.
- » How to build on the restorative and trauma-informed awareness in the service.
- » How to model how we ‘co-produce’ work with the children and families.

- » How management and governance systems can reflect, reinforce and evaluate how the seven principles are being applied.

The language we use

In law an individual is a child until age 18 and our strategy and practice must be informed by that thinking. The children may be in contact with Cardiff YJS for a short period, so we will not use labelling which stigmatises the children by association with youth justice engagement, but will use language which promotes a positive pro social self-image at all stages including when a child leaves custody to enable a constructive resettlement outcome.

We will model this with children, families, victims, staff, partners and volunteers.

“THE PROFESSIONALS WHO GET TO KNOW MY POINT OF VIEW AND UNDERSTAND WHAT I MEAN ARE TRUSTED MOST ” - FEMALE, AGE 16





5: STRATEGY COMMITMENTS

STRATEGY COMMITMENT 1: WORKING WITH CHILDREN, FAMILIES AND PARTNERS

We know that the way to effective engagement and therefore good outcomes is to be clear that we are working with children, with families, with partners. This means building relationships and having language which we all use, minimising or explaining the technical terms of the youth justice partners – be that in social care, education, police, health or probation.

In our work with children we need to help them and their families be clear on what is happening and what is being done to make things better for them. A core focus is to give children (and their families) - including those who have been harmed by crime - a realistically positive view of the future. We also know that we need to develop the cultural competence of those in practice and strategy so we can relate as well as possible with the various communities in Cardiff which we serve. We recognise that children looked

after may have multiple additional emotional and developmental needs.

At the heart of practice is a sensitive and effective assessment of needs, accurate planning then delivery of services to meet those needs and keep them under review in the light of changing circumstances. Central to all of this are the Child Friendly Cardiff principles.

We are a multi-agency partnership and service, so work with health and wellbeing services, education providers (especially for those with additional learning needs), accommodation providers and with community-based groups as well as with police, courts, probation and secure estate.

At the core of our work is an approach which is trauma-informed, rights-respecting, restorative and informed by contextual safeguarding.

Priority	Action	What will success look like?	How will we report
Child and family based practice	<ul style="list-style-type: none"> a. Develop and implement a practice framework for Youth Justice Services based on the Child Friendly City principles and Trauma-Informed, Restorative practice informed by contextual safeguarding b. Review and develop a parenting framework and training to incorporate this into practice 	<ul style="list-style-type: none"> » Wide engagement in development » Staff Training » Monitoring and Quality Assurance (QA) processes include direct feedback from children and families » Staff, child, family, victim satisfaction data » Personal Development and Supervision records 	Management Team and Cardiff Youth Justice Board
Access to partner services	<ul style="list-style-type: none"> a. Clarify and restate referral pathways to services b. Ensure staff and partners (including voluntary and community groups) are all aware of pathways. c. Ensure service and partners engage with QA mechanisms for services 	YJS staff and partners (especially at the Risk Management Panels and other multi-agency meetings) are clear on referral pathways	Management Team and Board support pathway identification and monitor usage, QA data and effectiveness.
Children Looked After	<p>Data analysis specifies issues for Children Looked After (CLA) to be resolved including use of Trauma-Informed practice. Agree CLA Protocol monitoring and scrutiny processes. Identify:</p> <ul style="list-style-type: none"> a. support needs of local residential homes b. training needs of staff including YJS 	<ul style="list-style-type: none"> » Reduction in number of CLA children open to YJS and an increase in restorative approaches in response to incidents. » More inter-agency confidence and trust 	Management Team advise Board on priority work and reporting/ accountability/ problem solving.
Partner staff development	Joint training between Children's Services (CS) staff and YJS as part of workforce strategy	<ul style="list-style-type: none"> » Positive working relationships between CS and YJS. » Clear mutual understanding of partner roles and approaches. 	Management Team and Board monitor for training impact measures.
Supporting transitions/ positive endings	<ul style="list-style-type: none"> a. Psychologically-informed exit strategies to be developed b. Practice development informed by the strategy – with partners c. Youth to Adult (Y2A) transition process to be reviewed and refined within the partnership both for transition to Probation and other transitions 	<ul style="list-style-type: none"> » Multi-agency plans to be developed with child, family, all professionals involved with the child and implemented accordingly. » Feedback from children and families indicates positive exits and transitions 	<p>Management Team and Board monitor for impact</p> <p>Reduction in reoffending</p> <p>Transition stability</p>

