Quality and standards in education and training in Wales

A report on the quality of youth support services

in

Pembrokeshire

October 2008

by

Estyn, Her Majesty’s Inspectorate for Education and Training in Wales
The purpose of Estyn is to inspect quality and standards in education and training in Wales. Estyn is responsible for inspecting:

- nursery schools and settings that are maintained by, or receive funding from, local authorities (LAs);
- primary schools;
- secondary schools;
- special schools;
- pupil referral units;
- independent schools;
- further education;
- adult community-based learning;
- youth support services;
- youth and community work training;
- LAs;
- teacher education and training;
- work-based learning;
- careers companies;
- offender learning; and
- the education, guidance and training elements of The Department for Work and Pensions funded training programmes.

Estyn also:

- provides advice on quality and standards in education and training in Wales to the National Assembly for Wales and others; and
- makes public good practice based on inspection evidence.

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Introduction

Pembrokeshire youth support services were inspected as part of a six-year (2004-2010) national programme of inspections. The purpose of the programme is to identify good features and shortcomings, so that providers may improve the quality of education and training offered and raise the standards achieved by learners. Inspection also gives learners more information about the quality of education services and youth support services.

Estyn carries out inspections of youth support services in accordance with the requirements of the Learning and Skills Act 2000. For the inspection of youth support services, inspection activity may:

- be general or in relation to specific matters;
- relate to a specific person or institution providing services or to a specific class of person or institution; and
- relate to a specific area.

From 2008, the Children and Young People’s Plan (CYPP) is the mechanism by which all services for children and young people are planned in partnership between all key strategic service providers. The local authority has the lead responsibility for the development of the Children and Young People’s Plan.

The duties for the provision of youth support services to young people aged 11-25 are laid out in the Learning and Skills Act 2000, and explained in detail in ‘Extending Entitlement’ \(^1\) and the associated directions and guidance. The planning, co-ordination and delivery of all youth support services in an area is under the oversight of the Children and Young People’s Partnership.

Youth support services are those services provided, procured or facilitated by a local authority and identified under partnership planning arrangements. They are those which, in the opinion of the Welsh Assembly Government, ‘will encourage, enable or assist young persons (directly or indirectly):

- (a) to participate effectively in education or training;
- (b) to take advantage of opportunities for employment; or
- (c) to participate effectively and responsibly in the life of their communities.’

‘Cymorth’ is the Children and Youth Support Fund. It aims to provide a network of targeted support for young people within a framework of universal provision, in order to improve the life chances of children and young people from disadvantaged families.

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\(^1\) Extending Entitlement: Support for 11-25 year olds in Wales: Direction and Guidance, July 2002
National Assembly for Wales
The inspection took place from 6 October 2008 to 17 October 2008. A team of Her Majesty’s Inspectors from Estyn, a statutory body independent of, but funded by the Welsh Assembly Government, undertook the inspection. The team included part-time additional inspectors and peer assessors released from other youth support service providers in Wales.

The team was required to report on the standards achieved by learners, the quality of education and training provided, the quality of leadership and management, and to judge if partnership working provides value for money.

Estyn’s reports follow its guidance for the writing and editing of reports, which is available on the Estyn website (www.estyn.gov.uk). The table below shows the terms that Estyn uses and a broad idea of their meaning. The table is for guidance only.

<table>
<thead>
<tr>
<th>Term</th>
<th>Description</th>
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<tbody>
<tr>
<td>Nearly all</td>
<td>with very few exceptions</td>
</tr>
<tr>
<td>Most</td>
<td>90% or more</td>
</tr>
<tr>
<td>Many</td>
<td>70% or more</td>
</tr>
<tr>
<td>A majority</td>
<td>over 60%</td>
</tr>
<tr>
<td>Half/around half</td>
<td>close to 50%</td>
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<tr>
<td>A minority</td>
<td>below 40%</td>
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<tr>
<td>Few</td>
<td>below 20%</td>
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<tr>
<td>Very few</td>
<td>less than 10%</td>
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**Grade descriptors**

The five-point scale used to represent all inspection judgements in this report is as follows:

| Grade 1       | good with outstanding features |
| Grade 2       | good features and no important shortcomings |
| Grade 3       | good features outweigh shortcomings |
| Grade 4       | some good features, but shortcomings in important areas |
| Grade 5       | many important shortcomings |

The Learning and Skills Act 2000 requires the providers to prepare a written statement of the action they propose to take to address the recommendations in the inspection report and the timescales for completing the proposed actions.
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A report on the quality of youth support services in Pembrokeshire, October 2008

Context

The area

1 Pembrokeshire makes up the southwestern corner of Wales, sharing land boundaries with Ceredigion and Carmarthenshire. It is a large county, covering 1,640 square kilometres and is predominantly rural in character, with a population density of 72 people per square kilometre. Fewer than half its residents live in the five main towns of Fishguard, Haverfordwest, Milford Haven, Pembroke and Pembroke Dock.

2 The population of Pembrokeshire is 117,300 and growing steadily. It has increased by 4.3% since 1991, compared with a growth of 3.2% in Wales as a whole. However, over the same period the youth population aged 11-25 decreased in the county by 1.8%.

3 Of the county's total population just under a third are aged between 0-25 (35,223). Those aged 11-25 total 20,625, of which 10,506 are male (51%) and 10,119 female (49%). Within this age range, the largest group are aged 11-15 years at 8,068 (39%), with the 16-19 and 20-24 age groups of a similar size at 6,009 (29%) and 6,548 (32%) respectively.

4 According to the 2001 Census, just over a fifth (21.5%) of the population can speak Welsh. Most Welsh speakers live in the north of the county, with the south of the county predominantly English speaking. The proportion of children and young people who are Welsh speakers is higher than the rest of the population and continues to increase.

5 Qualifications among the working age population are above the Welsh average. Twenty-six percent of the population are qualified at NVQ level 4 or above, compared to the Welsh average of 25.4%; with 45%, qualified at NVQ level3 compared to 43%; 65% qualified at NVQ level 2 compared to 63%; and at 79% qualified at NVQ level 1 compared to 77%. Thirteen percent of the working age population are unqualified compared to a Welsh average of 15.4%.

6 Pembrokeshire has a relatively small minority ethnic population compared to the rest of Wales. The 2001 Census classifies just under a thousand residents (0.8%) as non-white. Of this group, 26% are aged 10-24 years old. Within Pembrokeshire, the ethnic population is concentrated in the main urban areas.

7 Employment in the county does not follow national patterns. There is a larger percentage of the working population employed in service related jobs associated with the tourist industry, and a lower percentage in the ‘manufacturing’ and ‘financial and business activities’ sectors. Agricultural employment is still important in the local economy, although it continues to decline. The economy is in a phase of expansion due to the development of liquid natural gas terminals in and around Milford Haven.

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2 Office for National Statistics 2006 population estimate
3 Data from NOMIS –official labour market statistics
Average earnings in Pembrokeshire are still relatively low. A high proportion of the workforce is part-time, and work in relatively low paid sectors such as agriculture and tourism. Unemployment in Pembrokeshire has been declining since the year 2000 and is currently standing at just 1.4%, which is below the Welsh average (2.4%).

The results of Welsh Index of Multiple Deprivation 2008 show that only two LSOAs (Lower Super Output Areas) in Pembrokeshire are in the most deprived 10% of LSOAs in Wales, whilst 45% of its LSOAs fall within the 50% most deprived. The three most deprived areas in Pembrokeshire are located in Pembroke Dock Llanion, Pembroke Monkton and Haverfordwest Garth.

Overall, young people achieve well through mainstream education in Pembrokeshire. In 2006-2007, 59.3% of pupils in Pembrokeshire achieved five or more GCSEs at grades A*-C or the vocational equivalent. This is well above the Wales average of 54.2%. In addition, 85.6% of pupils achieve five or more GCSE at grades A*-G, which is below the national average of 85.7%. The percentage of pupils achieving two or more A/AS level grade A-C or vocational equivalent was 65.9% in 2007 compared to a Wales average of 67.5%. The percentage of pupils achieving two or more A/AS level grade A-E or vocational equivalent was 94.6% compared to a Wales average of 93.9%. These results have remained just above the Wales average for the last three years.

Partnership arrangements for youth support services

The partnership arrangements for youth support services in Pembrokeshire have recently changed. In September 2008, the three partnerships combined to make up the Children and Young People's Partnership (CYPP). This new partnership brings together all children’s services and youth support services under a single planning structure based on the seven core aims. The recently adopted Children and Young People’s Plan (CYPP Plan) covering the period 2008-2011 governs the work of the CYPP.

The CYPP undertakes the strategic leadership, management and planning for children and young people’s services, supported by a partnership support team. Operational management and service delivery is overseen by seven core aim groups and, in some cases, by single lead organisations. Multi-agency working underpins these changes. The Executive Group, formerly known as the Cymorth Management Board, oversees finance, workforce development, quality assurance and commissioning. The Executive Group consists of representatives from Health, Education, the local authority youth service (Pembrokeshire Youth), Pembrokeshire Association of Voluntary Services (PAVS) and Social Care and Housing.

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4 Source: Pembrokeshire County Council figures May 2008
5 Lower Layer Super Output Areas (LSOAs) are part of a geography developed by the Office for National Statistics with the aim of improving the report of statistics for small areas. LSOAs are smaller than electoral divisions and each electoral division contains one or more LSOA.
13 The Cymorth budget for 2008-2009 is £1,948,585. This supports 31 projects. The Executive Group makes new commissioning decisions, and they review and evaluate existing Cymorth funded annually.

14 The most recent mapping exercise, carried out by the YPP in May 2008, indicates that there are 505 youth support services in the county.
Summary

Table of grades awarded

15 The inspection team judged the work of the partnership as follows:

<table>
<thead>
<tr>
<th>Key Question</th>
<th>Inspection grade</th>
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<tbody>
<tr>
<td>1 How well do young people achieve?</td>
<td>2</td>
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<tr>
<td>2 How effective is work with young people and assessment?</td>
<td>2</td>
</tr>
<tr>
<td>3 How well do learning experiences meet the needs and interests of young people and the wider community?</td>
<td>2</td>
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<tr>
<td>4 How well are young people cared for, guided and supported?</td>
<td>2</td>
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<tr>
<td>5 How effective are leadership and strategic management?</td>
<td>1</td>
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<tr>
<td>6 How well do leaders and managers evaluate and improve quality and standards?</td>
<td>2</td>
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<tr>
<td>7 How efficient are leaders and managers in using resources?</td>
<td>2</td>
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</table>

How well young people achieve

16 Overall, more young people access a range of youth support services regularly in Pembrokeshire than in most other areas in Wales. Many young people are highly motivated in their work and enjoy their work with youth support services. A good proportion of young people in Pembrokeshire gain accreditation including higher level awards such as the Duke of Edinburgh (D of E) Gold Award. A majority of young people get involved in volunteering and develop a range of skills and understanding from their work. Young people who work with youth support services, which are targeted at specific groups, such as young people with disabilities, make good progress.

The quality of provision

17 Many workers in youth support services foster good relationships with young people. They plan their work thoroughly and use feedback from young people to inform this. Overall, workers have a strong focus on outcomes and use accreditation appropriately to recognise the achievements of young people. However, a minority of workers do not measure regularly enough how young people develop their social and key skills. Workers often work closely with other services to provide better support for young people.

18 Overall, young people have good access to a varied range of good learning, leisure and support services, which meet their needs well. Young people have good access to their entitlements through services available in the community, in schools, aspects of 14-19 provision and adult education. However, Welsh-medium and bilingual services remain underdeveloped in parts of the county. Youth support services
generally cater well for young people’s basic skills and key skills needs. Young people have good access to a range of accreditation and volunteering opportunities, which promote personal development and work related skills and knowledge. The partnership has mapped youth support services in the area well.

