

**Welsh Assembly Government**

**Consultation Document**



**CHILDREN AND YOUNG PEOPLE'S PLANS  
INTERIM GUIDANCE 2011-14**

**Draft guidance for consultation**

**Date of issue: 20 July 2010  
Responses by: 14 September 2010**

**Overview** Draft interim guidance has been prepared under sections 25-28 of the Children Act 2004. This requires local authorities and key partners to cooperate across the range of functions to improve well-being. It also places local authorities under a statutory duty to prepare and publish CYP Plans

This consultation is to allow those who will need to respond to that guidance to offer views on whether the guidance is clear and helpful.

The draft interim guidance is being issued alongside guidance on Health, Social Care and Well-being Strategies.

**How to respond** Consultation events will be organised at which comments can be made. Otherwise people can respond using the questionnaire at the back of the document or by completing an online form.

**Further information and related documents** **A large print version of this document is available on request.**  
The document is available on the internet at <http://wales.gov.uk/consultations/childrenandyoungpeople/?lang=en>

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How the views and information you give us will be used

Any response you send us will be seen in full by Welsh Assembly Government staff dealing with the issues which this consultation is about. It may also be seen by other Welsh Assembly Government staff to help them plan future consultations.

The Welsh Assembly Government intends to publish a summary of the responses to this document. We may also publish responses in full. Normally, the name and address (or part of the address) of the person or organisation who sent the response are published with the response. This helps to show that the consultation was carried out properly. If you do not want your name or address published, please tell us this in writing when you send your response. We will then blank them out.

Names or addresses we blank out might still get published later, though we do not think this would happen very often. The Freedom of Information Act 2000 and the Environmental Information Regulations 2004 allow the public to ask to see information held by many public bodies, including the Welsh Assembly Government. This includes information which has not been published. However, the law also allows us to withhold information in some circumstances. If anyone asks to see information

we have withheld, we will have to decide whether to release it or not. If someone has asked for their name and address not to be published, that is an important fact we would take into account. However, there might sometimes be important reasons why we would have to reveal someone's name and address, even though they have asked for them not to be published. We would get in touch with the person and ask their views before we finally decided to reveal the information.

## **CHILDREN AND YOUNG PEOPLE'S PLANS INTERIM GUIDANCE FOR 2011-14**

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**Summary**

This draft interim guidance has been prepared under Sections 25-28 of the Children Act 2004. This requires local authorities and key partners to cooperate across the range of functions to improve well-being. It also places local authorities under a statutory duty to prepare and publish CYP Plans

This draft interim guidance is to support the preparation of the Children and Young People's Plans for the period 2010/11 to 2012/13.

It is being issued concurrently with draft guidance on Health, Social Care and Well-being Strategies which will cover the same period.

**What are the main issues?**

The draft interim guidance is particularly concerned with the new duty in relation to the eradication of child poverty prescribed in the Children and Families (Wales) Measure 2010. It reflects the content of the Welsh Ministers' draft Child Poverty Strategy (recently published by the Welsh Assembly Government for a three month period of public consultation) and sets-out the Welsh Assembly Government's expectations of CYP Partnerships in relation to those proposals.

The consultation is to ensure that the requirement is clear and that the relationship between plans and strategies, especially the HSCWBS, are clear.

**The questions**

**Consultation**

**Response Form** Your name:

Organisation (if applicable):

Email / telephone number:

Your address:

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**Question 1:** Is the guidance clear on what needs to be achieved through the Children and Young People's Plan, and if not what needs to be done to ensure it is?

**Question 2:** Is the relationship to other plans and strategies clear, and if not what needs to be done to ensure it is?

**Question 3:** In particular, is the guidance for the Health, Social Care and Well-Being Strategies for the period 2010/11 to 2012/13 and for the Children and Young People's Plan sufficiently aligned so as to minimise the burden on local bodies while maximising the local impact of the resulting plans.

**Question 4:** What is your view on whether we need to have all of the existing local partnerships and whether the existing structure of partnerships is fit for purpose?

**Question 5:** We have asked some of specific questions. If you have any related issues which we have not specifically addressed, please use this space to report them:

Please enter here:

Responses to consultations may be made public – on the internet or in a report. If you would prefer your response to be kept confidential, please tick here:

**Introduction and Purpose of Interim Guidance**

The Children and Young People's (CYP) Plan is the defining statement of strategic planning intent and priorities for all children and young people's services in the local authority area. It sets out the overarching vision and strategic direction of the CYP Partnership, its aspirations and priorities, and in this respect is the reference point for all other plans. CYP Plans should be strategic, concise documents supported by operational plans. Within this strategic context, there needs to be enough flexibility to respond to changing local and national circumstances. This should be reflected in the annual review process.

This guidance is statutory under sections 25-28 of the Children Act 2004. This requires local authorities and key partners to cooperate across the range of functions to improve well-being. It also places local authorities under a statutory duty to prepare and publish CYP Plans. Partners within the CYPP are expected to actively collaborate in the development of the CYP Plan and to share collective ownership.

This guidance is interim and complements existing CYP partnership and planning guidance documents<sup>1</sup>. The Welsh Assembly Government will issue a consolidated version of the CYP planning guidance towards the end of 2010. From time to time the Welsh Assembly Government will also issue advice notes on particular themes such as joint commissioning and pooled budgets, inspection and workforce development.

The legislative and policy context for work on behalf of children and young people in Wales includes the Children and Families (Wales) Measure 2010 which makes legislative provision in respect of four key areas:

- Child poverty
- Integrated Family Support Services
- Play, with particular reference to the needs of children who are disabled; and
- Participation

This guidance is particularly concerned with the new duties in relation to the eradication of child poverty prescribed in the Children and Families (Wales) Measure 2010. It reflects the content of the Welsh Ministers'

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<sup>1</sup> *Stronger Partnerships for Better Outcomes (July 2006) and Shared Planning for Better Outcomes (September 2007)*

draft Child Poverty Strategy and Delivery Plan for Wales (published by the Welsh Assembly Government for a three month period of public consultation on 12<sup>th</sup> May 2010<sup>2</sup>). CYP Partnerships should bear in mind that some of the detail of this aspect of the guidance may be subject to revision in light of the outcome of that consultation.

The Welsh Assembly Government has adopted the United Nations Convention on the Rights of the Child<sup>3</sup> (UNCRC) as the basis for all its policy work for children and young people since 2004. For the purposes of planning and securing delivery of services, this is expressed in seven core aims, which state that all children and young people should:

1. have a flying start in life and the best possible basis for their future growth and development ;
2. have access to a comprehensive range of education, training and learning opportunities, including acquisition of essential personal and social skills;
3. enjoy the best possible physical and mental, social and emotional health, including freedom from abuse, victimisation and exploitation;
4. have access to play, leisure, sporting and cultural activities);
5. be listened to, treated with respect, and have their race and cultural identity recognised;
6. have a safe home and a community which supports physical and emotional well-being;
7. not be disadvantaged by child poverty .

Annex C sets out how each of the articles of the UNCRC are captured within the seven core aims.

The UNCRC itself is set out at:

<http://www.uncrcletsgetitright.co.uk/>

At its examination of progress by the UK State Party in implementing the Convention in 2008, the UNCRC Committee expressed the desire that the Convention itself should be used as a framework for the development of strategies; local authorities and their partners are therefore encouraged to do this in developing their plans.