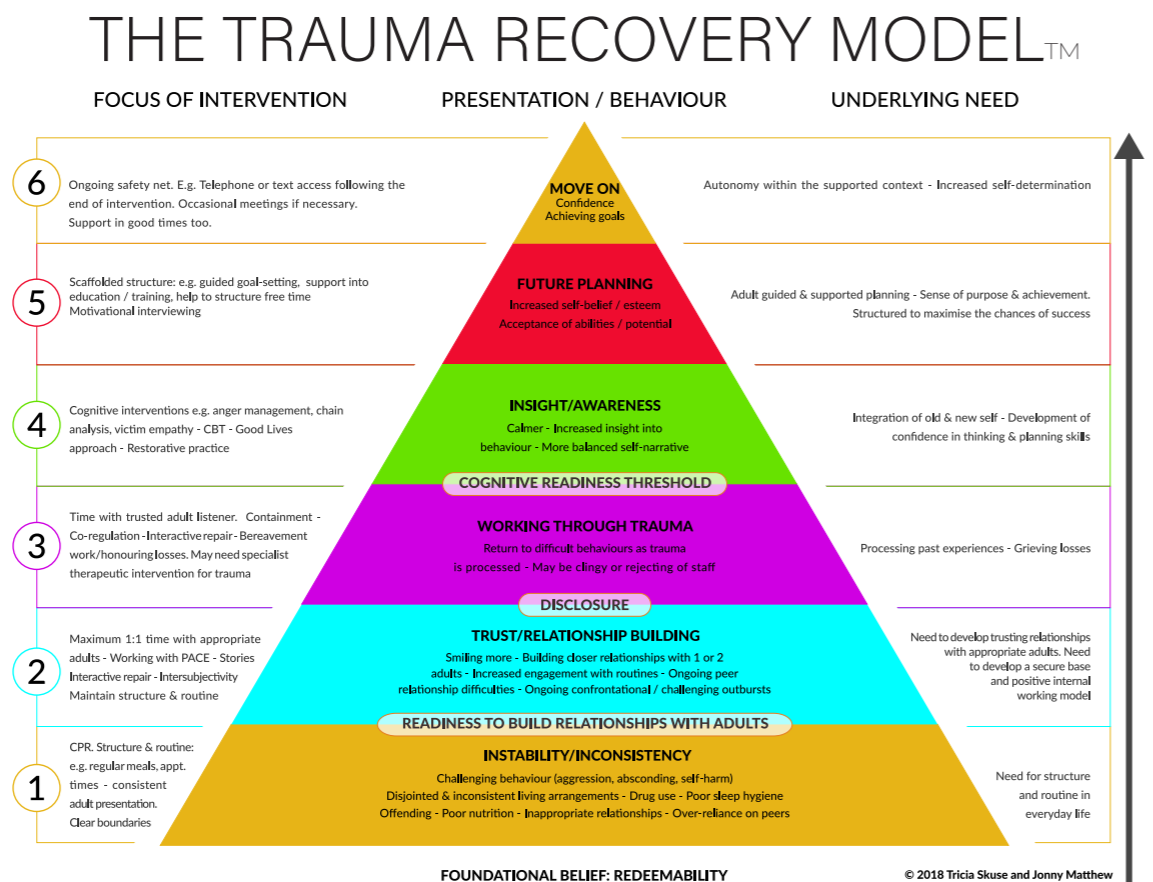
» CASE STUDY: TRAUMA-INFORMED PRACTICE

Trauma-informed practice is an approach to working with children and young people which recognises the complexities that they have experienced in their lives and that their offences are committed in the context of wider behaviours and derived experiences of Adverse Childhood Experiences (ACEs) and trauma.

Enhanced Case Management (ECM) is an approach to trauma-informed practice that utilises psychology to help youth justice workers to understand and explain a child's behaviour. ECM incorporates the Trauma Recovery Model (TRM) into the intervention planning. This is a framework against which presenting behaviour and development needs are correlated to inform how youth justice

interventions are sequenced and delivered to meet those needs.

When young people are referred into the ECM process, YJS works alongside the ECM team who sit within Children & Adolescent Mental Health Services (CAMHS). A formulation meeting is held where a timeline of the child's life is developed with a focus on their early childhood experiences and then analysed against child developmental stages to ascertain their functioning across all stages of development. This information is then used to identify as to where they are on the Trauma Recovery Model and informs the intervention approach adopted with each individual.



Connection to Youth Justice Services

Child A is a Child Looked After and subject to a Care Order. He became known to YJS initially through the Out-of-Court process for offences committed within a Care Home setting in March 2019. (In total he committed a total of 19 offences within a Care Home Setting.)

Child A was then made subject to a Statutory Order - Referral Order in December 2019 but was subsequently issued with a Youth Rehabilitation Order (YRO) in September 2020 due to continued offending.

In April 2021, Child A's placement broke down and he was returned to the care of his mother under a Placement with Parent arrangement.

Child A was made subject to a further YRO in August 2021 for offences committed within the community – he then committed a further offence which saw him being made subject to a third YRO in the October of 2021.

Child A's offending behaviour escalated after being returned to live with his mother due to concerns of exploitation and negative peer associations. Child A also began experimenting with a variety of illicit substances. This led to an increase in the frequency and the severity of the levels of offences committed as well as non-compliance with his Order and imposed bail conditions. Child A currently awaits sentence for driving offences, robbery and various breaches.

The Outcome:

There was an initial focus on relationship building using PACE techniques – Playfulness, Acceptance, Curiosity and Empathy – to develop a trusting and positive relationship between Child A and the allocated case manager. A consistent approach was used to aid with the development of structure and

routine which led to improved engagement and increased disclosures and willingness to share information in regard to offending behaviour and their emotional wellbeing.

This form of intervention has seen Child A move to Level 2 on the TRM where he is now showing an increased willingness to comply. He has built a trusted relationship with his case manager which has extended to other relationships such as with his allocated Children's Services social worker. It is anticipated that in the next few months he will move to Level 3 where interventions will begin to work through his trauma focussing on containment, co-regulation, interactive repair as well as bereavement. Child A will also be supported to process past experiences including grief and loss.

A Focus Event : Cardiff YJS Takeover Day

Children, currently or previously with YJS, are facilitated to, for example:

- a. Take part in a Board/sub-committee focus session on access to partner services
- b. Run a staff training session to reflect on work with children in the looked after system
- c. Join the management team for a planning session on the experience at Court

This will help drive service review and co-production of services.

“TALK TO THEM, DO THE THINGS THEY WANT, GET THEM INVOLVED IN STUFF THEY ENJOY” -MALE, AGE 15

STRATEGY COMMITMENT 2: SYSTEM ANALYSIS AND CHANGE

The role of the Cardiff Youth Justice Board members, and Cardiff YJS management team, is to be system leaders as well as focused on the specific youth justice services. We know that the experiences of family, early years, education, health and wellbeing are critical to preventing children coming into the justice system. So the Board needs to exercise system leadership, including through the Cardiff Public Services Board, to identify actions which universal and specialist services can take to support the prevention goal.