19 Overall, support and guidance for young people in Pembrokeshire is very good. This is due to high-quality and well targeted joint projects. Most agencies share relevant information well about individuals and target groups. The partnership ensures that agencies do not simply refer young people on, instead it takes ‘a shared ownership’ approach to young people and their needs. Young people have access to good information services through youth clubs, the ‘Mobile Zone’ information bus and the ‘Youth Zone’ branded website. Through the information bus, young people, including those who do not normally access other youth facilities, get support in the places where they gather. Most services have safeguarding procedures and policies in place. However, the CYPP has yet to follow up those who do not.

Leadership and management

20 The quality of strategic planning, the leadership by the local authority, and the commitment to partnership working by youth support services is outstanding. The Children and Young People's Partnership (CYPP) demonstrates a very high level of trust and confidence between partners. It has a clear vision for its work, with a strong focus on outcomes for young people. Partners in the CYPP have good and outstanding performance management systems in place. They use analysis and research well, to inform priorities. The CYPP has effective links with other local strategic bodies and partnerships, with shared targets and overarching priorities. Most youth support services deliver their work in multi-agency settings, successfully sharing resources and staff and achieve shared objectives.

21 The CYPP’s strong focus on quality assurance and its emphasis upon measuring outcomes for young people contributes well to overall planning for improvement. The self-assessment report (SAR) is clear, evaluative and well researched. The Young People's Partnership (YPP) and CYPP have a long history of evaluation and self-assessment. Consequently, there is an increasing standardisation of quality assurance activity. However, not all voluntary sector youth support services have good quality assurance processes in place. The monitoring of Cymorth grants are effective, and managed well. The partnership, the local authority and other youth support services involve young people well through widespread consultation. Managers make good use of detailed data from effective management information systems (MIS) and session observations to improve its services.

22 Overall, leaders and managers make good and efficient use of resources across youth support services. The partnership has a detailed picture of the resources held across the partnership. Most workers have the right qualifications, skills and experience to deliver their services. Generally, staff development targets needs well, taking evaluations and young people’s views into account. Training includes skills to support young people’s bilingual needs. Overall, learning resources and accommodation are very good. In a minority of cases, not all settings are suitable for the size of the group. The partnership reviews its provision well to ensure value for money. Pembrokeshire youth support services provides good value for money.
Recommendations

23 In order to improve, the partnership needs to:

R1 ensure that good practice in quality assurance, data collection and analysis are fully rolled out across all youth support services in the county, and that all management and operational staff make best use of these systems for the planning and delivery of services;

R2 ensure clear and comprehensive information sharing protocols are used to support all multi-agency working;

R3 ensure plans to address the needs of Welsh-speaking and bilingual young people are implemented as quickly as possible; and

R4 make sure all youth support services have adequate safeguarding procedures and policies in place.
Standards

Key Question 1: How well do young people achieve?

Grade 2: Good features and no important shortcomings

<table>
<thead>
<tr>
<th>Young people’s standards of achievement</th>
<th>Grade 1</th>
<th>Grade 2</th>
<th>Grade 3</th>
<th>Grade 4</th>
<th>Grade 5</th>
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<tbody>
<tr>
<td>16%</td>
<td>65%</td>
<td>19%</td>
<td>0%</td>
<td>0%</td>
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</table>

24 Overall, more young people are involved with youth support services in Pembrokeshire than in most other areas in Wales. One in six (3,380) young people aged 11 to 25, including over a quarter of all 13 to 19 year-olds, are involved with the local authority’s youth service ‘Pembrokeshire Youth’. These young people regularly attend youth clubs or school-based projects run by the youth service. In 2007, Pembrokeshire Youth recorded over 110,000 contacts, which is an average of 33 contacts per young person. Participation rates in other activities are also high. For example, 12.4% of pupils in secondary schools attend individual and group music tuition in out-of-school-hours education sessions. Over 600 young people from all areas of the county are members of Young Farmers’ Clubs (YFC) and almost 800 young people are involved in Urdd activities.

25 Nearly all young people enjoy their work with youth support services. They have good relationships with staff and standards of behaviour are good. Most young people get along well with their peers. In a few of the settings observed, young people collaborate particularly well and work effectively as a team.

26 Many young people are highly motivated in their work and engage enthusiastically with youth support services. As a result, they gain confidence and participate in competitive activities at club level including sports, cooking and public speaking. A minority also progress to be successful in national and international events and competitions.

27 A majority of those young people canvassed by local surveys, say they get involved in volunteering. Many of these young people volunteer regularly and develop a range of useful skills such as team working, coaching and good organisation. In addition to those young volunteers supporting the Duke of Edinburgh Award (D of E), over 100 young people volunteer through PAVS. Of these, three young people gained the Millennium Volunteers award for completing over 200 hours and nine more completed 100 hours of volunteering. Other young people grow in confidence through their work as mentors for younger children in after school clubs.

28 A greater proportion of young people in Pembrokeshire gain accreditation through their work with youth support services than in other areas across Wales. The YPP reported over 9,000 accredited outcomes in 2007-2008 (including GCSEs and A levels). Achievement in full-time education through schools and Pembrokeshire College is good. In addition, young people gained over 3,000 accredited outcomes.
in a range of informal and non-formal education\(^7\) settings including the Pembrokeshire Youth, sea cadets, the scouts and guides and leisure services.

<table>
<thead>
<tr>
<th>Young people make excellent progress through the D of E.</th>
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<tbody>
<tr>
<td>More young people gained a D of E award in Pembrokeshire in 2007 than in any previous year. Young people make good progress from the bronze award to achieve silver and gold awards.</td>
</tr>
<tr>
<td>Young people in an increasing range of non-school settings are now achieving the D of E award including the sea cadets, girl guides and the Tanyard Youth Project. The central D of E team supports these settings very well through training and advice.</td>
</tr>
<tr>
<td>Young people take responsibility well for developing the D of E award across the county. Half of the volunteers (45 people) within the service are either gold award participants or young people who have recently completed awards. Many of these young people develop strong leadership skills and attain the Basic Expedition Leadership Award (BELA). As volunteers, they work hard to plan useful sessions and set high standards for the young people who they support to achieve the Bronze Award.</td>
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29 Many young people with disabilities who access youth support services make good progress. Young people in the Voices for Choices youth forum are confident and express their opinions clearly. A few young people make very good progress and represent their peers on local, national and international working groups. Young people with disabilities have a strong collective voice and work well with staff, and as a result, they influence provision locally.

