



Llywodraeth Cymru
Welsh Government

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Shared Purpose – Shared Delivery

Guidance on integrating Partnerships and Plans

Version 2 – December 2012

This Guidance replaces previous statutory guidance deriving from a number of pieces of legislation: Community Strategies (Local Government (Wales) Measure 2009), Children and Young People's Plans (Children Act 2004, Children and Families (Wales) Measure 2010), and Health Social Care and Well-being Strategies (NHS (Wales) Act 2006).

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This Programme for Government is not just an agenda for the Welsh Government. It is an agenda for Wales. We look to leaders across the public sector, private sector and third sector to recognise this agenda and take it forward in partnership with us.

Rt Hon Carwyn Jones AM

First Minister of Wales

Introduction

The Programme for Government sets out the priorities for service delivery which will make the biggest difference to the lives of people in Wales:

Healthy people living productive lives in a more prosperous and innovative economy; safer and more cohesive communities, with lower levels of poverty and greater equality; a resilient environment with more sustainable use of our natural resources and a society with a vital sense of its own culture and heritage.¹

This guidance sets out the role of local government and their partners, through Local Service Boards (LSBs), in helping to achieve these outcomes by bringing together public service leaders to plan, work, deliver and improve. We all agree that to make a difference partnership must mean working together not just talking together. Its focus must be on a shared agenda of better outcomes, placing the emphasis on priorities, pace and performance.

In the past, planning in local government and the health sector has often been too attentive to demand rather than need. This has resulted in the provision of reactive and remedial services which treat problems after they have arisen, rather than preventing their occurrence in the first place. At a time of reducing budgets and rising expectations, this is not sustainable.

It is the view of the Welsh Government that the foundation for moving forward sustainably is a well-evidenced, single integrated plan for the area that clearly

¹ Programme for Government p.iii See <http://wales.gov.uk/about/programmeforgovernment/>

reflects the needs of the local population, and that local government and partners must focus their efforts most forcefully on early intervention and prevention, in order to break cycles of dependency and prevent the persistence of poor outcomes from one generation to the next.

The case for change

Partnership working has become embedded in the public service in Wales and there is good evidence that this has led to the development of relationships of trust between organisations.

However, as these local partnerships have developed they have given rise to too much complexity and duplication, including second and third tier partnerships, working groups and task and finish groups. Reasons for this include a local enthusiasm for establishing new partnerships to tackle new issues and a reluctance to adapt existing partnerships for new purposes. For regional scale organisations, such as local health boards and the police, the costs of servicing a large number of partnerships have been very significant indeed.

The Joint Inspection of Local Safeguarding Children Boards 2011² identified seven key factors which contribute to the effectiveness of Local Safeguarding Children Boards, and these can apply equally to all partnerships, including Local Service Boards:

- Leadership
- Governance and accountability
- Strategic Direction
- Structures
- Funding
- Performance Management and Quality Assurance
- Citizen Engagement

² Joint Inspection of Local Safeguarding Children Boards, CSSIW, 2011

Streamlining of local partnership structures under the clear leadership of the LSB is necessary in order to make them fit for purpose, to re-establish accountability and redirect staff and resources to support integrated planning and delivery.

The Way Forward

A single integrated plan represents a significant simplification. It is the view of the Welsh Government that a single integrated plan should replace at least four of the existing statutory plans and strategies (the Community Strategy, the Children and Young People's Plan, the Health, Social Care and Well-being Strategy and the Community Safety Partnership Plan (which incorporates the 3 crime and disorder strategies)), thereby reducing complexity and duplication, and freeing up resources. The development of a single integrated plan and the process partners must undertake to produce it must be underpinned by an understanding that in order to improve delivery:

- Welsh Government and its partners must have a shared understanding of the priority outcomes. The Programme for Government provides the national framework for priority outcomes.
- The most pressing outcomes will require different partners to work together: they cannot be solved from service silos. The LSB has a strategic role in providing local collaborative leadership.
- Sustainable improvements can only be achieved through prevention and early intervention, based on analysis of need not demand. In order to achieve this partnership working will need to be supported by a much stronger strategic and analytical capability, both corporate and multi-agency.
- Improved outcomes require more strategic commissioning and delivery, and a willingness to rethink, redesign and implement system wide changes. Engaging citizens and the workforce is essential.

The process must also be underpinned by clear lines of both executive and democratic accountability for delivery. How this will be achieved through effective

performance management and democratic local scrutiny should be set out in the plan itself.

The introduction of single integrated plans is the challenge for local authorities and their partners to take their collective leadership to the next level and it provides the focus and impetus for making a real and measurable difference by delivering effective services and improving the outcomes of people living in their communities.

What Planning Duties Could be Met in a Single Integrated Plan?

The Welsh Government considers that a single integrated plan should be used to meet the statutory duties in relation to the development of plans and strategies required under the following legislation:

- *Local Government (Wales) Measure 2009 (Part 2: Ss 37-46)* – community strategies;
- *Children Act 2004 (Part 3: S26)* – Children and Young People’s Plan (which include plans required in accordance with section 2 of the Children and Families (Wales) Measure 2010 and Part 1 of the Mental Health (Wales) Measure 2010);
- *National Health Service (Wales) Act 2006 (Part 3: S40)* – Health, Social Care and Well-being Strategies; and
- *Crime and Disorder Act 1998 (Part 1: S6)* – strategies for the reduction of crime and disorder, strategies for combating the misuse of drugs, alcohol and other substances, and strategies for the reduction of re-offending.
- *Children & Families (Wales) Measure 2010 sections 11 & 12* – the duties in respect of local authorities to assess for sufficient play opportunities and to promote and facilitate participation by children in decisions of the authority which might affect them, and to publish and keep up to date information about its arrangements.

This list is not exhaustive. A single integrated plan could be utilised to satisfy other statutory planning requirements, for example, the duty within sections 22 and 26 of

the Childcare Act 2006 requiring local authorities to prepare assessments of the sufficiency of the provision of childcare in their area.

This guidance supersedes previously published guidance relating to these plans:

- Community Strategies and Planning – Collaborative Community Planning
- Stronger Partnership for better outcomes - Guidance on local co-operation under the Children Act 2004 – issued August 2006 and subsequent guidance on the Children and Young People’s Plan
- Health Social Care and Wellbeing Strategy Guidance 2011/12 to 2012/13

It provides a framework for local authorities and other planning bodies to meet their statutory planning responsibilities and align with Welsh Government priorities, while allowing for a greater degree of local determination in other respects.

The guidance within chapters 2 (with the exception of frequently asked questions), 3 and 5, and Annex A of this document, is statutory guidance. It provides guidance in respect of the formulation of plans and arrangements, monitoring and review of implementation, and the legislative requirements of existing statutory planning duties. This statutory guidance is issued under section 45 of the Local Government (Wales) Measure 2009, section 40(7)(b) of the National Health Service (Wales) Act 2006 , section 25(8) of the Children Act 2004 and section 12 of the Children and Families (Wales) Measure 2010.

CHAPTER 1: PARTNERSHIP WITH PURPOSE

The Leadership Role of Local Authorities

Local authorities are much more than providers of everyday local services. They must initiate and maintain community planning for their area, identifying long term objectives for the social, economic and environmental well-being of the area, as well as objectives for contributing to achieving sustainable development in the UK. As democratically accountable bodies with wide reaching powers, functions and influence, local authorities are central to the lives and futures of the communities they serve.

Local authorities have a clear leadership role in supporting Local Service Boards and the production of single integrated plans, and in engagement and scrutiny. However, the LSB is a partnership of equals and should not be local authority dominated.

Role of the Local Service Boards

LSBs are not statutory bodies. They are an expression of engaged public service leadership locally. The role of the LSB is to lead change, and to do this they should:

- agree strategic priorities for multi-agency working to support the agenda set out in Programme for Government and respond to clearly evidenced local needs;
- achieve improvements by ensuring appropriate systems are in place and that managers and front line staff across agencies are working together effectively, and that agreed priorities are reflected in individual organisations' corporate plans;
- ensure partnership and delivery structures are fit for purpose and accountable;
- challenge where there is underperformance or coasting and implement changes that reflect evidenced best practice to improve outcomes for the local population;
- review and report annually on progress – to the public, Welsh Government, democratically elected members, and LSB member organisations.

Given the collaborative leadership role of the LSBs, the Welsh Government considers them to be the appropriate forum for formulating and reviewing single integrated plans.

Leadership is crucial. Having the individuals at the top of each of the partner organisations signed up and leading by example is essential to achieve cultural change and provide challenge to existing practices and ways of working. If organisations, or parts of organisations, are not working together effectively to implement transformation and effect improvement in all service areas, the individuals sitting at the LSB table should have both the authority and the responsibility to demand change.