Priority	Action	What will success look like?	How will we report
SAFE (Safeguarding Adolescents from Exploitation) Framework and National Referral Mechanism (NRM) (indicates likely exploitation of the child)	<p>Complete a joint assessment of exploitation risk in Cardiff. Then an action plan to deliver:</p> <ol style="list-style-type: none"> 1. Improve information sharing on victims and perpetrators to identify contextual risk and inform service response. 2. Create an exploitation training matrix 3. Review Risk Escalation process 4. Develop NRM process, including an exploitation screening tool 	<ul style="list-style-type: none"> » Shared services confidence in whole system approach and their responsibilities » Partnership and service recommendations 1-4 implemented through the Action Plan. » A decrease in drugs convictions for young people with positive NRMs » Measured change in Out-of-court and Court disposals, Bureau and scrutiny outcomes » An increasingly informed network of support for young people who have positive conclusive NRM outcomes 	<ul style="list-style-type: none"> » Management Team and Board including monitoring through local and national standards » Report to Young Person’s Safeguarding & Recovery Board

Priority	Action	What will success look like?	How will we report
Using and developing the evidence base	<ul style="list-style-type: none"> » Create a Personal Safety Approach based on Trauma-Informed and Enhanced Case Management principles that feeds into the SAFE Framework and informs the regional crime strategy » Identify data streams, evidence base sources and how young people's participation will inform service improvement » Create partnerships with universities to complete independent evaluations of interventions 	<ul style="list-style-type: none"> » A theory of change model with evidence-based interventions » Young people's voices captured creatively throughout their journey with Cardiff YJS and change cycle implemented » A catalogue of evidence-based interventions. 	<p>Management Team and Board oversee Personal Safety Approach development and monitor impact.</p>

Disproportionality and Diversity	<p>As per the Board's Draft Policy and practice plan for 2022-2024:</p> <ol style="list-style-type: none"> a. Diverse Management Board and team b. Vision and Strategy to tackle disproportionality c. A clear anti-racist stance taken by leaders d. Training e. Staff supervision and assessment of Scrutiny panel f. Work with third sector g. Support for parents h. Use of data i. Ongoing evaluation 	<ol style="list-style-type: none"> a. A culturally competent service b. Commitment is in the Strategy 2022-2024 c. Service and partner public statements d. Within Board and workforce plan e. Within Practice Framework f. Build on work with C3SC (Cardiff Third Sector Council) and United for Change g. Within Parent Framework h. Using YJB toolkit and local metrics to identify and report issues to be addressed and programmes to be developed i. Quarterly Performance Monitoring to Board and annual review of Youth Justice Plan 	<p>Management Team and Board drive the Policy and practice plan, evaluate outcomes and escalate issues as needed to partners and PSB</p>
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» CASE STUDY: PREVENTING OFFENDING

Children at risk of entering youth justice system

Child B was referred to Cardiff YJS by his social worker whilst the police reported that he had been involved in 32 police occurrences resulting in Child B needing to meet with the Anti-Social Behaviour (ASB) team within the police for a Stage 2 warning. The police, family and Social Worker expressed concerns around behaviours which included anti-social behaviour in the community such as throwing bricks at home and being seen with older adults where drugs and alcohol were present, getting involved in fights and being assaulted by local adults and by other gangs on the way to school.

Child B has been assessed as having global learning delay and he attends a school which can meet his additional learning needs.

Liaison with the school was carried out by Cardiff YJS prior to the ASB Stage 2 meeting and the vulnerabilities and learning needs were also discussed with the police prior to the meeting- he had the reading and comprehension skills approximately 7-8 years below his chronological age. His additional learning needs were considered both during the meeting with the police and through all subsequent contacts. For example: using simple language and checking back for understanding.

Work was undertaken around:

- » Consequential thinking
- » Positive relationships
- » Finding positive activities.

The outcome:

Child B was supported to take part in a boxing and Muai Thai kick boxing class. He has also stopped associating with others who were getting him into trouble. His timetable is now full with positive activities every night and he is attending school on a full-time basis. He has not been linked to any ASB occurrences since the Stage 2 meeting and his ASB contract with the police has ended. He now has a long-term social worker from the Child Health and Disability team who will support with longer term work. The ASB police who carried out the Stage 2 meeting have been informed of

the progress and the work carried out by the YJS. A final meeting took place with the police, Child B and YJS to praise the remarkable progress.

A Focus Event

During 2022-2024 we will hold a locality-based workshop (including with the local voluntary and community sector (VCS), schools, Youth Service) to build understanding:

- » What we know about the children who are involved with the youth justice system
- » What we need to know about the community – cultures, hopes and challenges
- » What’s working well for prevention, safeguarding, good outcomes
- » What could be done better



“IT’S TOO LATE FOR ME NOW, WHAT YOU NEED TO DO IS WORK WITH YOUNGER KIDS. WHAT WOULD HAVE HELPED WAS WHEN I WAS 10/12 YEARS OLD. IF I HAD HELP THEN AND GOOD PEOPLE AROUND ME, I MIGHT’VE CHOSEN A DIFFERENT PATH THEN”.

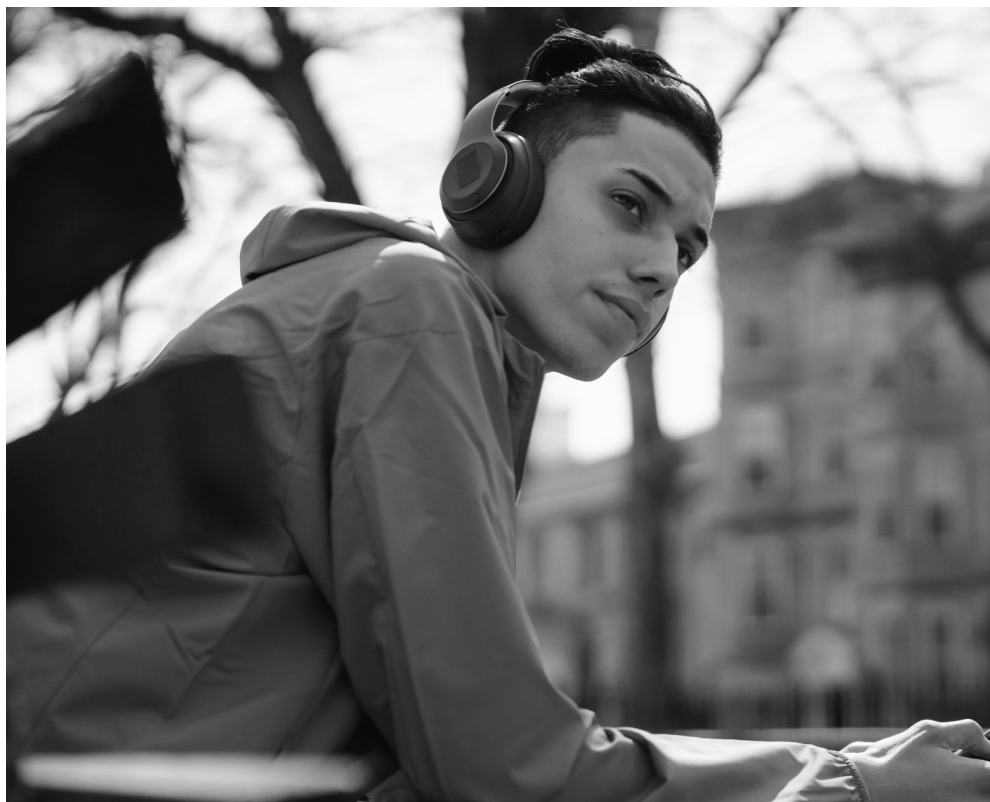
-MALE, AGE 15



STRATEGY
COMMITMENT 3:
BETTER CHOICES;
SAFER PLACES

Our children sometimes are not aware, because of their life experience, that they do actually have choices and that those choices can give them hope, confidence and respect. Sometimes it is hard to get this message heard. But there are some key locations and events in a child's life including in contact with the youth justice system where by making a place safer the child can engage and see possibilities for change.

The principles underlying this are informed by Trauma-Informed thinking and restorative processes.