30 Many young people benefit from their work with targeted youth support services and make good progress. Only 4.7% of school leavers in 2007 were known not to be in education, employment or training (NEET) compared to an all Wales figure of around 10%. Nearly all young tenants on one housing estate were able to maintain successfully their tenancies because of support services.

31 Many young people participate in sporting and outdoor activities. Through these activities, they gain vocational qualifications which help them to work or volunteer in sports and leisure services.

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\(^7\) Formal education: a hierarchically structured, chronologically graded 'education system', including, in addition to general academic studies, a variety of specialised programmes and institutions for full-time technical and professional training; informal education: the lifelong process whereby every individual acquires attitudes, values, skills and knowledge from daily experience and the educative influences and resources in his or her environment; and non-formal education: any organised educational activity outside the established formal system, whether operating separately or as an important feature of some broader activity that is intended to serve identifiable learning clienteles and learning objectives. Based on the 'The Faure Report', UNESCO 1972.
The quality of education and training

Key Question 2: How effective is work with young people and assessment?

Grade 2: Good features and no important shortcomings

<table>
<thead>
<tr>
<th>The quality of work with young people and assessment</th>
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<tbody>
<tr>
<td>Grade 1</td>
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<td>10%</td>
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32 Many workers across all youth support services foster good relationships with the young people they work with. In the best examples, these relationships are a key factor in helping young people gain the confidence needed to participate effectively. Many workers set clear expectations and negotiate rules about standards of behaviour with young people. Workers manage any poor behaviour well, this helps to limit its impact on learning.

33 Workers celebrate young people’s achievements regularly and in a wide variety of ways. They make good use of certificates, displays of work, award evenings, the local press and the Pembrokeshire young people’s website ‘Youth Zone’ to promote young people’s work. Workers also share information appropriately about the progress of individual young people with relevant partners, including schools, parents and referring agencies.

34 Workers use common planning templates consistently, to plan a balanced range of activities in line with agreed schemes of work. As a result, many sessions are well organised and show a clear sense of purpose, with a strong focus on expected outcomes.

35 Many workers use accreditation appropriately to recognise young people’s achievements. Workers show good knowledge of the requirements of different awarding bodies and plan a curriculum, which helps young people successfully complete their awards. However, a minority of workers do not always assess young people’s progress regularly enough to identify how well young people improve their key skills and social skills. As a result, they do not know well enough the progress young people make in relation to planned outcomes.

36 Many workers know what other youth support services are available to young people. As a result, many workers deliver sessions in co-operation with other providers. This means young people have access to a wider range of expertise than would be otherwise possible.
Good multi-agency working, supports for young people well through the Milbroke Tapes project.

The Milbroke Tapes is a film made by young people for young people. It explores a range of important young people’s issues. The real-life experiences of young people are used well in the development of the script and storyline.

At a multi-agency event, workers show the film to young people and then deliver useful workshops based themes, including alcohol abuse, healthy lifestyle choices, the law and domestic violence. The events are very well planned and bring together a good range of expertise. The event includes a ‘chill-out zone’ where workers support young people well who are personally affected by the issues discussed.

Workers use an interactive voting system with young people to evaluate the event. The workshop programme and web-based resources are improved continuously using young people’s evaluations.

37 Workers in many youth support services consult young people regularly and involve them in planning activities. In the best examples, such as the D of E, workers help young people to support the delivery of activities. However, in a few youth clubs, workers do not encourage young people enough to develop leadership skills or to contribute towards running activities.

38 A few workers do not promote effectively the use of the Welsh language or awareness of Wales’ culture through their work with young people.

39 Many workers have improved their knowledge about the communities and young people they work with. However, they do not use this management information well enough to better target their work and develop the most effective curriculum to meet the needs of young people.

40 Most workers evaluate their work in individual sessions and projects regularly through discussion, evaluation forms or using voting system. They use this information well to plan future work.

**Key Question 3: How well do the learning experiences meet the needs and interests of young people and the wider community?**

**Grade 2: Good features and no important shortcomings**

41 Overall, young people have good access to a wide range of effective learning, leisure and support services. In 2008, the partnership undertook a comprehensive mapping of youth support services to update information collected previously. This activity produced a detailed picture of 505 youth support services in the area. There
is a wide spread of provision across the area with a good balance between targeted and universal services, which generally meet the needs of the young people well, and give them good access to their 10 entitlements\(^8\).

42 Most youth support services provide young people with good access to a range of accreditation, such as the D of E Award, Open College Network (OCN), ASDAN Youth Achievement Awards, Young Farmers Club Certificate of Achievements, and National Vocational Qualifications (NVQs).

43 Youth support services generally cater well for young people’s basic skills and key skills needs. They include these skills well in personal development programmes such as the Princes Trust’s ‘Staying With It’ programme, the Springboard adult learning programme and the PAVS Youth Volunteering programme. These programmes also signpost young people well to other support programmes, which work in more targeted ways.

44 Volunteering opportunities promote well young people’s personal development and work related skills. Volunteering is available through the Welsh Baccalaureate, Millennium Volunteers, D of E, the Urdd, Young Farmer’s Clubs, Menter Iaith, Museums and Community Projects. In addition, PAVS is increasing the range of volunteering opportunities it offers with an increased focus on the under-16 age range.

45 The good partnership working between youth support services enhance the learning experiences of young people. This partnership working has increased the opportunities and services available, such as youth worker support in schools, out of schools hours learning (OSHL), Cook-It clubs, Computers Clubs for Girls (CC4G), and good quality mobile, detached and outreach services.

46 The CYPP works closely with the 14-19 Network to improve provision and increase learning options. Young people aged 16 have access to their entitlements for learning options, but not always in their preferred location. Young people in the Haverfordwest area have more learning options than elsewhere in Pembrokeshire.

47 The number of young people who can speak Welsh has increased to about 34.6% and this number is rising. Pembrokeshire’s Welsh Language scheme says that services will be available in equally high standards of both Welsh and English provision. However, this is not yet the case in all areas of the county. The Partnership is aware of this and has plans to improve young people’s access to bilingual services.

