

<b>Item No:</b> 7.1	<b>Classification:</b> Open	<b>Date:</b> 24 March 2010	<b>Meeting Name:</b> Council Assembly
<b>Report title:</b>		Proposed Children and Young People's Plan 2010-13 (Policy Framework)	
<b>Ward(s) or groups affected:</b>		All	
<b>From:</b>		Strategic Director of Children's Services	

## RECOMMENDATIONS

1. To adopt the proposed new Children and Young People's Plan (CYPP) for 2010 to 2013 as Southwark Council's key policy framework document for children and young people, as recommended by Executive on 9 February 2010.
2. To note that the CYPP 2010-2013 will be subject to new statutory guidance, expected later this year, which may require revisions to these proposals.

## BACKGROUND INFORMATION

3. The report to the Executive in July 2009 set out the expected system-wide implications arising from changes to statutory guidance on children's trusts, CYPPs and for the lead member and director of children's services. The Apprenticeships, Skills, Children and Learning Act 2009, which received Royal Assent on 12 November 2009, amends the Children Act 2004 to enable the establishment of a children's trust board. It is therefore expected that, from April 2010, children's trusts will become a statutory body and the duty to cooperate will be further strengthened, including the addition of relevant partners, and requirements on the CYPP to set out local arrangements.
4. By April 2011, it is expected that the CYPP will need to meet new requirements as set out in draft statutory guidance, which is currently out for consultation. We anticipate that this guidance will require the CYPP, as the joint commissioning strategy of children's trust partners, to set out in detail how partners will cooperate to improve wellbeing for children, young people and their families. It will need to show how partners will commission services to address locally identified needs, integrate provision better and focus on early intervention, safeguarding and reducing the impact of child poverty on outcomes. The CYPP will be expected to set out what actions will be delivered by which partner or partnership and what resources they will commit. The CYPP set out in appendix 1 will form the strategy for these developments.
5. The CYPP also needs to inform a wider range of planning arrangements, including borough and council-wide strategic and partnership plans and those that impact on outcomes for children, such as our spatial plan and the PCT Strategic Commissioning Plan. It is expected that the plans of partners will form a complex array of inter-related strategic, commissioning and operational plans with their children and family aspects aligned through the CYPP and informing operational planning for frontline services. The CYPP will be central to future inspection arrangements of both the council and partners alike and is likely to have implications for the council's use of resources and capacity to improve outcomes, as well as direct implications for the planning arrangements of corporate, local strategic partnership, PCT, adult services and other significant council plans which will need to be aligned accordingly.

6. In addition, proposed Working Together to Safeguard Children guidance indicates that the children's trust, from April 2010, should draw on support and challenge from the local safeguarding children board. It is anticipated this will form the basis of a new annual safeguarding report from the safeguarding board to the children's trust board that will set out what improvements need to be made locally to improve safeguarding. In response, from April 2011, the CYPP is likely to need to set out what needs to be done by each partner to improve outcomes for safeguarding in a local area in line with the annual safeguarding report recommendations. This could impact on a range of council and partnership wide delivery arrangements in the future.

## **KEY ISSUES FOR CONSIDERATION**

7. Development of the proposed CYPP commenced in April 2009 and has been overseen by the children's trust at each stage. Development to date has included a wide range of council and children's trust partners, including key personnel from leisure, the PCT, housing, regeneration, community safety and the voluntary sector.
8. The evidence gathering included a comprehensive joint strategic needs assessment, and senior and strategic conversations across the five Every Child Matters (ECM) outcomes and cross-cutting themes including parenting, workforce and prevention to identify as a system what we are doing well, what we can build on and where we need to do it differently. This set the framework for stakeholder consultation through borough-wide storytelling events with children, young people, parents, carers and frontline staff with some 14 dedicated events from July to September 2009 and a wide range of workshops and programmes in schools, libraries and a youth festival. Some 1,000 stories have been collected and used to shape and inform priorities. Partners have collectively then reviewed the data, stories and views of strategic and senior stakeholders to make sense of it and develop priorities.
9. The resultant priorities and commitments form the basis of the proposed CYPP, as set out in Appendix 1. