

Northern Ireland Children & Young People's Plan 2011-2014



FOREWORD

The Children and Young People's Strategic Partnership (CYPSP) has come together, as the first Chief Executive led partnership in Northern Ireland (NI) with the aim of improving the lives of all our children and young people. We drew up a consultation document which set out our approach and our key themes which outline the most important issues that must be taken forward if outcomes for children and young people are to improve.

The consultation response was overwhelmingly positive. Every aspect of our general approach was supported, as well as all of our key themes. Consultees added important issues into the mix, and the draft Plan has been improved by the inclusion of key issues, particularly the importance of child poverty in relation to outcomes for children and young people in Northern Ireland.

There were also a number of consultation responses which concentrated on specific actions and issues relating to particular groups of children and young people such as children and young people with disabilities. These detailed suggestions have been captured and will be brought to the attention of our planning groups which are focusing on either;

- Children and Young People in geographical areas across Northern Ireland or;
- Particularly vulnerable groups of children and young people.

The Action Plans of our CYPSP groups are being made available for consultation and the final versions of these will then be published and also available on our website at www.cypsp.org.

The Northern Ireland Children and Young People's Plan itself is made up of the high level statements of how we will oversee the whole process, and all the Action Plans of all our planning groups, as well as a series of statistical information reports which we are using to inform our planning.

The Plan is therefore a live document, at any one time the latest version of the overall Plan and the Action Plans of each of our planning groups will be available on our website at www.cypsp.org.

There are also three documents on our website flowing from our consultation on the draft Children and Young People's Plan. The first sets out who responded and what they said. The second sets out what we will do with each of the responses. The third sets out the key changes to this Plan that we agreed as a result of the consultation. I hope that those of you who responded to our consultation will be able to see how your helpful comments and suggestions have shaped this Plan and will inform our more detailed Action Plans.

Finally, in relation to the context of this Plan, I would add this. This planning process is not new – it has been in place since 1998, but in a different form. We have now come together to drive it forward as leaders across Northern Ireland who have senior responsibility for provision for children and young people – this is new and started at our first meeting in January 2011. So we have access to a great deal of experience of joint planning for children and young people, and at the same time, we are bedding in as a new partnership overseeing a complex process across Northern Ireland. We view our first planning period, therefore, as an important opportunity to use resources better now, to make a difference now, but also to put into place a strong foundation for integrated planning and use of resources for better outcomes for children and young people for many years to come.

John Compton,



Chair, Children and Young People's Strategic Partnership

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EXECUTIVE SUMMARY

‘We want the best for our children’.

This simple statement expresses what most parents feel.

It is the motivation for much of what any parent does in life.

The Children and Young People's Strategic Partnership (CYPSP) want the best for all the children and young people in Northern Ireland (NI).

The Partnership is aware that this statement is much less simple than the one above.

However, as anyone who thinks for a second about children and their families know being a parent is not at all straightforward, it is demanding and complicated. It is affected by what each parent brings themselves, the make-up of the family, what kind of a society surrounds the family and the position of the family in that society.

The CYPSP brings together the state agencies that have responsibility for providing good conditions in which children and young people can flourish, and representatives of the large number of children's voluntary agencies and community organisations which constantly find ways to improve children's lives. It also ensures that children and young people and parents participate in this process.

The Partnership is determined to improve the lives of children and young people in NI to improve their outcomes, and to ensure that each child achieves their potential. However, as we are all aware, there is a long way to go before each and every child achieves their potential, as is their right. We are also aware that we are writing and delivering this Plan at a time of great financial difficulty for our whole society. This is our first NI Children and Young People's Plan, and you will see that a large proportion of our work so far has been to work out what is needed. This will ensure that over the years ahead we can work together to put the pieces in place, with the aim of better outcomes for all our children and young people. The timeframe of this Plan ends in 2014, so specific actions can only be detailed up to this point. However, the CYPSP is working to a much longer

timeframe, as the Partnership is a permanent one, and intends to put in place changes that make long term improvement in outcomes for children and young people.

We are concentrating on putting in place building blocks which will be there to improve children's lives in the decades ahead.

What are the building blocks?

Our partnership - the CYPSP

The first building block is our partnership. There are many partnerships in NI – many different kinds of groups of people who come together for particular purposes. Some are very local and others bring people together across the whole of NI. Some are concerned with the whole population; children and adults, and some concentrate on particular parts of the lives of children and young people. Some exist to use particular funding.

This is the first and only partnership which brings together the leaders of agencies across the whole of NI to focus on every aspect of the lives of all our children and young people. So we have high hopes that we can make a difference.

One of the reasons for our optimism is that we are not just a 'top down' partnership. We are also 'bottom up'. We have set up planning groups which start local, bringing together children and young people, families and staff from across the different agencies – so that all these people can think together about what needs to change to improve the lives of children and young people locally. The CYPSP is also very aware that only taking a geographical view of all the children and young people in a neighbourhood could mean that important issues for some groups of children and young people would get lost. These are groups including: children and young people with disabilities; minority ethnic children and young people; and children and young people who may be in trouble with the police. So the Partnership has also set up planning groups to focus on these children and young people.

What are these groups doing? - Outcomes Based Planning

How can we know if children's lives are improving and more children are achieving their potential? A great deal of thinking on this was undertaken a number of years ago by Government consulting hundreds of people, which resulted in the Strategy for Children: Our Children and Young People: Our Pledge. This document sets down six outcome statements which say that children and young people in NI should be:



This diagram shows the statement that children should be 'Living in a society which respects their rights' underpins all the other outcomes and that they are all connected. It is easy to see how this works: if the right to education is properly upheld for every child, including those who need extra support in school, then more children are going to be 'Enjoying, Learning and Achieving'.

Each of the CYPSP planning groups is finding out how well children and young people in their area or group are doing against these outcomes. The planning groups are looking at statistical information as well as the experience of children and young people and families and what research tells us. Planning Groups are using this

information to work out priorities for change. They are also looking at what supports and services exist at the moment, including services for all children and young people – the universal services made available by statutory agencies such as universal health care and schools as well as all others, so that they can work out what needs to be changed, especially how such supports and services should be coordinated, to improve children's outcomes.

The Partnership has adopted the principles of mainstreaming, which means that it will ensure that the rights and needs of children and young people at particular disadvantage, for example children and young people with disabilities, those affected by domestic violence and black and minority ethnic children and young people, will be addressed in all the planning processes.

What kind of support works best for children and young people and families? - Early Intervention

The Partnership has agreed that the best way for children and young people to achieve the six high level outcomes is for them to get the support they need at the right time and as early as possible. This means in their early years but also at an early stage of any difficulty at any age. This is common sense, known to parents, and is underlined by more and more research. Some research is about the better use of funding, showing, for example, that giving children extra support with emotional and educational development at an early age is a better use of funding than prison and psychiatric hospitals.

However, this is not just about increasing the number of services or changing the type of service. It is very much about co-ordination. If the school or early years service that the child attends does not know about other supports and services in the area that the child might need, and if therefore the child does not reach that other service, there is effectively no advantage to that child of the service existing.

Therefore we intend to map all early intervention services and how they currently connect to each other, with the aim of putting in place, in every area of NI, a joined up network of early intervention supports and services, which build on and link to universal services and are

culturally appropriate for NI, the local area and all groups of children and young people in that area.

How can children and families find early intervention? - Family Support Hubs

All the well coordinated supports in the world will not help a child or family who does not find their way to them. There has been much research in recent years, in NI and internationally, which tells us that much energy is currently used by making children and families go through complicated assessments before receiving a simple early intervention type support.

In NI, the CYPSP has decided to address this by bringing supports and services to the attention of children and families who need them at the earliest possible stage. One way we have done this is to develop a website that lists all services, which can be searched geographically as well as on type of service, at www.familysupportni.gov.uk.

The Partnership is also putting in place Family Support Hubs in every area of NI. A Family Support Hub is a multi-agency network of statutory, voluntary and community organisations that either provide early intervention services or work with families who need early intervention services. The network accepts referrals of families who need early intervention family support and uses its collective knowledge of local service providers to signpost families with specific needs to appropriate services.

The aim of this is that each child or family who needs support or a service should find out about it and find their way to it – easily and quickly and without having to go through elaborate or complicated assessments before getting a service.

How can we collaborate for children? - Integrated Commissioning

The CYPSP is a NI wide partnership which is providing for the first time, a way for all agencies and all sectors to come together to collaborate planning and commissioning processes to improve outcomes for all children and young people. Separately, member organisations of the CYPSP are delivering their own individual services; health, social care, education; in fact all kinds of supports for children and young people in a wide variety of ways. However, we know that the lives of children and families do not split neatly to fit into what we provide. This is why the Partnership endorses the NI Executive's framework of six outcomes for children – it helps us step out of our boxes and think about how we can use our resources better together, than we can do apart.

So the Partnership has decided to collaborate in the use of funds that come to the individual statutory agencies on the CYPSP. This makes sense as the CYPSP can make pounds go further if they join them up. This is not a simple process because each of the CYPSP agencies are responsible for the funding that comes to it and each must account for it individually. However, there are many examples of how funding from more than one source has been used together. The Partnership intend to learn from these examples, from NI and from international best practice, to put in place agreements between the Partnership so that we can use our funding and resources better together than apart.

For example, at present a number of Departments of the NI Executive have strategies which support early intervention, including the Department of Health, Social Services and Public Safety, the Department of Education, the Department of Social Development, the Department of Justice and the Department of Agriculture and Rural Affairs. All have funding attached to the strategies. The CYPSP would like to find a way of enabling this funding to be used in a joined up way to improve outcomes for children and young people.

As it becomes clear what resources Partnership agencies will use for integrated commissioning, this will be inserted into future reviews of the Plan.

Whether the CYPSP will achieve this will depend on trust amongst members of the Partnership, technical support so that funding can be tracked into and out of the joint processes for using it, and permission and mandate from Government to do so.

Integrated Delivery

The need for better coordination is accepted by all who are concerned with the lives of children and young people in NI - they tell us this themselves and all agencies echo this. The current lack of coordination means that much time and energy is wasted, so we aim to improve coordination, both locally and for particular groups of children and young people. The CYPSP will do this throughout the work of all their planning groups, and through the development of Family Support Hubs.

Connection with Government

The CYPSP is putting in place the building blocks that we have described above. We think that these building blocks will improve the lives of children and young people by improving their outcomes. We think that the way in which we will improve their outcomes will promote their rights and address their needs. We will do what we can at our level i.e. the level of agencies. However, we believe that there should be a joined up approach to children and young people at Government level if we are to achieve our aim. The Partnership wishes to use their resources, funding, and existing services together. If the Departments of Government that provide those funding streams do not have a joined up process for developing policies and allocating funding in relation to children and young people, our tasks will be more difficult.

So the CYPSP will continue to seek a joined up approach to children's lives from Government, as well as a connection between the CYPSP and Government as a whole.

HOW TO USE THIS DOCUMENT

This is the first NI Children and Young People's Plan of the CYPSP.

This Children and Young People's Plan sets out the thinking of the CYPSP at a high level – without detail in relation to particular groups of children and young people or particular geographical areas. This detail will be contained in further Action Plans which will also be circulated widely for consultation. The Equality Screening document attached sets out that this Plan is built upon children's rights. The CYPSP views its responsibility with respect to Equality, Human Rights and Disability legislation very seriously, and asks that readers bear in mind that the specific ways in which the work will address equality and human rights requirements will be more evident in the Action Plans for specific geographical areas and for groups of children and young people at particular disadvantage.

Throughout the document web links provide the opportunity to find more detailed information about the process, work in progress and how to become involved and have your say.

The NI Children and Young People's Plan itself is made up of this document – the high level statements of how we will oversee the whole process, and all the Action Plans of all our planning groups, as well as a whole series of information reports, which we are using to carry out our planning.

The Plan is therefore a live document – at any one time the latest version of the overall Plan and the Action Plans of each of our planning groups will be available on our website, at www.cypsp.org.

If you require this document in an alternative format (such as large print, Braille, disk, audio file, cassette, Easy Reader or in minority languages to meet the needs of those not fluent in English) please contact the Children's Services Professional Planning Advisor. The contact details are attached at the end of this document.

Chapter One

The Northern Ireland Children and Young People's Plan (2011-2014)

1.0 CHAPTER ONE – STRATEGY

1.1 The Children and Young People's Strategic Partnership

Welcome

Welcome to this first NI Children and Young People's Plan. This Plan builds on the Children's Services Plans which were provided by the Children and Young People's Committees, based in the North, South, East and West of NI.

The CYPSP has now formed and has taken NI wide responsibility for integrated planning. Together, the Partnership form a cross-sectoral strategic partnership consisting of the leadership of all statutory agencies concerned with children's lives, and regional representation of the community/voluntary sectors and Black and Minority Ethnic sector.

The Partnership is a critical development, which will enable agencies to improve supports and services for children and young people in ways that have not been possible up to now. Until now, there existed a range of partnerships, which addressed specific parts of children's lives – and partnerships which addressed children's lives within a specific larger context, for example; Investing for Health, Community Safety, Policing, Neighbourhood Renewal. However, there was no grouping, which addressed the whole of children's lives across NI with the aim of improving them at agency level, as opposed to Government level.

The Partnership want to build on what has been achieved to date: many staff in our agencies and sectors have worked together over years to improve the lives of children and young people by addressing specific issues, by applying together for specific funding, by designing services together to address specific needs of children and young people in local areas and sometimes across NI.

However, the CYPSP is also aware that, despite these efforts, the vast majority of the state's resources are still put into place separately, which creates problems for children and young people and their families, and does not effectively utilise available resources.

A unified approach is needed, and is now possible through the CYPSP. This is the first time that the Chief Executives of all statutory agencies with responsibility for supports and services for children and young people have come together – with the community/voluntary and Black and Minority Ethnic sector, to mandate significant changes in the way our resources are planned and put into place.

Role of Children and Young People's Strategic Partnership

The CYPSP is a cross-sectoral, strategic partnership, consisting of the leadership from all key agencies who have responsibility for improving outcomes for all children and young people in NI.

Purpose of the Children and Young People's Strategic Partnership

- To put in place integrated planning and commissioning across agencies and sectors, which is recorded through the Children and Young People's Plan, aimed at improving wellbeing and the realisation of rights of children in NI, in relation to the six outcomes for children:
 - Being healthy;
 - Enjoying, learning and achieving;
 - Living in safety and with stability;
 - Experiencing economic and environmental well being;
 - Contributing positively to community and society; and
 - Living in a society which respects their rights.
- To ensure that the CYPSP will be informed by and inform individual organisational business, corporate and community plans.
- To ensure the participation and involvement of children, young people, families and communities in the integrated planning process.
- To ensure an effective and efficient, fully mandated structure which is representative of all key stakeholders is in place to carry out the work of the partnership.

Representation on the Children and Young People's Strategic Partnership

- Membership is assigned to designated people within each agency. This is because of the importance of the mandate from the top of each agency.
- Statutory sector agencies are represented at Chief Executive level.
- The representation of the community/voluntary and Black and Minority Ethnic sectors has been put into place through an open call organised by the community and voluntary sector.

Ethos of the Children and Young People's Strategic Partnership

The way in which the Partnership will work (our ethos) was decided at our first meeting. It was agreed as:

- Focusing on outcomes;
- Focusing on action;
- Using a community development approach;
- Using open, honest and straight talking;
- Reality based;
- Using information/evidence based decision making;
- With clarity on joint accountability – no junior partners;
- Leadership at a senior level;
- Influencing upwards.

Please see Appendix 1 for current membership of the CYPSP.

Please see Appendix 2 for CYPSP Governance Framework for more detail.

1.2 Strategic Context of the CYPSP - Children's Rights

It is the CYPSP's view that the incorporation of children's rights into integrated planning is required. There is increasing emphasis, through the UN Convention on the Rights of the Child (UNCRC) and human rights legislation, on rights based approaches to the provision of services.

The UNCRC is an international agreement on the rights of children. It sets out the basic rights to which all children are entitled to in all areas of their lives. In 1991 the UK Government ratified the Convention, thereby committing itself to promotion of children's rights, through the provision of services as well as other means.

There are four guiding principles of the UNCRC:

- Non-discrimination, (Article 2);
- The best interests of the child (Article 3);
- Respect for the child's view and the right to participate and for their view to be given due weight (Article 12);
- The child's right to life, survival and development (Article 6).

Taken together, these principles form the corner-stones of the Convention, which provides a set of minimum standards for children's civil, political, economic and cultural rights. These standards can be broken down into three main categories:

- Provision – rights to minimum standards of health, education, social security, physical care, family life, play, recreation, culture and leisure and adequate standard of living
- Protection – rights of children to be safe from all forms of neglect and abuse, exploitation and the effects of conflict.
- Participation – rights of children to a name and identity, to be consulted and taken account of, to have information, freedom of speech and opinion and to challenge decisions taken on their behalf.

The UNCRC is the most complete international statement of children's rights to date. The rights in the Convention are seen as necessary for the full and harmonious development of the child's personality and are inherent to the dignity of the child. It also recognises children's developmental needs – physical, emotional, intellectual, social, and also recognises the additional needs of some children.

The CYPSP will therefore ensure that the Plan will promote the rights of children and young people through integrated planning and commissioning.

Each of the CYPSP planning groups are being supported in developing their plans in such a way that they promote children's rights, uphold Human Rights and promote other relevant rights such as the UN Convention on the Rights of Persons with Disability.

This includes the development of an overall set of indicators based on rights as well as need, which we will seek to improve. In particular, the Concluding Observations of the UN Committee on the Rights of the Child in relation to the examinations of the UK, with specific reference to NI, will be used to give guidance on key indicators which should be included. This work will be taken forward under the auspices of the Office of the First Minister and Deputy First Minister (OFMDFM).

In particular, a Participation Strategy accompanies this Plan, which sets out how children and young people will be enabled and supported to take part in the detailed planning. This will build on the current participation processes that are in place, both within the previous Children's Services Planning process and otherwise. Please see Participation Strategy at Appendix 3.

The Strategy for Children and Young People: Our Children and Young People, Our Pledge 2006-2016

The Ten Year Children's Strategy provides the overarching strategic for integrated planning. All Departments of Government and all agencies must contribute towards improvement of the six high level outcomes set out in the strategy.

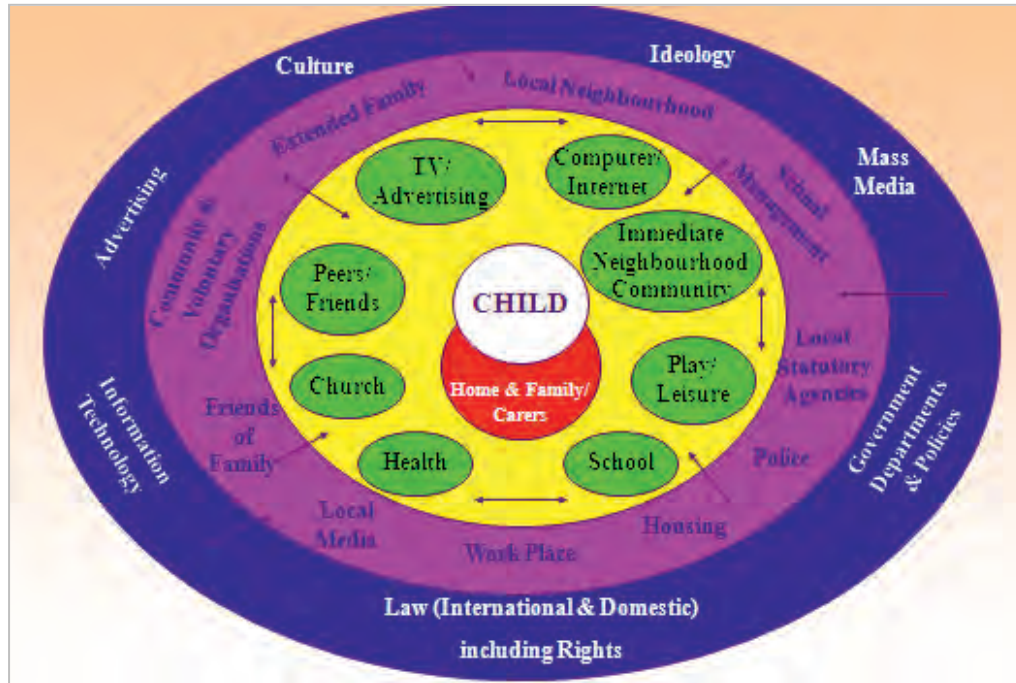


We will ensure that the Children and Young People's Plan contributes towards improvement in the six high level outcomes through integrating our planning and commissioning across agency.



The Whole Child Model

In order for all agencies and communities to see the role they have to play in achieving the above outcomes for children it is vital to have a common way of understanding children's lives. The CYPSP endorses the 'Whole Child' Model (Figure 1) which establishes a common way of thinking which can be agreed between agencies, between sectors (voluntary, community and statutory) and between Departments of Government - for understanding how society impacts upon children, and on how children impact on society.



The Whole Child Model

The model demonstrates that children are not and should not be passive recipients of services. Instead they are active participants. It maps out those influences which must be considered when attempting to connect with children. Understanding these influences is critical in designing services that will be relevant.

This model will remind us that the supports and services the CYPSP plan must chime with and back up the community supports in the child's life - and the model will help the Partnership to identify those issues that can only be addressed at the strategic and political levels, so that we work on change at this level.

The challenge for us all will be to ensure that, whatever level of our resources, we deploy these in the most effective and efficient manner possible and in a way that supports this holistic view of childhood.

Child Poverty

Given the existence of the NI Executive's work on child poverty, with the policy lead at the OFMDFM and with the Department of Social Development being the department with most responsibility in addressing poverty, we will examine what useful role we can play in

the implementation of the NI Executive's policy and strategy on child poverty.

Other Strategic Drivers

The partner agencies on the CYPSP relate to a range of strategies and policies, in relation to children and young people. Some key strategies are also being revised at present, so agencies need to review their own strategies and action plans in the light of changing expectations from Government. Some of the key strategies or policies with which this Plan will need to link are those below, which include all raised in consultation, apart from those which relate to a specific group of children and young people, in which case the strategic drivers raised in consultation have been referred to the specific planning group concerned:

- Programme for Government;
- Families Matter, the Department of Health, Social Services and Public Safety strategy for family support and parenting;
- Every School a Good School;
- Neighbourhood Renewal Strategy;
- Reducing Offending: Towards a Safer Society;
- Community Safety Strategy;
- Collaborative Working in Disadvantaged Areas;
- Review of the Youth Justice System in Northern Ireland;
- Programme for Cohesion, Sharing and Integration (draft);
- Community Planning Legislation (which may be introduced);
- The Children (NI) Order 1995;
- Children's Services Framework;
- Sexual Orientation Strategy;
- Investing for Health;
- Special Educational Needs (SEN) review;
- Early Years (0-6) Strategy (draft and subject to change following consultation);
- Priorities for Youth (consultation document);
- The Strategy for Young People not in Education, Training or Employment (NEET);
- The Big Deal (National Lottery in relation to children and young people);

- Healthy Child, Healthy Futures;
- Child Poverty Act (2010);
- Equality and Diversity in Education Policy;
- Play and Leisure Implementation Plan;
- Volunteering Strategy;
- DHSSPS Strategy for Nursing and Midwifery;
- Health Visiting and School Nurse Strategy;
- Social Investment Fund;
- Social Protection Fund;
- Reshape of the Education Estate – Area Based Planning;
- Care Matters in Northern Ireland: A Bridge to a Better Future 2007;
- Draft Homelessness Strategy 2011-2016;
- Supporting People Strategy 2011-2014;
- Protect Life Strategy 2006-2011;
- Welfare Reform;
- Health and Social Care Board (HSCB)/Public Health Agency (PHA) Community Development Strategy;
- Framework for Reducing Poverty and Tackling Inequalities;
- EU Context, for example EU2020 and specifically 'Youth on the Move', and EU opportunities such as Lifelong Learning Programmes.

In addition to the above, each agency within the CYPSP also has its other own key strategies – at agency level – which need to be taken into account by the CYPSP.

The CYPSP has made a start in working through how its work should support and link work relating to key strategic drivers, by carrying out a scan of strategic drivers in relation to early intervention.

One of the key issues for the Partnership has been our desire to avoid duplicating other planning work which is already taking place. So, in scanning the strategic drivers, we will aim to link with other processes with a view to joining up our own integrated planning and commissioning with other relevant processes.

Examples of this to date are:

- We are working with the Community Safety Unit of Department of Justice to ensure that the early intervention strand of the Community Safety Strategy should be implemented jointly with the CYPSP. We will continue this work.
- The CYPSP Belfast Outcomes Group and the Belfast Strategic Partnership have agreed that the work on early intervention for both the CYPSP and the Belfast Strategic Partnership will be carried out by the CYPSP Belfast Outcomes Group.
- The Safeguarding Board for NI and the CYPSP have roles which are distinct but need to be connected. A joint workshop has been held to start the process of drawing up a clear understanding between the two bodies in relation to our roles.
- The NI Commissioner for Children and Young People has Observer status on the CYPSP. This provides a checking mechanism in relation to the upholding of children's rights through the planning process.

1.3 Introduction to the Children and Young People's Plan

This NI Children and Young People's Plan sets out how integrated planning and commissioning arrangements will be put into place to secure improvements in the six high level outcomes for children and young people set out in the Ten Year Strategy for Children and Young People.

The planning groups of the CYPSP will take each of the Outcomes and link them to indicators or ways in which we will know how well children and young people are achieving the outcomes, and to actions that need to be taken to ensure improvements in these outcomes.

This remit to be covered by the Children and Young People's Plan is wider than that of the previous Children's Services Planning process, which was designed originally to address the needs of vulnerable groups of children and young people.

It has now been accepted, both through the experience of Children's Services Planning within NI, and through similar experiences in other UK jurisdictions and beyond, that vulnerable children are best supported and protected when there is a process in place which supports an integrated approach to the planning of all services, from universal to those targeted to address specific needs. The new planning process will therefore address the needs of vulnerable children and young people within the wider planning process. It will support universal services to be proactive in identifying and addressing situations where children or young people would benefit from extra support and ensure that, where appropriate, targeted and specialist support is available when needed.

The Partnership has adopted the principles of mainstreaming, which means that it will ensure that the rights and needs of children and young people at particular disadvantage, for example children and young people with disabilities, those affected by domestic violence and Black and Minority Ethnic children and young people, will be addressed in all the planning processes.

Such a process does not supplant or replace the statutory responsibilities, lines of accountability or commissioning responsibilities of individual agencies. Rather it allows a space for

agencies to come together with each other and, critically, with children and young people, families and communities, to make sure that individual efforts to support children and young people (across the whole range of needs) link up with and work well with other supports and services in the lives of children and young people.

As this is our first NI Children and Young People's Plan, a large proportion of our work so far has been to work out what is needed. This will ensure that over the years ahead we can work together to put the pieces in place, with the aim of better outcomes for all our children and young people. The timeframe of this Plan ends in 2014, so specific actions can only be detailed up to this point. However, the CYPSP is working to a much longer timeframe, as the Partnership is a permanent one, and intends to put in place changes that make long term improvement in outcomes for children and young people.

Chapter Two

Outcomes Based Planning

CHAPTER TWO - OUTCOMES BASED PLANNING

2.1 Introduction

The NI Children and Young People's Plan will be implemented at the three levels, firstly the NI wide level, secondly planning at the level of geography of Health and Social Care (HSC) Trusts (these boundaries chosen due to the lack of co-terminosity across agency boundaries and the fact that each HSC Trust boundary includes a number of Local Government boundaries), and thirdly at locality level – geographies which make sense to local communities.

At the NI level, the CYPSP will oversee a number of NI wide sub groups, which will address the needs of specific groups of children and young people, and key issues.

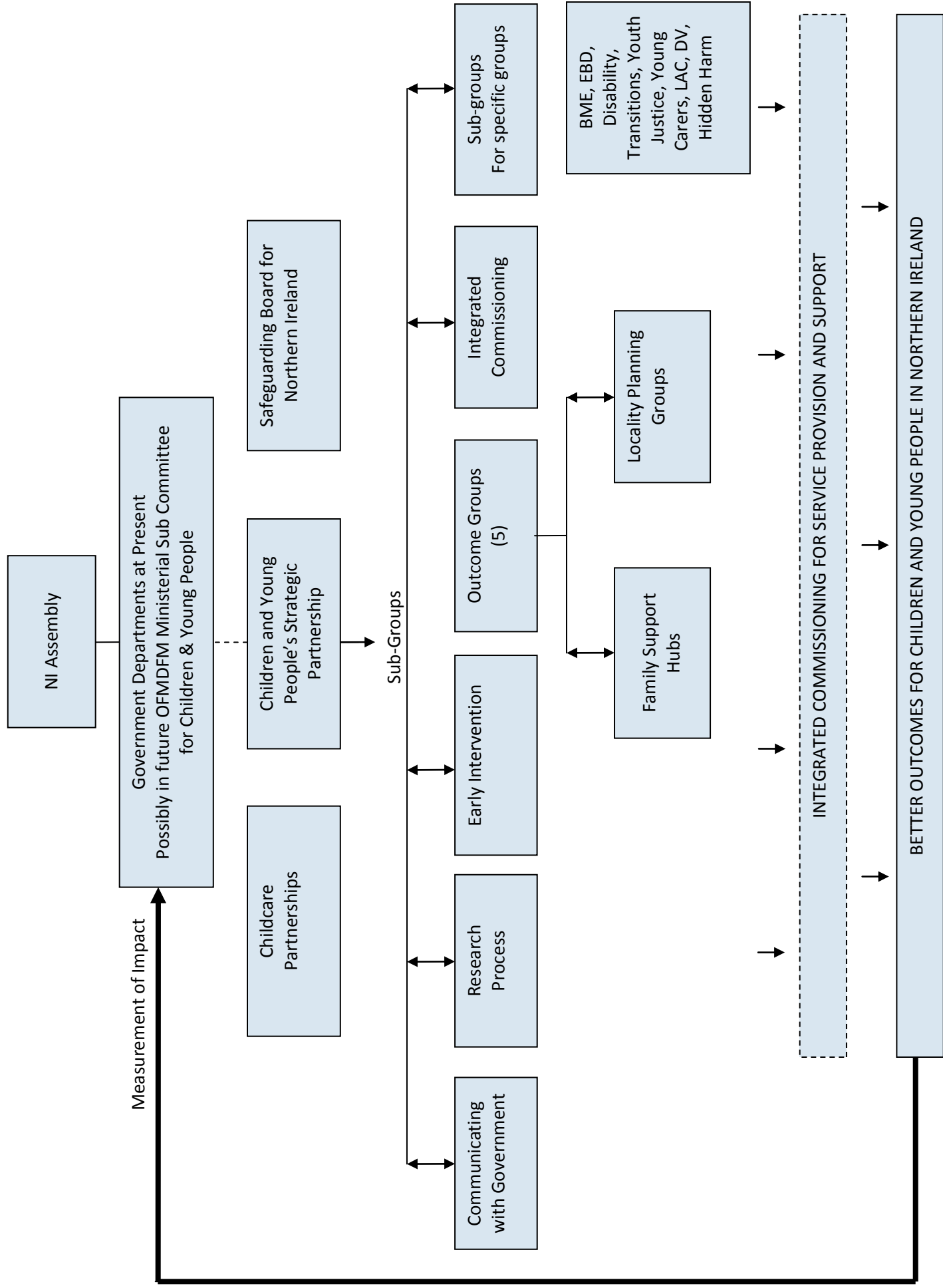
A number of regional groups have been established, and some are still to begin. For list of regional sub groups please see Section 4.1.

At each level the work is Outcomes Based Planning, i.e. the groups will take the six high level outcomes, consider the information about these outcomes, and make changes to supports and services which are needed to improve the outcomes.

A planning framework is being used which has evolved in NI over a period of years and is consistent with international best practice in planning, the *Framework for Integrated Planning for Outcomes for Children and Families*¹. Full details of the framework can be found at www.outcomesforchildren.org.

These six outcomes are our common vision and their achievement our common purpose. Everyone from government to local communities, to parents and children and young people, has a role to play in helping to reach these goals.

¹ Framework for Integrated Planning for Outcomes for Children and Families'. CAWT, SHSSB, WHSSB, HSE, 2008. Available from www.cypsp.org and www.outcomesforchildren.org.



2.2 Key Priorities of the CYPSP

At CYPSP level, four strategic themes will form the core work.

Strategic themes for CYPSP			
Early intervention	Communicating with Government	Integration of Planning	Optimisation of resources
Designating NI as a site for early intervention Supporting all services across all departments to evidence what they do in regard to this	Suggesting to government that all government departments develop single approach to children and young people Seeking that the Programme for Government supports joint approach to children and young people. In the longer term, seeking coordinated children's budgets/single children's budget In the longer term, seeking a Children's Minister	Connecting people at all levels to map information and evidence Using information (quantitative and qualitative) to make change to improve outcomes Measuring progress Making CYPSP trusted regarding what's going on for children and young people in NI Making CYPSP the trusted Partnership of leaders which can be used to make required change	Coordinating efforts to increase early intervention level of family support Sharing resources, for example; sharing facilities Reviewing and possibly changing use of resources Making sure that any new resources add to existing services and do not replace existing services
Impact measures			
Human capital impact - benefits directly to individuals	Systemic impact - changing systems and context to create better outcomes for children and young people	Social capital impact - use of information, ideas and evidence to help agencies support children and young people jointly	Resource impacts - getting more out of what is available

The CYPSP has decided to set up strategic sub groups, to take forward the themes above. The sub group on early intervention will be discussed in Chapter 3.

2.3 Integration of Planning and Resource Optimisation

The Partnership has agreed that integration of separate planning processes is required. So work will start on ensuring that each Partner agency's business plan, in relation to children and young people, should include the commitments required by the agency to contribute to the NI Children and Young People's Plan, which will include both how the agency will contribute to improvement in the outcomes for children and young people as a single agency, and as a member of the Partnership.

The Partnership has also agreed to strengthen the role of the Outcomes Groups, such that to expect each group to work towards joint commissioning, both through integrating the use of existing resources, and through integrated use of any new resources, from whatever source, to improve outcomes for children and young people in their area. As it becomes clear what resources Partnership agencies will use for integrated commissioning, this will be inserted into future reviews of the Plan.

The CYPSP believe that duplication of effort across partnerships should be minimised. So the Partnership aims to provide a single first point of call, in relation to integrated planning for children and young people, whatever the specific issue.

Part of our evaluation framework will be a method of monitoring ourselves in relation to this key strategic aim.

A sub group will be set up to explore models of joint commissioning and the potential to bring together diverse planning processes.

2.4 Integrated Delivery

The need for better coordination is accepted by all who are concerned with the lives of children and young people in NI, all CYPSP member agencies echo this. The current lack of coordination means that much time and energy is wasted, so we aim to improve coordination, both locally and for particular groups of children and young people. The CYPSP will do this throughout the work of all our planning groups and through our development of Family Support Hubs.

2.5 Communicating with Government

A Communicating with Government Sub Group will assist the CYPSP in using a joint authority to argue for a more integrated approach to children and young people across government departments. The Partnership believes that a more integrated approach at government level would better support to enable agencies to share resources.

The Communicating with Government Sub Group has decided to communicate the following four messages:

- **Children's rights as well as their needs must be addressed through integrated planning;**
- **The benefits of early intervention;**
- **The benefits and cost effectiveness of integration;**
- **The CYPSP as the key integrated planning and commissioning process in relation to children and young people.**

2.6 Monitoring, Review and Evaluation of the Process

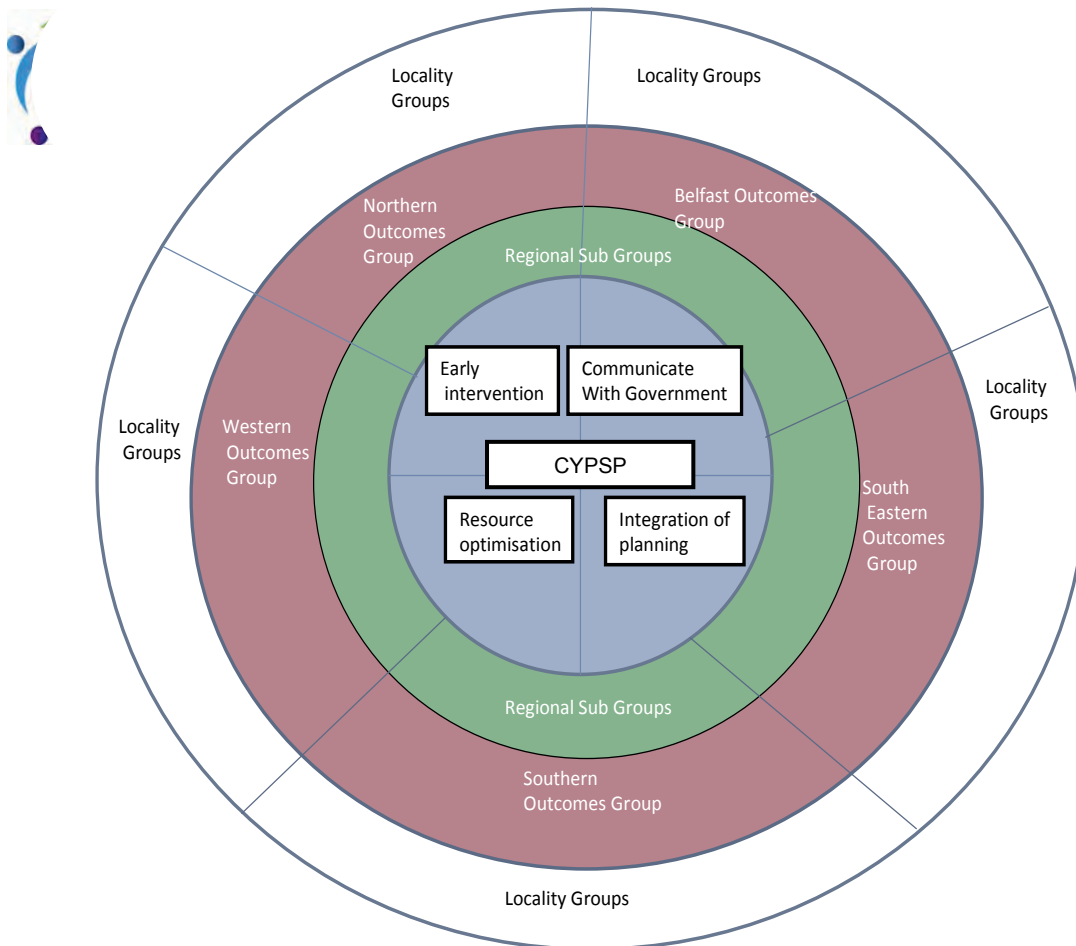
The Children's Services Planning legislation requires that this Plan is reviewed annually. In addition, the CYPSP intend to put in place an evaluation process to provide information on whether and how this process is adding value, and to what extent this planning process follows best practice.

2.7 Communicating Our Work

A key part of the CYPSP's work is to communicate what the Partnership are doing – both internally, so that the key strategic decisions that we as a Partnership take are communicated to our planning groups, as well as to people outside of the CYPSP structures.

The CYPSP is aware that if we are to succeed in providing a central point for agencies to plan and commission together, it is important to communicate our approach to this widely. We have developed a Communications Strategy for this purpose.

2.8 Linking Roles and Relationships



This diagram illustrates the relationships between the CYPSP, Outcomes Groups, Regional Sub Groups for specific groups of children and young people at particular disadvantage, such as disabled children and young people, and Locality Planning Groups.

The CYPSP is the strategic sponsor and steward of the implementation of the NI Children and Young People's Plan. The Terms of Reference for the planning groups link into the overall Plan. See Governance Framework, at Appendix 2, for more detail. The detailed action plans for the Outcomes Groups and Locality Groups will be aligned to the overall Plan.

The CYPSP adds value to the planning process by advancing its strategic themes to facilitate progress on the ground.

It is our intention that Locality Groups are connected on the ground to carry out planning which makes best use of knowledge and resources; the Outcomes Groups will be empowered to make changes at HSC Trust level of geography and the CYPSP will lead the strategic process of seeking to change policy and remove obstacles in the overall context which prevent better outcomes for children and young people being achieved.

Each Outcomes Group has developed an Action Plan for their area, linked to this Plan, which has been consulted upon. These action plans include the priorities that need to be taken forward to improve the six high level outcomes for children and young people in each Outcomes Group area.

The Regional Sub Groups are also developing Action Plans, with most of these having been consulted upon. The final versions of all these Action Plans, will, together with this high level Plan, form the whole NI Children and Young People's Plan.

2.9 Outcomes and Key Information on Outcomes

Much work has already taken place in measuring the outcomes for children and young people. Indicators have been chosen which link to each Outcome, with information from across a range of agencies. This information has been gathered together and is available at three levels, as follows:

- NI wide;
- The geographical areas of the 5 Outcomes Groups;
- Each District Council area including electoral ward data analysis: (each posted on the website as finalised)

These reports are available in the publications sections of the CYPSP website at www.cypsp.org/publications.htm. The information has been collected over time, in some cases up to 10 years, which provides information on whether children's lives are improving or not over time. This allows the CYPSP to identify issues which need to be addressed, so that we can, together, change supports and services so that indicators start to improve – this can be described as “turning the curve”.

At local level this information is complemented by qualitative information from local communities, children and young people and their parents. This is essential in order to address issues at an early stage. The data and local information is collected in Children's Locality Plans. Appendix 3 includes an outline process for ensuring the participation of children and young people in the planning process, and Appendix 4 includes a similar outline regarding the participation of parents in the planning process.

The following tables provide an illustration of the kinds of information which the Partnership will use to measure how well children and young people in NI are doing and where improvements are needed. The actual indicators which will be prioritised by each of our planning groups will be listed in their Action Plans. In some cases further research will be required.

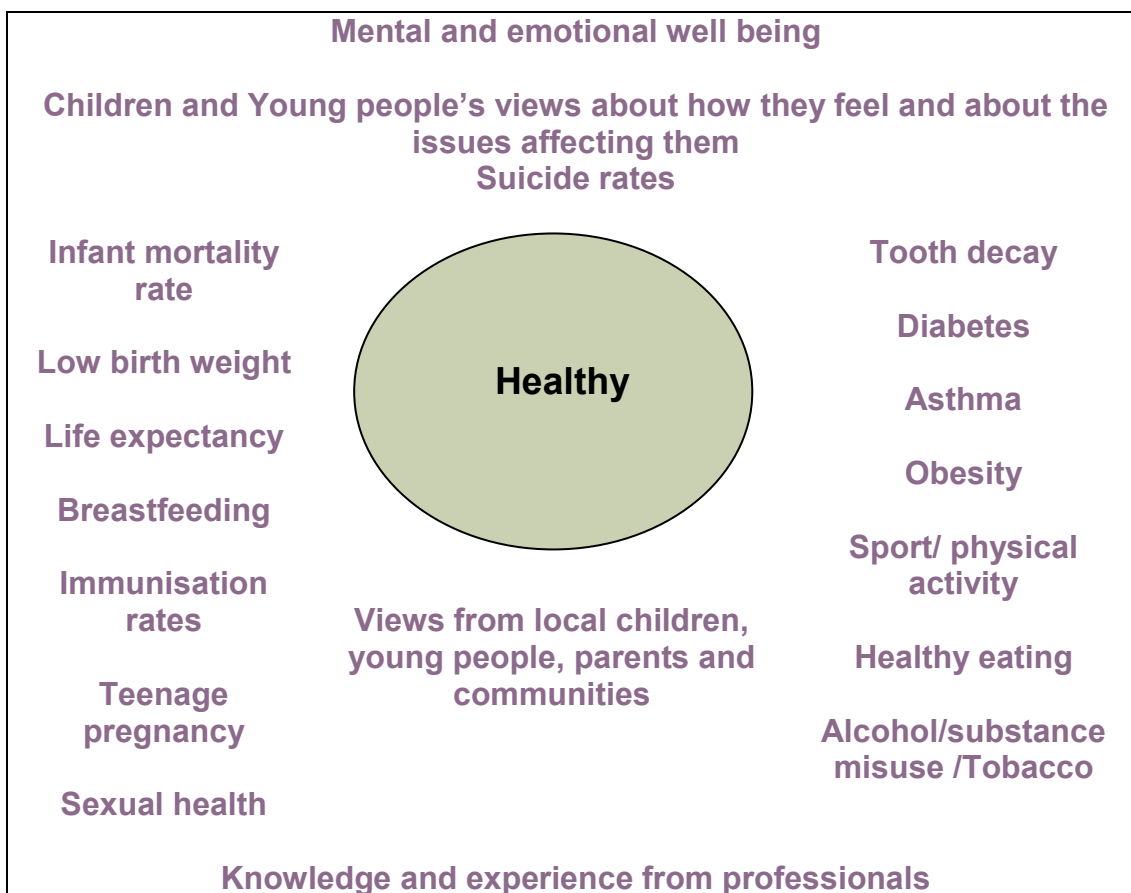
Each planning group will use these indicators, as well as other information, to allow them to identify what changes are needed for specific groups of children and young people.

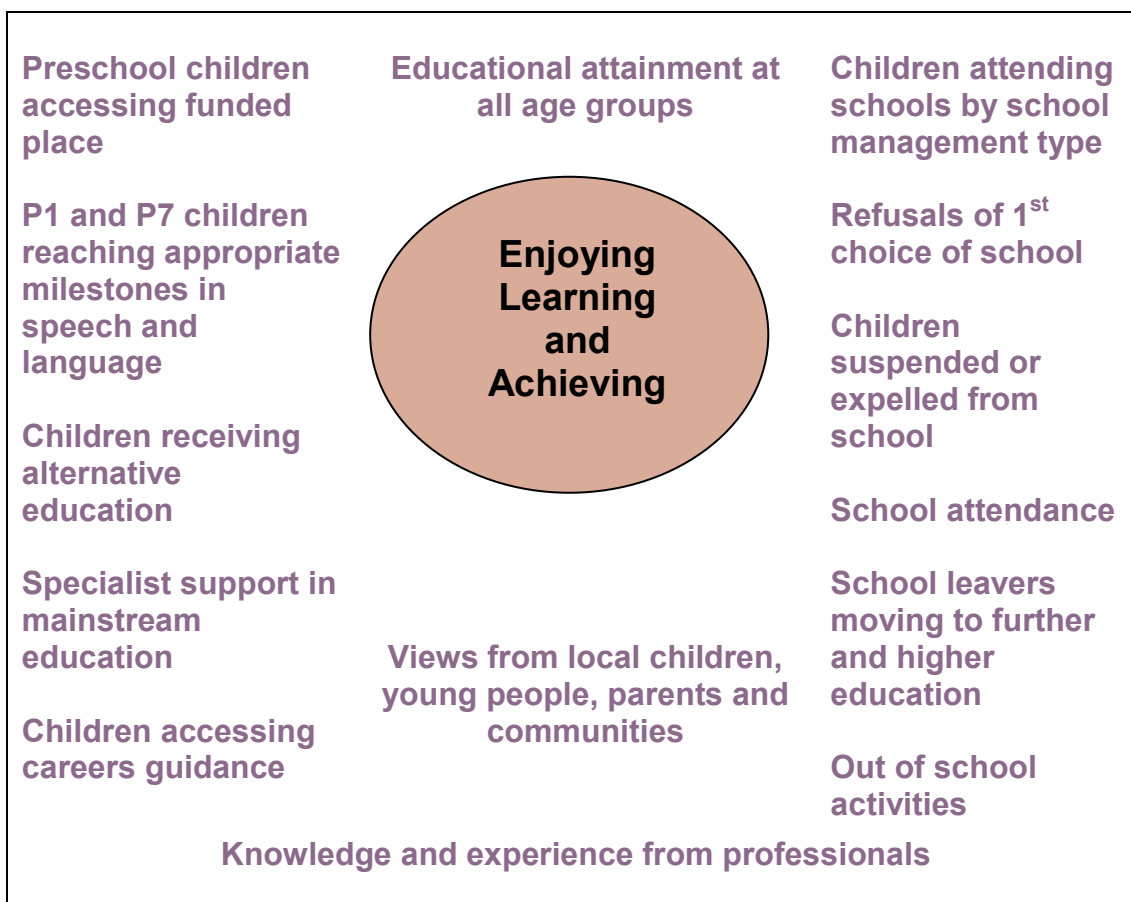
In addition, the set of indicators has been further refined and quality checked against the UNCRC to ensure that they relate to rights as well as needs. This piece of work had been carried out together with staff from the OFMDFM. This refined set of indicators 'Developing Child Rights-Based Indicators' can be provided by the Children's Services Professional Planning Advisor or Children's Services Planning Officer or alternatively they can be downloaded at <http://www.cypsp.org/Publications/child-rights-indicators.v.2.pdf>.

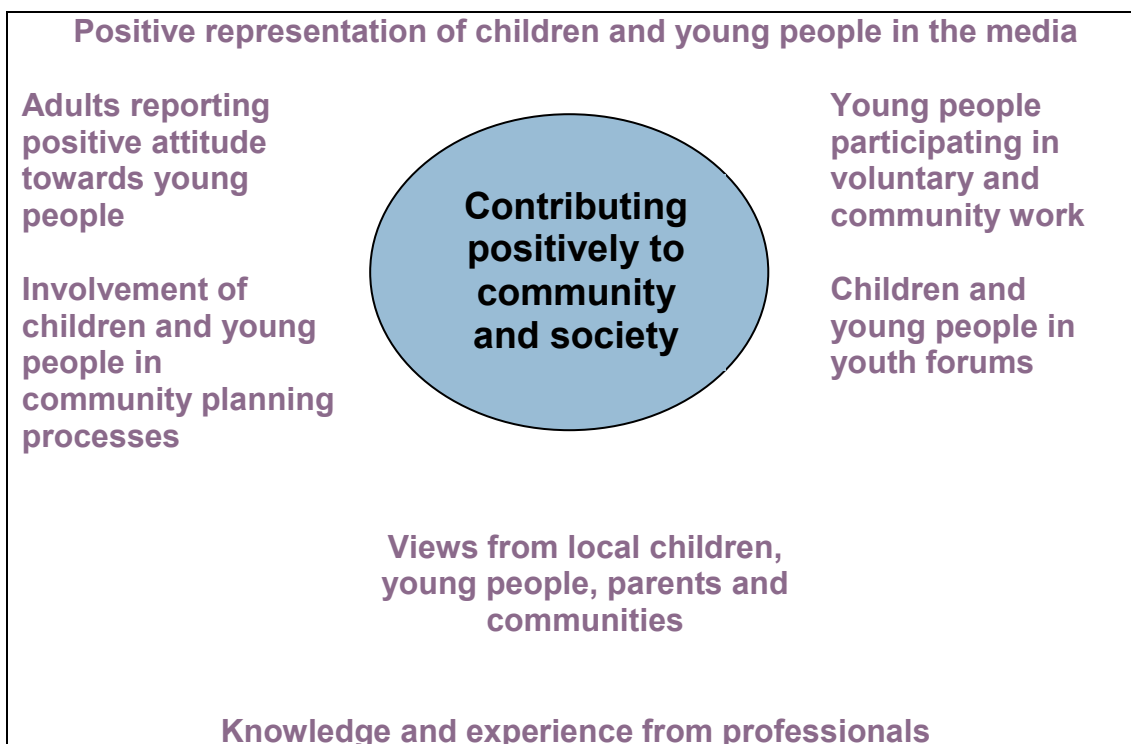
The OFMDFM has now commissioned the United Nations Education, Scientific and Cultural Organisation (UNESCO) Chairs Programme to refine a set of indicators which can support it reporting to the Committee on the Rights of the Child and also measure the effectiveness of the Ten Year Strategy. The CYPSP staff will be involved in the reference group for this work. This should support the refining of the indicators which we use for our planning work.

There is a wide body of research available also, which can be used to support the planning process. The available research has been mapped under the six high level outcomes of the Ten Year Strategy, and gaps, which are required for the planning process, have been

identified, particularly with respect to rights. This document 'Developing Child Rights-based Indicators: Record of Qualitative Research' can be found at [http://www.cypsp.org/Publications/record-qualitative-research\(dh\).pdf](http://www.cypsp.org/Publications/record-qualitative-research(dh).pdf). It is our intention to continue to update this, for the benefit of our planning processes, and for the wider community who are concerned with children's lives.







Chapter Three

Early Intervention

3.0 CHAPTER THREE – EARLY INTERVENTION

3.1 A Focus on Early Intervention

The CYPSP has decided that they will support an increased focus on early intervention as key to our role in improving the six high level outcomes for children and young people.

This approach is underpinned by the UNCRC, specifically Article 18, which states that:

- 1. Parties shall use their best efforts to ensure recognition of the principle that both parents have common responsibilities for the upbringing and development of the child. Parents or, as the case may be, legal guardians, have the primary responsibility for the upbringing and development of the child. The best interests of the child will be their basic concern.*
- 2. For the purpose of guaranteeing and promoting the rights set forth in the present Convention, States Parties shall render appropriate assistance to parents and legal guardians in the performance of their child-rearing responsibilities and shall ensure the development of institutions, facilities and services for the care of children.*

Agencies and departments of government in NI are currently moving to an early intervention focus in their policies, strategies and funding streams. Some agencies have focused on specific early intervention programmes which have proved to be effective elsewhere.

The CYPSP has set up a strategic sub group, made up of CYPSP members, which will support the whole CYPSP planning process to take forward the CYPSP's focus on early intervention in an agreed way. The Early Intervention Sub Group has analysed existing key policy papers and overviews of the research evidence on early intervention, which has informed our agreed position paper on early intervention. See Appendix 5. This paper includes the definition set out below and a number of recommendations which we will be taking forward.

3.2 Definition of Early Intervention

The CYPSP has adopted the following broad and inclusive definition of early intervention, which was developed by the Centre for Excellence and Outcomes for Children and Young People (CE04):-

Early intervention is 'intervening early and as soon as possible to tackle problems emerging for children, young people and their families or with a population at risk of developing problems. Early intervention may occur at any point in a child's life'.

(Grasping the Nettle' Report 2009)

The Partnership note that this definition includes the intergenerational aspect of early intervention and the term 'population at risk' includes specific geographical communities.

3.3 A Joint Governmental Strategy for Early Intervention - NI as a Early Intervention Region

The CYPSP will seek a joint governmental strategy for early intervention, which should include a set of achievable outcomes.

They will suggest that such a joint governmental strategy should include seeking status for NI as an early intervention region. This would, if agreed, communicate across agency and department, that early intervention needs to be taken forward as a joint government priority. If such status were agreed it could support departments and agencies working in an integrated way, at different levels, to make best use of available resources for early intervention. This is in the context of, for example, the Department of Education, Department of Health, Social Services and Public Safety, Department of Social Development, Department of Agriculture and Rural Development and the Department of Justice all focusing efforts on early intervention, and making funding streams available. We want to play a part in making sure that such funding is used to best effect, with best value for money, through integrated planning and commissioning.

In addition, we will seek from Government a long term shift in resources which is comparable to Northern European countries, which are most successful internationally in relation to outcomes for

children and young people. Fundamentally, such countries not only have strong universal services, but also widely available parenting and family support, which link well with universal services. Clearly, such a shift is beyond our own remit, but it is the CYPSP's considered view that it is important to learn from countries which, as a whole society, achieve far better outcomes for children and young people than what is being achieved in NI. See the United Nations Children's Fund (UNICEF) comparison of outcomes across countries included at Appendix 5.

3.4 Co-ordination across Agencies for Early Intervention

Given that the CYPSP see early intervention as a key strategic aim, the Partnership has agreed to use its combined authority to drive an early intervention focus in the NI Children and Young People's Plan, i.e. through integrated planning and commissioning across NI, as well as within each of the Partner agencies' business planning processes.

The Early Intervention Sub Group will carry out a review of existing strategies, to consider where they can be harmonised, in order to maximize impact on early intervention, and to identify gaps that need to be addressed collectively.

The Early Intervention Sub Group will also profile the service infrastructure currently available to deliver an early intervention strategy. This includes universal statutory provision and additional provision. As well as providing this information to Government, we will use this information to support the CYPSP Planning Groups in their work. It is essential that we are fully aware of the supports and services that currently exist across NI for early intervention in order to be able to make better use of these, coordinate them better and identify gaps that need to be filled.

In relation to mapping the supports and services, a model of analysing levels of need and therefore of the relevant service was developed by the previous Children's Services Planning process, and became known as the **NI Family Support Model**. This will be useful in assisting the Early Intervention Sub Group and the planning groups to analyse the supports and services available at each level. More detail is available at Appendix 5, where the CYPSP position paper on

early intervention appears, however, a brief description of each level follows here.

Level 1 represents services provided to the whole population to provide mainstream health care and education. It also includes services based on universal rights for the whole population, and services designed to improve the situation of disadvantaged people through community development.

Level 2 represents support for children who are vulnerable, through an assessment of need. Services are targeted to individual children, with parental support, and are provided in statutory and voluntary settings. It incorporates services that must address rights such as Article 23, UNCRC, on the right of disabled children to special care, education and training.

Level 3 represents support to families, or individual children and young people, where there are chronic or serious problems. It is provided through a complex mix of services, which need to work together well in order to provide the best support. These services must address UNCRC special measures of protection such as Article 39, on the duty to provide for recovery for victims of neglect, exploitation or abuse.

Level 4 represents support to families, or individual children and young people, where the family has broken down temporarily or permanently, and the child or young person may be looked after by social services, in youth custody or prison or as an in-patient, for instance due to disability or mental health problems. These services must address rights such as article 40, UNCRC, which sets out the rights of children accused of offences.

It is important to stress the degree to which this model emphasises the interdependence between the four levels. Strong and effective services for all children at Level 1 will alleviate the need for Level 2 services for many children. A good and comprehensive range of preventative services at Level 2 will address difficulties early enough to affect the numbers of children and young people who require services at Level 3. Focused and intensive services at Level 3, which can draw on the strengths of family and neighbourhoods, will impact on the numbers of children who are at risk of having to leave home.

The range of Early Intervention services in NI can be framed within Levels 1 and 2 of this model.

As part of the NI Children and Young People's Plan, we will develop an Early Intervention Plan capable of addressing the following four age ranges for intervention:

- **Pre-conception/conception;** to create the best conditions for the pre-natal stage;
- **0-3years;** to maximize support according to need at the earliest stage;
- **3+years;** a range of services, with emphasis on health and education, available locally, to support family living;
- **Post primary;**
 - Infusing the post primary curriculum with a greater understanding of the broad principles of parenting and the impact of the environment on a child growing up
 - As well as a range of services with emphasis on supporting the young person growing to adulthood with improved outcomes.

The Early Intervention Plan will be put into action through the integrated planning and commissioning which will be taken forward by each planning group.

We will measure the effectiveness of early intervention at a number of levels:

- Track aggregated population level trends. This work has begun, and a framework is already in place. What is required in order to fully develop outcomes measurement for Early Intervention is a refinement of population based level 2 indicators;
- Gather and evaluate existing research on how to influence each of the outcomes;
- Carry out a baseline audit of the quality of early intervention programmes in place in NI;
- Review the progress of the Randomised Controlled Trials based programmes in NI;

- Develop and pilot a standardized resilience based framework for evaluation of Early Intervention programmes across NI;
- Develop an Evaluation Framework to measure the added value of local integration of services (Family Support Hubs). (Please see section 3.5).

3.5 Family Support Hubs

At local level, it has been recognised for some time that many children and young people and families do not find their way quickly enough or sometimes at all to the existing early intervention supports and services that exist in their communities.

Therefore we will oversee the development of a network of local Family Support Hubs. The concept of a 'Family Support Hub' is of an easily recognizable, non-stigmatized brand or flagship for Family Support at local level.

3.5.1 Definition of a Family Support Hub

A Family Support Hub is a multi-agency network of statutory, voluntary and community organizations that either provide early intervention services or work with families who need early intervention services. The network accepts referrals of families who need early intervention family support and uses their knowledge of local service providers to signpost families with specific needs to appropriate services.

3.5.2 Purpose

The purpose of Family Support Hubs is:

- To improve access to early intervention family support services by matching the needs of referred families to family support providers;
- To improve coordination of early intervention family support services by creating a collaborative network of providers
- To improve awareness of family support services;
- To assess the level of unmet need for early intervention family support services and informs the relevant Outcomes Groups.

So Family Support Hubs provide for children, young people and families:

- Points of contact locally for information about early intervention family support;
- Points of local and non-stigmatized access to early intervention family support;
- Points of referral for children and young people and families to supports and services through a non-stigmatising process.

The approach is based on harnessing the expertise of voluntary and community sector organisations in supporting families.

In a time of significant financial constraints this approach offers the potential of ensuring more coordination of services to vulnerable families and less wasteful duplication of service provision.

This approach has the potential to help alleviate the overload in statutory services at the point of intake. This can occur by ensuring that referral to statutory social services is not seen as the pathway to access family support services. This approach can support 'hard to reach' families who may be distrustful of statutory services.

3.5.3 Participants

The participation in Family Support Hubs is dictated by local need (organisations that can respond to the big issues locally) and by availability of resources (what services are available in what areas).

Largely, the following agencies and sectors are represented:

- Education;
- Health and Social Care Trusts:
 - Health visiting and Social Care
 - Child and Adolescent Mental Health Services (CAMHS)
- Community and Voluntary Sector;
- Youth Justice Agency;
- Police Service NI;
- Councils;
- Neighbourhood Renewal;
- Child Maintenance Enforcement Division of the Department of Social Development

We intend to develop Family Support Hubs in the following ways:

- To develop quality standards based on international research
- To support the development of Hubs across NI, through a regional workshop to promote learning across those developing Hubs at present
- To work to ensure that the use of Hubs becomes an integral part of the total system to support children and families across agencies
- To contribute to the understanding of the impact of early intervention initiatives on the whole system.
- Through the CYPSP Research process, we will develop the evidence base for this approach and a model for evaluating the contribution of Hubs to the effectiveness of early intervention.

3.6 Evaluation of Early Intervention/Family Support

As stated above, we will evaluate the effectiveness of this approach to early intervention. Our evaluation strategy will address:

- The effectiveness of the coordination of early intervention family support, and
- The effectiveness of early intervention type family support provision across NI.

A framework for the evaluation of early intervention family support services, based on the degree to which such services increase resilience in children and young people and families, is in development.

This development of this evaluation framework is being provided guidance by the CYPSP Research process, led by UNESCO² Chair, Professor Pat Dolan of the Child and Family Research Centre, National University of Ireland (NUI).

² United Nations Educational, Scientific and Cultural Organisation.

Chapter Four

Planning for Specific Groups of Children and Young People and Children in Specific Localities

4.0 CHAPTER FOUR – PLANNING FOR SPECIFIC GROUPS OF CHILDREN AND YOUNG PEOPLE AND CHILDREN AND YOUNG PEOPLE IN SPECIFIC LOCALITIES

4.1 Regional Sub Groups

Regional Sub Groups have been established to plan for specific groups of children and young people and to address key issues. In addition to the groups listed below it is envisaged that interagency groups working on planning services for children and young people set up separately from CYPSP processes will link into the NI Children and Young People's Plan. An example of this is the Sub Group on children affected by domestic violence which also links to the Tackling Violence at Home strategy and its outworking.

An action plan has been published for consultation for most of these groups, but some have been more recently established, so their action plans will follow later.

Regional Sub Groups: specific groups of children and young people represented on the CYPSP

- Black and minority ethnic children and young people
- Children and young people with disabilities
- Children and young people affected by domestic violence
- Children and young people with emotional and behavioural difficulties
- Children and young people and offending
- Children and young people affected by parents with drug/alcohol issues (Hidden Harm)
- Children who have family members with mental health issues (Think Family)
- Lesbian, gay, bisexual and transgender children and young people
- Looked after children and vulnerable 16+ young people
- Transitions of children and young people with disabilities to adulthood
- Young carers

4.2 Outcomes Groups

Outcomes Groups at the level of geography of the five HSC Trusts are in place. Action Plans for the Outcomes Groups are being published alongside this high level Children and Young People's Plan. These Action Plans are the result of outcomes based planning – the Outcomes Groups have considered the information, both statistical and qualitative, about the lives of children and young people in their areas, and have agreed priorities for change to supports and services through integrated planning.

4.3 Locality Planning Groups

Locality Planning Groups are partnerships between children, young people, families, communities and representatives of agencies at local level. They carry out outcomes based planning at the level of geography which makes sense locally. The Groups draw up a locality plan to address priorities identified through the outcomes based planning by mobilising local resources and drawing on the support of the CYPSP. The work builds on the current integrated planning work and is directed and supported by each Outcomes Group. In addition to the groups listed below it is envisaged that interagency groups working on planning services for children that have been set up separately from the CYPSP will in time link into the Children and Young People's Plan. Groups already linked to the planning process are listed below.

These groups will be consulting locally about the issues relating to children, young people and families. Further details including action plans and how to get involved are available from Anne Hardy at anne.hardy@hscni.net.

Locality Planning Groups currently linked to CYPSP				
NORTHERN OUTCOMES GROUP	SOUTHERN OUTCOMES GROUP	WESTERN OUTCOMES GROUP	BELFAST OUTCOMES GROUP	SOUTH EASTERN OUTCOMES GROUP
<p>Antrim Ballymena Cookstown Larne Moyle Bushmills Newtownabbey Carrickfergus Ballymoney Magherafelt</p> <p>Consultations underway with regard to development of locality group in Coleraine</p>	<p>Armagh South Armagh Dungannon Banbridge</p> <p>Linkages with Newry and Mourne District Council Children's Strategy Group under way</p> <p>Consultations underway with regard to development of locality group in Craigavon</p>	<p>Fermanagh Derry Omagh Strabane Limavady</p>	<p>The Belfast Outcomes Group is currently mapping and consulting with existing partnerships in the area with the aim of linkages which will avoid duplication of effort</p>	<p>Colin Partnership</p> <p>Early Intervention, Lisburn</p> <p>Consultations will be carried out across the rest of the Outcomes Group area to connect or develop locality planning groups as necessary</p>

Chapter Five

Northern Ireland Children and Young People's Plan (2011-2014)

Strategic Action Plan

Six High Level Outcomes of Our Children and Young People: Our Pledge

Quantitative Information

The Outcome Monitoring Reports bring Outcomes Groups, Locality Planning Groups and together information on indicators agreed Regional Sub Groups identifying priority qualitative with the OFMDFM, for the whole population information relating to the 6 outcomes for their across Northern Ireland (NI), also broken population of children and young people down into smaller geographical areas.

Qualitative Information

Outcomes Groups and Regional Sub Groups have identified priority indicators for their population of children and young people.

What we will do

This Plan sets out strategic actions to improve outcomes through integrated commissioning, including those required to connect this process effectively with a joint Governmental process for improving outcomes for children and young people. The timescales included here end in 2014 as this is the timescale of this Plan. However, this sits in the context of the CYPSP's aim to effect long term change.

Action Plans for Outcome Groups and Regional Sub Groups also make up this Plan. We will ensure that there is good communication up and down and across our planning structures, as well as externally.

Mandate for detailed integrated commissioning is from CYPSP. The Integrated Commissioning Group will devise an integrated commissioning framework, for use by the CYPSP planning groups, when funding from more than one source becomes available. Links will be made with all other relevant commissioning processes. We will work to ensure that we are not duplicating other planning processes.

The Early Intervention Sub Group drives the early intervention strategic process by mapping strategic policies

and strategies relevant to early intervention, mapping available early intervention across NI in conjunction with all CYPSP planning groups, auditing current early intervention in relation to existing evaluations and monitoring processes, providing an evaluation framework suitable for all early intervention supports and services, providing an evaluation framework to measure the effectiveness of Family Support Hubs.

Outcomes: 6 High Level Outcomes of Our Children and Young People: Our Pledge				
Actions:	Implementation Milestones	Lead person/other groups	What difference will it make to children and young people	By when
Activate integrated commissioning to improve outcomes	Outcomes Groups Action Plans agree planning priorities	Outcomes Groups Chairs	Priorities designed to improve high level outcomes in Outcomes Group area	End May 2012
	CYPSP agree Action Plans	CYPSP and Outcomes Groups Chairs	Priorities designed to improve high level outcomes in Outcomes Group area	June 2012
	Outcomes Groups agree commissioning priorities and put in place supports and services through commissioning of family support services funded by	Outcomes Groups chairs	Priorities designed to improve high level outcomes	September 2012

Outcomes: 6 High Level Outcomes of Our Children and Young People: Our Pledge				
Actions:	Implementation Milestones	Lead person/other groups	What difference will it make to children and young people	By when
Agree strategic direction in relation to early intervention and	DHSSPS			
	Integrated Commissioning Framework developed	Integrated Commissioning Sub Group Chair	More efficient and joined up use of resources from across funding streams, focusing on early intervention.	October 2012
	Integrated Commissioning Framework agreed by CYPSP	Integrated Commissioning Sub Group chair	More efficient and joined up use of resources from across funding streams made possible by the existence of an integrated commissioning framework.	October 2012
	Agreements for joined up use of resources across Department	CYPSP chair, Communicating with Government Sub Group co-chairs, CYPSP members individually	Whether or not funding streams can be utilised together will depend on work across CYPSP Member agencies and with Departments of Government. For example, there is potential to join up the use of resources attached to the Community Safety Strategy for early intervention with other funding stream available to other CYPSP Members.	
	Agree joint definition of early intervention	CYPSP Early Intervention Sub Group Chair	An agreed definition of early intervention provides the CYPSP with the basis for integrated planning to improve access to and	Achieved in March 2012

Outcomes: 6 High Level Outcomes of Our Children and Young People: Our Pledge				
Actions:	Implementation Milestones	Lead person/other groups	What difference will it make to children and young people	By when
<p>carry out integrated commissioning of early intervention to support better outcomes (this cross references with the set of actions above, and with integrated commissioning carried out through regional Sub Groups)</p>	<p>Carry out scan of early intervention strategies and policies across agency</p>	<p>And CYPSP</p>	<p>co-ordination of early intervention, with consequent improvement in outcomes.</p>	<p>September 2012</p>
	<p>Map existing early intervention supports and services</p>	<p>CYPSP Early Intervention Sub Group Chair</p>	<p>Understanding and linking the strategies and policies which include early intervention will support a more joined up use of the total amount of resources available as well as co-ordination across early intervention supports and services.</p>	<p>October 2012</p>
	<p>Develop an early intervention Plan, as part of the CYPSP, to ensure the availability and co-ordination of early intervention across age ranges</p>	<p>CYPSP Early Intervention Sub Group Chair, together with Outcomes Groups chairs and Regional Sub Groups chairs.</p>	<p>Understanding the current provision, across NI, of early intervention as defined by the CYPSP will assist in better use of and coordination of existing early intervention and identifying gaps. Supports integrated planning to be carried out by Outcomes Groups and regional Sub Groups.</p> <p>Increased availability and co-ordination of early intervention will support improved outcomes for children and young people.</p>	<p>On-going through all commissioning carried out till 2014.</p>

Outcomes: 6 High Level Outcomes of Our Children and Young People: Our Pledge				
Actions:	Implementation Milestones	Lead person/other groups	What difference will it make to children and young people	By when
Develop Family Support Hubs across NI to increase early access to early intervention.	Family Support Hubs in place across Western Outcomes Group area	Western Outcomes Group chair. Family Support Hub leads in Western area.	Once Family Support Hubs are operating, they will support; 1) Improved access to early intervention family support services by matching the needs of referred families to family support providers; 2) Improved coordination of early intervention family support services by creating a collaborative network of providers; 3) Improved awareness of family support services; 4) A contribution to the assessment of the level of unmet need for early intervention family support services, which will add to the picture built up by the relevant Outcomes Group.	December 2013
	Family Support Hubs in place across Northern area	Northern Outcomes Group chair and Family Support Hub developer for Northern area.	(Current Family Support Panels in transition to Hubs)	
	Family Support Hubs in place across Southern area	Southern Outcomes Group chair and Family Support Hub developer.	Achieved	

Outcomes: 6 High Level Outcomes of Our Children and Young People: Our Pledge				
Actions:	Implementation Milestones	Lead person/other groups	What difference will it make to children and young people	By when
	Family Support Hubs in place across South Eastern area	South Eastern Outcomes Group chair and Family Support Developer	(First step decision by Belfast Outcomes Group on Family Support Hubs across Belfast Outcomes Group area)	December 2012
	Family Support Hubs in place across Belfast area	Belfast Outcomes Group chair and Family Support Hub developer		July 2013
	Sharing of practice across Hubs through workshop	Family Support Hub leads and developers, and Family Support Hub anchor organisations	Family Support Hubs need to be working to the same quality standards in order to improve outcomes.	October 2012
	Development of evaluation framework for Family Support Hubs	Family Support Hub leads and developers, and Family Support Hub anchor organisations and Chair Early Intervention Sub Group	The evaluation of Family Support Hubs against quality standards for Hubs and against improved outcomes for children using Hubs is essential in ensuring improves outcomes of children and young people. Existing evaluations and outcome based monitoring of existing provision being collected will assist in building up a picture of where and how quality early intervention	January 2013

Outcomes: 6 High Level Outcomes of Our Children and Young People: Our Pledge				
Actions:	Implementation Milestones	Lead person/other groups	What difference will it make to children and young people	By when
Audit quality of current early intervention provision across NI			supports and services exist in NI.	
	Audit tool developed	Family Support developer with UNESCO oversight / Chair of Early Intervention Sub Group	This will assist in putting in place a NI wide network of quality early intervention supports and services, which are co-ordinated with universal services and which each other will support improved outcomes. An evaluation tool which can be used across all early intervention supports and services will enable comparison across provision, and also in the co-ordination across early intervention supports and services.	January 2013
	Audit tool implemented	Family Support developer with UNESCO oversight / Chair of Early Intervention Sub Group	Piloting will demonstrate whether the tool is useful for the task	March 2013
	Evaluation tool developed	Family Support developer with		March 2013

Outcomes: 6 High Level Outcomes of Our Children and Young People: Our Pledge				
Actions:	Implementation Milestones	Lead person/other groups	What difference will it make to children and young people	By when
		UNESCO oversight / Chair of Early Intervention Sub Group		
	Evaluation tool piloted	Family Support developer with UNESCO oversight / Chair of Early Intervention Sub Group		March 2013
Integrated planning and commissioning to improve outcomes for disadvantaged groups of children and young people	Regional Sub Groups formed	Chairs of regional Sub Groups	Improving outcomes for children and young people at particular disadvantage, for example, disabled children and young people, is needed if outcomes for these children and young people are to approach those of the mainstream population.	Achieved for all groups apart from LGBT children and young people LGBT – subject to discussion but to be established

Outcomes: 6 High Level Outcomes of Our Children and Young People: Our Pledge				
Actions:	Implementation Milestones	Lead person/other groups	What difference will it make to children and young people	By when
The participation of children and young people in the integrated planning and commissioning process.	Action Plans to consultation	CYPSP		End June 2012
	Final Action plans for sign off to CYPSP			October 2012
	Participation Strategy developed	Participation Network and CYPSP	Best models of participation are needed if participation is to be meaningful.	Achieved
The participation of parents in the integrated planning and commissioning process.	Action Plan for participation across the planning groups	Participation Network and CYPSP		June 2012
	Children and young people involved in all planning groups			December 2012
	Participation Strategy developed	Parenting NI and CYPSP	Best models of participation are needed if participation is to be meaningful.	Achieved
	Action Plan for participation across the	Parenting NI and CYPSP		June 2012

Outcomes: 6 High Level Outcomes of Our Children and Young People: Our Pledge					
Actions:	Implementation Milestones	Lead person/other groups	What difference will it make to children and young people	By when	
	planning groups Parents involved in all planning groups	Parenting NI and CYPSP		December 2012	
Information on which planning and commissioning is based is up to date and fit for purpose	Outcome Monitoring Report NI for 2010/2011	CSP Information Manager and information staff across CYPSP Member agencies	The information collected together, from across agency, mapped under the 6 outcomes, supports outcomes based planning.	Achieved.	
	Outcome Monitoring Reports at Outcomes Group level			Achieved	
	Outcomes Monitoring Reports at District Council area, broken down into Ward level where appropriate These reports will be continually			On-going	

Outcomes: 6 High Level Outcomes of Our Children and Young People: Our Pledge				
Actions:	Implementation Milestones	Lead person/other groups	What difference will it make to children and young people	By when
	<p>updated and placed on the CYPSP website.</p> <p>Refinement of set of indicators to be a child rights set of indicators</p>	<p>OFMDFM, UNESCO Chairs programme, CSP staff.</p>	<p>A set of indicators which includes child rights will, once used for integrated planning and commissioning, assist Member agencies of the CYPSP to promote children's rights through better planning of supports and services.</p>	November 2012
	<p>Mapping of all research under the 6 outcomes, to identify research relevant to planning groups and to identify gaps in research.</p>	<p>Research process overseen by UNESCO Chairs. TBC re lead on work required.</p>	<p>It is essential that all relevant research is used in the planning process.</p>	TBC
<p>Communicate effectively with key messages regarding the Partnership's progress, achievements and potential for reducing duplication across</p>	<p>Officially launch the Plan to key audiences.</p>	<p>CYPSP chair and Members</p>	<p>The promotion of knowledge about the CYPSP and its purpose amongst key decision makers will support the CYPSP in improving outcomes for children and young people.</p>	November 2012
	<p>Local stakeholder events</p>	<p>Outcomes Group chairs and Outcomes Group</p>	<p>The community sector representatives particularly require a higher level of awareness in local communities of the</p>	December 2012

Outcomes: 6 High Level Outcomes of Our Children and Young People: Our Pledge				
Actions:	Implementation Milestones	Lead person/other groups	What difference will it make to children and young people	By when
agency.	Series of 6 seminars, held jointly with Improving Children's Lives initiative, each one on integrated planning and commissioning in relation to 1 outcome.	Improving Children's Lives, HSCB, PHA and CiNI.	planning process, in order for more local community input to the planning. The aim of the series of seminars is to build up a body of shared knowledge across NI of outcomes based planning, which should support the planning process itself and involve more people not currently feeding into it. All of this will enable the planning process to more accurately address the issues in relation to outcomes.	May 2012 to March 2013
	Regular electronic E-bulletins across the CYPSP planning structure.	CSP staff, HSCB Communications lead for CYPSP, Communications sub group		After each CYPSP meeting, starting June 2012
	Regular e-zine's to the CYPSP external audience	CSP staff, HSCB Communications lead for CYPSP, Communications sub group		Monthly starting June 2012 with leaflets on main aspects of CYPSP work

Outcomes: 6 High Level Outcomes of Our Children and Young People: Our Pledge				
Actions:	Implementation Milestones	Lead person/other groups	What difference will it make to children and young people	By when
Regular review of Children and Young People's Plan Evaluation of the effectiveness of CYPSP	1st review	CSP staff collation across planning groups		April 2013
	Devise an evaluation framework	CYPSP Chair		January 2013
	Present evaluation framework for consideration of CYPSP			October 2012
	Put in place data collection for evaluation			January 2013
	External evaluation			TBC

How to contact us:

If you would like to contact us about any aspect of this Plan, please feel free to contact the Children's Services Planning Professional Advisor using the contact details below;

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Alternatively, please see our website www.cypsp.org for more details of the planning process itself as well as contact details for people involved in various aspects of the process.

APPENDIX 1

Children and Young People's Strategic Partnership (CYPSP)

Membership

Agency	Agreed Membership
Chair of CYPSP – John Compton (Chief Executive, HSCB)	
Statutory Sector	
Health and Social Care Board	John Compton, Chief Executive Fionnuala McAndrew, Director, Social Care and Children Tony Rodgers, Assistant Director of Social Care and Children
Public Health Agency	Dr Eddie Rooney, Chief Executive Carolyn Harper, Executive Medical Director/Director of Public Health Mary Hinds, Director of Nursing and Allied Health Professionals
Education and Library Boards	Clare Mangan, Chief Executive, BELB Tony Murphy, Chief Executive, SELB Barry Mulholland, Chief Executive, WELB Shane McCurdy, Chief Executive, NEELB Gregory Butler, Chief Executive, SEELB
Council for Catholic Maintained Schools	Jim Clarke, Chief Executive
Health and Social Care Trusts	Colm Donaghy, Chief Executive, BHSCT Sean Donaghy, Chief Executive, NHSCT Mairead McAlinden, Chief Executive, SHSCT Hugh McCaughey, Chief Executive, SEHSCT Elaine Way, Chief Executive, WHSCT
Northern Ireland Housing Executive	John McPeake, Chief Executive
Probation Board Northern Ireland	Brian McCaughey, Director of Probation
Police Service Northern Ireland	George Hamilton, Assistant Chief Constable, Criminal Justice Mark Hamilton, Chief Superintendent
Youth Justice Agency	Paula Jack, Chief Executive
Department of Social Development	Dave Wall, Director of Urban Regeneration, DSD
Department of Justice	Declan McGeown, Head of Community Safety
SOLACE	Anne Donaghy, Chief Executive, Ballymena District Council Liam Hannaway, Chief Executive, Banbridge District Council Theresa Donaldson, Chief Executive, Craigavon Borough Council Geraldine McGahey, Chief Executive, Larne Borough Council
Voluntary Sector	
Children in Northern Ireland	Pauline Leeson, Director
Action for Children	Dawn Shaw, Operational Director for Children's Services

Barnardo's	Lynda Wilson, Director
Include Youth	Koulla Yiasouma, Director
Mencap	Maureen Piggot, Director
Parents Advice Centre	Pip Jaffa, Director
Community Sector	
Clan Mor Sure Start	Tina Gregory, Coordinator
Arc Healthy Living Centre	Jenny Irvine, Chief Executive Officer
South Tyrone Empowerment Programme	Bernadette McAliskey, Chief Director (STEP Coordinator)
Women's Aid Federation NI	Annie Campbell, Director
Blackie River Community Group	Jim Girvan, Chief Director
Vacancy	Vacant post
BME Sector	
Chinese Welfare Association	Eileen Chan-Hu, Director
Wah Hep Chinese Community Association	Paul Yam, Director
Bryson Charitable Group	Jo Marley, Director
Staff In Attendance	
Maurice Leeson	Children's Services Planning Professional Advisor
Anne Hardy	Children's Services Planning Officer
Valerie Maxwell	Children's Services Planning Information Manager
Gerry Conway	Commissioning Lead, Family Support
Lee McArdle	Communications Officer
Papers Only	
Alisdair McInness	Family Policy Unit, DHSSPS
Craig Donnachie	Family Policy Unit, DHSSPS
Marie Roulston	Director of Children's Services, NHSCT
Ian Sutherland	Director of Children's Services and Executive Director of Social Work, SEHSCT
Lesley Walker	Co-Director, BHSC
Paul Morgan	Director of Children and Young People's Services, SHSCT
Kieran Downey	Director for Family and Childcare, WHSCT

APPENDIX 2

Children and Young People's Strategic Partnership

Governance Arrangements

(15/12/11)

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1. Introduction

1.1 Governance

This document sets out how the Children and Young People's Strategic Partnership (CYPSP) will carry out its functions. These governance arrangements have been mutually agreed by all CYPSP agencies.

The primary function of the CYPSP and its planning groups is to improve outcomes for children and young people across NI. The CYPSP believes that no single agency, acting alone, is capable of improving the NI Executive's agreed outcomes for children and young people.

The CYPSP believes that children's lives will be improved if children and families, communities and agencies work with each other, around the child and family at the centre, and that its role, of taking forward integrated planning and commissioning across NI will help to ensure that children's outcomes improve. All the efforts of the CYPSP are dedicated to this end.

Enabling agencies and organisations to link their planning and commissioning arrangements where this is required for improved outcomes requires a kind of leadership which is different to single agency leadership. It requires leaders to be confident that their own governance arrangements are robust enough to withstand making arrangements with other agencies for the common good. The CYPSP agencies have agreed that, where integrated planning and commissioning is required to improve outcomes for children and young people, they will take this forward. They have agreed that this means researching and agreeing appropriate methods of ensuring that single agency governance requirements are met in each piece of integrated commissioning that may be carried out.

1.2 Cross Cutting

The CYPSP is a cross-sectoral strategic partnership consisting of the leadership of all statutory agencies concerned with children's lives, and regional representation of the community sector and the voluntary sector, including the Black and Minority Ethnic sector. It is

the only NI wide agency level partnership tasked with improving outcomes across the whole of children's lives.

1.3 Mandate

The legislative mandate for the CYPSP is the statutory duty held by the Health and Social Care Board (HSCB) to lead a partnership of relevant agencies to carry out integrated planning and commissioning of services for children and young people, which stems from the Children's Services Planning Order 1998. This duty was previously discharged by each of the four former Health and Social Services Boards. These Boards were amalgamated into the single Health and Social Care Board in April 2009.

1.4 Accountability Arrangements

The CYPSP's governance arrangements do not supplant or replace the statutory responsibilities, lines of accountability or commissioning responsibilities of individual agencies.

Rather, the CYPSP provides the space for agencies to come together with each other and critically, with children and young people, families and communities, to make sure that individual efforts to support children and young people (across the whole range of needs) link up with and work well with other supports and services in the lives of children and young people.

Accountability arrangements for the CYPSP are still evolving. As an inter-sectoral partnership, it needs to be allowed, by the Departments of Government which oversee the individual statutory members of the CYPSP, to carry out integrated planning and commissioning. Such an arrangement would need to be in addition to each single line of accountability.

The CYPSP is therefore seeking a linkage to the Ministerial Sub Committee on Children and Young People, led by OFMDFM, which drives the Children's Strategy, in such a way that integrated planning and commissioning would be mandated by Government. Establishing suitable accountability arrangements is a priority. Commitment to participate in the CYPSP will be secured through a Partnership Agreement (Appendix A).

1.5 Six Outcomes

The overarching strategic framework for integrated planning is provided by the NI Executive's Ten Year Strategy for Children and Young People: Our Children and Young People: Our Pledge 2006-2016. This sets out the six high level outcomes for children and young people which are to be contributed towards by all Departments of Government and all agencies in NI. These outcomes are set out in full in section 2.2 below. It is acknowledged that these outcomes can only be achieved through inter-sectoral and cross cutting working.

1.6 Continuity

The CYPSP will build on what has been achieved to date. Staff from across agencies and within sectors have worked together for years to improve the lives of children and young people by addressing specific issues, by applying together for specific funding, by designing services together to address specific needs of children and young people in local areas and sometimes across NI.

1.7 Collaboration

However the vast majority of resources are still put into place separately. A unified approach was needed, and is now possible with the CYPSP providing senior executive mandate for collaboration across NI.

1.8 Integrated Planning

The NI Children and Young People's Plan will set out how the CYPSP will set in place integrated planning and commissioning of supports and services to improve outcomes for children and young people. The Plan will take each of the Outcomes and link them to indicators and qualitative information – ways in which we will know how well all children and young people are achieving the outcomes, and to actions that need to be taken to ensure improvements in these outcomes.