“UNTIL YOU STOP YOU DON'T REALISE HOW BAD IT IS. WHEN YOU'RE IN IT, YOU CAN'T SEE, YOU JUST KEEP GOING”.

-MALE, AGE 17

Priority	Action	What will success look like?	How will we report
Advocating for the child, coaching and modelling how to minimise risks of exploitation and be supported into positive opportunities including in health, education and employment.	Ensure the Youth Justice Practice Framework supports these approaches	<ul style="list-style-type: none"> » Children and families feel supported - evidence gathered by feedback. » Metrics for process, timeliness, service access and outcomes capture evidence of impact 	Management Team and Board monitor feedback and metrics and escalate issues to partners as needed.
Safe places for 'learning moments' about safety and justice issues <ul style="list-style-type: none"> » Schools » Police Stations » Community Settings » Health Settings 	Support Partner "Safe Places" service developments	Metrics of engagement, feedback and casework supervision records enhanced feelings of safety in these locations and therefore ability to achieve better health and wellbeing and educational outcomes	Management Team and Board seek opportunities to enhance planning for 'safe places' – and monitor impact to inform development.
Opportunities with universal services at locality level	Develop locality level prevention and crisis – point support.	<ul style="list-style-type: none"> » Increase in Children's, Parents' access to reliable prevention information. » Increase in partner and community confidence in prevention and YJS 	Management Team and Board monitor feedback and metrics to inform wider development.

» CASE STUDY: EXPLOITATION

Connection to Youth Justice Services

Child C came to the attention of Cardiff YJS following an assault offence. Child C assaulted their sister in the family home address and agreed to engage with a Youth Restorative Disposal intervention delivered by YJS's contracted diversion service- Media Academy Cymru (MAC).

There are concerns that Child C is the victim of child sexual exploitation (CSE).

There are many exploitation concerns relating to Child C – of both a sexual and criminal nature. These include concerns through peer associations of a similar age (predominately males) and from older males.

Child C is vulnerable to high-risk environments through online and in-person associations.

These high-risk environments have resulted in:

- » Child C being physically assaulted to perform sexual acts. These were minimised by Child C to be play fighting.
- » Child C disclosed to have had sex with an older male below the age of sexual consent.
- » Sexually explicit messages on Child C's phone.
- » Services receiving information that Child C has been associating with the homeless community of Cardiff and has been accessing substances through them.

- » There are concerns that Child C's peer associates are involved with County Lines.

Pathways to minimise Exploitation

Child C's parent actively works with services to assist in the contextual safeguarding of their child. This results in their parent sharing information and reporting them missing. Child C's parent is regarded as their primary contextual safeguard.

Child C was referred to the Youth Justice Service Risk Management Process (RMP). This multi-agency process resulted in a combined joint agency Youth Justice Services and Children's Services risk management process.

The National Referral Mechanism (NRM) was submitted because of an action from the RMP.

Children's Services support Child C through an intensive care and support plan (CASP). The current CASP agreement ensures that Child C has daily contact with professional services including: MAC, ARC, equine therapy, Safer Wales, diversionary activities and CAMHS therapeutic support.

The outcome:

Child C is engaging with a coordinated intervention plan to assist them to keep safe and make healthier life choices. They are developing in their ability to recognise risk in their life and potential plans they can implement to keep themselves safe.

THE VOICES OF CHILDREN IN THE CARDIFF YOUTH JUSTICE SYSTEM

“I FOUND HAVING PEOPLE TO SPEAK TO ABOUT MY LIFE AND SITUATION HELPFUL. THIS WAS BECAUSE I WANTED THINGS TO CHANGE”

“THEY TALK TO ME ON MY LEVEL SO I GET IT - THEY TELL ME STRAIGHT”



6: MAKING IT HAPPEN: GOVERNANCE AND LEADERSHIP

The Chief Executive of Cardiff Council has the statutory responsibility to establish a partnership to maintain youth justice services in Cardiff. The Cardiff Youth Justice Board (YJB) is a statutory partnership, established under the Crime and Disorder Act 1998, with the principal aim of preventing and reducing offending by children and young people.