The proposed Children and Young Person's Rights (Wales) Measure, is currently being considered by the National Assembly for Wales. If

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<sup>2</sup> <http://wales.gov.uk/consultations/childrenandyoungpeople/cpstrategy/?lang=en>

<sup>3</sup> *The UN Convention on the Rights of the Child: The UK's First Report to the UN Committee on the Rights of the Child* (1994). London: HMSO

passed, the proposed Measure will place this policy on a statutory footing by imposing a duty upon the Welsh Ministers and the First Minister to have due regard to the rights and obligations in the United Nations Convention on the Rights of the Child (UNCRC) and its Optional Protocols, when making decisions of a strategic nature about how to exercise functions which are exercisable by them.

Within this context, the Welsh Assembly Government will from time to time identify particular priorities which it will expect CYP Partnerships to address.

This guidance also reinforces the way in which CYP Partnerships are expected to bring together and coordinate services for children and young people to secure the best possible outcomes and benefits from limited resources, including resources invested in partnership processes. The Welsh Assembly Government expects local authorities, LHBs and their partners to focus on outcomes for children and young people and to ensure that all their partnership working is effective and efficient. CYP partners are accountable to one another for the delivery of all services for children and young people in their area, and are expected to hold each other to account collectively as a partnership as well as individually as organisations.

The Welsh Assembly Government expects Local Service Boards to take responsibility for this, and in particular to ensure that the work of the three statutory partnerships (Children and Young People, Health Social, Care and Well-being and Community Safety) is aligned in the context of the Community Strategy, and that areas of overlap are managed effectively.

For example, it is increasingly recognised that:

- good health in the early years and adolescence is a vital contribution to maintaining good health through life;
- the health and well-being of children is intimately connected with that of their families;
- children will use other services besides those specifically designed for them; and
- children will go on to use services designed for adults and so good transitional arrangements are vital.

It is important that the development and implementation of the CYP Plan and the Health Social Care and Well-Being Strategies are explicitly aligned in this context. How this is achieved is a matter for local

discretion, but a number of areas have made significant progress in designing an integrated planning system using the Results Based Accountability model. The Welsh Assembly Government will support this, working with local areas to ensure that national reporting requirements can be met through streamlined local systems. Figure 1 (overleaf) illustrates how this might look in practice.

Schools, colleges, HE Institutions, training providers and sports/arts representative bodies are sometimes not included in local CYP Partnerships, nor are local employers. They do, however, have a key role in delivering this agenda and the Welsh Assembly Government encourages CYP Partnerships, where appropriate, to strengthen their membership in this context.

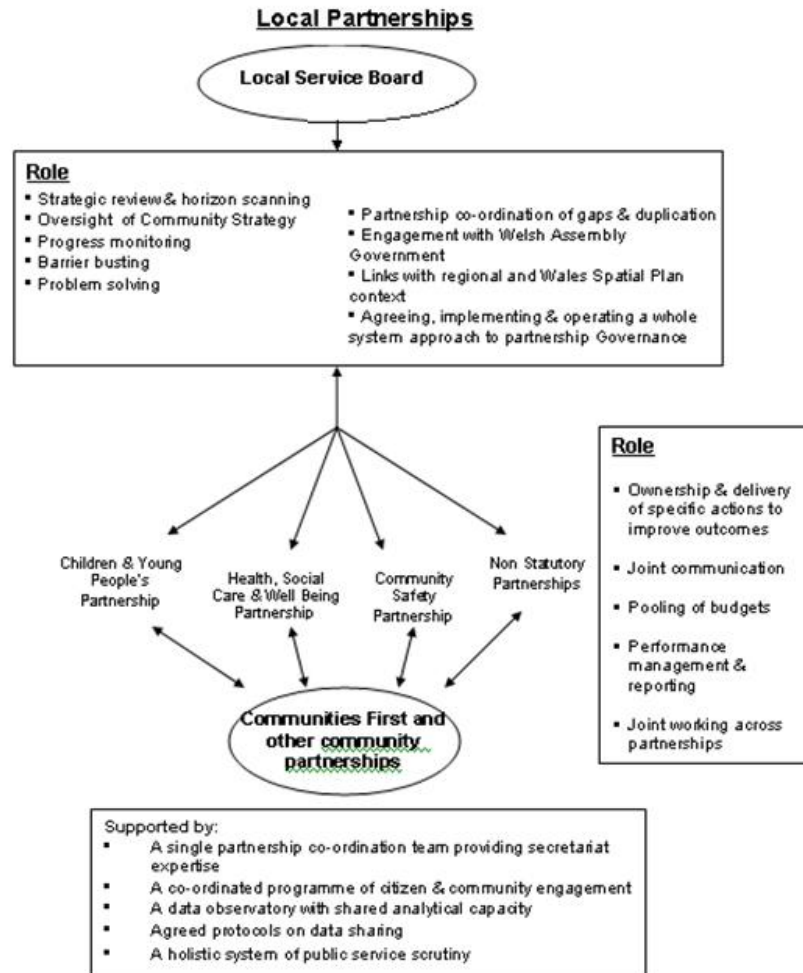
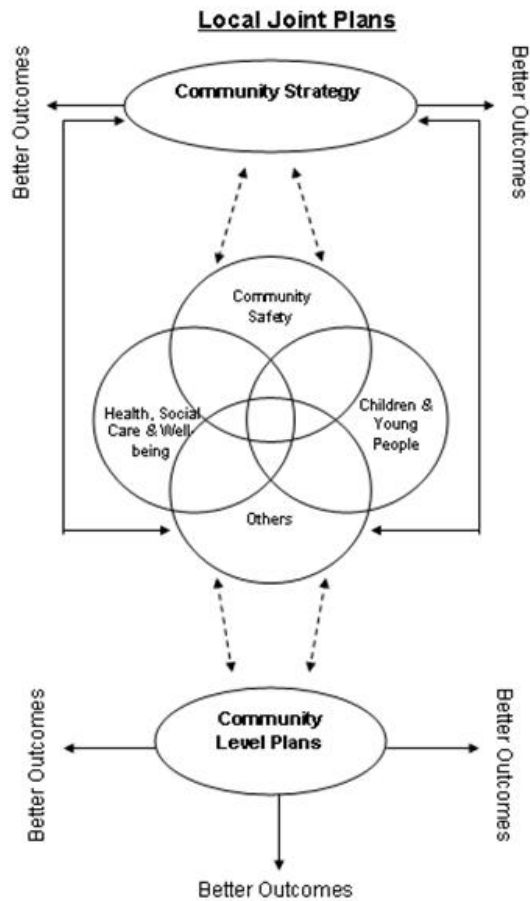
The third sector<sup>4</sup> also has a crucial role to play at both a national and local level. Partnerships need to include local third sector organisations at the strategic planning stage, as well as in commissioning the development and delivery of services. In addition, consideration should be given to ensuring that Communities First Partnerships have a full role in the development of services for their communities. The appropriate links will need to be built in to ensure that the priorities and actions of the Communities First Partnerships feed into the CYP Planning process.

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<sup>4</sup>The Third Sector is a collective term for Charities, Voluntary Organisations, not for profit organisations and non-government organisations (NGOs)

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## Chapter 1

### Content of CYP Plans

For the purposes of the 2011-14 planning cycle, CYP Partnerships will need to be clear about the priorities in their local area, their legislative obligations and Welsh Assembly Government policy. They should target spending in line with those priorities. CYP Plans should include a clear, concise articulation of those priorities in the context of the Assembly Government's 7 core aims for children and young people.

CYP Plans should include:

- **for each of the core aims, a set of local priorities based on an analysis of local data, and an action plan in relation to each. This should have a particular focus on outcomes.**
- **in determining their priorities, CYP Partnerships will need to have regard to all relevant legislation and statutory guidance and, where they relate to local priorities, other key Welsh Assembly Government guidance and policy documents. Annex B includes a list of some of the documents which should help inform decisions about the best means of addressing local priorities;**
- **an analysis of and action plan in relation to the new duty under Section 2 of the Children and Families (Wales) Measure for prescribed public bodies (referred to as 'Welsh authorities'), including Welsh Ministers and local authorities and their partners, to set out objectives, actions and functions to be exercised to achieve the objectives in relation to the Broad Aims for contributing to the eradication of child poverty, and to publish them in the form of child poverty strategies (see Chapter 2 for more detailed guidance in respect of this duty);**
- **a clear statement of how the partnership will put in place arrangements to deliver against each of the planning principles detailed in Chapter 4.**

**Chapter 2****Child Poverty Duty**

The Children and Families (Wales) Measure 2010 includes 13 Broad Aims for contributing to the eradication of child poverty in Wales. The scope of the Broad Aims recognises that the causes and effects of child poverty are complex, multifaceted and cut across a number of areas. The Broad Aims are:

- (a) to increase income for households including one or more children with a view to ensuring that, so far as reasonably practicable, there are no households in the relevant income group;
- (b) ensuring that, so far as reasonably practicable, children living in households in the relevant income group are not materially deprived;
- (c) to promote and facilitate paid employment for parents of children;
- (d) to provide parents of children with the skills necessary for paid employment;
- (e) to reduce inequalities in educational attainment between children;
- (f) to support parenting of children;
- (g) to reduce inequalities in health between children and between parents of children (so far as necessary to ensure the well-being of their children);
- (h) to ensure that all children grow up in decent housing;
- (i) to ensure that all children grow up in safe and cohesive communities;
- (j) to reduce inequalities in participation in cultural, sporting and leisure activities between children and between parents of children (so far as necessary to ensure the well-being of their children);
- (k) to help young persons participate effectively in education and training;
- (l) to help young persons take advantage of opportunities for employment;
- (m) to help young persons participate effectively and responsibly in the life of their communities.

Under Section 2 of the Children and Families (Wales) Measure, there is a duty for prescribed public bodies (referred to as 'Welsh authorities'), including Welsh Ministers and local authorities and their partners, to set out objectives, actions and functions to be exercised to achieve the

objectives in relation to the Broad Aims for contributing to the eradication of child poverty and to publish them in the form of child poverty strategies. The draft Child Poverty Strategy and Delivery Plan for Wales (published on 12<sup>th</sup> May 2010 by the Welsh Assembly Government for a three month period of public consultation) will fulfil this duty for Welsh Ministers.

A local authority will fulfil its child poverty duty on publication of its CYP Plan, since a local authority must include its child poverty strategy in this Plan.

Other public bodies covered by the Measure may fulfil their child poverty duty through its inclusion in the CYP Plan.

In their draft Child Poverty Strategy and Delivery Plan for Wales, Welsh Ministers have identified three strategic objectives for the first Child Poverty Strategy for Wales which cut across all of the Broad Aims. These are to:

- Reduce the number of families living in workless households;
- Improve the skill level of parents and young people in low income families so that they can secure well paid employment; and
- Reduce the inequalities that exist in the health, education and economic outcomes for children living in poverty, by improving the outcomes of the poorest.

Welsh Ministers envisage a “clear line of sight” between national and local action in relation to child poverty. In order to achieve this the Welsh Assembly Government expects CYP Plans to set out under Core Aim 7 an analysis of and action plan to improve the outcomes of children, young people and their families living in poverty. CYP Partnerships should plan against and report on progress in relation to the Welsh Assembly Government’s 3 strategic objectives, as well as on any local priorities agreed by the Partnership in the context of the Broad Aims.

To measure progress against the three strategic objectives, the Welsh Assembly Government will use the following strategic indicators, set out in more detail in Annex A:

- Number of children living in workless households;
- Percentage of working age adults with no qualifications;
- Percentage of pupils eligible for free school meals who achieve the Level 2 threshold including English/Welsh and Maths at KS4;

- Looked after Children per 10,000 population aged under 18;
- Percentage of live births weighing less than 2,500 grams; and
- Number of children living in workless/low income families reaching health, social and cognitive development milestones when entering formal education.

Where these data are available locally, CYP Partnerships are expected to do likewise both in the CYP Plan and in their annual review.

An outcomes measures framework for Children and Young People's Plans is currently being developed for inclusion in the consolidated guidance to be issued later this year. This will include a broader set of measures in relation to the 13 Broad Aims of the Children and Families (Wales) Measure.

As providers of services to children and families living in poverty, local CYP Partnerships have a vital role to play in the fight to narrow the gaps in outcomes between children living in low income families and their peers.

In order to identify the most effective solutions at a local level, local authorities and their partners will want to utilise local data to understand the nature of the 'child poverty situation' in their own area and the needs of families who are living below the poverty threshold. This information will be vital in developing local level child poverty strategies.

In order to support local authorities and their partners in the CYPP in doing this the Assembly Government is funding 'Child Poverty Solutions Wales', a joint initiative led by Save the Children and the WLGA. As part of this work, a web based toolkit is available that is designed to help local partners gather relevant child poverty related data for their local area and CYP Partnerships are encouraged to make full use of this important resource in developing the child poverty elements of their plans:

<http://www.childpovertysolutions.org.uk/>

**Chapter 3**

**Timetable and Consultation**

CYP Partnerships will be expected to ensure that local authorities prepare and publish CYP Plans by 1 April 2011, in line with the statutory guidance published in *Shared Planning for Better Outcomes (2007)*. The arrangements in respect of needs analysis, service profiling, consultation and review set out in that statutory guidance will also apply in respect of this planning round.

In this context, CYP Partnerships are reminded that Section 26 of the Children Act 2004 gives Welsh Ministers specific powers in relation to CYP Plans, including if necessary the power to make regulations requiring local authorities to obtain Ministers' approval before publishing their CYP plans, and for Ministers to modify a plan before approving it.

**Chapter 4****Planning Principles**

CYP Plans should be underpinned by the following key planning principles:

- sustainability and well-being
- an outcomes focus on
- relationships with other partnerships and plans
- accountability and responsibility
- a tiered approach to service provision
- integration of planning and delivery including joint commissioning and pooling of budgets
- workforce development
- a commitment to equality and the Welsh Language
- evaluation

A clear statement of how the partnership will put in place arrangements to deliver against each of the planning principles will be expected in CYP Plans

**Sustainability and Well-being**

The Welsh Assembly Government Sustainable Development scheme, *One Wales: One Planet*<sup>5</sup> issued In May 2009, set out the Assembly Government's vision of a sustainable Wales, based on Wales becoming a fairer and more just society, using only its fair share of the earth's resources.

The Scheme provides that sustainable development is the central organising principle of the Welsh Assembly Government, which will encourage and enable others to embrace sustainable development as their central organising principle. Sustainable development should be a real organising principle, relevant to all sectors of society. It demands joined-up government with a focus on the long-term and serving the citizen, directly supporting the aims set out in the Wales Spatial Plan and for Local Service Boards across Wales. It provides a unifying vision and set of operational principles that will thread through, support and drive all

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<sup>5</sup> <http://wales.gov.uk/topics/sustainabledevelopment/publications/onewalesoneplanet/?lang=en>

our policies and programmes in a joined up way to deliver sustainable development.