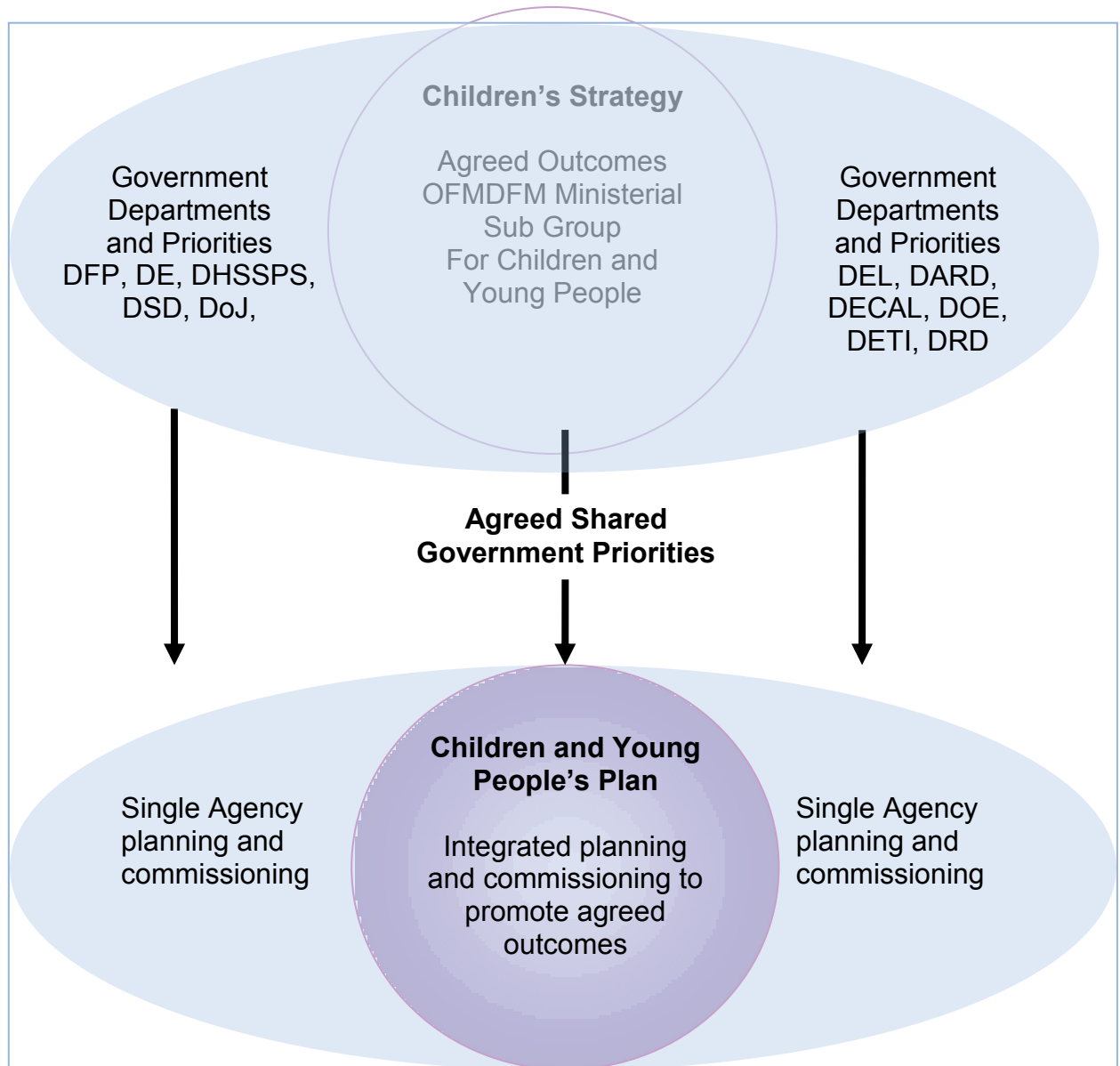
1.9 Wider Remit

The remit to be covered by the Children and Young People's Plan is wider than that of the previous Children's Services Planning process, which was designed originally to address the needs of vulnerable groups of children and young people. It has now been accepted that vulnerable children are best supported and protected when there is integrated planning of all services, from universal to those targeted to address specific needs. The planning process will therefore address the needs of vulnerable children and young people within the wider planning process. It will support universal services to be proactive in identifying and addressing situations where children or young people would benefit from extra support and ensure that, where appropriate, targeted and specialist support is available when needed.

1.10 Key Relationships

The diagram on the next page shows both existing arrangements between Departments of Government and their agencies, and the desired relationship between Government direction in relation to children and young people and the integrated process at agency level which improve outcomes through collaboration. The CYPSP has agreed that, to support its work, agreed governmental priorities for children and young people are required. Any changes that may be made in relation to the linkage between Government as a whole and the CYPSP, in addition to the normal governance arrangements between Departments of Government and agencies, are as yet unknown to the CYPSP and are decisions to be made at Government level.

This document will be amended when any changes are made which are relevant to the CYPSP.



1.1 Guiding principles

These have been agreed by the CYPSP to underpin all levels:

- Collective responsibility for improving outcomes;
- Collaboration to improve outcomes;
- Focus on rights as well as needs;
- Focus on action;
- Community Development based approach;
- Informed decision making.

1.2 Regional to Local and Local to Regional

The CYPSP oversees and mandates planning taking place at a number of levels – firstly NI wide, secondly at the level of geography of Health and Social Care (HSC) Trusts (these boundaries chosen due to the lack of co-terminosity across agency boundaries and the fact that each HSC Trust boundary includes a number of Local Government boundaries), and thirdly at locality level – geographies which make sense to local communities.

The NI wide level planning takes place through NI wide Sub Groups. All planning groups (Outcomes Groups, NI wide Sub Groups and Locality Planning Groups) are provided with senior mandate by the CYPSP.

However, the CYPSP recognises that the totality of information required for outcomes based planning will come up from children, young people, their families and communities and staff across agency who work with them directly, as well as down from the CYPSP and research and quantitative data provided across agency. Therefore, the flow of decision making within the CYPSP planning structure needs to be bottom up as well as top down. This is expressed in the diagram on the following page.

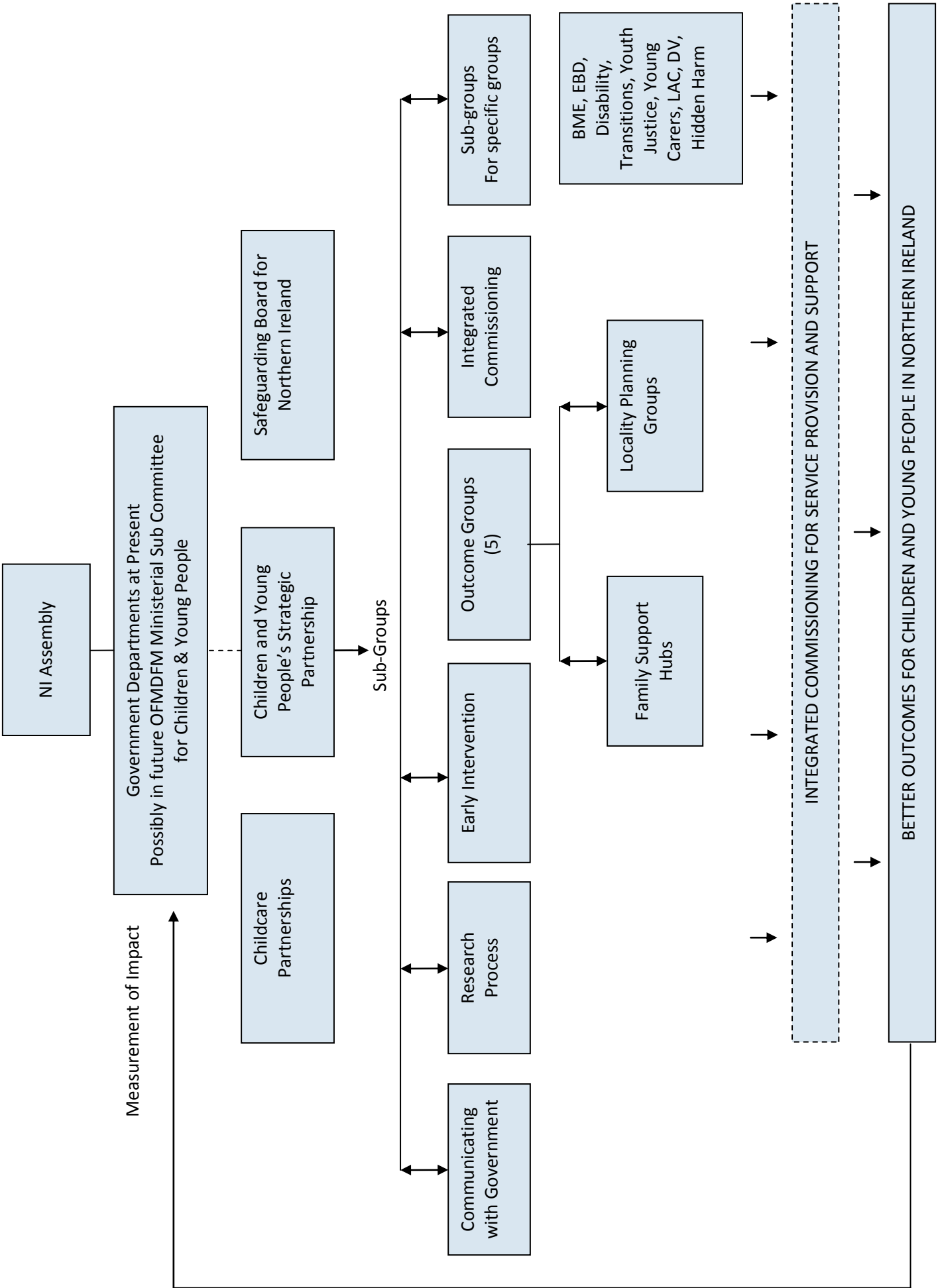
1.3 Buy In and Sign Off to Plans

The CYPSP wishes to put in place a process which balances the mandate of the CYPSP to be responsible for all the planning carried out, and a delegation of this authority to each planning group.

Therefore, the CYPSP has decided, in relation to action plans drawn up by each planning group, that these should be agreed in the first instance by each agency represented on the planning group, before plans are subject to consultation. This ensures that plans are realistic, manageable and not duplicating existing services or processes within member agencies, and ensures that member agencies buy in to the plans made. Then, after the consultation period and once results of the consultation have been taken into account by the planning group, the CYPSP as a group will also consider the plans, and sign off or not at that point.

1.4 Family Support Hubs

The CYPSP also mandates the development of Family Support Hubs across NI. The purpose of Family Support Hubs is to provide a route to early intervention family support for children and families who require it, without unnecessary delay. Family Support Hubs are in development in a number of areas across NI and prior to the establishment of the CYPSP, were being mandated and supported by the HSCB. The CYPSP has now decided to oversee these developments itself, through its Outcomes Groups. Therefore, the development of Family Support Hubs is the responsibility of Outcomes Groups. Operational responsibility for each Hub is taken by the lead agency in each case.



2.0 Terms of Reference of the Children and Young People's Strategic Partnership

2.1 Role

The CYPSP is a cross-sectoral, strategic partnership, consisting of the leadership of all key agencies who have responsibility for improving outcomes for all children and young people in NI.

2.2 Purpose of the Children and Young People's Strategic Partnership

- a) To put in place integrated planning and commissioning across agencies and sectors, which is recorded through the Children and Young People's Plan, aimed at improving wellbeing and the realisation of rights of children in NI, in relation to the six outcomes for children:
 - Being healthy;
 - Enjoying, learning and achieving;
 - Living in safety and with stability;
 - Experiencing economic and environmental well being;
 - Contributing positively to community and society; and
 - Living in a society which respects their rights.
- b) To ensure that the CYPSP will be informed by and inform individual organisational business, corporate and community plans.
- c) To ensure the participation and involvement of children, young people, families and communities in the integrated planning process.
- d) To ensure an effective and efficient, fully mandated structure which is representative of all key stakeholders is in place to carry out the work of the partnership.
- e) The age group of children and young people addressed by the CYPSP and its planning groups is 0-18years but extended for young people who have been Looked After, those who are homeless and those who have a disability.

2.3 Mandate

The legislative mandate for the CYPSP is the statutory duty held by the HSCB to lead a partnership of relevant agencies to carry out integrated planning and commissioning of services for children and young people, which stems from the Children's Services Planning Order 1998. This duty was previously discharged by each of the four former Health and Social Services Boards. These Boards were amalgamated into the single HSCB in April 2009

2.4 Accountability

The CYPSP's governance arrangements do not supplant or replace the statutory responsibilities, lines of accountability or commissioning responsibilities of individual agencies.

Rather, the CYPSP provides the space for agencies to come together with each other and, critically, with children and young people, families and communities, to make sure that individual efforts to support children and young people (across the whole range of needs) link up with and work well with other supports and services in the lives of children and young people.

Accountability arrangements for the CYPSP are still evolving. As an inter-sectoral partnership, it needs to be allowed, by the Departments of Government which oversee the individual statutory members of the CYPSP, to carry out integrated planning and commissioning. Such an arrangement would need to be in addition to each single line of accountability.

The CYPSP is therefore seeking a linkage to the Ministerial Sub Committee on Children and Young People, led by OFMDFM, which drives the Children's Strategy, in such a way that integrated planning and commissioning would be mandated by Government. Establishing suitable accountability arrangements is a priority.

2.5 Criteria for Representation on the CYPSP

All membership is assigned to designated officers who have the authority to act on behalf of their respective organisations and to make decisions on their behalf.

2.6 Statutory Sector Representation on the CYPSP

Statutory sector agencies are represented at Chief Executive or equivalent level from the following relevant **statutory agencies**:

- a) The Health and Social Care Board;
- b) The Public Health Agency;
- c) The Five Education and Library Boards;
- d) The Council for Catholic Maintained Schools;
- e) Officer Representation of Local Government across NI;
- f) The Police Service of Northern Ireland;
- g) The Youth Justice Agency;
- h) The Probation Board for Northern Ireland;
- i) The Five Health and Social Care Trusts;
- j) The Housing Executive of Northern Ireland;
- k) Department of Social Development;
- l) Community Safety Unit of the Department of Justice;
- m) Any other relevant statutory agency, Non Departmental Public Body or Department, subject to the approval of the CYPSP.

Observer status for a member of a statutory agency, Non Departmental Public Bodies (NDPB) or Department is possible, subject to the approval of the CYPSP, for one meeting per observer.

2.7 Community Sector and Voluntary Sector Representation on the CYPSP

- a) Children in Northern Ireland (CiNI) is the standing representative organisation with membership on CYPSP.
- b) Representatives of the community sector and voluntary sector, including the Black and Minority Ethnic sector, are selected through an open process for nominating representatives from the community and voluntary sectors, managed by Children in Northern Ireland (CiNI) and Northern Ireland Council for Voluntary

Action (NICVA), with agreed selection criteria as set out in Appendix B. They serve three year terms. One place only will be allocated per agency for any one group. In relation to representatives who are on long term sick leave this will result in a temporary member being co-opted onto the CYPSP for the duration of the absence of the member who has been selected through the agreed process. In relation to maternity leave, the agency concerned may replace the representative, but if unable to do so, the place will be managed by a co-option. The co-option process will be managed also by CiNI and NICVA.

- c) There are five places for the voluntary sector, which should be drawn from across NI.
- d) There are six places for the community sector, which should be spread across the five Outcomes Groups areas, in terms of where they cover.
- e) There are three places for the BME sector, and a geographical spread is required.

2.8 Co-options

If gaps remain in the voluntary and community representation, CiNI will organise a process to seek and appoint co-optees, who will then serve the remainder of the three year term in which they are appointed.

2.9 Representative Accountability

CYPSP members are accountable to the rest of the sector which they represent in regard to passing on or presenting relevant information. Members will consult with their sector where appropriate. Communication with media or other bodies on behalf of the CYPSP should be done in consultation with the Chair/Vice Chair or appropriate officer.

2.10 Conflict Resolution

In the event of conflict between members, the issue will first be raised with the Chair and Vice Chair for resolution. If this does not succeed, the Chair and Vice Chair will appoint a representative group of three to form an appellate committee to deliberate on the issue and to reach resolution.

2.11 Chair and Vice Chair

The CYPSP must be chaired by the HSCB, according to the statutory duty. A Vice-Chair will be elected by members of the CYPSP, to serve three year term. The Vice Chair will be from a sector other than health and social care. Role descriptions are included in Appendix 2C.

2.12 Authority Level

It is essential that each member representative is of sufficient seniority (Chief Executive Officer (CEO) level essentially) and is therefore mandated and empowered with delegated authority from their organisation to enable them to make strategic decisions on its behalf. Where the member is representing a group or collection of agencies they shall be expected to represent the overall views of that group, and wherever possible to have sought these views prior to the meeting. Being a member of the CYPSP requires each agency to be a signatory to the agreed Partnership Agreement which is an Appendix to this governance framework.

2.13 Attendance

All members should aim to attend all meetings. Membership is designated to individuals, given the necessity for top level mandate for this NI partnership. Therefore attendance by designated individuals is essential. Any member who fails to attend two or more consecutive meetings will be contacted by the Chair, who will seek an explanation, and this will result in discussion on how to facilitate better the contribution of the agency concerned.

2.14 Conflicts of Interest

Where there is a potential conflict of interest for individual CYPSP members in relation to a specific item under discussion, this should be declared by the member to the Chair. At the discretion of the Chair the level of interest could result in the exclusion of the partner from either the discussion or decision making element of the meeting for that particular item. The conflict of interest must be declared before the topic is discussed in the meeting. Members must complete a Declaration of Interest Form (Appendix 2D).

2.15 Frequency of Meetings

Meetings of the CYPSP will be held at least three times annually.

2.16 Decision Making by the CYPSP

Decision making by the CYPSP will be by consensus and agreement. These decisions will form the strategic direction to be taken by the CYPSP. It is mutually agreed that decisions are accepted by non-attendees.

2.17 Confidentiality

Members are expected to respect the confidentiality of CYPSP meetings.

2.18 Communication on behalf of the CYPSP

It is important that members of the CYPSP use opportunities to communicate the messages of the CYPSP. However, all communications on behalf of the CYPSP must be approved by the Chair or Vice Chair. The Chair has authority to speak on behalf of the CYPSP. The Vice Chair has such authority in the absence of the Chair. Other members are encouraged to speak on behalf of the CYPSP by arrangement with the Chair or Vice Chair.

2.19 Equality and Human Rights Statement

The CYPSP is committed to the promotion of children's rights through integrated planning and commissioning. The CYPSP will therefore promote the UNCRC, and also to actively address Equality and Human Rights legislative requirements, with the aim of promoting all relevant rights within the functioning of the CYPSP.

2.20 Code of Practice

The CYPSP is committed to ensuring that its meetings and processes are consistent with best practice in working in partnership. Members therefore agree to abide by the Code of Practice which is attached at Appendix 2D.

3 Terms of Reference of Outcomes Groups

3.1 Relationship to CYPSP

The CYPSP oversees five Outcomes Groups, each covering the geographic areas of the one of the five HSC Trusts. The Outcomes Groups are sub groups of the CYPSP and the plans drawn up by the Outcomes Group will be signed off by the CYPSP through the process detailed at Section 1.13. An Outcomes Board already exists to cover the South Eastern HSC Trust area, and it has been agreed that this Outcomes Board will modify its role and purpose to ensure consistency with the CYPSP planning structure, so it will play the same role and function as the other four Outcomes Groups.

3.2 Role

The role of the Outcomes Groups will be to be '*local keepers of the outcomes*' providing a local focus for tracking of indicators relating to the six high level outcomes of the children's strategy - indicators relating to well-being and realization of rights - and mobilizing local resources from the statutory, voluntary and community sectors towards improving those outcomes, through integrated planning and commissioning.

3.3 Purpose

The purpose of the Outcomes Groups is to carry out integrated planning and commissioning for children and young people in the area, with specific emphasis on sharing resources across agency to improve outcomes for children and young people. Each Outcomes Group will draw up and implement that part of the NI Children and Young People's Plan which covers their area, subject to CYPSP agreement.

3.5 Framework

The work will be carried out using the agreed 'Framework for Integrated Planning for Outcomes for Children and Families'

developed on a cross border basis through CAWT (Cooperation and Working Together).

3.6 Locality Groups

The Outcomes Groups will also support a range of Locality Groups in the area providing advice and guidance as appropriate, and will draw up priorities for the area as a whole, using information from Locality Groups to inform such priorities.

3.7 Statutory Sector Representation

Representation on the Outcomes Groups will reflect the balance of CYPSP representation at a HSC Trust level. It is noted that boundaries are not co-terminus which may result in more than one representative from particular statutory agencies being nominated.

Appropriate representation is required from the following statutory Agencies:

- a) HSCB;
- b) PHA;
- c) The Education and Library Board;
- d) The Council for Catholic Maintained Schools (CCMS) (as appropriate);
- e) Representatives of the District Councils within the area;
- f) Police Service of Northern Ireland;
- g) Youth Justice Agency;
- h) Probation Board for Northern Ireland;
- i) HSC Trusts;
- j) Housing Executive of Northern Ireland;
- k) Department of Social Development;
- l) Other relevant Statutory Agency or Departments as appropriate, subject to the approval of the Outcomes Group.

3.8 Community Sector and Voluntary Sector Representation

Representatives of the community sector and voluntary sectors, including the Black and Minority Ethnic sector are selected through an open process for nominating representatives from the community and

voluntary sectors, managed by CiNI, with agreed selection criteria as set out in Appendix 2B. They serve three year terms. One place only will be allocated per agency for any one group. In relation to representatives who are on long term sick leave this will result in a temporary member being co-opted onto the Outcomes Group for the duration of the absence of the member who has been selected through the agreed process. In relation to maternity leave, the agency concerned may replace the representative, but if unable to do so, the place will be managed by a co-option. The co-option process will be managed also by CiNI and NICVA.

Representation is as follows:

- **Voluntary childcare sector agencies – four** – which provide services in the HSC Trust area.
- **Community sector agencies – four** – based in the HSC Trust area.
- **Black and Minority Ethnic Sector – two** – based in or providing services in the HSC Trust area.

The combined representation of the community sector and voluntary sector is therefore ten members.

In addition, with respect to the effective participation of the community within the planning process, the contribution of community sector representatives on the Outcomes Groups would be strengthened by reference to the HSCB's Community Development performance management framework. This process will help to address the considerable power imbalance between statutory and community sector partners.

3.9 Participation from Children, Young People and Families

Children, young people and families will be supported to participate in the Outcomes Groups' process, in such a way that their contribution is best supported.

3.10 Selection Process

The selection processes for the representatives is as follows:-

- a) Representation of the relevant statutory agencies is mandated by Chief Executive Officers, who will nominate managers of sufficient seniority to represent the whole agency at local level.

- b) Voluntary and community sector representation is arranged as above.
- c) The participation of families, children and young people will be supported through two separate participation strategies, for children and young people and for parents, which will address all three levels of planning, i.e. the CYPSP, the Outcomes Groups and the Locality Planning Groups.

3.11 Chairing Arrangement

The Chair of each Outcomes Group is the Director of Children's Services in the relevant HSC Trust. However, the Outcomes Group in the South Eastern area is currently co-chaired by the Trust Children's Director and a member of the Outcomes Group from the voluntary sector. Outcomes Group chairs in the remaining four areas may set up a similar arrangement if they and the Outcomes Group wish this to be done.

3.12 Attendance

All members should aim to attend all meetings. Membership is designated to individuals, given the function of integrated planning and commissioning, which requires senior level agreement. Therefore attendance by designated individuals is essential. Any member who fails to attend two or more consecutive meetings will be contacted by the Chair, who will seek an explanation, and this will result in discussion on how to facilitate better the contribution of the agency concerned.

3.13 Frequency of Meetings

The Outcomes Groups will meet at least quarterly.

3.14 Responsibilities

Specific responsibilities of the Outcomes Groups are listed in detail below:

- a) Each Area Outcomes Group (OG) is a multi-agency collaborative tasked with developing an integrated planning and commissioning

process for all children and young people, with a clear focus on the collective use of existing resources (funding, staff, services) to bring about improved outcomes.

- b) The OG is accountable to the CYPSP. The OG must produce an Action Plan, for submission to the CYPSP.
- c) The aim is to ensure the delivery of improved outcomes, in terms of children and young people's needs and rights, as outlined in the NI Executives Ten Year Strategy and the Children and Young People's Plan.
- d) The OG will develop an Action Plan with priorities based on an assessment of need informed by the indicators, agreed within the OFMDFM, and contained in the CSP NI Outcome Monitoring Report 2010 and the qualitative information provided by the Locality Planning Groups and information provided by the CYPSP regional Sub Groups.
- e) In working towards improved outcomes the primary focus will be early intervention and prevention.
- f) The OG will prioritise, oversee and support the development and implementation of Family Support Hubs within the Outcomes Group area.
- g) Each OG member has a responsibility to ensure that the work of the OG is embedded within their respective agency/organisation Business Plan.
- h) All representative members are clearly mandated to act on behalf of their respective agency/community.
- i) The OG will ensure a co-ordinated approach that provides appropriate support/advice to Locality Planning Groups within the OG area.
- j) The OG is responsible for prioritising and supporting existing Locality Planning Groups and agreeing the establishment of any new Locality Planning Groups based on identified need and the areas' capacity to deliver on the need.

- k) The OG should utilise any opportunities to develop new Social Partnerships at a local, operational and strategic level.
- l) The OG will support the implementation of the 'Children and Young Peoples Participation Plan' developed by the CYPSP.
- m) The OG will support the implementation of the 'Participation Plan for Parents' developed by the CYPSP.

4. Terms of Reference of Locality Planning Groups

4.1 Development

Locality Planning Groups are sub groups of the Outcomes Group in their area. They are well developed in some areas and being developed in others. Some locality planning groups also exist which are not currently connected in to an Outcomes Group as they have been developed for other purposes, for example for planning for the whole population in an area rather than children and young people. Work is on-going to connect such processes to the relevant Outcomes Group so as to avoid duplication of effort across agency.

4.2 Locality Planning Process

Locality planning processes provide the bedrock for the integrated planning process, given that they provide a mechanism through which local children and young people, families and communities can instigate planning based on rights and needs. Prioritising the setting up of new Locality Planning Groups will be addressed through each Outcomes Group, based on need and community capacity. The size of any new Locality Planning Groups and the linkages with existing locality processes will be agreed by the relevant Outcomes Group.

4.3 Role

The role of each Locality Planning Group is to be a partnership between children and young people, families, communities and representatives of agencies at locality level which will draw up a locality plan to address priorities identified through outcomes based planning, and to mobilize local resources from the statutory, voluntary and community sectors to address these priorities. This work will be carried out within the context of the NI Children and Young People's Plan.

4.4 Purpose

The **purpose** of the Locality Planning Groups is to make improvements in the six high level outcomes for local children and

young people, through local integrated planning. Some of this planning will be carried out by the Locality Group itself, and other parts of the planning will be taken to the next levels, through the Outcomes Group and the CYPSP, as needed.

4.5 Continuity

It will be particularly important to build on the knowledge base of existing locality planning groups, which have demonstrated that it is essential to (i) listen to children and young people in relation to their views and needs, (ii) build on existing social partnerships, (iii) develop strong community ownership of the need to improve children's outcomes and (iv) ensure that the scope of the Locality Plan is wide enough to include those services that are needed across leisure, social, health and educational, and housing sectors in locally agreed accessible locations.

4.6 Framework

The '*Framework for Integrated Planning for Outcomes for Children and Families*' developed on a cross border basis through CAWT will be used as the groups are rolled out.

4.7 Monitoring

The Groups will examine how well local children and young people are doing in relation to the indicators linked to the six high level outcomes, including information provided to Locality Groups by their Outcomes Group, in order to ascertain what actions need to be taken locally to address priorities.

4.8 Representation

Representation on the Locality Planning Groups will be across statutory, voluntary and community sector agencies working with children and young people locally, together with linkages with other partnerships whose remit links with children and young people's lives. Each Locality Planning Group will work out such membership independently, related to its needs, and to link the work to the

NI Children and Young People's Plan.

This is likely to mean that the following statutory agencies need to be Involved:

- a) HSCB;
- b) PHA;
- c) Education and Library Board;
- d) Council for Catholic Maintained Schools, as appropriate.
- e) Representatives of the District Councils within the area.
- f) Police Service of NI
- g) Youth Justice Agency
- h) Probation Board for NI
- i) HSC Trusts
- j) Housing Executive of NI

The representation of the community sector and voluntary sector will be that which makes sense locally. Particular attention will be paid to ensuring that all planning work contributes towards a shared future and the equality legislative requirements. In addition, with respect to the effective participation of the community within the planning process, the contribution of community sector representatives on the Locality Planning Groups will be strengthened by reference to the HSCB's Community Development performance management framework. This process will help to address the considerable power imbalance between statutory and community sector partners.

The membership of Locality Planning Groups will be reviewed in an organic way, in relation to representation from the community and voluntary sectors agencies, given that this is open. In terms of statutory sector agencies, members will be mandated by their agency, but attendance at meetings will depend on need at any one time, given the need to ensure that statutory agencies will need not to be overburdened by attendance at multiple meetings.

Chairs of Locality Planning Groups will be elected by the Locality Planning Group, and the length of chairing position will be reviewed once every three years.

Children, young people and families will be supported to participate in the Locality Planning Groups, through the strategies described above.

5. Terms of Reference of Regional Sub Groups of the CYPSP

5.1 Regional Remit

The CYPSP will oversee regional sub groups, which are formed to take forward those parts of the integrated planning which are required on a NI wide basis. These groups will address:

- NI work on key strategic priorities of the CYPSP; and
- Integrated planning and commissioning to address the rights and needs of specific vulnerable groups of children and young people in relation to improving the six high level outcomes.

The regional planning sub structure for the CYPSP may change in time to sub groups based on the six high level outcomes set out in 'Our Children and Young People: Our Pledge', as:

- this reflects the need to ensure progress on each outcome;
- will promote integrated decision making on priorities for joint work under each outcome;
- will help to ensure that outcomes based planning and commissioning develops.

5.2 Transition from Previous Planning Process

However, there are a number of reasons for a transitional process:

- the previous NI Children's Services Plan (2008-2011) contains action plans relating to specific groups of disadvantaged children, which require completion;
- the CYPSP needs to decide on its future sub structure;
- there is also a timing issue. Research on inter-agency partnerships suggests that attention paid to developing relationships and a robust partnership infrastructure is time well

spent. However, continuity is also required with the previous Children's Services Planning process.

5.3 Groups required to carry out NI wide work on the key strategic priorities of the CYPSP

- A Communicating with Government Sub Group has been established to assist the CYPSP in using its joint authority to argue for a more integrated approach to children and young people across Government departments. This senior Sub Group will consist only of CYPSP members.
- An Early Intervention Sub Group will be established, which will build on the already established Families Matter Implementation Group which had been set up by the HSCB. This Group will consist of CYPSP members and will take forward the CYPSP's Early Intervention strategy.
- A Research Reference Process has been established. Its aim is to provide the CYPSP with international research expertise to support integrated planning for all children and young people, under the auspices of the two UNESCO Chairs for the island of Ireland. The core functions of the Research Reference Process are:
 - To provide technical advice to the CYPSP on any aspect of its work, when required, using international academic expertise;
 - To provide quality assurance and independent commentary on work outputs of the CYPSP;
 - To provide a mechanism through which pieces of work can be taken forward under the joint auspices of the UNESCO Chairs and the CYPSP.
- An Integrated Commissioning Sub Group will be set up to start the process of exploring models of integrated commissioning, in order to prepare for such commissioning as it becomes required. Any new arrangements will be subject to agreement of the CYPSP. In the interim any commissioning carried out on behalf of the CYPSP will follow the standing financial arrangements/systems of whichever agency which is providing the funding stream being utilised, with decision making through Outcomes Groups and final approval through CYPSP.