Membership of the LSB

The core membership of a LSB should consist of leaders of the local authority (political and / or executive), police, health service, county voluntary council, and a senior representative of the Welsh Government. LSBs can determine whether to expand this membership, but as strategic partnerships, they should ensure that their own structures are streamlined and fit for purpose.

In addition to statutory consultees, other organisations have a key role to play in the design and delivery of a single integrated plan, such as Communities First, housing associations and registered social landlords, and colleges of further and higher education. Robust and continuing arrangements should be made for the LSB to engage with these bodies. Wider public service, business, third sector and community interests should also be heard through the engagement processes.

Police Authorities in Wales will be replaced by elected Police and Crime Commissioners (PCCs) from November 2012. PCCs will be required to have five year Police and Crime Plans in place by April 2013. Partners should ensure they are using their strategic needs assessments to inform the development of Police and Crime Plans, and that they engage early with the PCCs to ensure alignment of their respective plans and priorities, and alignment between regional priorities and local need. There may be opportunities for further integration e.g. through joint consultation, joint commissioning and joint scrutiny.

Shared Outcomes

The Welsh Government has identified the outcomes Wales should work towards and the priority areas for action in the Programme for Government. It is clear that most high level outcomes in Programme for Government can only be achieved by multi-agency working. These outcomes should be reflected in single integrated plans.

The following Programme for Government outcomes are of particular significance for local multi-agency delivery:

- improving early years' experiences;
- improving health and educational outcomes of children, young people and families living in poverty;
- preventing poor health and reducing health inequalities;
- more inclusive and cohesive communities;
- improving the skills of young people and families;
- ensuring people receive the help they need to live fulfilled lives;
- creating sustainable places for people.

LSBs should use their strategic needs analysis to determine which should be the priorities for local action, and there should be a consistency of approach in terms of implementing system change to drive improvement. LSBs should ensure that there is a strong strategic focus to commissioning and delivery, which must clearly link back to evidence of need. In taking action, LSBs should draw on best practice in Wales and beyond in designing effective solutions, with particular reference to the work of other LSBs and the Effective Services for Vulnerable People workstream of the Public Service Leadership Group³.

Joint approaches to neighbourhood or area working can tackle complex inter-related issues within localities and communities and yield sustained improvements. The Welsh Government advocates neighbourhood or area working in both urban and rural areas as a means of targeting multi-agency action effectively. This will ensure stronger links between LSBs and Communities First.

³ See <http://wales.gov.uk/topics/improvingservices/pslg/nwp/effectservices/>

The Third Sector

The third sector can engage the people who use a wide range of services and it can offer flexible service delivery options (including through charities, social enterprise, mutual or co-operative provision) that are close to and directly involve citizens. It can contribute towards the design and delivery of local services through its expertise in effectively engaging citizens, service users and potential service users.

The sector can also make a major contribution to the necessary shift to preventative services such as maintaining and supporting independence, and re-ablement services for health and social care in Wales. With experience of supporting people to manage their own care and maintain independent living, it has valuable experience of prevention and early intervention. LSB's should seek to make best use of this sector to help ensure that the provision of services best meets local needs

Accountability of LSB Members

LSB members are accountable for their delivery of services and their contribution to the integrated plan. Accountability does not imply line management or the ability to intervene in the management of LSB member organisations, but under the provisions of the Local Government (Wales) Measure 2011, LSB members will be required to subject themselves to scrutiny and give an account of themselves. Once a single integrated plan has been agreed, the commitments of individual service providers should be included within their own corporate plans.

LSB members are representatives of their organisations and should ensure that they have the necessary consent before committing their organisations to undertake any specific action.

Legislative requirements

With regard to the statutory plans and strategies to which this guidance refers, there is only one statutory partnership, identified as a 'strategy group' in regulations made

under the Crime and Disorder Act 1998. In practice this role is generally fulfilled by the community safety partnerships. It is however possible for members of a LSB to fulfil the role of the strategy group, so long as the strategy group members identified in the regulations⁴ are members of the LSB, and they meet with the purpose of discharging the duties of the strategy group.

The legislation governing the formulation and implementation of community strategies, Children and Young Persons Plans and Health and Well-being Strategies sets out named partners who must be engaged during the planning process and identifies who must agree the final plans (see Chapter 2 and Annex A).

In order to meet the statutory requirements of the plans referred to within this guidance, statutory engagement and consultation must continue if a single integrated plan is to be produced, and single integrated plans must be agreed in accordance with the legislative requirements. The need to comply with these statutory requirements however, does not and should not prevent LSBs from reviewing and streamlining partnership structures to make them fit for purpose.

⁴ Crime and Disorder (Formulation and Implementation of Strategy) (Wales Regulations 2007; Substance Misuse (Formulation and Implementation of Strategy) (Wales) Regulation 2007.

CHAPTER 2: INTEGRATED PLANNING

Introduction

No single organisation can meet the total needs of a community and all are facing financial pressures. Consequently, there is a fundamental requirement to plan and design service delivery in a collaborative manner. This guidance draws on best practice from across Wales and further afield in designing sustainable services for people and communities. It encourages:

- a continuing shift towards outcome-based thinking, keeping the needs of people and communities at the heart of planning and delivery;
- a significant shift in needs analysis, service design and resource allocation from reaction and repair to anticipation and early intervention;
- absolute transparency on performance.

A single integrated plan is a means for achieving this.

How should you develop your plan?

A single integrated plan should be based on a comprehensive strategic needs assessment (see Chapter 4), use an outcomes based methodology, and pay attention to the needs of the whole population in the local area but with a specific focus on groups who are disadvantaged, vulnerable or at risk of becoming vulnerable.

An outcomes based approach provides a range of benefits:

- it facilitates and supports collaboration between service delivery organisations;
- it shifts the focus from processes and outputs to the impact of services on the well-being of people and communities;

- using robust evidence analysis, it helps partners prioritise interventions and provides a basis for such reprioritisation of effort and resources;
- it clearly identifies individual partners' contributions, associated accountability and provides a means of forging direct links between shared outcomes and partners' corporate plans;
- it ensures the best use of resources by maximising shared delivery opportunities and minimising the risk of wasteful duplication;
- it provides a performance management framework to measure progress by ensuring the regular collection and reporting of data.

Effective practice requires full commitment at the most senior level, investment in training, and it must drive a cultural change in the way organisations put people's well-being at the centre, using information and evidence at every step to drive improvement.

What should single integrated plans include?

They should set out clearly:

1. **Vision:** the long term vision for the local area.
2. **Analysis:** key issues, trends and local patterns of need, based on a comprehensive and contemporary needs analysis.
3. **Action plan:** the priority outcomes for a 3-5 year period and a clear action plan for driving improvement which describes partners' contributions and accountability. There should be a specific focus on a small number of the highest priorities which should form the LSB's core agenda for improvement.
4. **Enabling strategies:** an information strategy and an engagement strategy.
5. **Assurance:** LSB governance, performance management and scrutiny arrangements.

In setting out this information, the plans must meet the specific legal requirements of any of the planning duties that they are seeking to fulfil.

Vision

Single integrated plans should set out the overarching long term vision for the sustainable development of communities over the next 10-15 years. In order to understand the likely change in demand for services, they should take into account changing demography, the socio-economic context, the impact of climate change and a shift in focus and investment from remedy to prevention.

Analysis

Local need should be identified by setting out the headline data and trends, as well as variations within the area e.g. by locality or population group, and the reasons for such variation. The 'story behind the data' is the key to understanding what kind of interventions are most likely to work. You should consider the best way to present these findings in order for the information to be meaningful to local communities. See Chapter 4.

Action Plan

This section should have a 3-5 year horizon which identifies in detail the population outcomes which need to be improved in the medium term, in order to make progress towards the long term vision. This establishes the 'population accountability'. In order to bring a strategic focus to the most pressing issues, there should be a specific focus on a small number of the highest priority outcomes, as identified by need. It should also identify the indicators and measures which will be used to measure progress. This establishes the 'performance accountability', setting out in detail the actions that each of the partners will take to achieve the population outcomes. The Programme for Government is the framework of high level outcomes for all areas of Wales and also sets out relevant measures and indicators.

Enabling Strategies

Information strategy

Service planning driven by demand rather than need results in the provision of remedial services which treat problems after they have arisen, rather than preventing their occurrence in the first place. At a time of reducing budgets and rising expectations, this is not sustainable.

In order to undertake integrated planning on the basis of need, significant resource needs to be committed to analysing the evidence, both broadly across the whole range of outcomes, and in depth in respect of the highest priorities. This goes beyond looking at measures and indicators: it includes listening to service users and front line staff, understanding user behaviour, how organisations are working together, how commissioning of services can be strategically refocused to address need, and the changes in workforce planning and resource allocation required to move to a more preventative approach. It also includes making this information available to the public and there is an early opportunity to work closely with the NHS as they develop their public information strategies⁵.

There is considerable analytical capacity in the system as a whole, but at present capacity and capability are spread unevenly between organisations and often operate in isolation. The LSB will need to marshal this resource to support its work. A single integrated plan should include an *information strategy* setting out how partners will make best use of these resources in order to provide the LSB with the right information at the right time to inform its work. The information available to the partners should be a shared local resource for ongoing needs analysis, intervention design and impact evaluation across the whole single integrated plan.

Engagement strategy

The Welsh approach to public service reform is premised on citizen voice as a driver for service improvement. The single integrated plan should include an engagement strategy setting out how partners intend to engage with people and communities, with a very clear focus on how this will best support service improvement and improve the experience of people using the services. It should also be used to discharge local authorities statutory duties to promote and facilitate the engagement and participation of children and young people⁶.

Public participation in the development of plans is now well established. However, detailed engagement with individuals, families, young people and front line staff, for instance, can provide an immensely powerful insight into some of the most

⁵ See *Together for Health: A Five Year Vision for the NHS in Wales*, November 2011

<http://wales.gov.uk/topics/health/publications/health/reports/together/?lang=en>

⁶ See duties on local authorities in Children and Families (Wales) Measure 2011, section 12 and Annex B.

intractable and complex issues that the planning process should be addressing. There is little evidence at present that this sort of focused citizen engagement aimed at tackling failure and creating top-class services is in widespread use, although there are specific examples of excellent practice.

A single integrated plan should include an *engagement strategy* which sets out how this will be addressed.

Assurance

The plan should include information about LSB governance, performance management and scrutiny: who is responsible for what and how people will be held to account.

A single integrated plan should make clear which of the individual planning duties it discharges, and it is recommended that there be a section or supporting document which sets out clearly where in the plan specific statutory duties are addressed in order to provide assurance for citizens and elected members. The legislative summary in Annex A will assist with this.

A single integrated plan may cover more than one local authority area, providing all partners are in agreement. Where a plan does so, it should state clearly the areas to which it relates and the relevant areas should be named on the cover of your plan.

Who should you work with in developing your single integrated plan?

Community planning partners have a responsibility to work with the local authority in order to:

- develop the vision, objectives and actions for the Community Strategy (and therefore a single integrated plan);
- carry out actions to implement the community strategy which fall within their remit; and
- engage with, and account to, local citizens and communities to achieve the above.

Annex A sets out the statutory partners who are named in the different pieces of legislation governing the statutory plans that are recommended be incorporated into a single integrated plan. Section 44 of the Local Government (Wales) Measure 2009 places a duty on local authorities and their partners to consult with a number of other bodies as part of the planning process. These should include community councils, private and third sector bodies and where appropriate, other public sector bodies, both devolved and non-devolved. Consideration should therefore be given to stakeholders who have a concern with or an interest in the provision of services to the local populations.

By consulting on a single integrated plan with the bodies named in the legislation, the organisations responsible for planning will meet their statutory responsibilities. The minimum consultation period should be 12 weeks.

What should you call your single integrated plan?

We refer in this guidance to a 'single integrated plan' as a reminder of the integrated nature of what is being developed. However, you can use any title you choose.

Who is responsible for approving a single integrated plan?

The duty to agree and publish the various statutory plans referenced in this guidance sits with the local authority and other bodies, as set out in the relevant legislation. A single integrated plan is a way in which those bodies can discharge their planning duties, and as such any integrated plan would need to be approved by each body in due form as required.

The legislative summary at Annex A sets out the planning duties recommended for inclusion within a single integrated plan, and provides the details of the planning partners for each piece of legislation.

As the priorities and actions in a single integrated plan will have implications for the corporate plans of LSB member organisations, the Boards of these organisations (or equivalent) should explicitly consider and agree the single integrated plans.

Welsh Ministers are statutory consultees and have a legitimate interest in the development and implementation of single integrated plans as the plans set out how local partners intend to improve well-being for people in Wales. A copy of the draft

plan should be sent to the Welsh Government when it is published for consultation, although earlier engagement is encouraged. The Welsh Government's main areas of interest will be the quality and completeness of the needs analysis, the rigour of the outcomes methodology, and the arrangements for performance management and scrutiny. The Welsh Government will not approve or reject a plan but will expect its comments to be given full consideration.

Who 'owns' the single integrated plan?

A single integrated plan is the strategic plan for an area, belonging to all planning partners and their delivery agents. Every agency is responsible for its own contribution to the success of the strategy but, as the strategic partnership, the LSB, with the local authority in a leadership role, will be responsible for:

- commissioning and producing the single integrated plan;
- ensuring delivery through a robust performance management framework;
- putting in place challenging local scrutiny arrangements; and
- removing barriers to cross-sector delivery through the influence and actions of its members.

Chapter 3 sets out how the LSB and its member organisations will be held accountable for the delivery of the single integrated plan.

How should a single integrated plan be published?

We encourage LSBs to be innovative in the design of single integrated plans to ensure they are engaging, easy to understand and widely accessible. The LSB may create a public facing strategy and supporting technical annexes which detail how the plan meets the statutory requirements.

Publication should comply with Welsh language legislation requirements and best practice in terms of accessibility in other formats.

The LSB should consider ongoing engagement following publication of the single integrated plan in order to promote awareness and report to citizens and communities on progress on delivery.

What is the planning cycle?

Once a plan has been approved by the LSB partners, the outcomes and specific actions for each of the delivery partners should be incorporated into their own corporate and operational plans – for example the Local Health Board would incorporate the outcomes and their specific deliverables into its annual delivery plan.

Single integrated plans should be in place in all areas by April 2013. The LSB should regularly monitor the progress of the plan and formally review it annually. This will ensure that the various historic planning cycles of the separate plans are aligned.

The annual review should enable the LSB to understand whether:

- 1) actions resulting from the plan are making progress and that there is evidence of impact on population outcomes at the local level;
- 2) the priorities established within the plan are still current; and
- 3) the structures and processes put in place to plan and deliver are still relevant and appropriate;

and the review should be the basis for the annual report (see Chapter 3). Wherever possible, the review and reporting process should be aligned with existing requirements in order to reduce duplication of effort e.g. reporting requirements under Local Government (Wales) Measure 2009, Part 1. A more thorough review should be undertaken approximately every 4 years, in line with the local electoral cycle.

Frequently Asked Questions

Will a play sufficiency assessment still be required after April 2013?

Section 11 of the Children and Families (Wales) Measure 2010 places a duty on local authorities to undertake an assessment of the sufficiency of play opportunities in an area. This section, and therefore the duties within this section, is yet to be commenced. When this section is commenced, a play sufficiency assessment will be required. This assessment should form part of any strategic needs assessment, and the actions taken in connection with this duty could be evidenced as part of a single integrated plan.

Will there still be a requirement to have an Early Years and Childcare partnership?

The requirement within section 119 of the School Standards and Framework Act 1998 for local authorities to establish early years development and childcare partnerships remains in force. The purpose of these partnerships is to review the sufficiency of the provision of nursery education for an authority's area. The requirement within section 120 of the Act which placed a duty on the local authorities, in conjunction with the partnerships, to prepare an early years development plan, has however been repealed.

It is not necessary to establish a separate partnership simply for the purpose of undertaking a nursery education sufficiency assessment; the LSB could be utilised to discharge this duty. The 1998 Act is silent on the constitution of the partnership so local flexibility should be applied while complying with the need to undertake a sufficiency assessment. The sufficiency assessment itself should form part of the strategic needs assessment for the single integrated plan.

Will a childcare sufficiency assessment still have to be produced after April 2013?

Yes. This should form part of the strategic needs assessment which underpins the single integrated plan.

What about youth support services under Section 123 of the Learning and Skills Act 2000?

This section gives the Welsh Ministers the power to direct a local authority to provide youth support services, secure the provision of youth support services, or participate in the provision of youth support services. The section does not however impose any requirements upon authorities to prepare a plan or publish information unless they are so directed by the Welsh Ministers, and does not relate to the planning duties within the plans and strategies identified within this guidance

Does the requirement to have a lead director and member for Children and Young People for both the local authority and for the LHB remain?

Yes. Section 27 of the Children Act 2004 requires local authorities to;

(a) appoint an officer, to be known as the “lead director for children and young people’s services”, for the purposes of co-ordinating and overseeing arrangements made under sections 25 and 26 of the Act; and

(b) designate one of their members, to be known as the “lead member for children and young people’s services”, to have as his special care the discharge of the authority’s functions under those sections.

Will there still be a requirement to have a statutory Integrated Family Support Board?

Yes. There is a requirement to establish an Integrated Family Support Board (IFSB) (as set out in Section 61 of the Children and Families (Wales) Measure 2010) in those areas where Integrated Family Support Service (IFSS) is operating. The Welsh Government will roll-out IFSS across Wales and bring these powers into force through appropriate Commencement Order(s) in each local authority area as they become ready to implement IFSS (including the establishment of the IFSB).

What is the role of Local Safeguarding Children Boards?

Safeguarding and protecting children and young people is a shared priority for all those that come into contact with them and provide a service for them. Local Safeguarding Children Boards (LSCBs) are the key statutory mechanism for agreeing how the relevant organisations in each area co-operate to safeguard and promote the welfare of children and young people. Following a review of LSCBs in

2011⁷, the Deputy Minister for Children and Social Services announced that there will be significant changes to the way protection and safeguarding services are delivered⁸, effected through the introduction of a Social Services (Wales) Bill in October 2012. LSBs will need to engage closely with the new arrangements to ensure alignment between safeguarding and protection priorities and single integrated plans.

What is the role of Communities First?

The Communities First programme aims to address the needs of our most deprived areas. The programme provides local people with opportunities to play an active role in shaping the future of their community and engage with mainstream services.

Communities First is also adopting an outcomes based approach. In developing a single integrated plan, LSBs should engage with the new Communities First clusters to ensure alignment of community and area priorities, and provide a means of engaging with the hardest to reach individuals in the most deprived communities as part of the planning process. There should be a clear agreement of how Communities First and LSB officials will work together on a continuing basis.

How will single integrated plans inform regional working?

In December 2011, the Welsh Government signed a Compact⁹ with local government to underpin a new approach to the organisation and delivery of social services, education and other local government services. As the reforms come into effect, there will need to be consideration of how local needs are best met and whether services are best delivered locally, regionally or nationally. Where this is the case, local accountability and scrutiny will need to be carefully considered.

While the regional agenda for collaboration may be distinct from the agenda of LSBs, there are clear connections between the two. These connections are likely to develop differently, depending on the agreement of partners in each area, in response to the challenges of service delivery. Where regional leadership groups are already in place, they should establish clear mechanisms for linking local and

⁷ *Joint Inspection of Local Safeguarding Children Boards*, CSSIW, October 2011

⁸ See <http://wales.gov.uk/newsroom/healthandsocialcare/2011/5502227/>

⁹ See <http://wales.gov.uk/topics/improvingservices/publications/compact/?lang=en>

regional needs analysis, delivery and accountability. Where regional arrangements are not already in place, LSBs might jointly consider how best these can be established.

The national Public Sector Leadership Group has strongly endorsed the role of LSBs and there is a clear expectation that they will take an active role in considering and promoting the Effective Services for Vulnerable Groups work.

Local authorities which lie on the border with England must ensure that they take into account any reliance that citizens and communities in their areas have on services provided in England and vice versa.

CHAPTER 3: STRENGTHENED ACCOUNTABILITY

Introduction

LSBs, their partners and persons or organisations providing services to LSB member organisations should be open and transparent in their dealings with the public, explaining and accepting responsibility for their actions.

This assurance needs to happen at a number of levels:

- **Public assurance:** the LSB must take responsibility for and make transparent its own performance. An outcome based approach will provide LSB members with the information they need to monitor progress and understand divergence. Establishing, reviewing and challenging this evidence should form the core of the LSB agenda, and the LSB must publish a report annually to evidence progress.
- **Local authority assurance:** the statutory planning duties in the relevant legislation lie with a number of bodies but local government has a role in every part. For this reason, local authorities should have in place effective scrutiny processes to ensure local democratic accountability for partnership actions.
- **Welsh Government assurance:** the Welsh Government will consider each single integrated plan and provide feedback. The plans will form a core reference document for the Inspectorates and Wales Audit Office when undertaking reviews of efficiency and effectiveness in local areas. In addition, we are considering how single integrated plans can be linked to the successor to Outcome Agreements, when the current arrangements come to an end in March 2013.

Performance Management

Outcome based approaches are now in widespread use in Wales and beyond and are the preferred planning and performance management methodology for LSBs.

Effective delivery of the single integrated plan requires the identification of a clear set of outcomes, indicators and performance measures by which progress can be evaluated. These should be clearly aligned with the Programme for Government tracking indicators.

Performance management should not create a new bureaucracy but improve management and alignment of existing systems. The focus should be the constructive use of the information by partners to manage their collaborative performance and deliver results.

The LSB should publish a summary report once a year. This report should contain a balanced summary of the delivery of planned priorities and outcomes and the plan's effectiveness over the previous year, recognising that cause and effect can be difficult to ascribe and external factors can have a significant influence over outcomes. The key elements of such a report should include:

- a report on progress made by LSB member organisations towards delivering the outcomes identified in the single integrated plan, including a summary of mitigating action taken to address negative developments;
- an account of the delivery of the information strategy; and of engagement with people and communities;
- an account of LSB governance and the processes it has in place to manage its own performance;
- an account of local authority scrutiny of the LSB and its member organisations, and summary of relevant reports by the inspectorates and Wales Audit Office;
- changes to the plan for the following year.

The report should be published on the websites of all LSB members and promoted to elected members and community planning partners. It should also be submitted to Welsh Government as evidence of progress.

Scrutiny

The Local Government (Wales) Measure 2011 places a new requirement on local authority scrutiny committees to scrutinise designated public service providers (known as 'designated persons' in the Measure) in their area. This is likely to include all or most LSB members, although in practice it is envisaged that there is likely to be a focus on the contribution of the LSB as a whole. A Ministerial Order will set out which service providers are to be so designated and therefore subject to local government scrutiny. Public service scrutiny is aimed at clarifying different organisations' contributions to delivery and promoting shared responsibility for shared outcomes.

The Local Government (Wales) Measure 2011 also empowers Welsh Ministers to make regulations to allow two or more unitary authorities to establish joint overview & scrutiny committees (JOSC), and for them to make reports or recommendations to any of the authorities setting up the committee. This is intended to ensure Member-led governance arrangements have the necessary flexibility to influence service delivery, regardless of organisational and geographic boundaries. The ability of local authorities to form JOSCs gives authorities a greater range of options to hold partners and organisations to account, and to investigate cross-cutting issues of concern across geographical boundaries.

Inspection and Audit

The inspection regime is a mechanism for improvement and plays a vital part in ensuring that public services are accountable, effective and efficient. In respect of LSBs' member organisations, the main inspection, audit and regulatory bodies are the Care and Social Services Inspectorate Wales (CSSIW), Estyn, Healthcare Inspectorate Wales (HIW) and the Wales Audit Office (WAO).

Single integrated plans will form an important reference for the inspectorates and WAO to take into consideration when undertaking reviews of efficiency and effectiveness in local areas. They may test the robustness of single integrated plans by periodically selecting a sample for a self-evaluation and joint inspection process.

Also they may jointly review how single integrated plans are being developed, how outcomes and indicators have been determined, the quality of public participation and citizen engagement undertaken, and the robustness of arrangements put in

place for performance management and scrutiny. They may also examine the degree and quality of collaborative working between the LSB partners, and their effectiveness in working together to develop, deliver and review their agreed outcomes.

To measure effectiveness, in addition to looking at population outcomes, they may also seek evidence for impact on service commissioning processes i.e. whether commissioning is clearly linked to evidence of need and is becoming more strategic. This could include seeking evidence that partners have mainstreamed their single integrated plan commitments within their corporate management and planning processes.

Outcome Agreements

Local government Outcome Agreements in their current form come to an end in March 2013. Outcome Agreements are subject to evaluation at present and any successor arrangements will draw on this work, at which point we will consider and consult on how single integrated plans can be linked to any successor arrangements to Outcome Agreements.

CHAPTER 4: BUILDING A ROBUST EVIDENCE BASE

Introduction

Whilst there is an expectation from the Welsh Government that a single integrated plan should be underpinned by a single needs assessment, this should be viewed as part of a more innovative and thorough approach to evidence and analysis (see the section on Enabling Strategies in Chapter 2 above). An effective local evidence base should focus on drawing insight and intelligence from information, rather than evidence gathering *per se*, and should satisfy both the short-term demands for evidence to inform delivery and the longer term demands around evaluating effectiveness and impact.

Functions and benefits of a robust evidence base

A strong focus on evidence when preparing single integrated plans, particularly where the evidence base is sensitive to the issues at hand and the actions taken to mitigate them, will allow LSBs to become evidence-driven and more responsive to changing needs and priorities. More specifically, significant benefits would come about through, for example:

- better collective understanding of local context through constructing baselines and historic trends, and the ability to monitor change against those baselines;
- looking beyond headline measures and indicators to widen and deepen understanding of issues e.g. consulting research literature and relevant evaluation reports;
- examining how and to what extent LSB activities contribute to population and public sector outcomes;
- identifying the degree of influence and accountability the LSB and its constituent partners have over particular problems, as a means of prioritising and maximising impact;

- developing a better understanding of performance and areas requiring improvement through monitoring and evaluation;
- using the Wales Accord on the Sharing of Personal Information (WASPI), where appropriate, to allow person-level intelligence to flow more freely between partners;
- identifying risks, pitfalls and limitations e.g. the risk of over-investing in approaches that are unproven or do not work, as well as opportunities.