Cardiff Council is responsible for establishing a youth justice service within its area and other responsible authorities – Police, Probation, Health and Education – are statutorily required to assist in the funding and operation of Cardiff Youth Justice Services (YJS). Cardiff YJS is staffed by Case Managers, Social Workers, Probation Officers, Police Officers, Intervention Staff and specialists from health and education backgrounds.

The work of Cardiff YJS is reported to the Cardiff Public Services Board (PSB), as the city’s strategic public service leadership board and statutory Community Safety Partnership, and also to the Regional Partnership Board for Safeguarding (which includes coverage of safeguarding for children in the secure estate).

The Cardiff YJB is accountable for performance to the Youth Justice Board for England and Wales (Ministry of Justice) for Key Performance Indicators.

Through strategic overview and scrutiny of service delivery, the Cardiff Youth Justice Board oversees the YJS to ensure positive outcomes for children and young people in Cardiff.

The Board makes these commitments for 2022-24 as their contribution to delivering successful outcomes from the strategy.

We will:

- a. Sustain the current development momentum with an Independent Chair reporting via the Council's Chief Executive (advised by an Advocacy Panel of senior leaders) to the Cardiff PSB on the continuing improvement work.
- b. Sustain current Board membership and processes; strengthen scrutiny of relevant policies, ensure full induction for new Board members, and enable case study engagement with “the child’s journey” to inform development work by the partnership.
- c. Sustain a focus on benchmarking against the evidence base, developing further data analysis, ensuring partnership resources are maximised, supporting and scrutinising Quality Assurance processes.

Our specific concerns for 2022-2024:

- a. Implement a policy to tackle disproportionality and diversity
- b. Child criminal exploitation (with a significant focus on safety by reducing the risk of harm linked to exploitation in all forms)
- c. Monitoring for post-COVID impact on children in the justice system
...and delivering the commitments from the Child Friendly City work.

Examples of partner commitments to support the development work

Partner	Role in Governance	Partner Focus in 2022-2024 examples
Cardiff Council Children’s Services	Board and Sub committee	Children looked after; Exploitation
Cardiff Council Accommodation	Board and Sub committee	Access to suitable accommodation when needed including post-custody
Cardiff Council Education & Youth Services	Board and Sub committee	Analysis of the actions to improve engagement, Additional Learning Needs and progression tracking and settled placements Supporting opportunities post-16 including through Cardiff Commitment
Health	Board and Sub committee	Ensure YJS staff have clarity on health pathways then securing access and monitoring for improved outcomes including speech and language
Probation	Board and Sub committee	Enabling effective transition to adult justice services when appropriate
South Wales Police	Board and Sub committee	Out-of-court disposals, CLA protocol, Exploitation
South Wales Police and Crime Commissioner	Board	Supporting focused work for example on services for girls, and the Youth Justice Blueprint for Wales



THIS STRATEGY HAS BEEN INFORMED BY AND WILL LINK WITH THE FOLLOWING:

Cardiff Public Services Board

- » Cardiff Local Well-being Plan 2018-23

Cardiff Council

- » Cardiff Youth Justice Services Youth Justice Plan 2022-23
- » Corporate Strategy: Stronger Fairer Greener
- » Corporate Plan 2022-25
- » Cardiff Commitment
- » Cardiff SAFE Framework
- » Cardiff 2030 Education
- » Children's Services Strategy 2019-2022
- » Early Help Strategy
- » Cardiff Child Friendly City Strategy
- » Cardiff Housing Support Programme Strategy 2022-26
- » Corporate Parenting Strategy 2021-24

Cardiff & Vale University Health Board

- » Healthier Wales - Shaping Our Future Community
- » Shaping our Future Wellbeing

South Wales Police and Crime Commissioner

- » Police and Crime Plan 2022-26

Welsh Government

- » Youth Justice Blueprint for Wales

Youth Justice Board for England and Wales

- » Youth Justice Board Business Plan 2022-23