5.4 Addressing the Rights of Specific Vulnerable Groups of Children and Young People

A number of CYPSP Regional Sub Groups have been set up to address the rights and needs of specific vulnerable groups of children and young people, all of which each group has the same purpose for the CYPSP, i.e. to carry out integrated planning and commissioning to address the rights and needs of the specific group of children and young people in relation to improving the six high level outcomes. Some of these groups previously existed and will now be linked to the CYPSP, and some have been set up specifically as part of this structure.

Existing Groups which will feed into CYPSP

The work of an existing group, the Think Family Think Parent Think Child process will now be fed into the CYPSP – in order to ensure the appropriate linkage between adult mental health and children's planning and commissioning.

- An existing group, the Hidden Harm Regional Quality Assurance Group, which oversees the NI wide process for addressing the needs of children and young people living in families where drug or alcohol is an issue, will be connected to the CYPSP, in order to link these issues for children into the holistic approach overseen by the CYPSP;
- An existing group – the Children and Young Peoples Subgroup group of the Regional Strategy Group On Domestic Violence, will be linked to the CYPSP, in order to link these issues for children into the overall holistic approach overseen by the CYPSP;
- In relation to the rights and needs of Looked after Children, (i.e. children and young people in the care of HSC Trusts or accommodated by Trusts), a process is taking place to map existing regional planning processes. It is likely that existing processes will be utilised for integrated planning and commissioning for LAC, and will be connected to the CYPSP;
- In relation to the rights and needs of young people leaving the care of HSC Trusts, and homeless young people, a process is taking place to map existing regional planning processes. It is

likely that existing processes will be utilised for integrated planning and commissioning for these young people, and will be connected to the CYPSP.

CYPSP Sub Groups

- There will be a sub group on Transition - This group will concentrate on the issue of transition for disabled children and young people from childhood to adulthood.
- There will be a sub group on the rights and needs of disabled children and young people.
- There will be a sub group on the rights and needs of black and minority ethnic children and young people.
- There will be a sub group on the rights and needs of children and young people offending.
- There will be a sub group on the rights and needs of children and young people with specific emotional and behavioural difficulties.
- There will be a sub group on the rights and needs of young carers.

Strategic Groups Linking to CYPSP

- The Childcare Partnerships, led by the HSCB, take forward planning and commissioning in relation to childminding and daycare services and other Early Years services including SureStart. These Partnerships will link to the CYPSP so that their service-planning and commissioning responsibilities link with the overall approach of the CYPSP to the planning and commissioning of all services for children and young people at all levels of need. The work of the Childcare Partnerships on Early Years Intervention will be of particular significance for the CYPSP.
- The Safeguarding Board for NI (SBNI) and the CYPSP are connected in terms of their functions, which are also distinct. In relation to the function of safeguarding children, the role of the SBNI is not to plan and commission services to support improvements across all six outcomes, but to concentrate on the outcome 'living in safety and with stability' and to ensure that safety aspects of all six outcomes are being addressed through the Children and Young People's Plan.

6 Specific Terms of Reference for CYPSP Sub Groups

6.1 Role

The role of each Sub Group is to be a NI wide group carrying out integrated planning and commissioning for a specific group of children and young people, focusing on those issues which must be addressed at a NI level.

6.2 Purpose

The purpose of each Sub Group is to carry out integrated planning and commissioning for the specific group of children and young people, with specific emphasis on sharing resources across agency to improve outcomes for these children and young people. Each Sub Group will draw up and implement an Action Plan which will form part of the NI Children and Young People's Plan. The Action Plan will address issues which should be taken forward regionally and also will inform the Outcomes Groups' identification of priorities and their Action Plans.

6.3 Framework

The work will be carried out using the agreed 'Framework for Integrated Planning for Outcomes for Children and Families' developed on a cross border basis through CAWT.

6.4 Statutory Representation

Representation on the Sub Groups from statutory agencies will reflect those required to address planning and commissioning for the specific group of children and young people. Representatives will be named individuals nominated by and representing their agencies.

6.5 Community Sector and Voluntary Sector Representation

Representatives of the community and voluntary sectors, including the Black and Minority Ethnic sector are selected through an open process for nominating representatives from the community and

voluntary sectors, managed by CiNI, with agreed selection criteria as set out in Appendix B. They serve three year terms. One place only will be allocated per agency for any one group. In relation to representatives who are on long term sick leave this will result in a temporary member being co-opted onto the Sub Group for the duration of the absence of the member who has been selected through the agreed process. In relation to maternity leave, the agency concerned may replace the representative, but if unable to do so, the place will be managed by a co-option.

Representation is as follows;

A maximum of six representatives from the community, voluntary or BME sector groups, with knowledge of the subject area of the Sub Group.

6.6 Participation from Children, Young People and their Families on the CYPSP Sub Groups

Children, young people and families will be supported to participate in the Sub Groups' processes, in such a way that their contribution is best supported.

6.7 Selection Process

The selection processes for the representatives is as follows:

- a) Representation of the relevant statutory agencies is mandated by Chief Executive Officers, who will nominate managers of sufficient seniority to represent the whole agency at local level.
- b) Voluntary sector and community sectors representation is arranged as above.
- c) The participation of families, children and young people will be supported through two separate participation strategies, for children and young people and for parents.

6.8 Attendance

All members should aim to attend all meetings. Membership is designated to individuals, given the function of integrated planning and commissioning, which requires senior level agreement. Therefore attendance by designated individuals is essential. Any member who fails to attend two or more consecutive meetings will be contacted by the Chair, who will seek an explanation, and this will result in discussion on how to facilitate better the contribution of the agency concerned.

7 Mandate and Monitoring

7.1 Linkages to other Partnerships

Linkages to other relevant partnerships must be managed effectively, for example, Family Support Hubs, Neighbourhood Renewal Partnerships and Policing and Community Safety Partnerships.

It will be essential that the planning processes at each level connect and inform each other. Strategic direction will be provided from the CYPSP to ensure that the resources of agencies combine together in a coordinated way, always focusing on ways of improving the agreed outcomes for children and young people. Local and locality planning processes will be supported to ensure that solutions are informed by the experiences of children and young people, their families and carers and their communities.

Each group within the structure will be responsible for the implementation of its own terms of reference as set out above. All groups are ultimately accountable to the CYPSP. This will be monitored in the following way:

7.2 Standard Reporting

Standard reports will be required as follows:

CYPSP

- One report from all Outcomes Groups – standard written report agreed by Chairs of Outcomes Groups;
- One report on Regional Sub Group issues – general report with individual groups reporting as necessary.

Outcomes Groups

Each Outcomes Group meeting will receive a report setting out the issues being raised in the Locality Groups in that area. This will be presented to the Outcomes Group by one or more Locality Group Chairs and agreed at a meeting of the Locality Group Chairs for that area.

7.3 Co-ordination

This will require coordinating meetings as follows:

- Outcomes Group Chairs;
- CYPSP Sub Group Chairs;
- Chairs of Locality groups in each area.

7.4 Communication

All groups will be required to produce an agenda, minutes and publish same on CYPSP website.

All groups will produce action plans and updates which will be available on CYPSP website.

All Locality Groups will provide material such as e-zines /summary action plans which will be available on CYPSP website

An Annual Review of the NI Children and Young People's Plan will provide the mechanism by which the work of the CYPSP is monitored and assessed.

7.5 External communication

All external communication on behalf of CYPSP, Outcomes Group, Regional Sub Group or Locality Group will be in accordance with the CYPSP Communication Strategy. This includes written, verbal, presentations and press releases. All correspondence will require approval by the Chairs.

7.6 Expenditure

The authority to use day to day resources is vested in each Chair, i.e. CYPSP, Outcomes Groups, Regional Sub Groups and Locality Groups, and can be devolved to either the Children's Services Planning Professional Advisor or by the Children's Services Planning Officer.

7.7 Resources

The authority to use resources for the commissioning of services will be the subject of separate procedures.

7.8 Role and Responsibilities of Chairs and Members of Groups

Each member will have responsibility for fulfilling the role in which they have been mandated for or have applied for. The Terms of Reference sets out the remit for each group. Members will review Their contribution with their nominating organisational CYPSP member and with the Group Chair as appropriate. See Appendix C for detailed role descriptions.

7.9 Delegated Authority of Chair and Vice Chairs of CYPSP, and of all Planning Groups

The Chair and Vice Chair of the CYPSP and the Chairs/Vice Chairs of each group have delegated authority to act on behalf of the CYPSP between meetings, when the matter cannot wait for a meeting of the group.

7.10 Arrangements for Joint Responses by the CYPSP to Consultation Exercises

It is important for the CYPSP to be able to agree joint responses to consultation exercises. Given the few meetings per year, such responses will be agreed by email and signed off by the Chair of the CYPSP.

7.11 Review and Monitoring of Governance Arrangements

The Governance Arrangements will be subject to review in 2014.

Note: Key aspects to be covered:

- Structure
- Roles and Responsibilities
- Accountability

- Ease of Functioning
- Support of Action
- Equality of Partnership
- Linkages and reducing duplication
- Contract
- Arbitration of disagreement
- Future Proofing

APPENDIX 2(A)

Partnership Agreement For The Children and Young People's Strategic Partnership

(2011)

THIS AGREEMENT is made between:

Statutory Agencies

- (1) HSCB (chair of the CYPSP)
- (2) PHA
- (3) Belfast Education and Library Board
- (4) South East Education and Library Board
- (5) North East Education and Library Board
- (6) Southern Education and Library Board
- (7) Western Education and Library Board
- (8) Council for Catholic Maintained Schools
- (9) Belfast HSC Trust
- (10) Northern HSC Trust
- (11) Southern HSC Trust
- (12) Western HSC Trust
- (13) South Eastern HSC Trust
- (14) Northern Ireland Housing Executive
- (15) Youth Justice Agency
- (16) Probation Board for NI
- (17) Police Service of NI
- (18) The Local Government Sector represented by the four SOLACE members below;
 - Craigavon Borough Council
 - Ballymena Borough Council
 - Banbridge District Council
 - Larne Borough Council
- (22) Community Safety Unit Department of Justice
- (23) Department of Social Development

Voluntary Sector Agencies

- (24) Children in NI
- (25) Action for Children NI
- (26) Barnardo's NI
- (27) Include Youth
- (28) MENCAP
- (29) Parenting NI

Community Sector Agencies

- (30) Clan Mor Sure Start
- (31) Arc Healthy Living Centre
- (32) South Tyrone Empowerment Programme
- (33) Women's Aid Federation NI

(34) Blackie River Community Group

BME Sector Agencies

(35) Chinese Welfare Association

(36) Wah Hep Chinese Community Association

(37) Bryson Charitable Group

Any Other Organisations

(38) Any other Organisation, Agency, Department or Non-Departmental Public Body as agreed by the CYPSP

CONTEXT

1. In 2011 the HSCB established the CYPSP, to carry out integrated planning and commissioning to improve the outcomes for children and young people across NI.
2. The CYPSP is a cross-sectoral, strategic partnership, consisting of the leadership of all key agencies who have responsibility for improving outcomes for all children and young people in NI.
3. The purpose of the CYPSP is:
 - To put in place integrated planning and commissioning across agencies and sectors, which is recorded through the Children and Young People's Plan, aimed at improving wellbeing and the realisation of rights of children in NI, in relation to the six outcomes for children:
 - Being healthy;
 - Enjoying, learning and achieving;
 - Living in safety and with stability;
 - Experiencing economic and environmental well being;
 - Contributing positively to community and society; and
 - Living in a society which respects their rights.
 - To ensure that the CYPSP will be informed by and inform individual organisational business, corporate and community plans.
 - To ensure the participation and involvement of children, young people, families and communities in the integrated planning process.

- To ensure an effective and efficient, fully mandated structure which is representative of all key stakeholders is in place to carry out the work of the partnership.
4. The Strategic Partnership oversees a number of geographically based and NI wide planning groups, as set out in the CYPSP Governance Arrangements document. These groups take responsibility for the detailed integrated planning and commissioning as mandated by the CYPSP.

LEGAL FRAMEWORK

5. The Children's (1995) (Amendment) (Children's Services Planning) Order (Northern Ireland) 1998 and the Health and Social Care (Reform) Act (Northern Ireland) 2009 require the HSCB to set up the CYPSP and its functions.
6. The HSCB is required to prepare and on behalf of the CYPSP to publish a Children and Young People's Plan, setting out the strategy of the CYPSP for discharging its functions in relation to children and young people.

ACCOUNTABILITY ARRANGEMENTS

7. The CYPSP's governance arrangements do not supplant or replace the statutory responsibilities, lines of accountability or commissioning responsibilities of individual agencies.
8. Rather, the CYPSP provides the space for agencies to come together - with each other - and, critically, with children and young people, families and communities, to make sure that individual efforts to support children and young people (across the whole range of needs) link up with and work well with other supports and services in the lives of children and young people.

Accountability arrangements for the CYPSP are still evolving. As an inter-sectoral partnership, it needs to be allowed, by the Departments of Government which oversee the individual statutory members of the CYPSP, to carry out integrated planning and commissioning. Such an arrangement would need to be in addition to each single line of accountability.

The CYPSP is therefore seeking a linkage to the Ministerial Sub Committee on Children and Young People, led by OFMDFM, which drives the Children's Strategy, in such a way that integrated planning and commissioning would be mandated by Government. Establishing suitable accountability arrangements is a priority. The Governance Arrangements document will be amended when this is clarified, so that this Partnership Agreement will also be amended.

PARTNERSHIP ETHOS AND WORKING

9. The partners to this Agreement, through their mandated planning groups, will work together to establish and develop a shared understanding of how outcomes for NI 's children and young people can be improved through integrated planning and commissioning, and will, to the best of their ability, carry out such integrated planning and commissioning.
10. The partners to this Agreement understand that outcomes based planning for children and young people means promoting their rights through planning as well as addressing their needs.
11. The partners also share a view that the outcomes of children and young people will be best improved by a focus on and shift to early intervention.
12. The partners will therefore, work positively towards establishing arrangements through which resources across agency can be utilised together, particularly but not exclusively in relation to early intervention.
13. The partners will work towards integrating services across agency and sector whenever it is feasible to do so and will monitor the effectiveness of these services to improve outcomes for children and young people.
14. The representatives of organisations which are parties to this agreement and who attend meetings of the CYPSP and its planning groups will seek endorsement from their respective organisations in support of the priorities and recommendations of the CYPSP and the resources necessary to sustain them.

15. The Governance Arrangements document sets out detailed governance arrangements.
16. The partners to this agreement will abide by the following guiding principles:
 - Collective responsibility for improving outcomes;
 - Collaboration to improve outcomes;
 - Focus on rights as well as needs;
 - Focus on action;
 - Community development based approach;
 - Informed decision making.
17. Each party to this Agreement will:
 - Individually contribute to the effective working of the CYPSP.
 - Align its use of resources to maximise early intervention services to children and young people.*
 - Seek to narrow the gap between disadvantaged children and young people and their peers.
 - Actively both promote equality and diversity and seek the views of minority groups, whoever they may be.
 - Seek to ensure a culture of openness, ensuring that children and young people participate in decision making about their own lives and in designing and developing services, in collaboration also with their parents and carers.

*With reference to the Local Government sector, this can only be taken forward by each Council individually, so Society of Local Authorities Chief Executives (SOLACE) representatives will encourage this approach throughout the sector.

APPENDIX 2(B)

Personal Specification: Community, Voluntary and BME Sector representatives on the CYPSP, Outcomes Groups and Sub Groups

Personal Specification: Community, Voluntary and BME Sector representatives on the CYPSP

Experience of strategic planning.
Experience of needs assessment.
Knowledge of issues relating to children and young people, particularly vulnerable and excluded groups.
Experience of delivering services to children and young people, in particular to vulnerable groups.
Track record in Northern Ireland in relation to services/supports/advocacy for children and young people.
Knowledge of Trust area in which services or advocacy provided.
Knowledge of dynamics of social exclusion as it relates to children and young people.
Capacity to attend meetings.
Capacity to actively contribute to the work of the CYPSP.
Endorsement of sponsoring organisation.
Senior representative of organisation.
Commitment to Children's rights and equality issues.

Personal Specification: Community, Voluntary and BME Sector representatives on the Outcomes Groups

	Essential	Desirable
Experience of providing direct services in the Trust area.		<input type="checkbox"/>
Experience of work with children and young people, especially vulnerable young people.		✓
Experience of local needs assessment.	✓	
Able to access knowledge of issues relating to children and young people, especially children and young people. Not in a technical sense but in a sense of knowing about children and young people at risk of social exclusion.	✓	
Track record in local area in relation to services/supports/advocacy for children and young people.	✓	
Knowledge of local area and the local community sector.	✓	
Capacity to attend meetings.	✓	
Capacity to actively contribute to the work of the Outcomes Group	✓	
Commitment to Children's Rights and Equality.	✓	
Endorsement of sponsoring organisation.	✓	

Personal Specification: Community, Voluntary and BME sector representatives on the CYPSP Sub Groups

	Essential	Desirable
Experience of providing direct services in relation to the specific group of children and young people.	<input type="checkbox"/>	
Experience of work with the specified group of children and young people.	✓	
Experience of needs assessment.	✓	
Able to access knowledge of issues relating to the specific group of children and young people. Not in a technical sense but in a sense of knowing about children and young people at risk of social exclusion.	✓	
Track record in Northern Ireland in relation to services/supports/advocacy for the specific group of children and young people.	✓	
Capacity to attend meetings.	✓	
Capacity to actively contribute to the work of the Sub Group	✓	
Commitment to Children's Rights and Equality.	✓	
Endorsement of sponsoring organisation	✓	

APPENDIX 2(C)

Role Descriptions on the CYPSP

Role Description-
Chair of the Children and Young People's Strategic Partnership

In addition to the role (below) of members, the following responsibilities apply:-
Facilitate the agreement of the CYPSP on all matters relating to its function.
Make decisions between meetings of the CYPSP, if this is necessary.
Represent the CYPSP in public.

Role Description-
Vice Chair of the Children and Young People's Strategic Partnership

In addition to the role (below) of members, deputise for the Chair in relation to the following function:-
Facilitate the agreement of the CYPSP on all matters relating to its function.
Make decisions between meetings of the CYPSP, if this is necessary.
Represent the CYPSP in public.

Role Description –
Statutory Members of the Children and Young People's Strategic Partnership

Represent the agency as a whole.
Attend CYPSP meetings and actively contribute to the work of the CYPSP.
Agree with CYPSP the overall Children and Young People's Plan for Northern Ireland and its associated Action Plans.
Ensure that the framework of the Children and Young People's Plan provides the context within agency business and corporate plans for services for children and young people and families.
Ensure the active contribution of the agency to the integrated planning and commissioning as agreed within the Children and Young People's Plan and its associated Action Plans.
Address any difficulties within the agency in taking forward the agency's contribution to the Children and Young People's Plan and associated Action Plans
Act as an ambassador for the CYPSP and take opportunities to reflect its work in public, as agreed with the Chair.
Raise issues with relevant Department of Government which need to be resolved in order for the Children and Young People's Plan to be achieved.
Ensure that children's rights and equality requirements are addressed in the work of the CYPSP.

**Role Description –
Community, Voluntary, BME Sector Members of the Children and
Young People's Strategic Partnership**

Act as a representative of the sector as a whole.
Attend CYPSP meetings and actively contribute to the work of the CYPSP.
Agree with CYPSP the overall Children and Young People's Plan for Northern Ireland and its associated Action Plans.
Work within the sector to ensure that the framework of the Children and Young People's Plan provides the sector's context for services for children and young people and families.
Work to ensure the contribution of the sector as a whole to the integrated planning and commissioning as agreed within the Children and Young People's Plan and its associated Action Plans.
Address any difficulties within the sector in taking forward the sector's contribution to the Children and Young People's Plan and associated Action Plans.
Act as an ambassador for the CYPSP and take opportunities to reflect its work in public, as agreed with the Chair.
Raise issues with relevant Department of Government which need to be resolved in order for the Children and Young People's Plan to be achieved.
Ensure that children's rights and equality requirements are addressed in the work of the CYPSP.

**Role Description –
Statutory Members of the Outcomes Groups**

Represent the agency as a whole.
Attend Outcomes Groups meetings and actively contribute to the work of the Outcomes Group.
Agree with Outcomes Group the Outcomes Group Action Plan of the Children and Young People's Plan.
Ensure that the framework of the Children and Young People's Plan provides the context within agency business and corporate plans for services for children and young people and families.
Ensure the active contribution of the agency to the integrated planning and commissioning as agreed within the Outcomes Group Action Plan of the Children and Young People's Plan.
Address any difficulties within the agency in taking forward the agency's contribution to the Outcomes Group Action Plan of the Children and Young People's Plan.
Act as an ambassador for the Outcomes Group and take opportunities to reflect its work in public, as agreed with the Chair.
Raise issues with relevant Department of Government which need to be resolved in order for the Outcomes Group Action Plan of the Children and Young People's Plan to be achieved.
Ensure that Children's rights and equality requirements are addressed in the work of the CYPSP.

**Role Description –
Community Voluntary and BME Sector Members the
Outcomes Groups**

Act as a representative of the sector within the Outcomes Group area.
Attend Outcomes Group meetings and actively contribute to the work of the Outcomes Group.
Agree with Outcomes Group the Outcomes Group Action Plan for the Children and Young People's Plan.
Work within the local sector to ensure that the framework of the Children and Young People's Plan provides the sector's context for services for children and young people and families.
Work to ensure the contribution of the local sector to the integrated planning and commissioning as agreed within the Children and Young People's Plan and the Outcomes Group Action Plan.
Address any difficulties within the sector in taking forward the sector's contribution to the Children and Young People's Plan and the Outcomes Group Action Plan.
Act as an ambassador for the Outcomes Group and take opportunities to reflect its work in public, as agreed with the Chair.
Raise issues with relevant Department of Government which need to be resolved in order for the Outcomes Group Action Plan of the Children and Young People's Plan to be achieved.
Ensure that children's rights and equality requirements are addressed in the work of the Outcomes Group.

**Role Description –
Statutory Members of Regional Sub Groups of the Children and
Young People's Strategic Partnership**

Represent the agency as a whole.
Attend Sub Group meetings and actively contribute to the work of the Sub Group.
Agree with Sub Group the Sub Group Action Plan of the NI CYP Plan 2011-2014.
Ensure that the framework of the Sub Group Action Plan and the Children and Young People's Plan provides the context within agency business and corporate plans for relevant services for children and young people and families.
Ensure the active contribution of the agency to the integrated planning and commissioning as agreed within the Sub Group of the Children and Young People's Plan and its associated Action Plans.
Address any difficulties within the agency in taking forward the agency's contribution to the Sub Group Action Plan of the Children and Young People's Plan.
Act as an ambassador for the Sub Group and take opportunities to reflect its work in public, as agreed with the Chair.
Raise issues with relevant Department of Government which need to be resolved in order for the Sub Group Action Plan of the Children and Young People's Plan to be achieved.
Ensure that children's rights and equality requirements are addressed in the work of the CYPSP.

**Role Description –
Community, Voluntary and BME Sector Members of the
Regional Sub Groups of the Children and Young People's
Strategic Partnership**

Act as a representative of the sector relevant to the work of the Sub Group.
Attend Sub Group meetings and actively contribute to the work of the Sub Group.
Agree with Sub Group the Sub Group Action Plan of the Children and Young People's Plan.
Work within the sector relevant to the Sub Group to ensure that the framework of the Sub Group Action Plan of the Children and Young People's Plan provides the sector's context for services for children and young people and families.
Work to ensure the contribution of the sector relevant to the Sub Group to the integrated planning and commissioning as agreed within the Sub Group Action Plan of the Children and Young People's Plan.
Address any difficulties within the sector in taking forward the sector's contribution to the Sub Group Action Plan of the Children and Young People's Plan.
Act as an ambassador for the Sub Group and take opportunities to reflect its work in public, as agreed with the Chair.
Raise issues with relevant Department of Government which need to be resolved in order for the Sub Group Action Plan of the Children and Young People's Plan to be achieved.
Ensure that children's rights and equality requirements are addressed in the work of the Sub Group.

APPENDIX 2(D)

CYPSP Register Of Interests

Register of Interests: Declaration by members of the Children and Young People's Strategic Partnership (2011-2014)

Title

Forename (s)

Surname

Declared commercial and political interests, (including those of partners, spouse or close relative) which may give rise to a conflict of interest. If none please enter "NIL" and return to Ann Godfrey, Children and Young People's Strategic Partnership, Health and Social Care Board, 12 -22 Linenhall St, Belfast, BT2 8BS.

The interests declared above include both direct and indirect interests (i.e. those of partner, spouse or close relative) and any specific financial or business interests are shown.

Signed

Date

APPENDIX 2 (E)

Children and Young People's Strategic Partnership Code of Practice

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1. Aim of Code of Practice

This Code of Practice aims to give each member of the CYPSP a guide to working in partnership. It identifies principles and actions that CYPSP members should consider when working together.

2. Partnership and the Importance of a Shared Goal

Partnerships come in many forms. A partnership can be seen as when two or more organisations work together for a shared goal. By working together the partners aim to achieve something they could not do alone. To do this they need a shared vision of their goals, and a way of working to achieve this ambition.

The shared goal of the CYPSP is to improve outcomes for children and young people across NI through integrated planning and commissioning.

3. What is meant by an Equal Partnership?

Equality is very important, it means that partners can share power and have equal influence.

4. Equality of Influence on the CYPSP

It is recognised that the CYPSP brings together statutory community sector, voluntary sector and Black and Minority Ethnic sector organisations. The imbalance of power that this represents is recognised by the CYPSP, given that, outside of the partnership arena, contractual relationships may exist between such partners. Therefore, all arrangements which the CYPSP sets up will endeavour to address this imbalance. In addition, some statutory partners have more members on the CYPSP than others, which can also give rise to imbalance. The CYPSP will endeavour to address this through all of its working arrangements. Mutual respect will be shown at all times.

5. Valuing Contributions

The CYPSP recognises that partners bring together a diversity of valuable resources, knowledge, experiences and skills. Each organisation will be valued for its contribution.

6. Showing Equality when Working in Partnership

- All CYPSP partners will have the opportunity to provide items for the agenda of the CYPSP meetings;
- All partners will be encouraged to contribute to the debate;
- All partners will be able to influence the policy and practice of the CYPSP;
- The CYPSP will respect the community it serves, children and young people across NI;
- The CYPSP will ensure that it includes the right organisations to meet its aim.

7. Benefits of Working Together

By working together, the CYPSP partners bring many positive benefits which can improve outcomes for children and young people across NI. These are:

- Bringing together a variety of responsibilities, interests, resources and skills;
- Developing an understanding of how different partners work;
- Working together towards the shared aim of improving outcomes for children and young people in NI;
- Sharing ideas and resources for partnership working;
- Drawing on the talents of all involved;
- Supporting each other through the process of improving outcomes for children and young people in NI;
- Sharing responsibility and agreeing shared outcomes;
- Securing and using funding together through integrated planning and commissioning;
- Having the opportunity to influence wider audiences;
- Taking action that is more likely to improve children's outcomes than working alone.

8. Barriers and Challenges to Partnership Working

The CYPSP recognises that there are barriers to its successful working, which need to be addressed. These include:

- Policy and legal responsibilities, the implications of these differ across CYPSP partners;
- Lack of trust and a suspicion of others – lack of willingness to let go of own identity;
- Unequal balance of power and control – the CYPSP organisations with resources may control the agenda and debate;
- Failure to recognise different personalities and communication styles – organisations can lack respect for each other's experiences and backgrounds;
- Lack of time to develop relationships and realistic plans – it takes time to get to know each other and to agree the way forward;
- Lack of clarity about purpose, roles, responsibilities and leadership – why are the partners working together, who is responsible for which actions and how can people take part?

9. The CYPSP will build a successful partnership by:

- Taking time and effort to build the partnership;
- Reminding itself of its role and purpose;
- Having clarity about why members are within the CYPSP;
- Making sure that all partners are included in agenda setting and debate;
- Recognising power imbalances within the CYPSP;
- Stating aims, rules, policies, deadlines and targets;
- Considering how far each partner can get involved and find out what support exists for organisations to take part;
- Setting up procedures to ensure that decision making is open and active, is confidential and sets out how differences of opinion are to be addressed;
- Considering what resources each partner has available in terms of money, staff time, networks and specialist skills;
- Behaving professionally and building relationships, creating opportunities for partners to get to know each other, developing a culture of support, trust and respect and agreeing how to disagree;

- Sharing power and influence – making sure that one organisation does not dominate;
- Building support skills, knowledge and confidence between partners;
- Using different ways of communicating that allow everyone to get involved and be open and honest;
- Making sure that effective procedures are in place that set out the responsibility of the CYPSP and the actions that each partner should take;
- Monitoring activity and progress, designing a work programme and defining clear tasks with real outcomes;
- Reviewing, from time to time, the effectiveness of the CYPSP.

APPENDIX 3

Strategy for ensuring the participation of children and young people for the CYPSP

The Participation Network (May 2011)

Background

The CYPSP was formally established in January 2011. It is a cross-sectoral group consisting of the leadership of all key agencies who have responsibility for improving outcomes for all children and young people in NI. Membership includes health, social services, education, local government, youth justice, probation, policing, housing, urban renewal, alongside representatives from the voluntary and community sector.

The purpose of the CYPSP is to lead integrated planning and commissioning of support and services aimed at improving the lives of children and young people throughout NI.

The partnership is committed to ensuring that children and young people participate as active partners at all stages and levels of our planning processes.