Analysis and use of evidence

To realise the potential benefits outlined above, LSBs will need to extract maximum value from the evidence they have available, by asking the right questions of that evidence and structuring their analyses to address those questions. The sorts of activities this would entail include:

- adopting outcomes-based methodologies (like Results-Based Accountability and its variants) that attempt to demonstrate causality and accountability;
- stratifying data, where feasible, into relevant categories (e.g. vulnerable social groups, age groups, ethnic minority groups) to develop understanding of who is affected by particular social problems;
- ensuring that for the whole area the needs of the groups covered by equality legislation are identified clearly, so that appropriate community wide action can be undertaken;
- analysing evidence spatially (and to as high a resolution as possible), in order to develop understanding of where and to what extent social problems are concentrated or diffuse across neighbourhoods;
- investing time in developing thorough evaluation frameworks that allow, or at least partly inform, assessment of effectiveness and impact;

- modifying or expanding current data and evidence gathering to better support the LSBs evidence needs i.e. collecting the information that is relevant and rationalising the information that is not;
- using meta evaluation and evidence reviews to guide early thinking on new initiatives and approaches;
- exploiting opportunities to innovate, for example exploring data linkages; and
- seeking out best practice and learning from it.

Strategic Needs Assessment

There is an expectation that the LSB will undertake a strategic needs assessment which will replace the individual needs assessments that have previously been undertaken to inform specific plans. This should be an ongoing, dynamic process not simply a periodic snapshot of data.

The needs assessment process should be established to enable the LSB and planning partners to:

- 1) share the intelligence gathered from the strategic needs assessment;
- 2) segment data on 'need' to a neighbourhood level;
- 3) establish a clear set of priorities;
- 4) inform commissioning of services, in particular strategic joint commissioning at a local, regional or national basis;
- 5) assess impact of initiatives over time and identify what is working well; and
- 6) continuously monitor the changing needs of the local population.

Partners may decide to adapt an existing assessment framework such as Joint Assessment Family Framework (JAFF) or CAF (Common Assessment Framework) or to create a new one from scratch.

Other sources of evidence

Whilst LSB partners hold, or can access, an extensive range and volume of evidence and have in-depth knowledge of its use and limitations, the following additional evidence sources are also useful and relevant:

- National Statistics from ONS and Welsh Government;
- Data from performance management systems e.g. Ffynnon, InfoBase;
- Administrative data sources e.g. benefits systems;
- Relevant survey information e.g. citizen panels, service user questionnaires, national surveys;
- Inspection and audit reports;
- Annual Reports e.g. by the Children's and Older Peoples' Commissioners, Directors of Public Health;
- Evaluations of projects, programmes and activities, with a view to exploring transferability of lessons;
- Evidence for best practice in effective service design from the Effective Services for Vulnerable Groups workstream of the Public Service Leadership Group;
- Empirical academic research;
- Existing data repositories such as Public Health Wales and Welsh Local Government Data Unit;
- In-depth qualitative information derived from interviews, focus groups, etc.;
- Outputs from customer journey or participatory research e.g. Kafka approaches; and
- Anecdotal evidence (in the absence of anything more robust and with caveats on its usage).
- County Youth Forums

The challenges

Achieving the vision set out here will bring challenges for LSBs, not only in relation to resourcing and technical considerations, but also in relation to organisational culture and how LSBs can foster the right attitude and commitment to becoming more evidence-focussed. This entails some important considerations:

1. Ensuring there is an effective information strategy in place to ensure the LSB has the resources it requires;
2. Identifying and addressing skills and knowledge gaps in existing analytical resources (for example outcomes-based methodologies require particular skills and knowledge to implement them effectively);
3. Ensuring alignment of corporate priorities (in individual partner organisations) with LSB priorities, facilitating the flexible distribution of analytical resources ;
4. The need to work across organisational and administrative boundaries, which could see:
 - individual or small groups of LSBs producing Wales-wide analysis;
 - small 'centres of expertise' forming around evaluation or outcomes-based planning;
 - a network for lead evidence practitioners in LSBs, facilitated or supported by Welsh Government;
 - joint commissioning of evaluation or other analytical work to maximise value for money and minimise costs locally.
5. The need for LSBs to strengthen links with Welsh Government and ONS analysts, which will bring opportunities to influence analytical priorities and exploit the local opportunities that exist in nationally-commissioned research.

CHAPTER 5: PRINCIPLES OF INTEGRATED PLANNING

Introduction

There are a number of principles or themes which are the foundation of integrated planning. Embedding these principles in the design, development and implementation of a single integrated plan is essential for quality assurance.

Sustainable Development

Sustainable Development (SD) is the central organising principle of the Welsh Government. The Welsh Government is consulting on proposals for a Sustainable Development Bill (May 2012)¹⁰. The consultation paper sets out in more detail what is meant by SD as a central organising principle and what it might mean as a duty on other public service organisations in Wales.

SD is a broad concept focusing on the components that improve the quality of people's lives, including health, material well-being, employment, self-actualisation, community and social relations. SD should increase the well-being of citizens over the long term. It requires investments that produce higher benefits over the longer term at the expense of shorter term gains, and it requires the rigorous use of evidence to achieve as much as possible with available resources.

Integrated planning is an example of sustainable service development for people and communities. This means achieving collectively agreed outcomes through the most efficient use of resources irrespective of organisational and geographic barriers by:

- focussing on prevention / early intervention in areas such as well-being, poverty, health, criminal justice, family policy, education, environment, energy etc;
- dealing early and effectively with failure, as this has long terms costs and consequences; and
- integration across service providers and better handling of transition between service providers.

¹⁰ <http://wales.gov.uk/consultations/sustainabledevelopment/sdbill/?skip=1&lang=en>

Equality and Human Rights

The Equality Act 2010 requires all public authorities to;

1. eliminate unlawful discrimination, harassment and victimisation and other conduct that is prohibited by the Act;
2. advance equality of opportunity between people who share a relevant protected characteristic and those who do not; and
3. foster good relations between people who share a protected characteristic and those who do not.

All public authorities in Wales are required to set outcome-focused equality objectives, to engage widely on these and other aspects of their work, and to collect and analyse equality data which informs their equality impact assessment, and objective setting.

It is essential that single integrated plans include – as part of their needs assessments – assessments and data on the basis of groups protected by the Equality Act 2010. These are:

- Age
- Disability
- Gender reassignment
- Marriage and civil partnership
- Race – including ethnic or national origin, colour or nationality
- Religion or belief – including lack of belief
- Pregnancy and maternity
- Sex
- Sexual orientation

This will assist in understanding better the needs and barriers to participation of these groups, many of whom will be marginalised.

UN Convention on the Rights of the Child

The Welsh Government has adopted the United Nations Convention on the Rights of the Child (UNCRC) as the basis for all its work for children and young people.

The Welsh Government is committed to the centrality of the Convention and children's rights in all its work and the Programme for Government sets out a commitment to "continue to use the Seven Core Aims¹¹ as the national framework for developing policy for children and young people." The UNCRC will continue to inform the development of legislation, building on practice established in the Rights of Children and Young Persons (Wales) Measure 2011.

A great deal of important work has been undertaken over the past decade in ensuring that the needs of children and young people are recognised and appropriate services provided, and that their voice is heard and their rights respected. A single integrated plan should build on this work with purpose, maintaining a strong focus on outcomes for all children and young people, with the UNCRC as the underpinning statement of principles upon which these outcomes are based.

Article 12 of the UNCRC promotes the right of children and young people to participate and have a say in decisions that affect them. This is an enabling right for children and young people to access all the other rights in the UNCRC. The duty to promote and facilitate children and young people's participation is now a duty on Local Authorities. Statutory guidance on this is published in Annex B..

¹¹ 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.

Welsh Language

In preparing and delivering their single integrated plans, LSB members must ensure that they act in accordance with the Welsh Language Act 1993, the Welsh Language (Wales) Measure 2011 and any subordinate legislation made by Welsh Ministers.

The Welsh language should be given due consideration as part of the strategic needs analysis for the single integrated plan and, where specific outcomes are identified as priorities e.g. protecting the language or ensuring the adequate bilingual provision of services that meets local need, these should be included in the single integrated plan.