In response public services must be much more effective in:

- enhancing the long-term economic, social and environmental well-being of people and communities in a joined-up way;
- making services as safe, effective and resource-efficient as possible; and
- enhancing the natural and cultural environment and respecting its limits.

Getting services right can help achieve policy aims across government, from tackling child poverty to creating national prosperity. Changes within government should streamline working across departments and with the NHS and local government. At a local level, Local Service Boards are breaking down traditional patterns of working that have left difficult problems unresolved, and in some areas might do even more.

Education for Sustainable Development and Global Citizenship provides a tool to support this planning principle.

### **An Outcomes Focus**

The CYP Plan is the written outcome of the CYP Partnership's planning process. The CYP and other strategic partnerships are there to achieve a cultural shift away from parallel, service-based planning by separate agencies, to joint planning for agreed outcomes.

In this planning round the CYP Partnership should include a focus on achieving outcomes in relation to the Welsh Assembly Government's seven core aims for children and young people. A methodology, such as Results Based Accountability (see below), could be helpful in assisting partnerships ensure an outcomes focussed approach to their planning. To make progress on the seven core aims the focus should be on outcomes resulting from implementing a process of joint planning and delivery. When planning for children and young people, local authorities, LHBs and other partners, such as Communities First Partnerships, should identify current performance in terms of their chosen outcomes, and the direction and pace of improvement that is needed. Consideration should include the impact on reducing the gap between our most deprived (Communities First) areas and other areas.

CYP Partnerships and their local partners should identify how services will be jointly planned, developed and managed to improve integration, prevent waste, duplication and confusion in order to improve outcomes for children and young people.

The Prospectus for Local Authority Outcome Agreements was issued to Chief Executives and Leaders of all Local Authorities on 31st March. The focus of the Prospectus is on securing outcomes to deliver true sustainable development and promoting the wellbeing of people in Wales over the longer-term. It includes Strategic Themes with corresponding broad outcomes which, in the case of children and young people, are framed in the context of the 7 core aims.

Results Based Accountability (RBA), or Outcomes Based Accountability, embeds outcome based thinking in planning, delivery and accountability for partnerships and services.

RBA recognises the important difference between collaborative accountability for the conditions of well being of whole populations ("Population Accountability") and the individual accountability of projects, programmes and services for specific improvements to the lives of their service users as a result of their interventions ("performance accountability"). RBA provides a 7 step "Talk to Action" process for both Population and Performance Accountability and explains how both fit back together.

Further information on RBA can be found at [www.resultsaccountability.com](http://www.resultsaccountability.com) and [www.raguide.org](http://www.raguide.org).

### **Relationships with Other Partnerships and Plans**

The Local Service Board in each local authority area is responsible for ensuring that the range of local partners work effectively in integrating the different strategies that affect their area and in providing services to local people. Detailed arrangements will depend on local circumstances.

There are five overarching strategies/plans that local authorities and their partners are required to produce:

- (i) the Community Strategy;
- (ii) the Children and Young People's Plan;
- (iii) the Health Social Care and Well-being Strategy ;
- (iv) the Local Development Plan; and
- (v) the Community Safety Plan.

During preparation and implementation, the five plans should be interlinked and cross-refer to one another, and their overall impact should be continually reassessed. It is important that all partners, stakeholders and the local community are clear how the plans inter-relate, in order to provide a clear and convincing vision for the future of services for the population and the action to be delivered.

Communities First Programme aims to address the needs of families and children living in our most deprived (Communities First) areas, suffering multiple deprivation. There is a wide range of work being undertaken targeted at supporting Children and Young People through Communities First and the programme exists to provide local people with opportunities to play an active role in shaping the future of their community and engage mainstream services.

Therefore, in planning actions to tackle Children and Young People's issues (and in particular Child Poverty), the needs and circumstances of local communities should be taken into account and clearly articulated. Communities First Partnerships and Children and Young People's Partnerships should work together, through suitable local structures, to ensure activity is joined up and has the capacity to meet local levels of demand. Children and Young People's Plans should therefore:

- Utilise the infrastructure of Communities First Partnerships as a means of engaging with the hardest to reach individuals in the most deprived communities.
- Continue to develop a focus of effort on these communities.

The CYP Plan also has a crucial role in delivering action on *Our Healthy Future* (OHF), the Welsh Assembly Government's first strategic framework for public health. OHF reaffirms the Welsh Assembly Government's commitment to improving quality and length of life and to ensure that everyone in Wales has a fair chance to lead a healthy life. This is underpinned by a specific aim to provide children and young people with a good start in life that supports their long-term health and wellbeing.

OHF sets out ten priority outcomes for action within a thematic structure providing a systematic tool to facilitate thinking, joining up and planning across health and the wider social determinants of health. The thematic structure places importance on health and wellbeing through the life course, creating sustainable and cohesive communities, reducing inequities in health, and prevention and early intervention to reduce

avoidable ill health. A chapter on OHF is included in the revised guidance for HSCWB strategies and key outcomes reflected within the Prospectus for Local Authority Shared Outcomes Agreements.

The CYP Plan also has a key role to play in relation to safeguarding and promoting the well-being of children and young people. The relationship between the Local Safeguarding Children's Board (LSCB) and the CYP Partnerships is crucial in this respect. It is the responsibility of the LSCB to co-ordinate action to safeguard and promote the welfare of children and young people and they should plan their work to link effectively with the priorities and actions set out in the CYP Plan. They are also responsible for developing criteria for measuring the performance of the local authority against the CYP Plan as it relates to safeguarding. CYP Partnerships must therefore ensure that LSCBs are actively involved and consulted on issues which affect the safeguarding of children and young people. They must also be represented on the CYP Partnership.

CYP Plans also need to recognise the statutory role of Community Safety Partnerships in tackling substance misuse, including the planning and management of substance misuse treatment services; and recognise their responsibilities for services to children and young people who misuse substances or who are at risk due to parental/adult substance misuse.

CYP Partnerships should also ensure that they are engaged with their substance misuse Area Planning Boards (APBs) which support the planning, commissioning and performance management of substance misuse services at a regional (local health board) level.

It is also important that other plans, including the Youth Justice Plan, contribute to and complement the CYP Plan.