While the partnership is new, integrated planning of services for children and young people has been taking place in NI for many years. That work was underpinned by the UNCRC and particular emphasis was placed on the need to ensure the involvement of children and young people. Consequently, a number of mechanisms for engaging children and young people in planning processes have been developed and are on-going. Many of the agencies involved in the CYPSP have pioneered initiatives aimed at supporting children's voices and have a long history of promoting and facilitating participation. We will be depending on the sharing of that learning and expertise as we build upon that legacy and implement this strategy.

We need to ensure that participative work is further developed, co-ordinated and standardised across the partnership. To this end, we have engaged with the Participation Network to advise us on the development and delivery of our participation strategy.

The Participation Network was established in 2007 and funded by OFMDFM to:

"Increase the effectiveness of the NI Public Sector in engaging children and young people directly in decision-making".

Since then, the Participation Network, a project of Children in NI (CiNI), has supported Government Departments, local Government

and Public bodies to engage with children and young people, through the provision of free training, consultancy and signposting services.

The Participation Network has recently received renewed funding for 3 years to provide the public sector with expert support, advice and technical assistance in relation to directly engaging children and young people in public decision-making.

Participation Strategy

Aim

To ensure that the CYPSP engages with the children and young people who will be affected by our decisions; that children and young people will be active participants in the planning of services and that their experiences, views and ideas help inform the planning process.

Standards

Activity undertaken in relation to this strategy will be underpinned by the "Ask First" standards, developed by the Participation Network and endorsed by the OFMDFM and HSCB. The standards will also serve as a means of measuring our progress towards ensuring the meaningful involvement of children and young people in the ongoing process of developing outcomes, indicators and services.

Standard 1: **Appropriate methods**

Children and young people will be engaged in a variety of ways, based on what is best suited to their age and level of development/maturity. In particular, play based methodologies will be developed for involving younger children.

It is clear that there is no "one size fits all" model of participation. We will need to develop a range of ways of engaging with children and young people and draw upon the expertise of members of the partnership who have direct contact with children and young people. Training and action planning workshops can build the capacity of those agencies / personnel who are less familiar with participation.

The methods we adopt should be creative and enjoyable for those involved. It is rarely appropriate or effective to simply have children and young people sitting on adult forums. Where adults and children and young people form groups to work together the methodology needs to be adapted to suit the younger members and attention needs to be paid to power imbalances.

Methods might include focus groups on particular issues, one-off workshops with locality based groups, play based activities with younger children, building an on-going process with theme based groups (e.g. Disability and Transition) or large scale surveys via social networking sites (e.g. Facebook). Methods will also be dictated by the purpose of the engagement e.g. needs assessment, ongoing contribution to the planning process, reviewing the impact of services etc.

Standard 2: Support

Children and young people will be provided with the support needed to engage effectively in the decision making process.

Children and young people who are being asked to give their views, share their experiences, identify their needs or contribute their ideas should be adequately prepared and supported to do so. Providing such support (e.g. a preparatory workshop to help them get their thoughts together before a consultation, or going through the agenda prior to a planning meeting) helps to develop skills and ensures that the engagement is effective and satisfying for all involved. Support is particularly important on occasions when children and young people are being asked to share or reflect upon sensitive issues or experiences. Partnership member agencies who undertake direct work with children and young people will have an important role to play in providing such support. It will also be important to connect with those organisations that have been set up specifically to support the participation of children and young people.

Standard 3: Knowledge

Children and young people will be provided with the knowledge they need to engage fully in decision making processes. Information will be easily understood, child friendly and produced in a range of accessible formats.

It is important that we clearly explain to children and young people what the purpose of the engagement is, the extent of their involvement and what we are asking them to do. Any materials to be used (e.g. background papers, proposals, discussion documents, statistics, plans) should be written in child friendly language, avoid jargon, be short and easy to understand. Materials should also be accessible to children and young people with sensory and learning disabilities. Children and young people involved in the Disability and Transition thematic groups can advise on the development of suitable materials.

Standard 4: Feedback

Children and young people will be told about the outcomes of their involvement and how their input has been considered. Where their ideas have not been taken on board they will be told why this has happened.

Children and young people have highlighted the importance of believing that their views are being taken seriously during engagements. It is, for them, a key factor in determining their willingness to take part in further engagements. Children and young people want to know how their input has influenced plans and decisions. They understand that change does not necessarily come about speedily and that not all their ideas will be reflected in final outcomes. Where this happens it is important that the reasons are explained, either during the engagement or in a follow up meeting / communication. We should establish a variety of mechanisms for communicating the on-going outcomes of engagements e.g. children's e-zine, young people's website, posting on social networking sites. We should also involve children and young people

in reviewing the impact and effectiveness of plans and services they have helped us to develop.

Standard 5: Inclusion

All children and young people will be facilitated to engage in public decision making processes. Particular measures will be put in place to ensure the involvement of those who are vulnerable and marginalised, in line with Section 75 and UNCRC obligations.

We need to ensure that this strategy is equality proofed and that it supports us to engage with all children and young people who are affected by our work. It is important that we create opportunities to engage with our most marginalised children and young people, in ways that take account of their particular support requirements. To ensure full inclusion we should seek the assistance of specialist agencies from among our partnership members and where necessary from further afield. Opportunities for engagement should be widely publicised in accessible formats.

Standard 6: Respect

Children and young people will be treated with respect. They will decide the nature and extent of their involvement, including the option not to participate.

We can demonstrate respect for the children and young people with whom we engage by ensuring that their involvement is real and meaningful. This means that we will take their views seriously; prepare ourselves for the engagement; be honest and open about what they can or cannot influence; ensure that our processes are transparent; offer constructive challenge; encourage them to set their own agendas and bring their issues to the table; ensure that they are able to freely choose whether to participate or not and fully acknowledge their contribution.

Standard 7: Senior People

Children and young people will have direct contact with senior people who are in a position to make decisions and take action in relation to their ideas, views and experiences.

Participation is most effective and satisfying when it involves direct contact and dialogue between children and young people and those who are responsible for crafting plans and developing services. Reading reports or hearing accounts from third parties cannot match the impact of hearing a young person share their experiences and articulate their needs and ideas. Wherever possible CYPSP staff and/or members of the regional, outcomes or locality planning groups should be present during engagements.

Standard 8: Timing

Children and young people will be involved at the earliest possible stages of policy and service development, including processes to establish the need for service or policy initiatives.

Planning integrated services for children and young people is a complex process involving a number of stages. If participation is to be meaningful it is important that children and young people's experiences, views and ideas inform every stage and level of the planning process. It is of critical importance that children and young people are engaged, at the very outset of the planning process, in contributing to our understanding of the problems we are setting out to address. Their input in describing the problems they face, giving their views of current services and offering their ideas for solutions, provides an invaluable perspective during the first stages of planning.

Participation Model

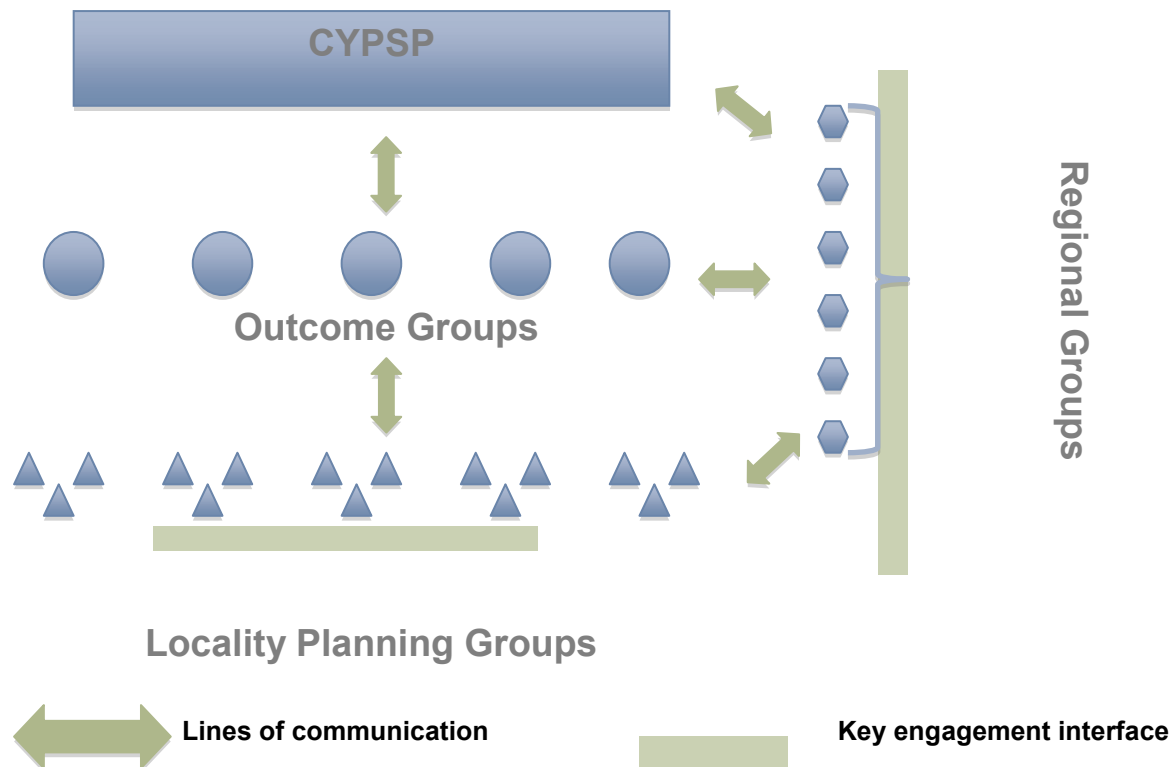
We need to ensure that the voices, experiences, views and perspectives of children and young people become a central focus and fully integrated element of our partnership. In developing a model for that participation we should ensure that it will:

- Reflect the “Ask First” standards;
- Encompass a variety of routes / mechanisms through which children and young people can participate in the earliest stages of the planning process;
- Work alongside the overall CYPSP structure, ensuring that children and young people's experiences, views and perspectives are heard and considered at both regional and local levels;
- Build upon existing participative mechanisms and the practice of partner agencies;
- Be simple, transparent and accessible to all children and young people;
- Clearly set out who is responsible for ensuring participation at each level;
- Be sustainable, realistic and economically viable;
- Be accompanied by an on-going development / implementation plan which establishes a vision, sets out clear priorities and incorporates processes for capacity building, support and review.

The CYPSP is a new partnership and while it is essential that children and young people's participation is planned and implemented from the outset, it is also important that we take the time to develop a fully comprehensive model. It takes a considerable investment of time and resources to properly embed a culture of participation across a complex system. It therefore seems sensible to adopt a staged approach. We must ensure that we create a stable foundation upon which we can continue to build as the partnership develops.

Given that planning begins at operational level our first task should be to develop direct participation processes at key interface points i.e. the locality planning groups and the regional sub-groups. In doing so, we must also ensure that the needs, experiences, ideas, views and perspectives contributed within those fora are communicated to both

the Outcomes Groups and the Regional Partnership body; and that they are incorporated into the NI Children and Young People's Plan.



In addition, given that four out of the five Outcomes Groups are being set up shortly, we should encourage each Outcomes Group to bear in mind the need to ensure the participation of children and young people in their planning process.

When we have had a period of supporting participation through the regional sub groups and locality planning groups, we will review our learning from both the perspectives of children and young people and the agencies involved in those fora. This should help us to determine a clear plan for further developing the model, for example; considering:

- how we might facilitate direct engagement with Outcomes groups, other sub-groups and the CYPSP itself;
- how children and young people might be involved in budgeting and commissioning decisions;
- how children and young people might be involved in monitoring the progress of action plans;

- how we might establish mechanisms for being held accountable by children and young people collectively, for example; through an annual review seminar / conference.

Implementation

While some Outcomes Group, Regional sub groups and locality planning groups are already established, others are currently in development. The sub structure of the partnership is in the process of transition and this is likely to continue for some time.

However, it is important to acknowledge that participative work is already underway and that this work should continue while a broader system of participation is being developed.

Those groups which have been established (and others as they come on line) should create a plan for ensuring the participation of children and young people in their work. The Participation Network can facilitate the planning process and provide on-going advice and support to the group.

The Participation Plan emerging from each group will be suited to their particular circumstances but, to ensure consistency and compatibility, each should be developed through a similar process, including some or all of the following elements.

Each group nominates one of their members to serve as Participation Champion. That person will have responsibility for driving the group participation plan and:

- liaising with CYPSP staff and the Participation Network;
- ensuring the group identifies and avails of opportunities for engaging children and young people in line with the ASK FIRST standards;
- ensuring that children and young people who have engaged with the group are kept informed of how their input has influenced the planning process;
- ensuring the messages emerging from engagements are both reflected in the group's plans and communicated to the Outcomes Groups and CYPSP.

Group members should attend training with the Participation Network either as a group, or through signing up individually for open sessions.

The plan should address the following areas:

- **Who the group needs to engage with;-**

For some groups e.g. the Regional Disability theme based group it will be obvious which children and young people should be involved, but even within this it may be important to distinguish according to e.g. age, living with parents or independently, different types of disability etc. The locality planning groups are likely to have a wider range of children and young people who might contribute to their work.

- **What the group needs to know from children and young people;-**

This might include having children and young people identify their needs; raise their own issues; describe their life experiences; comment on service delivery; generate ideas/solutions; review plans; take part in making decisions.

- **Where children and young people can be accessed;-**

For some groups this will be very straightforward as children and young people will be full members of the group. But even here there will be occasions when a wider range of inputs may be sought. Each group should create a directory of organisations that can facilitate their access to particular groups of children and young people. These agencies may be members of the group, they may be regionally based or active in the local area, or they may be drawn from the Participation Network directory of organisations.

- **How they will engage with children and young people;-**

In some instances groups may have been established with the express purpose of ensuring the participation of children and young people. For example; the Regional Disability theme based group. In such cases participation is integral and central to the whole group process.

Some groups may devise engagement exercises with specific groups of children and young people for particular purposes e.g. to hear about their needs, to ask their opinions about the service they receive, or to find out their ideas about, or solutions to, local problems. These might be one off engagements with a range of groups or may require developing close on-going relationships with a small number of groups on the basis that they are particularly relevant to the work or are active in the

local community. More comprehensive, large scale, exercises may also be designed, if necessary, where resources are available. Opportunities might also be developed for hearing from large numbers of children and young people through on-line social media or establishing a local, issue based or regional website.

- **How** the input from children and young people will be communicated throughout the CYPSP system.

It is important that everyone involved in the CYPSP has the opportunity to hear, and act upon, key messages from children and young people. Equally we need to avoid duplication and make sure that different groups are not talking to the same young people about the same things. It may be useful to set up a central newsletter through which groups can advise what engagements they are involved in and share the key messages or learning.

Other mechanisms may be needed for theme based groups composed of children and young people – in these cases a liaison person from the Outcomes group may meet regularly with the group, or children and young people might do presentations at Outcomes group meetings.

The CYPSP will need to consider how the participation work can best be co-ordinated and what mechanisms will be needed to support the development of a robust, cohesive participation system. The Participation Network is happy to provide on-going advice.

APPENDIX 4

Model for ensuring Parental Participation in the planning of supports and services for children and young people

**Model developed by
Parenting Forum NI**

Introduction

The Parenting Forum has been asked to develop a strategy for the participation of parents in the planning processes overseen by the CYPSP.

An important aspect of this work will be to engage in transparent consultative processes that would provide a range of opportunities for parents to share their opinions and experiences at the three levels of planning.

The Parenting Forum NI (PFNI) was tasked with developing a model so that groups of parents and individual parents from across NI could be supported to be involved in the planning process. As a membership organisation the Forum has over 1400 individual parents and family support organisations and circulates information to over 140,000 parents quarterly. The Parenting Forum NI (PFNI) has considerable experience in developing appropriate models of participation and has carried out a number of consultations on a range of issue for Departments and other bodies including the OFMDFM, Department of Justice and Department of Education.

PFNI has regular contact with a considerable network of parents and parent support groups throughout NI. As the groups of parents come from diverse backgrounds and include parents of children with special needs and parents representing ethnic minority groups, PFNI is well placed to develop and support structures, which enable parents to be actively engaged in participation.

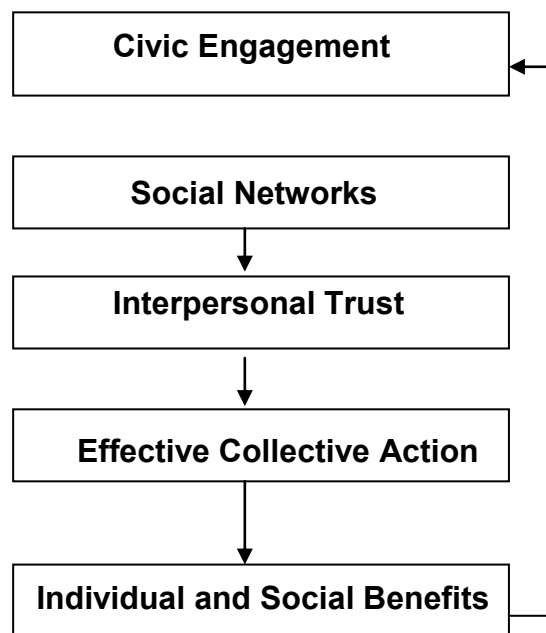
Consultation Methodology and Processes

In developing the methodologies and processes for parental participation the PFNI would adhere to three of the ten key defining characteristics to deliver Family Support as defined by Pinkerton, Dolan and Canavan (2006), which are:

- Working in partnership is an integral part of Family Support. Partnership includes, children, families, professionals and communities.
- Involvement of services users and providers in the planning, delivery and evaluation of family support services is promoted on an ongoing basis.

- Measures of success are routinely built into provision so as to facilitate evaluation based on attention to the outcomes for service users and thereby facilitate ongoing support for quality services based on best practice.

The model which would be implemented would also adhere to the principles of community development which Dolan (2008) puts forward as key to increasing Social Capital at local and strategic levels. Social Capital in Community Development is most active in 'bridging and bonding'. Parents would be supported at the different levels identified by Dolan (2008) to ensure that not only will services be planned with the input of parents, but parents will also feel valued. Parents may engage in any of the levels as demonstrated in Dolan's model below:



A three tiered model of participation would be implemented that reflects the new structures the CYPSP has put in place to deliver integrated planning and commissioning arrangements for services to children, young people and families. A range of methods would be used which are appropriate to each tier to ensure real engagement and feedback from parents. These are detailed below:

Level 1 - Locality Groups

Currently there are a number of Locality Groups operating across NI. The remit of the groups is to put into place services at a local level which reflect local needs. The groups have representation of community, voluntary and statutory services operating within a specific geographic area.

The opportunity for parental participation at local level would be offered to all parents living within a locality area. There are three strands of engagement with parents:

- Supporting Locality members to represent the views and opinions of parents who attend their services at the Locality Group Meeting
- Supporting local parents to be involved on an ongoing basis in the work of the group.
- An annual meeting open to all parents who would be asked their views on the service delivery provision within the area and identify any gaps and to explore options for involvement on an ongoing basis using local support mechanisms .

Methodology

In order to deliver on these three requirements at local level two different methodologies would be applied.

- Training for the Locality Group members on engaging parents, supporting their views and feeding into locality planning at regular meetings (one per HSC Trust Area early in the implementation of the model).
- Consultation sessions with parents would be facilitated by the PFNI in each locality. Locality representatives will identify and support parents to take part in the events. PFNI would design and facilitate the sessions and provide a report to each Locality Group on their specific issues. PFNI will collate the information from across all the Locality Groups to produce an overall report based on all the meetings for the Strategic Partnership. The sessions in each Locality area will be used to determine how PFNI will support ongoing involvement.

- PFNI to support local involvement in Locality Planning in each area as determined by initial meeting in each area.

Level 2 – Regional Sub Groups

The CYPSP is establishing a number of Regional Sub Groups, which will carry out integrated planning in relation to vulnerable groups of children and young people e.g. children and young people with disabilities and children and young people from black and ethnic minorities.

Two appropriate methodologies would be implemented to offer opportunities to ensure inclusion of parents.

Methodology

- For each such group, one group of 10-12 parents would be established. Parents will be recruited from parents who attend the locality group's sessions and parents who have experience or interest in the specific group of children and young people. This will include liaising with established existing groups, for example Black and Minority support groups or action groups.
- PFNI will design and facilitate each of the parents' meetings for the regional sub groups and collate the information into a report for each group.
- As some parents from particular groups may or will not sign up to be part of sub group work in this way the PFNI would also hold one off sessions with Parenting Forum Members (singled theme issue groups, for example; Black and Minority Ethnic Groups) as and when required.

Level 3 – Outcomes Groups

Each HSC Trust area will have one Outcomes Group. The role of local Outcomes Groups is to act as a local partnership for voluntary, community and statutory organisations to jointly consider how well local children and young people are doing in relation to the 6 high level outcomes for children and young people set out in the Ten Year

Strategy, to identify where action on the priorities arising can be addressed and support such action.

Methodology

- One group of 10-12 parents will be established to form an Outcomes Group Consultation Panel Group.
- Parents will be recruited through Locality Groups and would act in a consultative role to the Outcomes Group.
- PFNI will design and facilitate each of the parents' meetings for the Outcomes Group consultation sessions with parents, to help to identify actions which need to be taken to support the priorities of the Outcomes Group.
- PFNI will collate the information and produce a report for each of the five Outcomes Boards.

Level 4 Children and Young People's Strategic Partnership

The CYPSP is a cross-sectoral, strategic partnership, consisting of the leadership of all key agencies who have responsibility for improving outcomes for all children and young people in NI including health, social services, education, policing and housing as well as representatives from the voluntary and community sectors.

The overall purpose of the CYPSP is to lead integrated planning and commissioning of supports and services aimed at improving outcomes for children and young people across NI. These six high level outcomes were set out in the ten year strategy entitled 'Our Children and Young People – Our Pledge', developed by the NI Executive.

Methodology

One group of 20 parents would be established to form the Parents Advisory Forum. PFNI would design and facilitate the group sessions using appropriate information to be developed as directed by the CYPSP. PFNI will collate the information into a report for the Strategic Partnership. The parents will be recruited with two representatives from each Regional Sub Group and up to ten individual parents from

the Locality Groups, the PFNI membership and the general population. This group will meet three times per year or as required by the CYPSP.

How will we measure that parental participation is working?

- More parents will be involved in service planning;
- Parents and carers will be able to see where changes have been made as a result of their involvement
- The CYPSP partner agencies, (those involved in planning or commissioning services), will be listening and acting upon regular feedback from parents/carers and parents will see evidence of this through feedback at group sessions and information produced in Parenting Forum NI newsletters
- Parents will have increased confidence in the quality and range of services that are provided

Parents Advisory Forum Functions

1. The members of the group will act in a consultative role to the CYPSP on integrated planning.
2. The members of the group will act as a source of information sharing with other parents the integrated planning process overseen by the CYPSP.

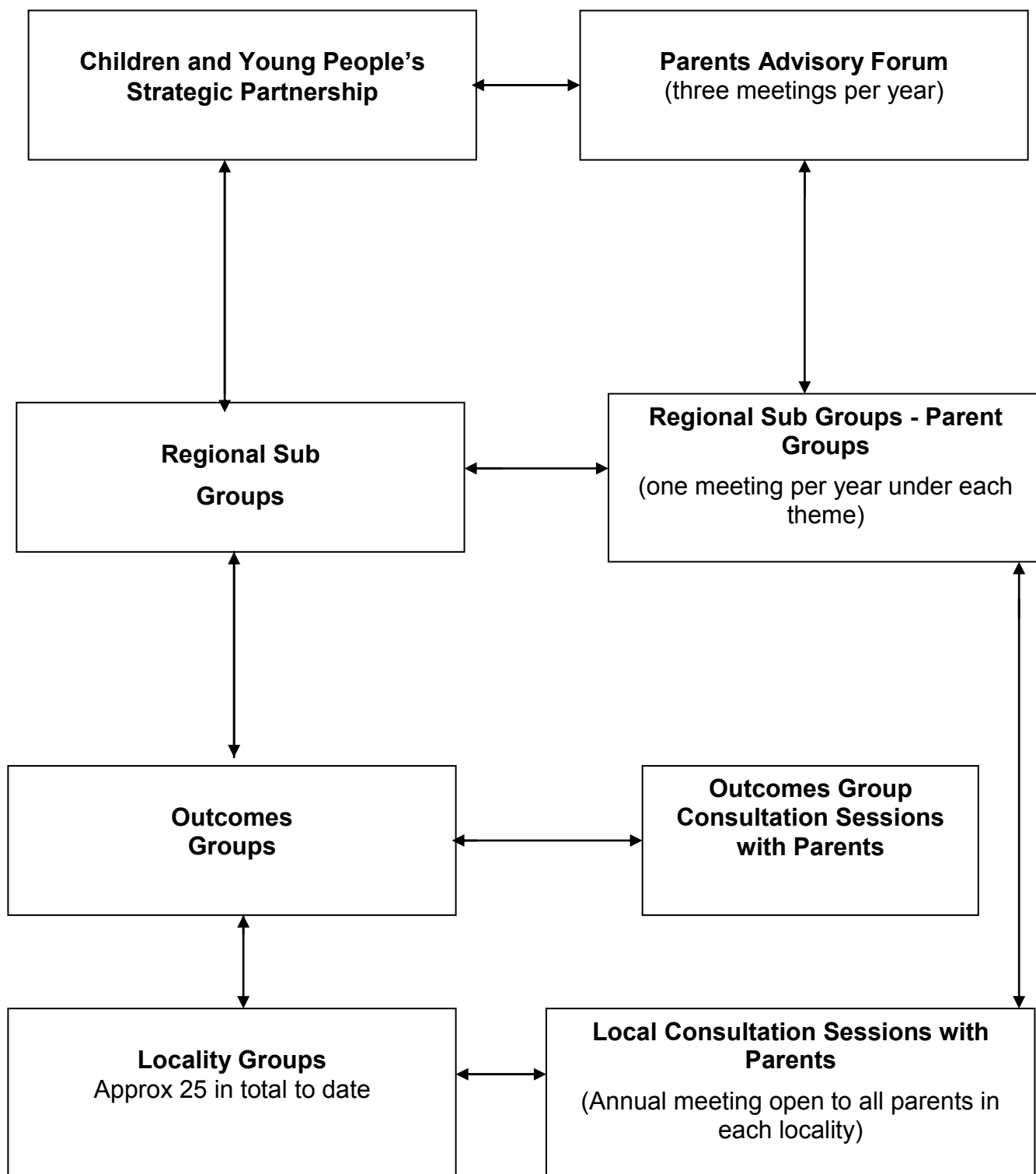
Parents Advisory Forum Proposed Framework

1. PAF would have representation from across all sections of the community and reflect Section 75.
2. PAF would have representation from the Regional Sub Groups parents groups, including each Chair and one other member as well as individual parents who self nominate.
3. PAF would have 20 members to reflect the range of parenting issues and themes. Members will be selected as part of the nomination process.
4. PAF will meet 3 times per year and within a month of the Children and Young People's Strategic Partnership meeting for up to 2 hours on each occasion. Times dates and venues to be agreed by PAF members.
5. Individual parent members can be nominated by a parents group, an organisation working directly with parents or self nomination. Selection will be made by an independent panel and serve for two year hence new selections to take place on a rolling basis.
6. Members of PAF will elect a chair and vice chair.
7. The facilitation, administration and support of the group and individual members would be the task of the Parenting Forum NI.

New Structures for Integrated Parental Participation

Planning for Children, Young People and Families

Structures



Appendix 5

Children and Young People's Strategic Partnership Recommendations:

How to make Northern Ireland an Early Intervention Region

(10/03/12)

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1. CYPSP Recommendations: How to make NI an Early Intervention Region?

1.1 CYPSP Recommendations

These recommendations have been adopted by the CYPSP Early Intervention Sub Group after consideration of the detailed position paper attached at Appendix 5 (Part 2a). The CYPSP is the statutory NI wide partnership aimed at improving outcomes for children and young people through integrated planning and commissioning of services across NI. The CYPSP, formed in 2011 and building on previous partnerships, has identified the promotion of early intervention as a key strategic priority.

1.2 Definition

The CYPSP has agreed that early intervention relates to early years and early stage of difficulty. It also accepts a 'whole society' approach to early intervention – through ensuring that a network of supports and services is present and applicable to address children's rights and needs when and where needed, and promoting an ownership within the community at large of the benefits of early intervention. Important underpinning themes include those of cycles of disadvantage, building resilience, redressing the impact of poverty, time span (generational), and improving outcomes.

The CYPSP has adopted the following broad and inclusive definition of early intervention, which was developed by the Centre for Excellence and Outcomes for Children and Young People (CE04):-

Early intervention is 'intervening early and as soon as possible to tackle problems emerging for children, young people and their families or with a population at risk of developing problems. Early intervention may occur at any point in a child's life', (Grasping the Nettle' Report 2009).

The CYPSP notes that this definition includes the intergenerational aspect of early intervention and the term 'population at risk' includes specific geographical communities.

1.3 Government Mandate and a Coordinated Strategy

A mandate from the NI Executive for Early Intervention as a joint Government priority is needed to support Departments and Agencies to work in an integrated way at different levels to make best use of available resources for Early Intervention. This approach needs to emphasise the link between improved outcomes for children and young people and the wider societal themes of the economy and workforce, civic engagement, community stability and public safety. (It is noted that such a recommendation has already been made in the Report of the Review of the Youth Justice System in NI (DoJ, 2011).

Recommendation 1

The CYPSP seeks a joint Governmental strategy for early intervention, which should include a set of achievable outcomes.