Citizen Engagement

The National Principles for Public Engagement in Wales and the Practitioners' Manual for Public Engagement¹² have been endorsed by the Welsh Government and joint public and third sector groups such as the Participation Cymru Advisory Board and the Public Engagement Working Group. The National Standards for Children and Young People's Participation¹³ have also been developed and launched by the Welsh Government. These principles and standards should be adopted as part of the engagement process that the LSBs undertake when consulting in connection with the formulation of a single integrated plan and when assessing progress in the delivery of the plan's outcomes.

This is necessary but not sufficient. Citizen engagement should go beyond participation in community planning. Citizen voice can be a powerful tool for understanding where system failings are occurring, where lack of coordination between service providers is wasting resources without improving outcomes, for redesigning services around people's needs, and for scrutinizing service effectiveness.

Insufficient use has been made of the voice of citizens and communities as a force for improvement. In designing their information and engagement strategies, and undertaking Results Based Accountability, LSBs should focus with purpose on

¹² <http://www.participationcymru.org.uk/principles/practitioners-manual-for-public-engagement>

¹³ <http://wales.gov.uk/topics/childrenyoungpeople/publications/participationstandards/?lang=en>

strengthening citizen voice in ways which go beyond consultation to high intensity, high impact engagement around the top issues and priorities. This should include engaging with – and ensuring the participation of – service users that are often difficult to reach e.g. children, young people and families; vulnerable adults such as victims of domestic violence or those with mental health problems; members of the armed forces, veterans and their families; and the elderly infirm. The expertise of the third sector should be harnessed to do this.

Statutory Plans

Legislation	Duty	Plan Requirements	Partners
Community Strategy			
<p>Local Government (Wales) Measure 2009</p>	<p>Part 2 of the Measure places a duty on local authorities to initiate, and having done so, maintain, facilitate and participate in community planning for their area.</p> <p>It defines community planning as the process by which the authority and its community planning partners—</p> <p>(a) identify long-term objectives for improving the social, economic and environmental well-being of the area;</p> <p>(b) identify long-term objectives in relation to the area for contributing to the achievement of sustainable development in the United Kingdom; and</p> <p>(c) identify actions to be performed and functions to be exercised by the local authority and its community planning partners, for the purpose of</p>	<p>The information to be contained in the community strategy is—</p> <p>(a) a description of the community strategy objectives which the authority considers it appropriate to set having regard to the consensus reached on this with its planning partners; and</p> <p>(b) a description of the actions to be performed and functions to be exercised for the purpose of achieving those objectives.</p> <p>The Measure requires the Strategy to be reviewed at least every 4 years after it has been published.</p> <p>Local authorities and their planning partners are also required to monitor progress made towards meeting the objectives, and the effectiveness of actions taken and functions exercised for the purpose of meeting those objectives.</p>	<p>Partnerships are non-statutory. The Measure requires “community planning partners” to participate in the preparation of the plan, and they must assist the local authority in the planning process.</p> <p>The current community planning partners are;</p> <p>a) community councils for communities, any part of which fall within the local authority's area;</p> <p>(b) Welsh fire and rescue authorities constituted for an area, any part of which falls within the local authority's area;</p> <p>(c) Local Health Boards established for an area, any part of which falls within the local authority's area;</p> <p>(d) NHS Trusts which are specified in relation to the authority's area by direction of the Welsh Ministers;</p> <p>(e) National Park authorities, any part of whose area falls within the local authority's area;</p> <p>(f) police authorities for a police area, any part of which falls within the local authority's area; and</p> <p>(g) the chief constables of the police forces</p>

	<p>meeting the objectives identified above.</p>		<p>for a police area referred to in paragraph (f).</p> <p>A local authority and its community planning partners must also ensure arrangements are made so that the following persons have the opportunity to express their views, and have those views taken into account in connection with community planning, and the production and review of the strategy;</p> <p>(a) persons resident in the local authority's area;</p> <p>(b) persons who are not resident in the area but who receive services provided by the authority or one of the community planning partners;</p> <p>(c) representatives of voluntary organisations;</p> <p>(d) representatives of persons carrying on business in the authority's area; and</p> <p>(e) other persons who, in the opinion of the authority, are interested in the improvement of the area's social, economic or environmental well-being.</p>
<p>Crime and Disorder, Reduction of Offending and Substance Misuse Partnership Plan</p>			

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<p>Crime and Disorder Act 1998 (as amended)</p>	<p>Section 6 of 1998 Act places a duty on specified responsible authorities to formulate and implement;</p> <p>a) a strategy for the reduction of crime and disorder;</p> <p>(b) a strategy for combating the misuse of drugs, alcohol and other substances; and</p> <p>(c) a strategy for the reduction of re-offending.</p>	<p>The information to be contained in the partnership plan is;</p> <p>(a) the strategies for the reduction of crime and disorder in the area, the reduction of re-offending in the area, and for the combating of substance misuse in the area;</p> <p>(b) the priorities identified in the strategic assessments;</p> <p>(c) the steps the strategy group consider necessary of the responsible authorities to implement the strategies and meet the identified priorities;</p> <p>(d) how the strategy group considers the responsible authorities should allocate and deploy their resources to implement the strategies and meet the identified resources;</p> <p>(e) the steps each of the responsible authorities must take to measure its success in implementing the strategies and meeting the identified priorities; and</p> <p>(f) the steps the strategy group propose to take during the year to comply with its community engagement duties.</p>	<p>The strategy groups are statutory partnerships.</p> <p>Strategy groups are to consist of two or more persons appointed by one or more of the responsible authorities in its area.</p> <p>The specified responsible authorities in relation to each local government area are;</p> <p>(a) the council for the area;</p> <p>(b) providers of probation services operating within the area (who are identified under section 3 Offender Management Act 2007 as responsible authorities);</p> <p>(c) the chief officer of police, any part of whose police area lies within the area;</p> <p>(d) fire and rescue authorities, any part of whose area lies within the area;</p> <p>(e) Local Health Boards, the whole or any part of whose area lies within the area.</p> <p>The Police and Crime Commissioners established under the Police Reform and Social Responsibility Act 2011, will <u>not</u> be responsible authorities.</p> <p>In accordance with the Crime and Disorder Act 1998, when formulating and implementing their partnership plans, the responsible authorities must act in co-operation with-</p>
<p>Crime and Disorder (Formulation and Implementation of Strategy) (Wales) Regulations 2007;</p>	<p>The 2007 regulations make further provision as to the formulation and implementation of these strategies. The strategies form the basis of a partnership plan.</p>	<p>Strategic assessments must be prepared annually, and these must be considered when revising the partnership plan (incorporating the three</p>	
<p>Substance Misuse (Formulation and Implementation of Strategy) (Wales) Regulations 2007.</p>	<p>The regulations require a strategy group to be established, the role of which is to prepare strategic assessments, and to prepare and implement a partnership plan (which incorporates the strategic assessments and strategies). The regulations also require arrangements to be made to</p>		

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	<p>enable information sharing within between the responsible authorities.</p> <p>When formulating and implementing their partnership plans, the responsible authorities will also be required to have regard to the police and crime objectives set out in the police and crime plan for the police area which comprises or includes the local government area.</p>	<p>statutory strategies), which must also be revised annually.</p>	<p>(a) the local probation board, any part of whose area lies within the local government area;</p> <p>(b) the providers of probation services operating within the area (who are identified under section 3 Offender Management Act 2007 as co-operating bodies);</p> <p>(c) any other persons prescribed by the Secretary of State and the Welsh Ministers.</p> <p>The 2007 Regulations require the strategy groups to make arrangements to seek the views of the persons and bodies who live and work in the area when preparing the strategic assessments and preparing and implementing the partnership plans.</p>
Children and Young People's Plan			
Children Act 2004	Section 25 of the 2004 Act places a duty on each local authority in Wales to make	Section 26 of the 2004 Act requires local authorities to include the following information within the plans;	Any partnerships formed for formulating and implementing the Children and Young People's Plans are non statutory. However,