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\(^8\) Extending Entitlement: Support for 11-25 year olds in Wales: Direction and Guidance, July 2002
National Assembly for Wales, defined 10 entitlements for all young people in Wales. These entitlements are informed by the UN Convention on the rights of the child.
Young people have very good opportunities to develop their entrepreneurial skills.

Through good partnership working between the local authority’s education service, its economic development section, Careers Wales West, and PAVS, young people were able to take part in a well organised ‘Enterprise Fair’.

This fair challenged young people from schools and youth groups to develop their own business ideas. Forty-two schools, youth groups and independent entrepreneurs participated in the fair.

As a result, young people set up 80 different enterprise companies, with a range of original ideas. All were presented with Business Award Certificates to recognise their achievements.

Key Question 4: How well are young people cared for, guided and supported?

Grade 2: Good features and no important shortcomings

48 Overall, support and guidance for young people in Pembrokeshire is very good. High quality multi-agency working underpins support for young people well. Consequently, partners work well together to target and deliver services supported by shared policies, priorities and objectives. The developing workforce development strategy and Local Safeguarding Children’s Board (LSCB) training strategy helps to co-ordinate this better across all agencies.

49 Young people receive consistently high levels of support, care and guidance from very experienced and professional staff. The joined-up approach to services contributes well to targeting support to young people. It also helps achieve shared objectives such as reducing substance misuse, improving access for young people to housing and housing advice, and the provision of high quality sexual health education and advice.

50 The partnership works hard to ensure that agencies do not pass young people from service to service. A recent partnership conference has reinforced this well with front-line staff, through the message of ‘hold the hot potato – don’t pass it on’. This message promotes well the principle that young people are to be helped wherever they seek support first. This principle of ‘a shared ownership’ for young people’s needs, underpins well multi-agency initiatives such as the pilot ‘Team Around The Child’ (TAC), the schools counselling service, the POPPI project, the healthy schools initiative, and the work of the Basic Skills Task Force.

51 Youth support services target individual needs well, such as those for young people with disabilities and those requiring specialist provision. Overall, this approach contributes well to the low rates of school exclusions, and the generally good levels of attainments, achievements and progression of young people between the ages of 11-25. An effective multi-agency team from Pembrokeshire Youth, Careers Wales West, Communities First and the behaviour support service delivers the Keeping in

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9 The POPPI project aims to provide a second chance in learning and job skill opportunities for 150 disaffected young people, and 25 opportunities for volunteers in the Pembroke and Pembroke Dock area.
A report on the quality of youth support services in Pembrokeshire, October 2008

Touch strategy well. This multi-agency approach to supporting NEET and vulnerable young people has helped ensure most young people remain in contact with important youth support services, once they leave school for work or further training.

52 Most agencies are good at sharing relevant information about the young people they work with. Information sharing protocols such as the one between the leaving care team and Careers Wales West, are generally well used to support the communication of information about young people’s needs. However, information sharing protocols are not in place between all relevant services to support multi-agency working.

Creative use of website design means young people can easily access dedicated sections of the ‘Youth Zone’ site for specialist information and general advice.

The ‘Youth Zone’ contains a comprehensive directory of services for young people. It also has an online complaints system for young people to raise any issues regarding the services they receive.

An editorial team of young people write and produce the ‘Youth Zone’ newspaper, in both online and hard copy. An increasing number of young people make good use of the ‘Information Zone’ part of the website.

53 The ‘Mobile Zone’ visits schools, youth centres and rural communities, to provide good information services and opportunities for personal guidance. Through the information bus, young people (including those who do not normally access other youth facilities) can get support in the places where they gather. Partners monitor the use of these services well and use this data to plan future training and information needs for young people.

54 In the partnership’s mapping of youth support services in 2008, most services responded to questions about safeguarding service users. Of those who responded to these specific questions 100% said they had Criminal Records Bureau (CRB) procedures in place; 98.6% indicated that they had health and safety arrangements and risk assessments in place; and 98.2% indicated that they had child protection procedures in place. However, not all youth support services answered these specific questions and the CYPP has yet to follow these up.

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10 The ‘Youth Zone’ is the Pembrokeshire Youth web-site for young people.
Leadership and management

Key Question 5: How effective are leadership and strategic management?

Grade 1: Good with outstanding features

55 The quality of strategic planning and the commitment to partnership working for children and young people in Pembrokeshire is outstanding.

56 The local authority and the CYPP show strong leadership and commitment at the highest management levels with a clear vision for the future of services for children and young people. The long-standing partnership working in Pembrokeshire and the continuity of officers in post in the major partners, has developed very high levels of confidence, trust and a willingness to share resources in order to achieve common aims for the good of young people.

57 Over the past 18 months, members of the Children’s Partnership, Young People’s Partnership (YPP), and the Framework Partnership for Children and Young People, have reviewed planning structures to ensure fitness for purpose and to remove duplication of effort. The revised structure includes focused task and finish groups to support the work of the core aim groups. Through the core aim groups, the CYPP have effectively engaged a wide range of providers in identifying and developing targets for the CYPP Plan.

58 The partnership has very clear and comprehensive terms of reference. These describe in detail the roles and responsibilities of representatives and their parent organisations, and set out clearly the delegated powers required of representatives to enable them to commit their organisations to develop and deliver the work of the CYPP.

59 Partnership working is particularly strong in its focus on outcomes for young people, their needs and entitlements. Partners use this focus well to promote a culture of change and improvement, which is highly responsive to the needs of young people. Consequently, most youth support services deliver their work in multi-agency settings, successfully sharing resources and staff while achieving shared objectives.

60 The CYPP has effective links with other local strategic bodies and partnerships. These include the Community Safety Partnership; the Local Service Board; the Health, Social Care and Well Being Partnership; the 14-19 Network; and the Local Safeguarding Children’s Board. These partnerships map well their strategic plans and ensure they have clearly identified shared targets and overarching priorities, informed by national and local performance indicators.