The governmental strategy should be accompanied by guidance on how agencies and the voluntary sector should work in partnership to deliver it, based on best practice. The accountability processes, delivery targets and performance management criteria for statutory agencies need to be revised to give clear policy direction and momentum to working at early intervention, in partnerships, and towards common outcome based criteria. Likewise, contract and performance management criteria for government funding for the Voluntary and Community sectors need to be reviewed. Such a fundamental shift requires to be mandated at Executive and Departmental level.

1.4 Development Model

UNICEF has clearly demonstrated that countries which have committed to universal and easily accessible provision of early intervention services, backed up by and integrated with specialized services for children with additional needs, achieve the best outcomes for children and young people.

In NI there is a variety of universal and targeted provision however these services are unevenly spread.

Recommendation 2

The CYPSP will seek a long term shift in resources which is comparable to the Northern European countries.

In the interim the CYPSP will support incremental improvement and co-ordination of existing programmes (universal and targeted), together with investment of resources in specific targeted programmes.

1.5 Added Value

The remit of the CYPSP provides it with significant opportunities to add value in relation to Early Intervention, as follows;

- Outcomes; the measurement of outcomes for children and young people is being tracked collectively across a range of indicators which are wider than the remit of any single agency. This will be built upon by developing Level 2 (Hardiker) indicators which are capable of measuring Early Intervention.
- Efficiency; to achieve the most efficient and productive use of all existing resources – and to develop the potential for better co-ordination of planning and commissioning to achieve better use of what is currently available.
- Equality; to address the uneven development of services and of accessibility of services to disadvantaged groups and localities.
- Integrated Planning; partnership working is essential to ensure that services are designed to connect seamlessly with the needs of children and young people at the point of delivery.
- Access; to mandate agencies and services to work together locally to enhance accessibility of services to all children and young people through the Family Support Hub model, (See Appendix 5.2.5).
- Strategic Influencing; to develop a collective position in relation to improving outcomes for children and young people which can influence government spending priorities.

1.6 Strategic Scan

The existence of the CYPSP, with membership from all relevant agencies at Chief Executive Level, provides, for the first time, a strategic framework and mandate for a NI wide delivery model for Early Intervention. This creates the possibility of effectively linking strategies on Early Intervention which are being developed by a range of Government Departments, including OFMDFM (Our Children and Young People, Our Pledge), Department of Health. Social Services and Public Safety (DHSSPS) (Investing for Health, Healthy Futures 2010 -2015, Healthy Child Healthy Future 2010, Families Matter), Department of Education (DE) (Every School a Good School and the pending Strategy for 0-6), Department of Social Development (DSD) (People and Place – a Strategy for Neighbourhood Renewal), Department of Justice (DoJ) (Framework for the Prevention of Offending, Community Safety Strategy).

Core connecting themes in the Early Intervention element of these strategies include those of:

- Evidencing improved outcomes for children and young people;
- Supporting and empowering parents and families;
- Care and education for children aged from 0-6years;
- Improving Safeguarding of children and young people;
- Supporting the contribution of children, young people and their families to communities (Building Social Capital);
- Addressing health and well-being inequalities;
- Improving foundations for better physical, emotional and mental health;
- Improving foundations for achievement and education;
- Improving community safety and prevention of offending.

Recommendation 3

The CYPSP will carry out a review of existing strategies, in order to consider where they can be harmonised in order to maximize impact on Early Intervention, and to identify gaps that need to be addressed collectively.

This approach would fit with the recommendations of the Draft Report of the Review of the Youth Justice System in NI (DoJ, 2011), in relation to Early Intervention.

1.7 Current Service Configuration

Universal services to promote the health and well-being of children and young people are delivered primarily by the statutory Health and Education sectors. A range of targeted services for children and young people with additional needs are delivered by statutory agencies, by voluntary agencies, and (in relation to specific localities) by the community sector.

There is evidence that the distribution of locally accessible services to assist children, young people and families at the point of early onset of difficulties is uneven throughout the region. Areas of good practice, gaps in provision and opportunities for enhanced working to address the gaps need to be identified.

There is evidence that the profile of the community and voluntary sectors in relation to policy and service delivery in the area of early intervention is enhanced in NI compared to other regions of the UK. This needs to be considered in relation to its ability to support the statutory provision. This approach would also fit with that suggested in the Review of Youth Justice in NI (DoJ, 2011).

Recommendation 4

The CYPSP will profile the service infrastructure currently available to deliver an early intervention strategy – this includes universal statutory provision and additional provision.

1.8 Action Plan for commissioning early intervention across NI

The CYPSP oversees a three level structure of planning which provides the statutory, voluntary and community sectors with a mechanism for ensuring integration of planning and commissioning, with agreed outcome measures.

Recommendation 5

The CYPSP will develop an Early Intervention Plan capable of addressing the following four age ranges for intervention;

- **Pre-conception/conception**: to create the best conditions for the pre-natal stage;
- **0-3 years**: to maximize support according to need at the earliest stage;
- **3 + years**: a range of services, with emphasis on health and education, available locally, to support family living;
- **Post primary**:
 - Infusing the post primary curriculum with a greater understanding of the broad principles of parenting and the impact of the environment on a child growing up;
 - As well as a range of services with emphasis on supporting the young person growing to adulthood with improved outcomes.

1.9 Planning Instruments

The NI Family Support Model (Appendix 5.2.6) has established as a planning instrument to support emphasis on prevention and early intervention services. The model, which is multi-agency and cross-sectoral, has been incorporated into the development of the High level Outcomes Framework (OFMDFM 2006), and has been influential in Departmental Strategy (DHSSPS 2009, DoJ 2010). It has provided a framework for integrated planning, based on the assertion that services which work best for children and young people and their families are those that are:

- a) Accessible universally, with additional provision for children with additional needs;
- b) Integrated at the point of delivery to the child or young person.

The more recent concept of 'progressive universalism' is consistent with this conceptual framework. The application of the model in NI has been uneven to date, because of the differential development of integrated planning across the region. The CYPSP endorses this broad and inclusive approach to the planning of services for children and young people.

1.10 Sectoral Commitment to Early Intervention

NI has relatively well developed voluntary and community sectors. However, the profiling of children, young people and families has been uneven, and the resourcing available to the sectors has not been fully utilized to improve outcomes. Building social capital through promoting better outcomes for children and families will be considered by the community and voluntary sector agencies on the CYPSP as to whether they could take this forward as an agreed priority across their sector.

Statutory sector agencies are held accountable to Government through a range of performance targets and measures set by Departments, and it is for this reason that any significant shift in application of statutory resources requires to be mandated across Departments. Statutory partners on the CYPSP will consider the following actions:

- The statutory partners on the CYPSP take steps to review their business planning processes in order to maximize current opportunities for collaborative planning for Early Intervention;
- That they utilize and develop the outcomes based framework for measurement;
- And that they undertake to address the Early Intervention agenda and Outcomes measurement in accountability reviews with their respective Departments.

1.11 Measurement

Recommendation 6

The CYPSP will measure the effectiveness of early intervention at a number of levels;

- Track aggregated population level trends. This work has begun, and a framework is already in place. What is required in order to fully develop outcomes measurement for early intervention is a refinement of population based level 2 indicators;
- Gather and evaluate existing research on how to influence each of the outcomes;
- Carry out a baseline audit of the quality of early intervention programmes in place in NI;
- Review the progress of the RCT based programmes in NI;
- Develop and pilot a standardized resilience based framework for evaluation of early intervention programmes across NI;
- Develop an Evaluation Framework to measure the added value of local integration of services (Family Support Hubs).

2. CYPSP Position Paper - Can NI be designated an early intervention region?

a) How are best outcomes for children achieved? - Lessons from developed countries

- 1.1** The debate about the future direction and priorities of UK policy in relation to children and young people is defined by two themes which have been well rehearsed historically, but which have been re-invigorated by recent developments - on the one hand by public anxiety about the state's ability to guarantee the safety of all children (in the wake of the tragedy of Baby Peter Connolly), and on the other hand by renewed emphasis, based on research evidence, of the importance of enhancing early childhood experience in order to redress the effects of disadvantage and to positively influence longer term outcomes. Recent events in England in relation to young people's involvement in public disturbance have raised the political profile of this debate, and are likely to result in changes in UK Government social policy. It is unclear at this point in time whether this debate will focus on criminalization or on the promotion of well-being.
- 1.2** This paper's development of the theme of early intervention will be built on the assertion that services for children should be;
- Designed and delivered along a continuum of need;
 - Integrated in planning and delivery;
 - Committed to safeguarding at all levels;
 - Based on the principle of building on the strengths of children, young people and their families;
 - Based on children's rights as well as addressing their needs.
- 1.3** The paper has been written from a Children's Rights perspective as set out in Article 18 of the UNCRC, which specifically refers to the responsibility of the state to provide appropriate assistance to parents, carers and families in the performance of their child rearing responsibilities. The realization of the rights enshrined in the articles of UNCRC – for example the emphasis on the importance of growing up in a happy and loving family environment, on the right to an adequate standard of living, to protection from violence and

exploitation, to the highest attainable standard of health care, to equitable access to educational opportunity, and on the right to be heard (UNICEF 2007 p7) - is evidenced in enhanced outcomes for children and young people. The emphasis on the UNCRC and on outcomes related to rights provides the framework which enables the position in the UK, and in NI, to be viewed in an international context.

- 1.4** In 2007 UNICEF published a comprehensive overview Report of child well-being in developed countries (UNICEF 2007, Child Poverty in Perspective), which provides a comprehensive assessment of the lives and well-being of children and young people in 21 nations of the industrialized world.

This report measures and compares child well-being under six different headings or dimensions, which draw on 40 separate indicators relevant to children's lives and rights:

- material well being (poverty);
- health and safety;
- education;
- peer and family relationships;
- behaviour and risks;
- young people's own subjective sense of well-being.

- 1.5** The framework developed in this report is guided by the articles of the UNCRC. The Report lists countries in order of their average rank for each of the six dimensions (See Appendix 5.2.4). It concludes that:

- The overall table of child well-being is headed by the Netherlands;
- European countries dominate the top half of the overall league table, with Northern European countries (Netherlands, Sweden, Denmark, Finland) claiming the top four places;
- All countries have weaknesses that need to be addressed, and no country features in the top third of the rankings for all six dimensions;
- The UK and the United States are in the bottom third of the rankings for five of the six dimensions reviewed, and are at the bottom of the overall ranking;
- No single dimension of well-being stands as a reliable proxy for child well-being as a whole;

- There is no obvious relationship between levels of child well-being and Gross Domestic Product (GDP) per capita.

1.6 The majority of the countries listed in the top third of the UNICEF outcomes table have child welfare systems which are based on the principles of comprehensive universal provision, a high level of integration of services and emphasis on early years. Such systems are made possible through state provision funded by taxation regimes which are high relative to the UK, as well as a political consensus about the value of investment in children and young people as integral to the social, political and economic well-being of society. The debate about taxation and investment priority lies outside the immediate scope of this paper, which is to facilitate an Early Intervention plan by co-ordinating existing resources. However, the Partnership may also consider that it wishes to include lobbying government for structural changes as part of its overall plan. The first key implication of the UNICEF study for the UK (and its regions) is the imperative to maximize all available resources in order to move in the direction of accessible and universally available services in order to improve outcomes. The second key implication is that integrating services, particularly in relation to early intervention, improves outcomes.

b) Early Intervention– Key Messages

- 2.1** There have recently been several major national reports in the UK, coming from different policy directions (Breaking the Cycle of Disadvantage, Improving Early Learning, and Safeguarding) which have come to similar conclusions about the importance of Early Intervention. There is a broad consensus that early intervention is critical in order to address disadvantage. This position is based on considerable evidence of the negative impact of neglect on the developing brain and on the conclusions of major studies such as the ACE study that adverse childhood experiences have a profound, proportionate and long lasting effect on well-being. The extensive literature base is referenced and summarized in the Allen Report (2010).

This section of the paper will consider some of the key themes referenced, under the headings of:

- Why Early Intervention?
- What is Early Intervention?
- How can Early Intervention be measured?
- Early Intervention Delivery Models

Why Early Intervention?

- 2.2** Two major Reports commissioned by the UK Government in relation to Early Intervention have been compiled by Graham Allen MP. The Allen Report (2010) – jointly written by the Centre for Social Justice and the Smith Institute, which refers to a need to address what has been termed as 'broken Britain', identifies a number of contextual themes:

- The scale of social breakdown in Britain - The report suggests that too many communities are characterised by underachievement, lost potential and wasted lives. The report holds that it is clear that policies of late intervention have failed and the alternative must be tried;
- The size of what the report terms the 'dysfunctional base' (i.e. those facing severe disadvantage) is increasing – this has huge social and economic costs for society. Building human capabilities is as important as improving economic or educational outcomes – this is a generational problem, which will take a generation to fix;

- There is evidence that ill health and dysfunction strongly correlate with adverse experiences in early life (ACE Study) – the report holds that dysfunction expands exponentially in relation to the number of different types of adverse early experience;
- The report holds that 1 in 8 children are growing up in 'risk' environments in the UK – thresholds for social work intervention mean that such services do not reach a substantial number of these families;
- Research evidence of very poor outcomes for Looked After children who have been taken into the care of the state – there is a disproportionate level dysfunction which 'they are likely to perpetuate and which can have a significant impact on future generations';
- There is a 'disconnect' between agencies involved in early years (0-10 years), and those involved in the subsequent years (10-18 years);
- There is a need to ensure that children are 'school ready'- a child's development score at 22 months can serve as an accurate predictor of educational outcomes at 22 years (Millennium Cohort study);
- The report suggests that society needs to address trends such as the rise in violent crime (particularly young males), drug and alcohol use by young people, educational under-achievements of children from disadvantaged backgrounds, reduction in marriage rates, increase in teenage pregnancy, absent fathers;
- The report describes dysfunctional families as 'incubators for the generational transfer of mental and physical ill health and chaotic life styles';
- There is a need to address the growth in prescribing for mental health states of children (Perry) – there is evidence of a rise across child onset depression, personality disorders, psychosis, addictions, substance misuse, violence, anger disorders, eating disorders;
- The impact of unresolved trauma on later mental health (Perry, ACE study) requires to be factored in, as does the relationship between addictions, poor health outcomes and early childhood experiences (Perry).

2.3 The Munro Report on Safeguarding and Child Protection in the UK (2011) contends that the arguments for Early Intervention are threefold (C5):

1. There is a 'moral' argument for minimizing adverse experiences for children and young people. Evidence demonstrates how deficiencies in early years experience can have a significant impact on development in later life, and that we have more ability to prevent or resolve maltreatment at an early stage, than when serious abuse or neglect has occurred (MacMillan et al 2009). The State has duties under Article 19 of the UNCRC to prevent the abuse or neglect of children and young people, as well as to deal with its incidence. Responsibility for the primary prevention of violence (i.e. all forms of harm) against children and young people lies with Health, Education, Social Work, Police and other services;
2. There is a 'now or never' argument, based on the evidence of the enduring damage done to babies by unresponsive and neglectful adults. This draws on evidence of the importance of secure attachment, and on lessons from neuroscience (The Royal Society 2011);
3. There is a growing body of evidence to support the cost effectiveness of early intervention (Allen 2010, Knapp Parsonage and McDaid DoH 2011).

2.4 A further emphatic case for early intervention is made in the UNICEF Report (2010) entitled 'The Children Left Behind'. This report states that the case is strong in principle and in practice. For a child to suffer avoidable setbacks in the most vulnerable years is an avoidable breach of Article 6 the UNCRC, that every child has the right to develop to his or her potential. Allowing a child to fall unnecessarily behind brings in its wake a long list of practical costs and consequences, which include low birth weight, parental stress, chronic stress to the child, food insecurity and inadequate nutrition, poor health outcomes (obesity, diabetes, chronic asthma, anaemia, cardiovascular disease etc), more frequent use of hospitals and emergency wards, impaired cognitive development, lower educational achievement, lower rates of return on investment in education, reduced linguistic ability, lower skills and aspirations, lower

productivity and adult earnings, unemployment and welfare dependency, behavioural difficulties, involvement with police and courts, teenage pregnancy, alcohol and drug dependency. The report emphasises that the children who fall behind do so at the earliest stage of their lives, and that the central practical message is 'the earlier the intervention.... the greater the leverage'.

- 2.5** A central theme of the Allen Report (2010) is the need to focus on those who will raise the next generation of children. The report makes reference to studies which have demonstrated the predictability of dysfunctional outcomes in early childhood – the Farrington and West Cambridge Study which found that adult offending could be predicted in childhood, and the Dunedin study into outcomes for 'at risk' children. It states that Early Intervention by definition breaks the intergenerational cycle – the initial challenge is to locate the area where payback will be most effective. Evidence of the importance of neurological development in the first three years of life (WAVE Trust) strongly suggests that an investment fulcrum lies in primary prevention focused on 'at risk' groups under the age of three. Early attunement and empathy are key elements of healthy attachment. The overall approach has two strands:
- a) 0-3 year olds need to receive the stimulus and responsiveness they need to flourish
 - b) All youngsters (0 -18 years) need to receive the knowledge and support that they require in order to be good parents.
- 2.6** Both the 2010 and 2011 Allen Reports are emphatic about the strong economic benefits of early intervention, arguing that intervening later is more costly, and that the rate of return on remedial, rehabilitative and reactive treatments decline as children get older, and entrenched behaviours become harder, if not impossible, to correct (Allen 2011, p2). The reports illustrate the financial costs to society of failure to pre-empt dysfunction – referring, for example to evidence of the enhanced cost to public services of children with untreated behavioural problems, involved in youth crime, placed in secure Children's Homes, disengaged from education, employment or training, or in need of treatment to address mental health problems etc. UNICEF (2010) points to the costs associated with increased strain on health and hospital services, remedial schooling, welfare and social protection programmes, police and courts, reduced

economic productivity, and of children failing to develop their full potential.

- 2.7** The Field Review (2010) – cited by Munro - looked specifically at Child Poverty and life chances for those born into disadvantaged circumstances. Parenting is identified as a key factor, and it concludes that early interventions are essential to enable children to overcome disadvantage and to achieve better outcomes. In a similar vein the Tickell Review (2010) of the Early Years Foundation Stage notes the importance of providing support for children who are already experiencing developmental delay or behavioural problems.
- 2.8** The Munro Report notes that certain features of family life are associated with adverse outcomes for children and young people, which include the impact of factors such as parental mental ill health, alcohol/substance abuse, domestic violence, and living in poverty. However the Report notes that many children and young people affected by these conditions nonetheless thrive. It is noted by the Social Care Institute for Excellence (SCIE 2008) that research shows that there is still much to be learnt about the outcomes produced from the influence and interaction of individual risk factors across children's lives. A recent major article in the 'Observer' (11.09.11, p28) reports conflicting academic opinion on the over-riding importance of parental connection in the early years. This article reports views from the field of neuroscience that learning and cognitive development occurs throughout childhood and beyond, and that children (and adults) have been 'hardwired' for life-long learning (Breuer 1999). SCIE notes that gaining indications of vulnerability from the intersection of risk factors is complex, and that there is evidence that 'clustering' of risk factors is not always a sound indicator. Contextual circumstances do not make poor outcomes inevitable, and there is an emerging body of research on the importance of coping factors, protective strategies and children's resilience. (Pinkerton and Dolan 2007; Place Reynolds Cousins O'Neill 2002; Walsh 2002; Fraser Richman Galinsky 1999; Ungar 2006).
- 2.9** The concept of resilience has had a major impact on thinking about the role of the family in recent years. It has been developed in psychology (Masten and Powell 2003), in relation

to children in need (Gilligan 2003), in the arena of youth justice (Rutter et al 1998), and in the field of education, in work on academic resilience (Martin and Marsh 2007). In summary, resilience theory recognizes that all families function in a manner characterized by ebb and flow; that all families have strengths and weaknesses; that all families go through different stages as children develop; that children and families, in the majority of instances, can cope with episodes of adversity. It notes that families draw upon a range of resources – many of which may be informal - in order to address difficult issues and overcome them. More recently this understanding of resilience has been developed to take account of the ecological and cultural context. The Resilience Research Centre in Canada (Ungar 2009) has pointed out that, understood this way, resilience is more likely to occur when services and resources are provided which can enable every child to do well in ways that are meaningful to his or her family and community. Building resilience is inextricably linked to local culturally accessible services.

What is Early Intervention?

2.10 The Social Care Institute for Excellence (2008) has noted that definitions of Early Intervention are contested, and that the term 'early' can take on several meanings:

- Chronologically early;
- Early in relation to the development of problem behaviours;
- Early in relation to the likelihood that available interventions might be successful.

SCIE have proposed that a useful definition is where 'early' is taken to reference the point in time at which a child or young person becomes vulnerable to poor developmental outcomes

2.11 The Allen Report (2010) argues that it is essential to identify what works best among a broad range of schemes and programmes, and calls for the identification of 'blueprints' based on the best tried and tested schemes. It recommends a National Assessment Centre for Early Intervention, to stimulate and drive a wide Early Intervention strategy. The Report argues that it has identified a small number of programmes (which fulfil most 'standard' criteria and score highly on delivery), which can be regarded as foundational elements of an Early Intervention

Strategy. Some of these are specific programmes; others are referred to generically and are planks of current government policy. The overall approach is that, whilst the 0-3 age group is the primary target for Early Intervention, there needs to be emphasis on ensuring that 0-18 year olds are 'child ready'. Hence the Report recommends a 'virtuous circle of interventions' (Allen 2010 p74):

- A pre-natal package; HVs, midwives to be re-tasked to be as active on the emotional aspects of maternal development as on physical and nutritional aspects; First Steps in Parenting programme;
- Post natal programmes (Family Nurse Partnership); intensive HV input to 'at risk' families; rigorously tested in the USA;
- Sure Start Programmes and Children's Centres; One stop Shop for families in disadvantaged areas, offering access to a range of services;
- Primary School programmes; to ensure that all children are 'school ready' -parenting support, language, numeracy literacy programmes, social competency programmes (including waiting a year to start school); SEAL (Social and Emotional Aspects of Learning);
- Anti-drug and alcohol programmes; giving every 11 year old an effective drug and alcohol course;
- Secondary school pre-parenting skilling programmes; Secondary school SEAL programmes.

2.12 The Munro Report (2011) describes a number of characteristics and examples of Early Intervention:

- Policies to fund universal programmes and activities to all children young people and families ((e.g. Early Intervention Grant), as well as specialist services where intensive support is needed;
- The Child Poverty strategy (Tackling the causes of disadvantage and transforming families lives), and the Social Mobility strategy (Opening Doors, Breaking Barriers)
- The commitment to double the number of places on the Family Nurse Partnership programme;
- The development of the Sure Start programmes in local communities to enable services to be offered in good time to prevent difficulties;
- A framework for governance/management of volunteers;

- Redesign of services locally to co-ordinate and provide programmes for families with multiple problems (including community budgets) (p76);
- Local and shared arrangements to identify and record the early help needed by children, young people and families – it is the provision of an 'early help' offer, where needs do not meet the threshold for children's social care services, which will continue to matter and make the most difference to them (p78);
- The development of assessment processes (involving all partners) to address the problem of when to escalate the level of professional involvement where there are safeguarding concerns (e.g. multi-agency Safeguarding Hubs).

2.13 The OFMDFM Strategy for Children and Young People in NI (2006-2016) is also underpinned by a commitment to prevention and early intervention. The strategy states that this should not be construed solely as the need for intervention at a point which prevents a problem worsening or a situation developing further. The aim (OFMDFM 2006, p 18-19) 'is to improve the quality of life, life chances and living for all our children and young people, and reduce the likelihood of more serious problems developing in the future.... We will achieve this, in the main, through the provision of quality universal services at all stages of a child or young person's life. In effecting a shift to preventative or early intervention practice, it is important that we do not lose sight of, or take attention away from, those children and young people who are most in need, we must ensure that universal and preventative approaches are supported by targeted and proportionate responses for children who need them most'. The OFMDFM pledge in relation to early intervention is to **'promote a move to prevention and early intervention practice without taking attention away from our children and young people currently most in need of more targeted services'**.

2.14 It can be seen from the above that early intervention is a wide concept that needs to encompass existing universal programmes as well as the networks of locally accessible culturally appropriate supports and services which have developed, using diverse routes, to address a wide range of needs. **The Centre for Excellence and Outcomes for Children and Young People (CE04) defines Early**

Intervention as 'intervening early and as soon as possible to tackle problems emerging for children, young people and their families or with a population at risk of developing problems. Early intervention may occur at any point in a child's life' (Grasping the Nettle' Report 2009). It is proposed that the CYPSP adopt this definition.

How can Early Intervention be measured?

- 2.15** The information gathered for the Family Support Database in NI (accessible at www.familysupportni.gov.uk) indicates a wide variety of programmes and agencies which provide Early Intervention. However, there has been no systematic attempt to achieve a consensus to what constitutes an evidence base in relation the quality of the provision across NI. The publication of the Family Support Database provides an opportunity to develop a baseline audit of sources of information about what has worked.
- 2.16** In relation to tracking whether services improve outcomes for whole populations of children, as opposed to groups of children who use specific services, one approach developed by CEO4 in England involves an accountability framework for Children's Centres, or groups of Children's Centres, based on tracking population trends grouped under high level outcomes. The model works through the concept of 'turning the curve' i.e. through the tracking of such population based indicators and providing services which affect such indicators positively. This is very similar to the approach to outcomes measurement developed to date in NI, and now endorsed by the CYPSP, which has been based on tracking high level outcomes on a whole population basis and utilizing a range of agreed indicators for each outcome. The indicators measure the contribution of different agencies, but critically require inter-agency co-operation in order to maximize impact. The data can be disaggregated in order to track outcomes for groups of children and young people with additional needs (e.g. Looked After children, Children with disabilities etc), who require more intensive inter-agency co-ordination than children and young people in the wider population. This model has been influenced by the work of Hogan and Murphey (2000) and on Friedman (2005) in the USA, which has demonstrated the relationship between a highly co-ordinated inter-agency outcomes based

programme, an inherent emphasis on prevention, improved outcomes and associated cost savings. In NI the approach has been mandated by OFMDFM to track progress towards the six high level outcomes which are at the heart of the 'Our Children and Young People – Our Pledge' strategy (2006), and the evolving range of indicators include Children's Rights indicators. The work of the CYPSP planning groups, including the sub-regional NI wide sub groups of the CYPSP which focus of groups of children and young people with additional needs or circumstances, is based on this model. The model has been published in an Outcomes Planning 'tool kit', together with a literature survey (CAWT, 2008).

- 2.17** In contrast to the Hogan and Friedman models, which address the need for improved outcomes at whole population level, the Allen Report advocates a more targeted approach. At the centre of the first Allen Report (2010) is the assertion that a number of core services in an Early Intervention Strategy should replicate those that have been rigorously tested, using randomised control trial designs. These are described as 'blueprint' programmes and examples include the Family Nurse Partnership programme (University of Colorado USA) which is a preventative programme for vulnerable, young first time mothers.

It is currently being piloted throughout the UK (including NI), and early evaluation suggests that it can be delivered successfully (Lancet 373; 250-266); the Roots of Empathy programme for Primary School children (University of British Columbia, Canada) – implemented in Canada, USA, New Zealand and Australia; the Triple P Parenting programme (University of Queensland, Australia), which is applied to targeted localities and offers a range of clinically tested programmes to parents designed to improve parenting interventions to address conduct problems in children. (Sanders M, Markie Dodds C, Tully1 L, Bor W 2000).

The second Allen Report (July 2011, p8) has established a list of the best programmes evidenced in this way in order to ensure that confidence from investors is retained, and calls for such programmes to be implemented with fidelity to the original design of their originators.

- 2.18** In relation to evidence based policy and practice, which are highly valued, it is acknowledged that the dominant view at present of what evidence is reliable gives greatest weight to random control trials (RCTs).

There is, however, an ongoing and long standing debate about the use of RCTs as the gold standard for evaluation, and questions about cultural appropriateness and about programme fidelity across different contexts have been raised (Dolan and Featherstone 2010). It has been argued that children's lives, and the communities in which they live, develop in different societal and cultural contexts. The backdrop of available services, as well as cultural attributions given to factors such as expectations and behaviour, may differ significantly. In this view, the contention that interventions designed and tested in one society can be effectively transferred to another society is problematic. Cartwright and Munro (2010) observe that a properly conducted Random Control Trials (RCT), to quote "provides evidence that intervention works somewhere (i.e. in the trial). The decision maker, however, needs to estimate 'will it work for us?'

The underlying social and physical structures in which an intervention is devised cannot automatically be assumed to be comparable to target localities in causally different aspects (assuming we know what these are). Differences in institutional, psychological and physical factors yield different causal and probabilistic relations. Sweden and the US, for example, have radically different ways of conceptualizing and responding to anti-social behaviour among young people" (Cartwright and Munro, 2010). Fundamental differences in levels and type of welfare state provision exist across national boundaries, which provide very different backdrops to particular programs, which cannot be screened out as variables in evaluation.

The second Allen Report (July 2011, p38), whilst on the one hand insisting on the importance of programme fidelity in relation to core evidence tested programmes, also states that the introduction of a number of early intervention programmes that are currently delivered outside the UK would require 'to be developed according to a UK context, reflecting different social and cultural norms'.

2.19 There is considerable emphasis in the second Allen Report (2011) on the creation of a 'Social Market' infrastructure to support the necessary investment in targeted Early Intervention programmes – such proposals include outcome based contracting, stimulation of a Social Investment market, the creation of an Early Intervention Fund, Early Intervention bonds etc. Allen identifies inherent difficulties in implementing a Social Market approach. In addressing the issue of measurement of return on investment in targeted programmes, the Report acknowledges a number of difficulties:

- length of time between intervention and desired outcome – how to calculate investment time frames;
- how to isolate/identify the outcomes which have a positive effect on the inter-generational cycle (examples provided are derived from RTC programmes);
- definition of target populations (how to avoid data manipulation – 'creaming i.e. selecting families with the aptitude for a particular programme, or 'parking' i.e. selecting out families who present the biggest challenges);
- establishing a causal link between intervention and outcomes;
- how to evaluate the cash value of an outcome;
- how to factor in unmet need – particularly in relation to achievement of savings targets in the short/medium term;
- how to manage differential levels of investment risk for different cohorts of children/ young people.