### **Accountability and Responsibility**

A four level accountability relationship is needed in partnerships:

- accountability of partners to their own *governing authority*;
- accountability of partners to *one another*; and
- accountability of the partnership to *local citizens*.
- accountability of the partnership to *other partnerships*

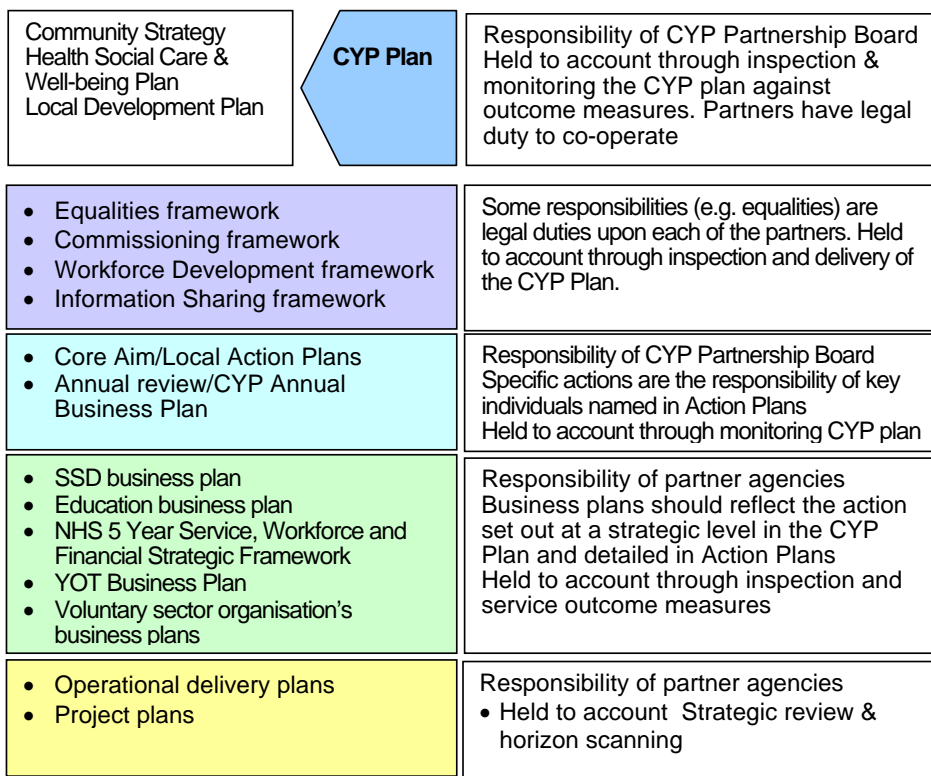
Each partner is accountable for the delivery of services for which they are responsible. Clear management accountability across agencies is required at each planning level to ensure that shared priorities are

agreed and actions are achieved to ensure the well-being of children and young people.

Partnerships should have clear, shared and agreed governance arrangements in place to ensure that all these relationships, accountabilities, roles and responsibilities are understood by all. Partners are to understand that they are accountable for what they agree as a Partnership.

Figure 2 sets out the tiers of planning, who is responsible at each tier and how each tier is held to account.

Figure 2



### A Tiered Approach to Service Provision

The CYP Plan should be developed on the basis of a tiered model of service provision for children and young people, relating services to different levels of need (*figure 3*). Most services can be planned on either a three tier or a four tier basis:

- Tier 1: Universal services - Services which are available to meet a range and level of needs that most children and young people require.
- Tier 2: Targeted services - Services which provide extra help for those with additional needs which usually supplement continued access to universal services.
- Tier 3: Referred services - Services which require an assessed programme of support provided by providers with particular skills in meeting higher levels of additional needs.
- Tier 4: Specialist services - Services which require an assessed programme of specialist support services for children and young people with complex needs.

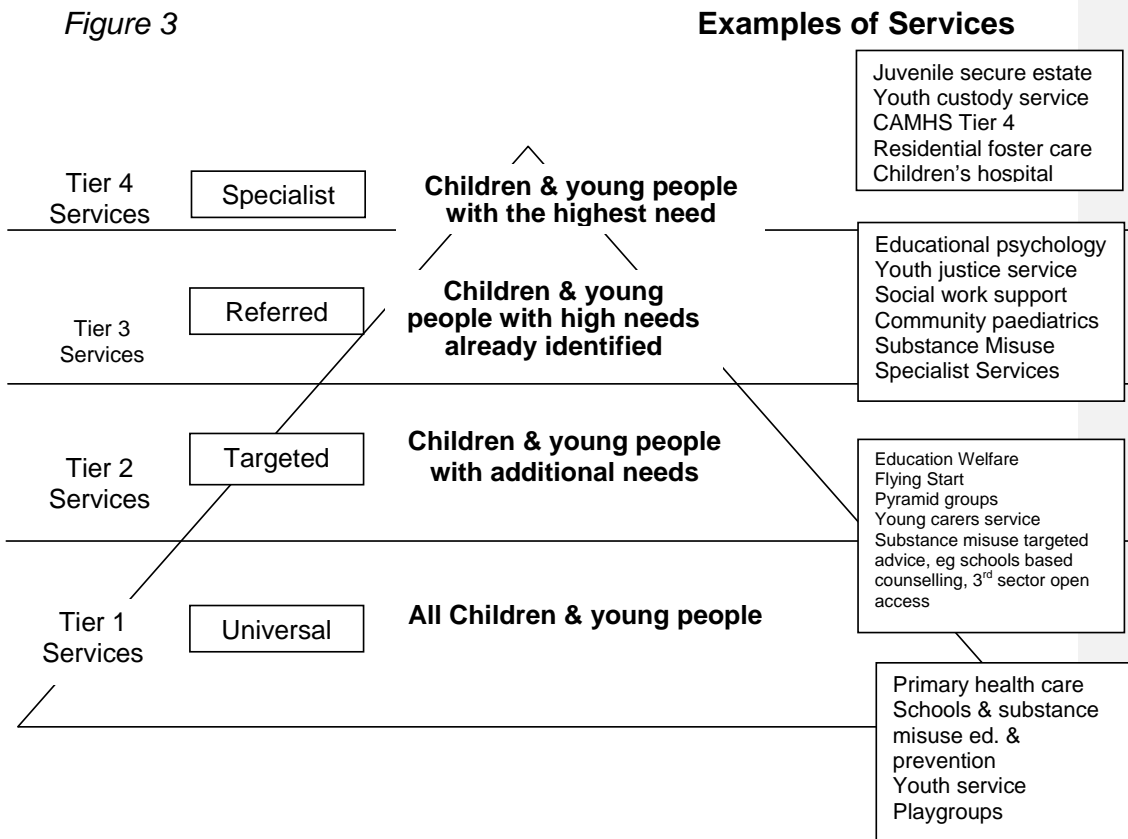
In services which use a 3 tier model, tiers 3 and 4 in this hierarchy are typically presented as a single tier.

This tiered model recognises that children and young people:

- may present at one or more of the different levels of need at different points in time;
- may have additional needs that arise both from their own difficulties or the difficulties experienced by parents or carers;
- may move up and down the tiers depending on how their needs change over time;
- should, wherever possible have their needs met by universal provision, with service providers from the higher tiers of specialism (Tiers 2–3/4) facilitating universal service providers in meeting the additional needs of children and young people.

The model describes the different types of services that can be delivered at the different levels as well as the approach, e.g. universal, targeted, etc. However, it is important that services are delivered across the different tiers. For example, Educational Psychology can form part of a targeted approach to the delivery of services at Tier 2, as well as being within a system of referral services at Tier 3. Similarly, youth offending services which operate at Tiers 3 and 4, are also actively engaged in preventative work at Tier 2.

Figure 3



The model does not only apply to services for children and young people. It is also appropriate for children and young people who have needs linked to their parents' needs - young carers for example, or children in households where there are needs in terms of adult mental health, substance misuse, violence, poor housing or unemployment. A tiered service model should allow for the planning of services across agencies working with children and their parents in a coordinated way.

**Integration of Planning and Delivery Including Joint Commissioning and Pooling of Budgets**

In line with the commitment in the Welsh Assembly Government's draft Child Poverty Strategy and Delivery Plan, a more coherent approach to family support policy is currently being developed that will place the family at the centre of integrated interventions. Further guidance will be provided on this in due course.