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	<p>arrangements to promote co-operation between:</p> <p>(a) the authority;</p> <p>(b) each of the authority’s relevant partners; and</p> <p>(c) such other persons or bodies as the authority considers appropriate,</p> <p>with a view to improving the well-being of children in the authority’s area. These “relevant partners” in turn have a duty to co-operate with the local authority.</p> <p>Section 27 of the 2004 Act requires local authorities to appoint a lead director and lead member for children and young people’s services. The LHB must also appoint a lead officer and Board member for children and young people’s services, and the NHS trust must appoint a lead executive director and a lead non-executive director for children and young people’s</p>	<p>(a) details of the arrangements made or to be made;</p> <ul style="list-style-type: none"> • for co-operation with the relevant partners and other identified bodies; and • for improving the well-being of the children in their area; <p>(b) their strategy under section 2 of the Children and Families (Wales) Measure 2010 (for eradicating child poverty); and</p> <p>(c) their scheme for the area under Part 1 of the Mental Health (Wales) Measure 2010 (which identifies the mental health treatment that is to be made available in their area and which identifies how they intend to secure the provision of mental health support services in their area).</p> <p>In addition, local authorities in Wales may include within their plans;</p> <p>(a) the strategy or proposals of any of their partner authorities in relation to children and young persons; and</p> <p>(b) the strategy of any of their partner authorities for contributing to the eradication of child poverty.</p>	<p>their activities in relation to education and youth services are inspected by Estyn. (They are the only non statutory partnership who are so inspected).</p> <p>The relevant partners of a local authority are;</p> <p>(a) the police authorities and the chief officer of police for a police area, any part of which falls within the area of the local government;</p> <p>(b) the probation services operating in the area of the authority;</p> <p>(c) the youth offending teams for an area, any part of which falls within the area of the authority;</p> <p>(d) the Local Health Board for an area, any part of which falls within the area of the authority;</p> <p>(e) the NHS trusts providing services in the area of the authority;</p> <p>(f) the Welsh Ministers in relation to further and sixth form education in Wales.</p> <p>The 2007 regulations require the local authority to consult with the following persons when formulating their plan;</p> <p>(a) the relevant partners;</p> <p>(b) the Local Safeguarding Children Board</p>
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<p>Children and Young People's Plan (Wales) Regulations 2007</p>	<p>services. It is the responsibility of these persons to oversee their bodies' functions in relation to planning and making arrangements for improving the well-being of children in their area.</p> <p>The 2007 regulations require local authorities in Wales to prepare and publish a plan setting out the partners' strategy for discharging their functions in relation to children and young people aged 0-25.</p>	<p>Children and Young People's Plans are to have effect for a period of 3 years (regulation 4) and must be reviewed annually (regulation 8).</p>	<p>for the area;</p> <p>(c) the Welsh Ministers;</p> <p>(d) the head teacher and governing body of every school maintained by the authority;</p> <p>(e) the principal of every further education college in the authority's area;</p> <p>(f) the appropriate diocesan authority for any Church in Wales school or Roman Catholic Church school maintained by the authority;</p> <p>(g) the Children's Commissioner for Wales;</p> <p>(h) the Welsh Language board;</p> <p>(i) the local planning authority;</p> <p>(j) a National Park authority;</p> <p>(k) members of the Children and Young People's Partnership, including children, young people, their families and people representing them;</p> <p>(l) any sub group of the Children and Young People's Partnership;</p> <p>(m) the Early Years Development and Childcare Partnership;</p> <p>(n) the Standing Advisory Council on Religious Education;</p> <p>(o) Community Safety partnerships</p> <p>(p) Community First Partnerships</p> <p>(q) the Community Strategy Partnership;</p> <p>(r) the Health, Social Care and Well-being Partnership;</p> <p>(s) the Criminal Justice Board;</p> <p>(t) organisations providing services to children and young persons in the Welsh</p>
<p>Children & Families (Wales) Measure 2010</p>	<p>Section 2 of the 2010 Measure requires local authorities to publish a strategy for contributing to the eradication of child poverty in Wales. A local authority's duty in this regard is discharged if the Child Poverty Strategy is included as part of its plan published under section 26 of the Children Act 2004. The Children and Young Person's Plan may also include the strategy of the relevant partners</p>	<p>.</p>	

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<p>Children & Families (Wales) Measure 2010</p>	<p>of the local authority for contributing to the eradication of child poverty.</p>		<p>language; (u) the Fire and Rescue Service; (v) the local public health team of the National Public Health Service; (w) Further Education providers and work-based learning providers; (x) School councils; (y) Local youth forums; (z) Estyn; (aa) voluntary organisations; and (bb) such other persons as appear to the authority to be appropriate.</p> <p>Consultation on a plan must be for a period of not less than 12 weeks.</p>
<p>Health, Social Care and Well-being Strategy</p>			
<p>NHS Wales Act 2006</p>	<p>Section 40 of the 2006 Act requires each local authority and each Local Health Board, any part of whose area lies within the area of the local authority (the</p>	<p>The 2003 regulations require the strategy to address the following matters; (a) the state of health and well-being of</p>	<p>Any partnerships formed for the purposes of formulating and implementing the health and well-being strategy are non statutory. The 2003 regulations require the</p>

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<p>Health, Social Care and Well-being Strategies (Wales) Regulations 2003</p>	<p>“responsible bodies”), to jointly prepare and implement a health, and well-being strategy for that local authority’s area.</p> <p>Regulation 4 of the 2003 regulations requires the responsible bodies to carry out an assessment of the health and well-being needs of the local population, and the responsible bodies must have regard to this needs assessment when preparing the strategy. The local population is defined in the regulations as the members of public who are usually resident or who are present in the responsible bodies’ area or areas.</p> <p>Regulation 7 of the 2003 regulations requires the responsible bodies, when formulating and implementing their health and well-being strategies, to have regard to, and to co-ordinate and integrate the following plans;</p> <p>(a) the Children and Young</p>	<p>the local population;</p> <p>(b) the health and well-being needs of the local population;</p> <p>(c) the existing provision of health and well-being services to the local population;</p> <p>(d) gaps or deficiencies in the provision of health and well-being services to the local population;</p> <p>(e) risks to the health and well-being of the local population;</p> <p>(f) factors affecting the health and well-being of the local population;</p> <p>(g) the anticipated health and well-being needs of the local population throughout the operative period of the strategy;</p> <p>(h) the improvement of the health and well-being of the local population;</p> <p>(i) the provision of health and well-being services which will be required throughout the operative period of the strategy to meet the health and well-being needs of the local population, and the effectiveness and efficiency of such services;</p> <p>(j) the means of commissioning and delivery of health and well-being services;</p> <p>(k) the financial or other resources which will be required to implement the strategy; and</p> <p>(l) any directions or guidance issued by</p>	<p>responsible bodies to co-operate with the following persons when formulating and reviewing their strategies, and when carrying out their health and well-being assessments;</p> <p>(a) the NHS Trust providing services to the local population;</p> <p>(b) the Community Health Council or Councils representing the local population;</p> <p>(c) the County Voluntary Council or Councils supporting voluntary organisations in the responsible bodies’ area or areas, and where there is no such Council, such other body as may be performing functions similar to those performed by such a Council;</p> <p>(d) the Welsh Ministers; and</p> <p>(e) any private, business, voluntary or other organisation which is concerned with, or has an interest in, the provision of health and well-being services to the local population.</p> <p>In addition, the 2003 regulations require the responsible bodies to consult the following persons on their draft strategies:</p> <p>(a) the local population;</p> <p>(b) the co-operating bodies;</p>
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	<p>People's Plans; (b) the children's services plan required under paragraph 1A of Schedule 2 to the Children Act 1989 (detailing local authority support for children and families); (c) the plan for the provision of community care services under section 46 of the National Health Service and Community Care Act 1990 (setting out the authority's plan for community care services); and (d) the plan for improving health under section 17 of the National Health Service (Wales) Act 2006 (setting out the strategy for improving the health of the people that they are responsible for and the provision of healthcare for such people).</p>	<p>the Welsh Ministers.</p> <p>The 2003 regulations require the strategies to be operative for periods of 3 years. They must be reviewed annually by the responsible bodies who must report annually to the Welsh Ministers on those reviews.</p>	<p>(c) other local authorities and Local Health Boards with which the responsible bodies share one or more common boundaries; and (d) such other persons or organisation as appear to the responsible bodies to be representative of the interests likely to be substantially affected by the strategy.</p>
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Other Statutory Partnerships

Statutory Partnerships	Legislation	Duty	Partners
Integrated Family Support Board	Children & Families Measure (Wales) 2010	Section 61 of the Measure places a duty on local authorities to establish an	The IFSB must include the local authority's director of social services, or whichever

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(IFSB)	Integrated Family Support Teams (Composition of Teams and Board Functions) (Wales) Regulations 2012	<p>IFSB.</p> <p>The Board's responsibilities are set out in the 2010 regulations.</p> <p>The "Integrated Family Support Services: Statutory Guidance and Regulations" guidance provides further information in relation to the responsibilities of the IFSB.</p>	<p>other director is the lead director for children and young people's services, and the lead officer for children and young people's services in the local health boards.</p> <p>Local authorities can appoint other members to a board with the consent of the LHBs, and IFSBs can be established for more than one local authority.</p>
Local Children Safeguarding Board (LSCB)	<p>Children Act 2004</p> <p>Local Safeguarding Children Boards (Wales) Regulations 2006</p>	<p>Section 31-34 of the Act places a duty upon local authorities in Wales to establish a LSCB.</p> <p>The LSCBs functions are set out in the 2006 regulations</p> <p>The "Safeguarding Children: Working Together Under the Children Act 2004" guidance provides further information in relation to LSCBs</p>	<p>In accordance with section 31 of the Act and the 2006 regulations made thereunder, there must be a representative of the authority on the board (which must be either the local authority's director of social services, or whichever other director is the lead director for children and young people's services), together with representatives of each of the authority's board partners.</p> <p>The required representatives of the board partners are; a police officer of at least the rank of inspector; the chief officer of, or an officer directly accountable to the chief officer of, the local probation board; the chief executive of, or an officer directly accountable to the chief executive of, a provider of offender management probation services; the team manager or deputy team manager of the youth offending team; the</p>