2.20 In contrast to the emphasis in the Allen Report on developing systems to track outcome data in order to adhere to RCT programme fidelity in relation to targeted groups of children and young people, the Munro Report (2011, P.6) refers to 'the undue importance given to performance indicators and targets which provide only part of the picture of practice, and which have skewed attention to process over the quality and effectiveness of help given'. It goes on to recommend the revision of core statutory guidance in relation to Children in Need and their families in order to remove constraints imposed on front line staff as a consequence of excessive regulation, including national performance indicators. Constraints which have been imposed by prescribing or endorsing particular approaches, in the view of the report, have inhibited the quality of relationship building, innovation, professional judgement and assessment of

need necessary to facilitate better safeguarding practice (Munro 2011, Recommendation 1)

- 2.21** The foundation Atlantic Philanthropies has provided significant support for children's services in the Republic of Ireland and NI over the past decade, leading to investment in evidence based intervention models derived from other countries – for example, the Big Brothers Big Sisters Mentoring from the USA (a one to one adult to child friendship programme), or the 'Incredible Years' programme (aimed at parents, children and teachers), both of which are framed within rigorous high quality evaluations, including randomized control trial research studies. Reflecting on a tension between what have been described as 'blueprint' models and subjective practice based models of intervention, it has been argued (Canavan, Coen, Dolan, Whyte 2009) that such approaches, based on highly prescribed structures and process, have the potential to negate relationship based working, good questioning in the interests of the child, and understanding of individualized nuances of need. There are also significant limitations to subjective practice which is not informed by external evidence. What is required, in the real interest of working together for outcomes for children and families facing adversity is a balanced perspective capable of reflecting critically on quantitative and qualitative data and analysis.
- 2.22** Looking at the body of literature on resilience, Bruner (2006) argues that the measurement of resilience - which is the measurement of opportunities to build and use relationships, to develop informal support networks, to seek supports which are unique to each individual or family – has to rely heavily on user self measurement. This position is reinforced by the International Resilience Project's emphasis on sensitivity to local constructions of health and well-being, and to local contexts. It is argued by the International Resilience Project (2009) that studies of resilience have insufficiently accounted for cultural specificity in their findings: that existing work on developmental assets, such as the Search study, has ignored the possibility that certain assets may be more or less important in different contexts, or even that there might be other assets that have not been included; that studies have seldom constructed measures to test for the prevalence of health indicators of relevance to specific populations under stress; that

it is not acceptable to treat culture as an independent variable that can be controlled for rather than fully understood; and that there is need for greater cultural relativism in studies of resilience, requiring methodological innovation. If the value and impact of preventative family support, including Early Intervention, is to build resilience and if resilience is unique to each situation, then the evidence of improved resilience has to come from the people who use the service. This is the basis for an existing piece of work already recognized by the CYPSP Research Process- which is to develop a standardized user evidence evaluation framework to measure the impact of level one and level two Family Support services in NI.

2.23 The issue of standards of evidence in relation to Early Intervention in work with children and families has been further addressed by Canavan (2010), with reference to the different frameworks which exist to help both consumers and producers of research. He has referred to the categorization of study types which has in effect privileged systematic reviews and random controlled trials, placing qualitative research at the bottom of the list. A recent contribution by Veerman and Van Ypren (2007) suggests another approach to providing evidence in relation to early interventions with children and young people which holds that the application of randomised controlled trials may not always be required for an intervention to be justified in practice or policy. This approach is inclusive of a mix of research methods – descriptive, theoretical, indicative and causal - which provide different levels of validation of effectiveness, and which has the advantage of incorporating user experience and reflecting cultural context. The requirements of Article 12 of the UNCRC in relation to participation and the voice of the child are particularly relevant in this debate. Canavan has adapted the Veerman and Van Ypren work into a research framework which can incorporate good descriptive accounts, connect with the literature and theory building, and can then engage in various rigorous types of research to establish intervention value.

2.24 The second Allen Report (July 2011 P.7) in fact acknowledges that there are a great number of early intervention programmes that are not supported by rigorous standards of evidence, and argues for the need to continually work to improve the evidence

base. The Report says that this does not mean that such programmes are ineffective, particularly where they are informed by evidence from research and are still working to develop their own definitive evaluation.

2.25 It is proposed that the Partnership adopt the following incremental approach to gathering evidence at a number of levels:

- Develop the Outcomes Framework to track aggregated population level trends. This is already in place, but requires more robust inter-agency support This Framework is rights based and compatible with the UNICEF approach;
- Gather and evaluate existing research on how to influence each of the outcomes;
- Carry out a baseline audit of evidence of what Early Intervention has worked throughout NI;
- Review the progress of the RCT based programmes as applied in the NI context;
- Develop and pilot a resilience based framework for evaluation of Early Intervention programmes across NI.

How can Early Intervention be delivered?

2.26 The Reports referred to in this paper do not provide any definitive recommendations about the 'shape' of an Early Intervention Delivery model. What are described below are some emerging examples and principles from these Reports.

2.27 The Allen Report (2010) presents two practical examples of co-ordinated Early Intervention programmes – in Greater Littleton, Colorado and in Nottingham, UK.

1) Greater Littleton City Council is the major funder for the Greater Littleton Youth Initiative, which involves large community collaborations. It has developed, over 8 years, a package of six 'blueprint' programmes:

- Nurse / Family Partnership;
- Incredible Years Parenting programme;
- Big Brothers/Big Sister of America mentoring programme;
- Life Skills Training;

- Functional Family Therapy – a therapeutic programme for 'at risk' youth;
- 'Bully – Proofing Your School' – a bullying prevention programme.

This initiative is described as a work in progress (p103)

2) Nottingham Early Intervention City – 'One Nottingham'.

Leadership of this initiative came from the Local Strategy Partnership, pulling together partners from police, health, schools, business and the voluntary sector. Plan based on concept of the 'virtuous' circle for 0-18 year olds:

CHILD READY

- Pre natal for all single mothers/Mothercare Pregnancy services;
- Post natal; Intensive Health Visits for all single mothers Family Nurse Partnership.

SCHOOL READY

- Creating the Attendance Habit;
- Children of Prolific Offenders Supported;
- Sure Start;
- Incredible Years or Triple P;
- Primary SEAL ; Emotional Competence for all Primary Children;
- Roots of Empathy.

LIFE READY

- Drug Education for 11 year olds;
- Alcohol Education for 11 year olds;
- Big Brother – Big Sister Mentoring;
- Witnessing Domestic Violence Health Alliance Project;
- Secondary SEAL for all teenagers;
- All 16 year old mums properly housed;
- First Steps in Parenting;

2.28 The Allen Report (2011) sets out the following principles for a national policy to interrupt the current dysfunctional cycle:

- Political leadership and effective planning and co-ordination at official level;
- Early Intervention is less expensive and more effective than late interventions – all political parties need to commit

resources to Early Intervention in the Comprehensive Spending Review;

- The creation of an Early Intervention Foundation nationally to maintain momentum, challenge the evidence base, support programmes, co-ordinate the investment programme;
- Localism will be the primary enabler and commissioner - local agencies need to be mandated nationally to break out of 'silo' thinking - there needs to be the right balance between local independence and a national framework;
- Outcome based contracting based on improving data;
- Creation of a market in Social Finance - Need to incentivise investment in this area.

2.29 The Allen Report (2010 C5 p112) refers to the duty and privilege of achieving success as resting with parents or primary care givers. It states that only parents can deliver, and that children and young people, as future parents, need to be seen as sources for the solution. There is very little reference to the importance of the views, experiences, input of parents, care givers, children or young people in any other part of the two Allen Reports. The Munro Report (2011), which is entitled a 'A child centred system' refers to the centrality of forming relationships with children and families and recommends an inspection framework for children's services which is capable of examining the child's journey, and exploring how the rights, wishes, feelings and experiences of children and young people inform and shape the provision of services (Munro 2011, Recommendation 4.11). It is a contention of this paper that a delivery mechanism for Early Intervention needs to fully reflect the Art 12 of the UNCRC in relation to participation.

2.30 The Munro Report highlights the importance of multi-agency working to implement an Early Intervention agenda. One of the formal recommendations of the Report is that Government should place a duty on Local Authorities and Statutory Partners to ensure the sufficient provision of early local help services for children, young people and families – to include;

- Specifying the range of professional help available to local children, young people and families through statutory, voluntary and community services;
- Local Strategic Needs Analysis;

- Specifying how they will identify how they will identify children who are suffering, or are likely to suffer, significant harm, and arrangements for managing safeguarding at the front-line of universal services;
- Local resourcing for early help;
- Design and manage the provision of an 'early help' offer where needs do not meet statutory children's social care criteria.

2.31 The CE04 'Grasping the Nettle' Report (2009) notes that key characteristics of effective integrated working that need to be in place everywhere include having a shared vision, clear understanding of needs and identification of gaps, sharp focus on improving outcomes, clear and consistent messages communicated to staff and families, and an underpinning workforce development strategy.

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APPENDIX 5.2.1

CONSTITUENT AGENCIES OF THE CYPSP

Agency	Agreed Membership
Chair of CYPSP – John Compton (Chief Executive, HSCB)	
Statutory Sector	
Health and Social Care Board	John Compton, Chief Executive Fionnuala McAndrew, Director, Social Care and Children Tony Rodgers, Assistant Director of Social Care and Children
Public Health Agency	Dr Eddie Rooney, Chief Executive Carolyn Harper, Executive Medical Director/Director of Public Health Mary Hinds, Director of Nursing and Allied Health Professionals
Education and Library Boards	Clare Mangan, Chief Executive, BELB Tony Murphy, Chief Executive, SELB Barry Mulholland, Chief Executive, WELB Shane McCurdy, Chief Executive, NEELB Gregory Butler, Chief Executive, SEELB
Council for Catholic Maintained Schools	Jim Clarke, Chief Executive
Health and Social Care Trusts	Colm Donaghy, Chief Executive, BHSCT Sean Donaghy, Chief Executive, NHSCT Mairead McAlinden, Chief Executive, SHSCT Hugh McCaughey, Chief Executive, SEHSCT Elaine Way, Chief Executive, WHSCT
Northern Ireland Housing Executive	John McPeake, Chief Executive
Probation Board Northern Ireland	Brian McCaughey, Director of Probation
Police Service Northern Ireland	George Hamilton, Assistant Chief Constable, Criminal Justice Mark Hamilton, Chief Superintendent
Youth Justice Agency	Paula Jack, Chief Executive
Department of Social Development	Dave Wall, Director of Urban Regeneration, DSD
Department of Justice	Declan McGeown, Head of Community Safety
SOLACE	Anne Donaghy, Chief Executive, Ballymena District Council Liam Hannaway, Chief Executive, Banbridge District Council Theresa Donaldson, Chief Executive, Craigavon Borough Council Geraldine McGahey, Chief Executive, Larne Borough Council
Voluntary Sector	
Children in Northern Ireland	Pauline Leeson, Director
Action for Children	Dawn Shaw, Operational Director for Children's

	Services
Barnardo's	Lynda Wilson, Director
Include Youth	Koulla Yiasouma, Director
Mencap	Maureen Piggot, Director
Parents Advice Centre	Pip Jaffa, Director
Community Sector	
Clan Mor Sure Start	Tina Gregory, Coordinator
Arc Healthy Living Centre	Jenny Irvine, Chief Executive Officer
South Tyrone Empowerment Programme	Bernadette McAliskey, Chief Director (STEP Coordinator)
Women's Aid Federation NI	Annie Campbell, Director
Blackie River Community Group	Jim Girvan, Chief Director
Vacancy	Vacant post
BME Sector	
Chinese Welfare Association	Eileen Chan-Hu, Director
Wah Hep Chinese Community Association	Paul Yam, Director
Bryson Charitable Group	Jo Marley, Director
Staff In Attendance	
<i>Maurice Leeson</i>	Children's Services Planning Professional Advisor
<i>Anne Hardy</i>	Children's Services Planning Officer
<i>Valerie Maxwell</i>	Children's Services Planning Information Manager
<i>Gerry Conway</i>	Commissioning Lead, Family Support
<i>Lee McArdle</i>	Communications Officer
Papers Only	
<i>Alisdair McInness</i>	Family Policy Unit, DHSSPS
<i>Craig Donnachie</i>	Family Policy Unit, DHSSPS
<i>Marie Roulston</i>	Director of Children's Services, NHSCT
<i>Ian Sutherland</i>	Director of Children's Services and Executive Director of Social Work, SEHSCT
<i>Lesley Walker</i>	Co-Director, BHSCT
<i>Paul Morgan</i>	Director of Children and Young People's Services, SHSCT
<i>Kieran Downey</i>	Director for Family and Childcare, WHSCT

Appendix 5.2.2

What is Already in Place to Deliver an Early Intervention Strategy in the Voluntary and Community Sector?

In terms of its capacity to deliver an Early Intervention strategy, NI has one significant advantage over other UK regions, and that is the potential to integrate the resources of its statutory agencies and highly developed and locally grounded voluntary and community sectors.

It has been estimated by NICVA that NI has some 4,500 voluntary and community organizations (NICVA 2011) across the region. These sectors employ some 29,000 people, and a much larger number of people are involved in a voluntary capacity. In 2010 the NI Audit Office Report entitled 'Creating Effective Partnerships between government and the voluntary and community sector' noted that the voluntary and community sectors make "a significant contribution to the achievement of the Executive's strategic goals and priorities". This key position is recognized in the 2011 election manifestos of all of the main political parties.

It has been argued (Morrison 2001) that the voluntary and community sectors in NI have historically performed a different and wider role than their counter-parts in other regions of the UK, ranging through service provision to a more engaged policy development role. He notes the estimation from a previous Secretary of State that the sector in NI may be 25% larger than in other parts of the UK. His paper argues that the system of Direct Rule, which continued for more than 25 years during the period of the Troubles, allowed the voluntary and community sector to develop to address what has been referred to as a democratic deficit, to act as "an alternative site of politics and as an alternative opposition". From the late 1980s onwards this role was further enhanced through the political fall-out from the Anglo-Irish agreement (which provided an opportunity for community and voluntary sector strategists to influence government); through its central role in the establishment of structures to address urban and rural disadvantage (e.g. Making Belfast Work 1987, The Londonderry Initiative 1989, the rural development programme of the 1990s) and through the Government strategy for the support of the voluntary sector and for community development in 1993. Morrison also draws attention to the extent to which European institutions and structures afforded the voluntary sector opportunities to bypass domestic government institutions and to engage in politics on different terms – examples would be the roles of NGOs in pursuing Human Rights and

Children's Rights agendas. The role of the community sector in the District Partnerships established by the European Special Support Programme for Peace and Reconciliation, and subsequently in the formation of Local Strategy Partnerships to implement the second Peace and Reconciliation Programme, are further example of how successful it had become in enmeshing itself in governance at all levels.

Both the Community sector and the Children's Voluntary sector have been involved in the planning and provision of front line services. Much of this activity is focused on the area of prevention and early intervention – on services at levels 1 and 2 of the NI (Hardiker) Family Support Model (Appendix 5.2.6). Voluntary sector and community sector agencies have been prominently involved in the development of strategic partnerships with statutory agencies which provide services for children and young people (Health and Social Care Trusts and Boards, The Education and Library Boards, the Youth Justice Agency, the PSNI) since the early 1990s in order to co-ordinate service planning and provision for services for children and young people – examples include multi-agency Children's Services Planning, Child Care Partnerships and Area Child Protection Committees – all of which have promoted a culture of joint ownership of planning. The development of services which are locally accessible has been a priority area, and this has led to the piloting of local Family Support Hubs (see Chapter 3).

The community sector as a whole has tended to be more closely associated with the agenda of development and regeneration of local communities, and with the growth and stimulation of the Social Economy, linking with the statutory agencies concerned with training, employment, housing, environment, rurality, and building stronger links with District Councils, more recently through Local Strategy Partnerships. It has, however, contributed to the child focused partnerships listed above through a range of activities concerning children and young people.

Critically, local community organizations have provided, over decades in some instances, community supports to children and families through voluntary effort and through the usage of diverse funding streams. One very public example of funding which has been taken up in this way is BBC Children in Need funding, which is only provided to agencies which can demonstrate that their work benefits children in relation to needs which are additional to socio-economic need. Small

community groups in Northern Ireland have benefited from this type of funding to a significantly greater degree than in any other region of the UK. Due to these differences between the sector in Northern Ireland and in other UK regions, this sector in NI has been able to develop an infrastructure and to have a much higher profile in relation to early intervention.

The agenda which is common to both the voluntary and community sectors, and which has the potential to bring together the considerable experience and resources of both strands at a strategic level, is that of building the social capital of local communities through activities to promote enhanced outcomes for children and young people through early intervention. Stronger families result in stronger communities. The explicit concept of Early Intervention Areas is currently being piloted in Derry City Council area and in the Colin Area Partnership in Belfast.

Early intervention approaches for local areas have been developed over a number of years through Children's Services Planning locality planning processes, now mandated by the CYPSP. Early Intervention approaches have also been developed through other integrated planning processes such as Investing for Health Partnerships, Neighbourhood Renewal Partnerships and Community Safety Partnerships. The community and voluntary sectors have been engaged throughout all such arrangements, often providing the local 'glue' which binds arrangements at ground level together.

The co-ordination of Early Intervention in NI will be greatly facilitated by the recent publication of a comprehensive data base and website which maps Family Support services at local and regional levels across NI, and which provides full profile details of each service.

A number of partnerships have been formed across NI to address children and young people's needs. However, none of these have addressed all levels and types of need. The CYPSP now brings together all the statutory agencies which are required to provide supports and services for children and young people, and representatives of the strong and vibrant community and voluntary sectors. This has created, for the first time, a coalition with a specific focus on all children and young people across NI - combining the mandate and position power of statutory agencies with the collective understanding of the community and voluntary sectors of grass roots life.

Appendix 5.2.3

What is Already in Place to Deliver an Early Intervention Strategy in the Statutory Sector?

The strategic scan is currently being carried out (recommendation 3) when complete this will be posted on the CYPSP website, www.cypsp.org/

Appendix 5.2.4 UNICEF REPORT CARD (2007)

		Dimension 1	Dimension 2	Dimension 3	Dimension 4	Dimension 5	Dimension 6
Dimensions Of Child Well-being	Average Ranking Position (all six dimensions)	Material Well-being	Health and Safety	Educational well-being	Family and Peer Relationships	Behaviours And Risks	Subjective Well-being
Netherlands	4.2	10	2	6	3	3	1
Sweden	5.0	1	1	5	15	1	7
Denmark	7.2	4	4	8	9	6	12
Finland	7.5	3	3	4	17	7	11
Spain	8.0	12	6	15	8	5	2
Switzerland	8.3	5	9	14	4	12	6
Norway	8.7	2	8	11	10	13	8
Italy	10.0	14	5	20	1	10	10
Ireland	10.2	19	19	7	7	4	5
Belgium	10.7	7	16	1	5	19	16
Germany	11.2	13	11	10	13	11	9
Canada	11.8	6	13	2	18	17	15
Greece	11.8	15	18	16	11	8	3
Poland	12.3	21	15	3	14	2	19
Czech Rep	12.5	11	10	9	19	9	17
France	13.0	9	7	18	12	14	18
Portugal	13.7	16	14	21	2	15	14
Austria	13.8	8	20	19	16	16	4
Hungary	14.5	20	17	13	6	18	13
USA	18.0	17	21	12	20	20	-
U.K.	18.2	18	12	17	21	21	20

Appendix 5.2.5

N.I FAMILY SUPPORT MODEL

In NI services have been analysed using a planning model is based on the work of Pauline Hardiker and colleagues (Hardiker, Exton, Barker, 1991). The Hardiker model is recognised throughout the UK and internationally as a robust and flexible tool for planning services to meet children's needs. It is used to capture the services/supports provided by any sector (e.g. by families, community, voluntary and statutory sector agencies, both locally and regionally). This model, which has become known as the NI Family Support Model, has been applied to the population of children and young people in NI.

The four-tier approach demonstrates what needs to be done at each level and shows the interdependency between the levels;

Level 1 represents services provided to the whole population to provide mainstream health care, education. It also includes services based on universal rights for the whole population, and services designed to improve the situation of disadvantaged people through community development.

Level 2 represents support for children who are vulnerable, through an assessment of need. Services are targeted to individual children, with parental support, and are provided in statutory and voluntary settings. It incorporates services that must address rights such as Article 23, UNCRC, on the right of disabled children to special care, education and training.

Level 3 represents support to families, or individual children and young people, where there are chronic or serious problems. It is provided through a complex mix of services, which need to work together well in order to provide the best support. These services must address UNCRC special measures of protection such as Article 39, on the duty to provide for recovery for victims of neglect, exploitation or abuse.

Level 4 represents support to families, or individual children and young people, where the family has broken down temporarily or permanently, and the child or young person may be looked after by social services, in youth custody or prison or as an in-patient, for instance due to disability or mental health problems. These services

must address rights such as article 40, UNCRC, which sets out the rights of children accused of offences.

It is important to stress the degree to which the Hardiker model emphasises the interdependence between the four levels. Strong and effective services for all children at Level 1 will alleviate the need for Level 2 services for many children. A good and comprehensive range of preventative services at Level 2 will address difficulties early enough to affect the numbers of children and young people who require services at Level 3. Focused and intensive services at Level 3, which can draw on the strengths of family and neighbourhoods, will impact on the numbers of children who are at risk of having to leave home.

The range of Early Intervention services in NI can be framed within Levels 1 and 2 of this mode.

Appendix 5.2.6

FAMILY SUPPORT HUBS

In parallel with its work on developing an understanding of Early Intervention, the CYPSP has endorsed work, which is taking place currently, to pilot improved co-ordination at local level through the development of a network of Family Support Hubs. The term 'hub' has been used, in a loose sense, to convey a commonly held view that there needs to be better local co-ordination of Family Support services. The objective of a hub is to enhance awareness, accessibility, co-ordination and provision of family support resources in local areas, with an emphasis on prevention and early intervention. Some of the key characteristics have been identified as:

- Coalitions of agencies which provide early intervention services locally;
- Points of contact locally for information about family support;
- Points of local and non-stigmatized access to family support services;
- Points of co-ordination for locality assessment of need and for local action planning.

A 'hub' can be thought of as an easily recognizable non stigmatized 'brand' or flagship for family support at local level. The starting point is recognition that each locality has unique characteristics in respect of geography, demographics, socio-economic structure, community organization, local political configuration, informal networks and service history. All of these characteristics will influence the development of a locality hub. There is no single hub model which can be superimposed on any area. However, literature from international best practice has enabled the development of a framework for measuring the impact of, and for quality assuring, local delivery structures for Early Intervention. This approach is based on the work of Pinkerton, Dolan and Canavan (2006), who argue that agencies which practice Family Support need to evolve in the direction of ten core characteristics:

- Working in partnership (with children, families, professionals and communities);
- Needs led interventions (strive for minimum intervention required);
- Clear focus on the wishes, feelings, safety and well-being of children;

- Reflect a strengths based perspective which is mindful of resilience;
- Promotes the view that effective interventions are those that strengthen informal support networks;
- Accessible and flexible in respect of location, timing, setting and changing needs, and can incorporate both child protection and out of home care;
- Families are encouraged to self-refer and multi-access referral paths will be facilitated;
- Involvement of service users and providers in the planning, delivery and evaluation of family support services is promoted on an ongoing basis;
- Services aim to promote social inclusion, addressing issues around ethnicity, disability, and rural/urban communities;
- Measures of success are routinely built into provision so as to facilitate intervention based on attention to the outcomes for service users to facilitate quality assurance and best practice.

These ten defining principles provide an audit framework for assessing agencies (or coalitions of agencies) which set up to provide Family Support services. In effect they define the ethos, operational principles and the key characteristics of Family Support provision.

The CYPSP has mandated each of its Outcomes Groups to oversee the development of Family Support Hubs in its area.

Appendix 6

Children and Young People's Strategic Partnership Recommendations:

How to make Northern Ireland an Early Intervention Region?

Executive Summary

(10/3/12)

Executive Summary

- 1.1** This paper sets out the position on early intervention of the CYPSP, the statutory NI wide partnership aimed at improving outcomes for children and young people through integrated planning and commissioning of services across NI. The CYPSP, formed in 2011 and building on previous partnerships, has identified the promotion of early intervention as a key strategic priority. The paper draws on recent UK reports, in order to situate the CYPSP's consideration of this issue within the current debate, and provides some commentary on central themes of these reports. The paper is not a literature review, nor does it seek to review baseline services for any sector.
- 1.2** The research findings in relation to the importance of early intervention are unambiguous: poor nutrition, maternal and family stress, and poverty, affect brain development from the prenatal period or earlier. There is considerable evidence of the negative impact of neglect on the developing brain. Major studies, such as the ACE study, conclude that adverse childhood experiences have a profound, proportionate and long lasting effect on well-being. The research evidence is summarized in the UNICEF (2010) report 'The Children Left Behind'. The task of redressing the impacts of disadvantage in childhood will take at least the life span of a generation to achieve – a central theme is preparation of parents who will raise the next generation of children.
- 1.3** The most important resource available to NI is its population of children and young people. Any Programme for Government needs to incorporate measures to cultivate and promote enhanced well-being of children and young people. Every child and young person has the right to a range of experiences, environments and supports to help them grow into confident, articulate and empowered adults capable of contributing positively to society and to the economy. This is a long term initiative which will need to be judged over some 20 years – at least the life span of a generation - and which will require Government commitment to restructuring expectations, processes and funding priorities in order to achieve better outcomes for children and young people.

1.4 DEFINITION

The CYPSP has adopted the following broad and inclusive definition of early intervention, which was developed by the Centre for Excellence and Outcomes for Children and Young People (CE04),

Early intervention is 'intervening early and as soon as possible to tackle problems emerging for children, young people and their families or with a population at risk of developing problems. Early intervention may occur at any point in a child's life' (Grasping the Nettle' Report 2009).

The CYPSP notes that this definition includes the intergenerational aspect of early intervention and the term 'population at risk' includes specific geographical communities.

1.5 The CYPSP agrees the following actions to take forward its strategic priority of promoting early intervention:

The CYPSP will seek from Government:

- A joint Governmental strategy for early intervention, which should include a set of achievable outcomes;
- A long term shift in resources which is comparable to Northern European countries.

In the meantime, in relation to integrated work at agency level, the CYPSP will:

- Review existing strategies on early intervention;
- Profile the service infrastructure currently available to deliver an early intervention strategy – this includes universal statutory provision and additional provision;
- Develop an action plan for commissioning early intervention across NIs required;
- Measure the effectiveness of early intervention through;
 - Tracking population level trends;
 - Gathering and evaluating existing research on how to use early intervention to promote better outcomes;
 - Carrying out a baseline audit of the quality of early intervention programmes in place in NI;
 - Reviewing the progress of the RCT based programmes in NI.

- Developing a standardised framework for the evaluation of early intervention programmes across NI;
- Developing an evaluation framework to measure the effectiveness of integrated delivery of early intervention.

1.6 The NI Executive has provided a framework in relation to children and young people's outcomes. It has set out, in its strategy for children and young people 'Our Children and Young People: Our Pledge' 6 high level outcomes which all agencies within NI should be working together to improve (OFMDFM 2006). The effectiveness of early intervention programmes in NI, therefore, will be judged according to whether and how much they have contributed to the well-being of NI's population of children and young people measured with reference to the outcomes framework.

1.7 Definition of Early Intervention

Early intervention is 'intervening early and as soon as possible to tackle problems emerging for children, young people and their families or with a population at risk of developing problems. Early intervention may occur at any point in a child's life', (Grasping the Nettle' Report 2009).

1.8 Full List of Recommendations for CYPSP Actions

Recommendation 1

The CYPSP seeks a joint Governmental strategy for early intervention, which should include a set of achievable outcomes.

Recommendation 2

The CYPSP will seek a long term shift in resources which is comparable to the Northern European countries.

Recommendation 3

The CYPSP will carry out a review of existing strategies, in order to consider where they can be harmonised in order to maximize impact on Early Intervention, and to identify gaps that need to be addressed collectively.

Recommendation 4

The CYPSP will profile the service infrastructure currently available to deliver an early intervention strategy – this includes universal statutory provision and additional provision

Recommendation 5

The CYPSP will develop an Early Intervention Plan capable of addressing the following four age ranges for intervention:

- **Pre-conception/conception; to create the best conditions for the pre-natal stage**
- **0-3 years; to maximize support according to need at the earliest stage**
- **3 + years; a range of services, with emphasis on health and education, available locally, to support family living.**
- **Post primary;**
 - **infusing the post primary curriculum with a greater understanding of the broad principles of parenting and the impact of the environment on a child**

- growing up;**
- **as well as a range of services with emphasis on supporting the young person growing to adulthood with improved outcomes.**

Recommendation 6

The CYPSP will measure the effectiveness of early intervention at a number of levels:

- **Track aggregated population level trends. This work has begun, and a framework is already in place. What is required in order to fully develop outcomes measurement for Early Intervention is a refinement of population based level 2 indicators.**
- **Gather and evaluate existing research on how to influence each of the outcomes**
- **Carry out a baseline audit of the quality of early intervention programmes in place in NI**
- **Review the progress of the RCT based programmes**
- **Develop and pilot a standardized resilience based framework for evaluation of Early Intervention programmes across NI**
- **Develop an Evaluation Framework to measure the added value of local integration of services (Family Support Hubs)**



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