As the draft Child Poverty Strategy indicates, the potential range of issues facing families in poverty, and indeed all families, can vary enormously. Partnership working is key to tackling these issues,

integrating support from agencies as diverse as the NHS, schools, youth justice, the DWP and Job Centre Plus, and the third sector, as well as local authority services.

CYP Partnerships should therefore maximise the potential afforded by integrating services wherever possible.

The integration of services can encompass a range of possibilities:

- Multi-disciplinary working
- Multi-agency working
- Co-location
- Common processes
- Joint point of referral
- Geographically based services
- The maintenance and improvement of service performance across children and young people's services.

The Welsh Assembly Government believes that effective partnership is essential for delivering real improvements in outcomes for the people of Wales. Improving outcomes means working across organisational boundaries to plan and deliver services in a truly joined up way, and an important sign of success is the alignment of resources to achieve specific priorities. This can include both jointly commissioning services and pooling budgets.

Existing legislation in the form of the Children Act 2004 and the National Health Service Act (Wales) 2006 provides significant scope for partners to enter into formal pooled budgeting arrangements and the legislation is supported by a series of guidance notes which are available at:

<http://wales.gov.uk/topics/improvingservices/poolbudgets/?skip=1&lang=en>

Practical expert support is also available for partnerships which are setting up formal pooled budget arrangements. For more details please contact the Local Service Board Team in the Welsh Assembly Government. Contact details are as follows:

email: [lsb@wales.gsi.gov.uk](mailto:lsb@wales.gsi.gov.uk)

**Workforce development**

Workforce development is a fundamental part of the planning infrastructure and a credible workforce development framework should be developed as an integral part of the CYP Planning Process.

The Children and Young People's Workforce Development Network, convened by the Welsh Assembly Government and facilitated by the Care Council for Wales, has produced a national workforce development strategy framework and an accompanying toolkit, *the Children and Young People's Workforce Development Guide for Children and Young People's Partnerships in Wales*. It can be accessed at [www.cypworkforce.co.uk](http://www.cypworkforce.co.uk)

**A Commitment to Equality and the Welsh Language**

It is essential that equality is built into all policies and services covered by the CYPP in accordance with the law on equality. In addition, each local authority and its partners must ensure that their statutory responsibilities under the Welsh Language Act 1993 are met.

Each local authority and its partners will need to be prepared for the coming into force of the Equality Act 2010 which received royal assent on 8 April 2010. When it comes into force, this Act will provide for a public sector general equality duty.

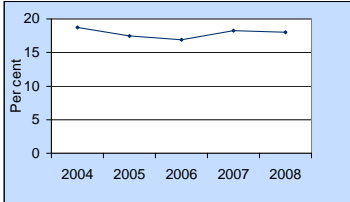
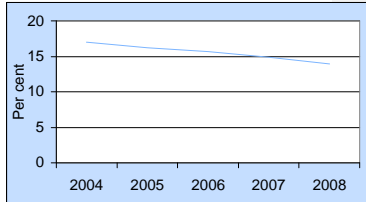
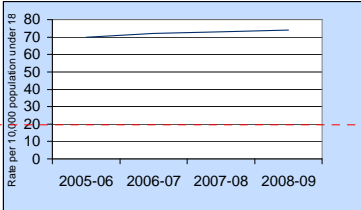
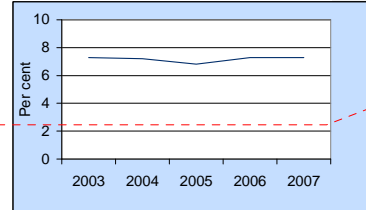
**Evaluation**

CYP Partnerships should consider how they will evaluate whether the Plan and subsequent work of the Partnership is achieving positive outcomes for children and young people.

A guidance note will be issued in relation to proposals for evaluation in due course.

ANNEX A

Strategic Child Poverty Measures

TACKLING CHILD POVERTY																										
NATIONAL MEASURES																										
<p>Number of children living in workless/low income families reaching health, social and cognitive development milestones when entering formal education*.</p> <p>*Need to establish comparative data on the development outcomes of children from low income families, as they enter fulltime education. Proposals on how best to achieve this will be issued during the consultation on the Child Poverty Strategy</p>	<p>Percentage of children living in workless households</p>  <table border="1"> <caption>Percentage of children living in workless households</caption> <thead> <tr> <th>Year</th> <th>Percentage</th> </tr> </thead> <tbody> <tr> <td>2004</td> <td>18</td> </tr> <tr> <td>2005</td> <td>16</td> </tr> <tr> <td>2006</td> <td>16</td> </tr> <tr> <td>2007</td> <td>18</td> </tr> <tr> <td>2008</td> <td>17</td> </tr> </tbody> </table>	Year	Percentage	2004	18	2005	16	2006	16	2007	18	2008	17	<p>Percentage of working age adults with no qualifications</p>  <table border="1"> <caption>Percentage of working age adults with no qualifications</caption> <thead> <tr> <th>Year</th> <th>Percentage</th> </tr> </thead> <tbody> <tr> <td>2004</td> <td>17</td> </tr> <tr> <td>2005</td> <td>16</td> </tr> <tr> <td>2006</td> <td>15</td> </tr> <tr> <td>2007</td> <td>14.5</td> </tr> <tr> <td>2008</td> <td>14</td> </tr> </tbody> </table>	Year	Percentage	2004	17	2005	16	2006	15	2007	14.5	2008	14
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<p>Percentage of pupils eligible for free school meals who achieve the Level 2 threshold including English/Welsh and Maths at KS4</p>	<p>Looked after Children per 10,000 population aged under 18.</p>  <table border="1"> <caption>Looked after Children per 10,000 population aged under 18</caption> <thead> <tr> <th>Year</th> <th>Rate</th> </tr> </thead> <tbody> <tr> <td>2005-06</td> <td>70</td> </tr> <tr> <td>2006-07</td> <td>72</td> </tr> <tr> <td>2007-08</td> <td>73</td> </tr> <tr> <td>2008-09</td> <td>75</td> </tr> </tbody> </table>	Year	Rate	2005-06	70	2006-07	72	2007-08	73	2008-09	75	<p>Percentage of live births weighing less than 2,500 grams".</p>  <table border="1"> <caption>Percentage of live births weighing less than 2,500 grams</caption> <thead> <tr> <th>Year</th> <th>Percentage</th> </tr> </thead> <tbody> <tr> <td>2003</td> <td>7.5</td> </tr> <tr> <td>2004</td> <td>7.0</td> </tr> <tr> <td>2005</td> <td>6.5</td> </tr> <tr> <td>2006</td> <td>7.0</td> </tr> <tr> <td>2007</td> <td>7.5</td> </tr> </tbody> </table>	Year	Percentage	2003	7.5	2004	7.0	2005	6.5	2006	7.0	2007	7.5		
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Comment [T1]: |Steve Hughes working on this. Due next week

**Annex B**

**Related Documents 2010**

The following represent some of the key documents which will help inform CYP Partnerships when developing their plans:

Because this list is not definitive and could be subject to change in the light of new statutory and/or policy imperatives, it will be updated on an annual basis.