61 The leadership shown by the local authority within the CYPP is outstanding. The local authority has ensured its youth service (Pembrokeshire Youth) is firmly embedded in the local authority education service’s (LAES) strategic planning and management. This ensures Pembrokeshire Youth is subject to the same stringent performance management systems, including data collection and analysis, as the rest of its provision. The local authority also takes the lead to address important CYPP issues as they present themselves. This includes the securing of additional resources, or the transfer of responsibilities to ensure continuity for a joint project, or improve services where one partner is underperforming.
The local voluntary sector makes a significant contribution to the strategic development of planning for youth support services. PAVS, CWVYS, and other providers such as Princes Trust and the Young Farmers Clubs are fully involved in core aim groups to represent the sector, and contribute to information sharing, needs analysis and building multi-agency responses. PAVS provides a significant support resource through the work of the Third Sector Children and Young People’s Partnership Link Officer. This ensures that the voluntary sector has effective representation, and is well informed and engaged in community leadership and strategic planning.

There are comprehensive reporting processes in place for the governance and scrutiny of the partnerships and working groups. Good use is made of these reporting systems to ensure partnership members, elected members, chief officers and other stakeholders are up to date with the youth support services’ agenda. The Overview and Scrutiny Committee has been active in scrutinising strategic plans, and in shaping the development of youth support services, including those in the voluntary sector. Elected Members demonstrate strong support for youth support services provision and for the emerging pattern of children’s services and priorities identified in the CYPP Plan.

The CYPP and its partners make very good use of high-quality evidence-based planning methods. Previously the YPP and now the CYPP build their strategic plans on detailed demographic data, needs analysis and community profiles.

Partnership priorities are strongly evidence based, and providers have commissioned and undertaken research and consultation in a significant number of areas to ensure that priorities reflect needs.

The network of core aim groups provides the main drivers for developing focused and manageable objectives relevant to the key partners represented, and provides the main forum for service development and quality assurance of provision.

The major partners to the CYPP have good and, at times, outstanding performance management systems in place. These systems include effective business planning, supervision and appraisal processes. The CYPP and its partners make good use of these performance management tools to focus on how well they progress against action plans and to assess the outcomes for young people. In the local authority, data and needs analysis are well co-ordinated. The Chief Officers’ Management Board (COMB) reviews all performance indicators within corporate business plans on a quarterly basis. The YPP, the CYPP, and the HSCWB partnership have an effective common system to monitor progress and identify shortcomings in projects. The CYPP is now rolling out this successful joint monitoring to other partners in the voluntary sector.

The management group for the CYPP consists of key strategic managers, and effectively oversees all reporting requirements for partnership activities, such as the developmental work of the CYPP Plan, working groups and all financial reporting.
requirements. The management group is making good progress in developing its role into the commissioning group that will inform and take forward the strategy set by the partnership. The work of the management group is well understood by all. The group fully understands the challenges that commissioning brings.

Key Question 6: How well do leaders and managers evaluate and improve quality and standards?

Grade 2: Good features and no important shortcomings

66 The CYPP's strong focus on quality assurance and its emphasis upon measuring outcomes for young people contributes well to overall planning for improvement.

67 The self-assessment report (SAR) is a clear, evaluative and well-researched document, which presents an open and honest view of the partnership. There is a strong history of evaluation and self-assessment in Pembrokeshire in both the YPP and the CYPP. Both partnerships have made good use of external evaluations, audit reports, self-evaluation and action plans to underpin its self-assessment activity. Where appropriate, this leads to modifications in targets and strategies. The main shortcomings identified by the inspection process are included in the SAR. The SAR grades match five out of seven key questions, whilst the SAR graded two key questions lower than the inspection team.

68 Effective support and training underpins the inspection SAR. This training ensures that contributing voluntary organisations understand the self-assessment process. Consequently, there is an increasing standardisation of quality assurance activity in the voluntary sector. However, not all voluntary sector youth support services have good quality assurance processes in place.

69 The monitoring of Cymorth grants is effective and managed well. The CYPP has in place a good clear process using comprehensive service level agreements, to improve the targeting of Cymorth funds, for scoping joint projects, and decommissioning those projects, which no longer meet priorities. The Partnership produces its SLAs in clearly written and accessible language. These describe transparently any funding conditions and the intended outcomes and performance measures.
Providers use consultation with young people well to inform the development of policy and the management and delivery of services. Providers also ensure young people know how they have used the information young people have given them. Providers do this by giving young people regular feedback through the Pembrokeshire ‘Youth Zone’ website and the ‘Youth Zone’ Newspaper.

Improvements in services from this level of consultation include:

- Ticket 2 Ride project, where 265 young people contributed to a project which resulted in, a youth friendly bus timetable, the coastal buses ‘Kids Go Free’ scheme summer 2008, research into a pilot scheme for running a later bus service, and research into adding a ‘working with young people’ aspect into bus driver training;

- An audit of young people’s housing needs which resulted in a two-year housing action plan with progress reported to the YPP;

- Young people who use the Children in Need Family Support Service developed an evaluation tool for the service which is informing evaluation arrangements for Teams Around the Child; and

- ‘X forum’ (for looked-after children and young people) and Young Carers days, which have led to more targeted work with these groups and specific pages on Pembrokeshire Youth Zone website.

The partnership, the local authority and other youth support services involve young people well in the development of its services, through activities such as:

- public and targeted consultations and market research;

- evaluative and scrutiny work undertaken by Gennex and the youth assembly; and

- regular dialogue with elected members, council officers, and providers of youth support services.

Pembrokeshire Youth makes good use of session observations to improve its practice and better focus services. Managers use these observations well to improve its youth centre provision, this includes decommissioning and rebranding centres where necessary. In addition, session observations have informed

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11 Gennex is a local voluntary organisation in Pembrokeshire, which seeks to provide young people aged 7-25 with opportunities to express their opinions, and influence services.
developments of the youth worker training programme and the introduction of ICT outreach workers to improve the use of ICT in youth work and in Digilabs\textsuperscript{12}. The practice of session observations is now a requirement written into the SLAs for all youth support services commissioned through Cymorth from April 2009. Action plans are in place to standardise the way providers undertake session observations.