			LHB's lead officer for children and young people's services or an officer directly accountable to the lead officer; a registered medical practitioner and a registered nurse with responsibilities in relation to the protection of children in the LHB's area; the NHS trust's lead executive director for children and young people's services or an officer directly accountable to that lead executive; the governor of any secure training centre in the area, the governor's deputy or an individual of higher rank; and the governor of any prison in the area, the governor's deputy or an individual of higher rank.
Early Years Development and Childcare Partnerships	School Standards and Framework Act 1998	Section 119 requires every local authority in Wales to establish an early years development and childcare partnership for the purpose of working with the local authority to review the sufficiency of the provision of nursery education for the authority's area.	The 1998 Act does not provide a list of partners but advises that in establishing a partnership the local authority shall have regard to any guidance given by the Welsh Ministers.

Statutory Duties

Children & Families (Wales) Measure 2010	Section 12 of the Measure requires local authorities to make such arrangements as they consider suitable to promote and facilitate		Section 12 Partners are not statutory but local authorities are encouraged to work with LSB Partners, and young people and their families in order to meet their
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	<p>participation by children in decisions of the authority which might affect them and publish and keep up to date information about arrangements for promoting and facilitating participation by children in decisions of the authority which might affect them.</p>		<p>statutory duty.</p>
	<p>Section 11 places a duty on Local Authorities to assess the sufficiency of play opportunities in their area for children in accordance with the regulations -</p>		<p>Section 11 Partners are not statutory but local authorities are encouraged to work with other partners including:-</p> <ul style="list-style-type: none"> • Town and Community Councils. • Third sector organisations. • The private sector if appropriate. • Community groups. • Children and their families."

ANNEX B

STATUTORY GUIDANCE - CHILDREN AND YOUNG PEOPLE'S PARTICIPATION

This statutory guidance is issued in accordance with Section 17(3) of the Children and Families (Wales) Measure 2010 and applies to local authorities both in respect of the single integrated plan, and whenever they take decisions which might affect children and young people.

Local authorities have a duty to promote and facilitate participation by children and young people in decisions that might affect them. The legal basis for this duty is Section 12 of the Children and Families (Wales) Measure 2010. It requires local authorities to *make such arrangements as they consider suitable to promote and facilitate participation by children in decisions of the authority which might affect them, and to publish and keep up to date information about its arrangements*. These duties can be discharged via the single integrated plan engagement strategy.

The United Nations Convention on the Rights of the Child (UNCRC) is an international agreement that sets out the rights that all children and young people can expect to enjoy, wherever or whoever they are. The Welsh Government has implemented this through the Rights of Children and Young Persons (Wales) Measure 2011 which came into force on 1 May 2012.

It places a duty on the Welsh Ministers to have due regard to the UNCRC when reviewing their policies and when making decisions about proposed policies or legislation. This will be strengthened from 1st May 2014 when Welsh Ministers will have a duty to have due regard to the rights in the UNCRC whenever they use any of their legal powers or duties.

The UNCRC consists of 54 articles, 42 of which directly relate to children and young people. Article 12 is an enabling right which enables children and young people to access all the other rights in the UNCRC. It says that every individual child and young person has a right to have their views heard and to participate in decision-making. This is the basis for work to promote and support children and young people's participation, both locally and nationally. The UNCRC applies to children and young people under 18yrs, but in Wales, young people include those up to the age of 25 yrs and Local Authorities are expected to consider applying their arrangements for participation to these young people where appropriate.

The Seven Core Aims is the national framework for developing policy for children and young people. They summarise the UNCRC and form the basis for decisions on priorities and objectives in Wales and they should form the basis for decisions on strategy and service provision nationally and locally. Core Aim 5 in particular relates to children and young people's participation and states that *all children and young people are listened to, treated with respect, and have their race and cultural identity recognised*.

To find out more about the UNCRC - visit www.uncrcletsgetitright.co.uk

Requirements

In order to meet the requirements of the legislation Local Authorities are expected to work with relevant partners to:

- promote and facilitate participation within the broad context of children and young people's rights as part of their policies, services and wider citizen engagement.
- embed children and young people's participation into all aspects of planning, delivering and reviewing services. The Single Integrated Plan *engagement strategy* should set out how this will be addressed and evidenced through review of its implementation;
- publish information about arrangements for promoting and facilitating participation in the authority in the Local Service Board's annual public report on progress, as well as using media which are accessible to children and young people such as relevant web-sites.
- ensure that a range of opportunities and the appropriate required support are provided for effective participation. The opportunities for children and young people as individuals to participate should be integrated into day to day services as well as specific participation structures such as forums for children, forums for young people, or groups/forums which represent children and young people who are marginalised, vulnerable or have a special interest in a particular issue. These forums and groups have a key role to play in supporting young people to have a voice and to access their rights as set out in the UNCRC.
- establish a County Youth Forum as a representative body of young people to act as a channel for young people's views across their local authority and represent those views to local and national decision-making bodies. They should aim to be as inclusive as possible in terms of geographical spread, age, gender and to represent specialist needs and more marginalised young people. For County Youth Forums to operate effectively, they will need to be adequately supported by Local Authorities who should consider what support is required to do this. They will also need to be effectively linked into national participation structures and more information about these can be found at <http://participationhub.org.uk>;
- consider how best to support training and the promotion of participation - which should be integrated into wider work around developing knowledge and understanding of the UNCRC;

Promotion - Local Authorities should make sure that as many children and young people as possible are aware of their right for their opinion to be heard, and to be involved in decision-making about policies and services that affect their lives. This should include publishing information about the benefits of participation, and also disseminating examples of good practice, for instance through web-sites and newsletters as well as social media.

Relevance - Information and materials aimed at children and young people should be clear and easy to understand, answer their questions and identified needs, as well as being accurate, up-to-date, and accessible in terms of language and format.

Engagement - Local Authorities should consider how children and young people themselves can be actively involved in raising awareness of the importance of participation. The right to have their views heard and to participate in decision-making applies to individuals, and although many children and young people prefer to participate in a group, consideration should be given to how individuals can be part of planning and decision-making processes.

Working with partners

Whilst this statutory guidance, issued under the Children and Families (Wales) Measure 2010, relates only to Local Authorities we would encourage them to work closely with each of their relevant partners. Working in a multi-agency way is good practice and the Children Act 2004, Section 25, places a legal duty on local authorities to promote cooperation with a view to improving the wellbeing of children in the area.

There are many examples of partners contributing to children and young people's participation and mainstreaming it into their areas of work and their arrangements for citizen engagement. Some of these can be found on www.pupilvoicewales.org.uk.

What happens now?

- The Single Integrated Plan's *engagement strategy* should set out how children and young people's participation is embedded into all aspects of planning, delivering and reviewing services;
- Local authorities should publish their "arrangements for promoting and facilitating participation" in the single integrated plan's engagement strategy, as well as using media which are accessible to children and young people such as relevant web-sites

- The Local Service Board's annual report should include a summary as to how these statutory duties have been met, and how they can be improved upon. The Welsh Government will monitor local arrangements for children and young people's participation.
- Single integrated plans provide evidence to Inspectorates and the Welsh Audit Office (WAO) when undertaking reviews of efficiency and effectiveness of local services. Inspectorates and the WAO may also review the outcomes achieved and procedures involved to demonstrate how effectively children and young people are being listened to, involved and engaged.

The scope of the duty to promote and facilitate children and young people's participation is wider than involvement in the single integrated plan. It is important that participation becomes part of policy and practice of all local partners. Local Authorities should work with local partners, including children and young people, to ensure that participation is promoted and facilitated.

Children and young people have a right to be listened to, have a voice, and be able to access opportunities to play an active role in decision-making wherever they are – in school, out and about in the community, or as users of services.

There are many examples of good practice and a significant number of these have adopted the 'National Children and Young People's Participation Standards' for Wales as a means of ensuring that participation happens meaningfully and effectively.

Further information on good practice in relation to children and young people's participation can be found on <http://www.uncrcletsgetitright.co.uk> . Information, resources, materials and good practice that support participation in Wales are also available at <http://participationhub.org.uk>.

Wales has been leading the way in children and young people's participation and momentum must be maintained.