Shared Planning for Better Outcomes, Children Act 2004; and Stronger Partnerships for Better Outcomes: Guidance on Local Co-operation under the Children Act 2004

<http://wales.gov.uk/topics/educationandskills/publications/guidance/shareplanningforbetteroutcomes?lang=en>

Draft Child Poverty Strategy for Wales and Delivery Plan

<http://wales.gov.uk/consultations/childrenandyoungpeople/cpstrategy/?lang=en>

Rights to Action (2004)

<http://wales.gov.uk/topics/childrenyoungpeople/publications/rightstoaction/>

Getting it Right: A 5-year rolling Action Plan for Wales setting out key priorities and actions to be undertaken by the Welsh Assembly Government in response to the Concluding Observations of the UN Committee on the Rights of the Child 2008

<http://wales.gov.uk/docs/dcells/publications/091117gettingitrighten.pdf>

Proposed Children and Young Persons Rights (Wales) Measure

<http://wales.gov.uk/consultations/childrenandyoungpeople/rightsofchildrenyoung/>

Demonstrating Success

<http://demonstratingsuccess.co.uk/>

Reducing the proportion of young people not in education, employment or training in Wales

<http://wales.gov.uk/topics/childrenyoungpeople/publications/reducingneets/?lang=en>

School Effectiveness Framework

<http://wales.gov.uk/topics/educationandskills/publications/guidance/school-effectiveness-framework/?lang=en>

Community Focused Schools National Assembly for Wales Circular No: 34/2003 (December 2003).

[http://new.wales.gov.uk/topics/educationandskills/publications/circulars/Community\\_Focused\\_Schools\\_Circ1?lang=en](http://new.wales.gov.uk/topics/educationandskills/publications/circulars/Community_Focused_Schools_Circ1?lang=en)

Guidance on the Welsh Assembly Government Community Focused Schools Grant National Assembly for Wales Circular No: 31/05 (September 2005).

<http://new.wales.gov.uk/topics/educationandskills/publications/circulars/141210113?lang=en>

Working Together to Reduce Harm – The Substance Misuse Strategy for Wales 2008 – 2018 (Welsh Assembly Government October 2008)

<http://wales.gov.uk/topics/housingandcommunity/safety/substancemisuse/publications/annualreport09/>

Mapping Family Support for Drug Intervention Programme Users and their Families (Barnardos and the Welsh Assembly Government – 2009)

<http://wales.gov.uk/topics/housingandcommunity/safety/substancemisuse/publications/mapping/>

Youth and Learner Support Service Guidance

<http://wales.gov.uk/publications/accessinfo/drnewhomepage/educationdrugs/2010/learnersupportservices/>

All Wales Youth Offending Strategy – Delivery plan 2009-11

July 2009 - ISBN: 978-1-906139-61-2

<http://wales.gov.uk/topics/childrenyoungpeople/publications/youthoffendingdeliveryplan/>

The learning journey for young people placed by the Youth Justice Board (YJB) in Secure Children's Homes (SCHs) in Wales, July 2009 - ISBN: 978 0 7504 4139 1

<http://wales.gov.uk/topics/childrenyoungpeople/publications/learningjourneychildrenshomes/>

Learning to Change: Developing Skills to Reduce Re-offending in Wales  
March 2007 - ISBN: 978 0 7504 4139 1

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**DOC 4**

[http://www.noms.homeoffice.gov.uk/news-publications-events/publications/strategy/learning\\_to\\_change\\_english?view=Standard&pubID=456756](http://www.noms.homeoffice.gov.uk/news-publications-events/publications/strategy/learning_to_change_english?view=Standard&pubID=456756)

Child adolescent Mental Health Services - Everybody's Business  
<http://wales.gov.uk/topics/childreneyoungpeople/publications/childadolescentmentalhealthservices/>

Our Healthy Future - technical working paper  
<http://wales.gov.uk/topics/health/publications/health/guidance/technical/?lang=en>

Food and Fitness Implementation Plan  
<http://wales.gov.uk/topics/health/improvement/index/plan/?lang=en>

Substance Misuse Strategy  
<http://wales.gov.uk/topics/housingandcommunity/safety/publications/strategy0818/?lang=en>

Creating an Active Wales  
<http://cymru.gov.uk/topics/health/improvement/index/active/?jsessionid=WMPkMrmJPJJSGQwhGT1W3s1p9yppkmBnh6wwDZjygyhVrfjyNrfFI-591460465?lang=en>

The Autistic Spectrum Disorder - Strategic Action Plan for Wales  
<http://wales.gov.uk/topics/childreneyoungpeople/publications/autisticspectrumdisorderplan/>

The National Service Framework for Children, Young People and Maternity Services in Wales  
<http://www.wales.nhs.uk/sites3/home.cfm?OrgID=441>

A framework for a school nursing service for Wales  
<http://wales.gov.uk/topics/health/publications/health/reports/nursing/?lang=en>

Appetite for Life Action Plan  
<http://wales.gov.uk/topics/educationandskills/publications/guidance/appetiteforlife/?lang=en>

Gypsy Traveller Education Circular, 003/2008:  
<http://wales.gov.uk/topics/educationandskills/publications/circulars/gypsytravellerchildren/?lang=en>

Inclusion and Pupil Support Circular, 47/2006

<http://wales.gov.uk/topics/educationandskills/publications/circulars/2463797/?lang=en>

Guide to the Model for Delivering Advocacy Services for Children and Young People.

<http://wales.gov.uk/docs/caecd/publications/090803guidedeliveringadvocacyservicesmodelen.doc>

Inclusion and Pupil Support, Circular 47/06

<http://wales.gov.uk/topics/educationandskills/publications/circulars/2463797/?lang=en>

Respecting Others: Anti-Bullying Guidance, Circular 23/03

<http://wales.gov.uk/topics/educationandskills/publications/circulars/circular2303/?lang=en>

Guidance on the Education of Children Looked After by Local Authorities, Circular 2/2001 or subsequent revision

<http://wales.gov.uk/publications/circular/circulars2001/NAFWC022001?lang=en>

Behaviour and Attendance Action Plan

<http://wales.gov.uk/topics/educationandskills/learningproviders/schools/nbaractionplan/?lang=en>

School-based Counselling Services in Wales: A National Strategy

[http://wales.gov.uk/topics/educationandskills/policy\\_strategy\\_and\\_planning/schools/339214-wag/schoolservices/?lang=en](http://wales.gov.uk/topics/educationandskills/policy_strategy_and_planning/schools/339214-wag/schoolservices/?lang=en)

School-based Counselling Services in Wales: Associated Toolkit.

<http://wales.gov.uk/topics/educationandskills/learningproviders/schools/schoolcounselling/counsellingtoolkit/?lang=en>

Statutory guidance to help prevent children and young people from missing

Education, Circular No: 006/2010

<http://wales.gov.uk/topics/educationandskills/publications/guidance/missingeducation/?lang=en>

Children and Young People's participation:

<http://www.pupilvoicewales.org.uk/>  
<http://www.participationworkerswales.org.uk/>

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**DOC 4**

SEN Code of Practice for Wales (2002)

<http://new.wales.gov.uk/topics/educationandskills/publications/guidance/specialdunedsop/?lang=en>

Support for Children and Young People with Medical Needs (2010)

<http://new.wales.gov.uk/topics/educationandskills/publications/guidance/medicalneeds/?lang=en>

Strategaeth Addysg Cyfrwng Cymraeg / Welsh-medium Education Strategy

[www.cymru.gov.uk/addysgasgiliau](http://www.cymru.gov.uk/addysgasgiliau)

[www.wales.gov.uk/educationandskills](http://www.wales.gov.uk/educationandskills)

Diffinio ysgolion yn ôl y ddarpariaeth cyfrwng Cymraeg / Defining schools according to Welsh-medium provision

<http://wales.gov.uk/topics/educationandskills/publications/guidance/definingschools?skip=1&lang=cy>

<http://wales.gov.uk/topics/educationandskills/publications/guidance/definingschools?skip=1&lang=en>

**Annex C**

**UNCRC and Core Aims**

**CORE AIM 1: THE EARLY YEARS/ FLYING START**

***Article 3:***

All organisations concerned with children should work towards what is best for each child.