72 Managers in Pembrokeshire Youth use their management information systems (MIS) well, to monitor the quality of provision and its take up by young people. They have shared this good practice with the voluntary sector, and four voluntary sector providers are currently piloting the MIS system. SLAs drafted ready for the April 2009 financial year require all providers of youth support services in receipt of Cymorth funding to use MIS.

Key Question 7: How efficient are leaders and managers in using resources?

| Grade 2: Good features and no important shortcomings |

73 Overall, leaders and managers make good and efficient use of resources across youth support services. Partners use planning well to ensure that priorities link effectively to performance targets and funding allocations. The overall approach to funding is flexible and partners share their expertise well to improve applications for joint funding bids.

74 The comprehensive mapping of youth support services in 2008 identified a detailed picture of most of the resources held across the partnership. Partners make good use of the results of this mapping exercise and their detailed funding map to identify available financial resources across the partnership. All partners can access this information through a dedicated website. This helps to match resources to needs and to identify options for sharing resources where appropriate.

75 Staffing levels for work with young people are good. Most workers have appropriate qualifications, skills and very good experience to deliver their services. The partnership is able to identify the numbers and roles of workers involved in supporting young people across the county well. At the time of the mapping exercise there was 1,655 workers across 505 youth support services, including 715 volunteers. Further, staffing in Pembrokeshire Youth has increased considerably in recent years due to increased funding from the local authority.

76 The partnership uses resources well to fund the development of the overarching workforce development plan. The local authority’s Change Manager takes the lead for this on behalf of the partnership. Pembrokeshire Youth’s workforce development strategy is comprehensive and is the lead document for the training and development opportunities for its own staff as well as those of its partners in the CYPP. Youth support services advertise well their training courses through a comprehensive directory of training opportunities on the ‘Youth Zone’ web site. In general, youth support services target staff development needs well, taking evaluations of provision and young people’s views into account. This helps them to

\textsuperscript{12} Digilabs are a partnership initiative between the Welsh Assembly Government Canllaw Online and Fujitsu Siemens to improve young people’s access to information and support through high quality ICT.
make effective use of joint training strategies to improve multi-agency projects, and to increase workers bilingual skills.

Overall, learning resources for young people are very good. These include high quality ICT facilities and digilabs; music facilities; sound and film editing studios, and sports and leisure facilities.

The CYPP funds and deploys new technology to good effect

<table>
<thead>
<tr>
<th>The CYPP funds and deploys new technology to good effect</th>
</tr>
</thead>
<tbody>
<tr>
<td>A broad range of new technology is used innovatively to improve young people’s progress in learning.</td>
</tr>
<tr>
<td>European funding has been used to buy an electronic voting system. This is well used by a range of providers to consult with young people and provide instant feedback.</td>
</tr>
<tr>
<td>Additional staffing has been funded to extend the use of Digilabs and maximise the impact of the available technology. Managers have worked creatively to secure funding for projects, which promote the use of film and video. Projects such as the Oscars Night and the Milbrooke Tapes are good tools used effectively in youth work.</td>
</tr>
<tr>
<td>The partnership shows a long-standing commitment to investing in ICT. As a result, good quality websites give young people easy access to good advice and information. In addition, access to these websites is shared widely with partners.</td>
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</tbody>
</table>

In the main, young people have access to good standards of accommodation that is fit for purpose for single provider and multi-agency usage. The partnership has a good focus on improving buildings and accommodation across the county. Partners use service level agreements well when sharing accommodation. In a minority of cases, workers need to plan better when preparing group activities, to ensure accommodation is appropriate for the size of the group.

The partnership reviews provision well to ensure value for money. Pembrokeshire Youth Support Services provides good value for money.
The inspection process has been a challenging but positive experience and has confirmed that the successful partnership working in Pembrokeshire provides very good quality youth support services to young people and their families.

Our self-assessment was a comprehensive and realistic appraisal and we are pleased that it closely matches the findings of the inspectors with only two judgements changed to achieve higher grades. It is also reassuring to note that the main shortcomings identified by the inspection process had already been identified by the partnership and were included in the self-assessment report.

We are pleased that the energy and dedication of staff across all Pembrokeshire’s youth support services, both statutory and voluntary, in providing valued support to young people has been recognised. The report highlights the good progress that has been made in improving outcomes in all services in recent years. The very positive findings are a reflection of, and a worthy tribute to, the commitment of all staff, schools, services and elected members associated with the Children and Young People’s Partnership in Pembrokeshire.

We accept the recommendations and it is the intention of the Partnership to incorporate these issues for further improvement promptly into our post-inspection action plan and into the Children and Young People’s Plan.

The Partnership in Pembrokeshire and its constituent services strive to offer ever higher standards in all areas of its work and to build on its successes. We feel that this report provides an excellent springboard for our further development.
The evidence base for the inspection

During this inspection, Her Majesty’s Inspectors, additional inspectors and peer assessors took part in over 100 interviews, focus group meetings, observations of practice and reality checks on youth support services provision.

The inspection team observed a wide variety of youth support services including:

- services provided by the local authority;
- services provided by other statutory bodies; and
- voluntary sector provision.

Members of the inspection team had meetings with:

- young people;
- staff and volunteers;
- members of the Children and Young People’s Partnership;
- managers and representatives of projects, organisations and providers; and
- senior officers and elected members of the local authority.

The inspection team scrutinised:

- the partnership’s self-assessment report;
- a selection of young people’s work;
- previously published Estyn inspection reports relating to Pembrokeshire;
- documentation made available by the CYPP itself; and
- documentation made available by individual youth support services providers.
## Appendix 2

### The inspection team

<table>
<thead>
<tr>
<th>Name</th>
<th>Organisation</th>
<th>Role</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gerard Kerslake HMI</td>
<td>Estyn</td>
<td>Reporting Inspector</td>
</tr>
<tr>
<td>Jane Taylor HMI</td>
<td>Estyn</td>
<td>Team inspector</td>
</tr>
<tr>
<td>Jassa Scott HMI</td>
<td>Estyn</td>
<td>Team Inspector</td>
</tr>
<tr>
<td>Gareth Evans Jones</td>
<td>Seconded Additional Inspector</td>
<td>Team Inspector</td>
</tr>
<tr>
<td>Meinir Vaughan Jones</td>
<td>Additional Inspector</td>
<td>Team Inspector</td>
</tr>
<tr>
<td>Chris Jones</td>
<td>Powys County Council</td>
<td>Peer Assessor</td>
</tr>
<tr>
<td>Roger Ellerton</td>
<td>Denbighshire County Council</td>
<td>Peer Assessor</td>
</tr>
<tr>
<td>Marc Forster</td>
<td>Pembrokeshire County Council</td>
<td>Nominee</td>
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</table>
Appendix 3