***Article 6:***

All children have the right of life. Governments should ensure that children survive and develop healthily.

***Article 29:***

Education should develop each child's personality and talents to the full. It should encourage children to respect their parents, and their own and other cultures.

***Article 36:***

Children should be protected from any activities that could harm their development.

Also relevant:

***Article 7:***

All children have the right to a legally registered name, the right to a nationality and the right to know and, as far as possible, to be cared for by their parents.

**CORE AIM 2: EDUCATION AND LEARNING OPPORTUNITIES**

***Article 3:***

All organisations concerned with children should work towards what is best for each child.

***Article 13:***

Children have the right to get and to share information as long as the information is not damaging to them or to others.

***Article 22:***

Children who come into a country as refugees should have the same rights as children born in that country.

***Article 28:***

Children have a right to an education. Discipline in schools should respect children's human dignity. Primary education should be free. Wealthy countries should help poorer countries achieve this.

***Article 29:***

Education should develop each child's personality and talents to the full. It should encourage children to respect their parents, and their own and other cultures.

***Article 30:***

Children have a right to learn and use the language and customs of their families, whether these are shared by the majority of people in the country or not.

**CORE AIM 3: HEALTH, FREEDOM FROM ABUSE AND VICTIMISATION*****Article 3:***

All organisations concerned with children should work towards what is best for each child.

***Article 6:***

All children have the right of life. Governments should ensure that children survive and develop healthily.

***Article 9:***

Children should not be separated from their parents unless it is for their own good, for example if a parent is mistreating or neglecting a child. Children whose parents have separated have the right to stay in contact with both parents, unless this might hurt the child.

***Article 11:***

Governments should take steps to stop children being taken out of their own country illegally.

***Article 13:***

Children have the right to get and to share information as long as the information is not damaging to them or to others.

***Article 18:***

Both parents share responsibility for bringing up their children, and should always consider what is best for each child. Governments should help parents by providing services to support them, especially if both parents work.

***Article 19:***

Governments should ensure that children are properly cared for, and protect them from violence, abuse and neglect by their parents or anyone else who looks after them.

***Article 20:***

Children who cannot be looked after by their own family must be looked after properly, by people who respect their religion, culture and language.

***Article 21:***

When children are adopted the first concern must be what is best for them. The same rules should apply whether the children are adopted in the country where they were born or taken to live in another country.

***Article 22:***

Children who come into a country as refugees should have the same rights as children born in that country.

***Article 23:***

Children who have any kind of disability should have special care and support so that they can lead full and independent lives.

***Article 24:***

Children have the right to good quality health care and to clean water, nutritious food and a clean environment so that they will stay healthy. Rich countries should help poorer countries achieve this.

***Article 25:***

Children who are looked after by their local authority rather than their parents should have their situation reviewed regularly.

***Article 32:***

The Government should protect children from work that is dangerous or might harm their health or their education.

***Article 33:***

The Government should provide ways of protecting children from dangerous drugs.

***Article 34:***

The Government should protect children from sexual abuse.

***Article 35:***

The Government should make sure that children are not abducted or sold.

***Article 36:***

Children should be protected from any activities that could harm their development.

***Article 37:***

Children who break the law should not be treated cruelly. They should not be put in prison with adults and should be able to keep in contact with their families.

***Article 38:***

Governments should not allow children under 15 to join the army. Children in war zones should receive special protection.

***Article 39:***

Children who have been neglected or abused should receive special help to restore their self respect.

***Article 40:***

Children who are accused of breaking the law should receive legal help. Prison sentences for children should only be used for the most serious offences.

Also relevant:

**Article 5:**

Governments should respect the rights and responsibilities of families to direct and guide their children so that, as they grow, they learn to use their rights properly.

**CORE AIM 4: PLAY, SPORT, LEISURE AND CULTURE****Article 15:**

Children have the right to meet together and to join groups and organisations, as long as this does not stop other people from enjoying their rights.

**Article 31:**

All children have a right to relax and play, and to join in a wide range of activities, to participate freely in cultural life and the arts.

Also relevant

**Article 23:**

Children who have any kind of disability should have special care and support so that they can lead full and independent lives.

**CORE AIM 5: PARTICIPATION IN DECISION-MAKING****Article 12:**

Children have the right to say what they think should happen, when adults are making decisions that affect them, and to have their opinions taken into account.

**Article 13:**

Children have the right to get and to share information as long as the information is not damaging to them or to others.

**Article 14:**

Children have the right to think and believe what they want and to practise their religion, as long as they are not stopping other people from enjoying their rights. Parents should guide their children on these matters.

**Article 21:**

When children are adopted the first concern must be what is best for them. The same rules should apply whether the children are adopted in the country where they were born or taken to live in another country.

**Article 22:**

Children who come into a country as refugees should have the same rights as children born in that country.

**Article 30:**

Children have a right to learn and use the language and customs of their families, whether these are shared by the majority of people in the country or not.

Also relevant:

**Article 15:**

Children have the right to meet together and to join groups and organisations, as long as this does not stop other people from enjoying their rights.

**Article 16:**

Children have a right to privacy. The law should protect them from attacks against their way of life, their good name, their families and their homes.

**Article 17:**

Children have the right to reliable information from the mass media. Television, radio and newspapers should provide information that children can understand, and should not promote materials that could harm children.

**Article 23:**

Children who have any kind of disability should have special care and support so that they can lead full and independent lives.

**CORE AIM 6: A SAFE HOME AND COMMUNITY****Article 9:**

Children should not be separated from their parents unless it is for their own good, for example if a parent is mistreating or neglecting a child. Children whose parents have separated have the right to stay in contact with both parents, unless this might hurt the child.

**Article 11:**

Governments should take steps to stop children being taken out of their own country illegally.

**Article 16:**

Children have a right to privacy. The law should protect them from attacks against their way of life, their good name, their families and their homes.

**Article 23:**

Children who have any kind of disability should have special care and support so that they can lead full and independent lives.

**Article 33:**

The Government should provide ways of protecting children from dangerous drugs.

Also relevant:

**Article 15:**

Children have the right to meet together and to join groups and organisations, as long as this does not stop other people from enjoying their rights.

**Article 37:**

Children who break the law should not be treated cruelly. They should not be put in prison with adults and should be able to keep in contact with their families.

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*Article 40:*

Children who are accused of breaking the law should receive legal help. Prison sentences for children should only be used for the most serious offences.

**CORE AIM 7: NOT DISADVANTAGED BY POVERTY**

*Article 26:*

The Government should provide extra money for the children of families in need.

*Article 27:*

Children have a right to a standard of living that is good enough to meet their physical and mental needs. The Government should help families who cannot afford to provide this.

Also relevant:

*Article 18:*

Both parents share responsibility for bringing up their children, and should always consider what is best for each child. Governments should help parents by providing services to support them, especially if both parents work.