Pembrokeshire Children and Young People’s Partnership arrangements

Children and Young People’s Partnership
(Chairs of Core Aim groups sit on Partnership)

Core Aim 1 Group
Health, Education
Ages 0-7

Core Aim 2 Group
Youth Support
Services Education & Training

Core Aim 3 Group
Health Wellbeing Welfare
HSCWB Partnership

Core Aim 4 Group
Play, Sport, Leisure, Culture,

Core Aim 5 Group
Participation Advocacy,
Volunteering Information

Core Aim 6 Group
Safe Homes & Communities
Community Safety Partnership

Core Aim 7 Group
Poverty

Local Safeguarding Children Board

Task Groups, Strategy Implementation Groups and Networking Groups
These will work to Core Aim Groups as appropriate which will identify tasks, working arrangements and reporting links

Executive Group
Quality Assurance
Finance & Commissioning
Workforce Development

TAC Team
Management Group

NSF Steering Group

Specific Vulnerable
Young Carers SIG;
Disabled Children SIG;
## Children & Young People's Partnership membership

### Statutory membership and relevant partners

<table>
<thead>
<tr>
<th>Representation</th>
<th>Title</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pembrokeshire County Council Lead Member for Children &amp; Young People</td>
<td>Cabinet Member for Children, Young People and Welsh Language</td>
</tr>
<tr>
<td>Pembrokeshire County Council Lead Director Children &amp; Young People</td>
<td>Director of Education and Children’s Services</td>
</tr>
<tr>
<td>Pembrokeshire County Council Education Service</td>
<td>Head of School Improvement and Inclusion</td>
</tr>
<tr>
<td>Pembrokeshire County Council Social Care Service</td>
<td>Head of Child Care Commissioning</td>
</tr>
<tr>
<td>Youth Support Service</td>
<td>Head of Lifelong Learning and Development</td>
</tr>
<tr>
<td>Local Health Board</td>
<td>Director of Primary and Community Care</td>
</tr>
<tr>
<td>Local Health Board</td>
<td>Cabinet Member for Health, Social Care and Wellbeing</td>
</tr>
<tr>
<td>Hywel Dda NHS Trust</td>
<td>Acting Director, Acute and Community Services</td>
</tr>
<tr>
<td>Hywel Dda NHS Trust</td>
<td>General Manager, Women, Children &amp; Community Health Services</td>
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<tr>
<td>Hywel Dda NHS Trust</td>
<td>Non-Executive Director, Hywel Dda NHS Trust</td>
</tr>
<tr>
<td>Police Authority</td>
<td>Personal Assistant, Dyfed Powys Police Authority</td>
</tr>
<tr>
<td>Dyfed Powys Police Service</td>
<td>Superintendent, Pembrokeshire Division</td>
</tr>
<tr>
<td>Dyfed Powys Probation Service</td>
<td>Area Manager, Probation Service</td>
</tr>
<tr>
<td>Youth Offending Team</td>
<td>Acting Youth Offending Team Manager</td>
</tr>
<tr>
<td>Local Schools</td>
<td>Headteacher, Monkton Priory CP School</td>
</tr>
<tr>
<td>Local Safeguarding Children Board</td>
<td>Head of Child Care Commissioning</td>
</tr>
<tr>
<td>Welsh Medium Organisations</td>
<td>Development Officer, Menter Iaith Sir Benfro</td>
</tr>
<tr>
<td>Fire &amp; Rescue Service</td>
<td>County Commander, Mid and West Wales Fire Service</td>
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<tr>
<td>Voluntary Council</td>
<td>Chief Officer of Pembrokeshire Association of Voluntary Services (PAVS)</td>
</tr>
</tbody>
</table>

### Additional membership

| Further Education College | Assistant Principal, Pembrokeshire College |

### Additional temporary membership

<p>| Child and Adolescent Mental Health Service (CAMHS) | General Manager, CAMHS |</p>
<table>
<thead>
<tr>
<th><strong>Co-opted members</strong></th>
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<tbody>
<tr>
<td>Council for Wales Voluntary Youth Services (CWVYS)</td>
<td>Chief Executive, Youth Cymru</td>
</tr>
<tr>
<td>Voluntary Sector</td>
<td>County Organiser, Young Farmers Clubs</td>
</tr>
<tr>
<td>Voluntary Sector</td>
<td>Centre Director, Princes Trust Cymru</td>
</tr>
<tr>
<td>Voluntary Sector</td>
<td>Project Manager, Action for Children</td>
</tr>
<tr>
<td>Chair of TAC Management Group</td>
<td>Acting Patient Care Manager (Children’s Services)</td>
</tr>
<tr>
<td>National Public Health Service</td>
<td>Principal Public Health Officer</td>
</tr>
<tr>
<td>Advocacy</td>
<td>Youth and Young Person Advocate</td>
</tr>
<tr>
<td><strong>Observers/advisers</strong></td>
<td></td>
</tr>
<tr>
<td>Pembrokeshire County Council</td>
<td>Corporate Planning Manager</td>
</tr>
<tr>
<td>Pembrokeshire County Council</td>
<td>Consultation Co-ordinator (Children and Young People)</td>
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<tr>
<td>Pembrokeshire County Council</td>
<td>Children &amp; Young People’s Partnership Manager</td>
</tr>
<tr>
<td>Pembrokeshire County Council</td>
<td>Commissioning and Quality Assurance Manager</td>
</tr>
<tr>
<td>Pembrokeshire County Council</td>
<td>Change Manager</td>
</tr>
<tr>
<td>Pembrokeshire Association of Voluntary Services</td>
<td>Third Sector Children and Young People’s Partnership Link Officer</td>
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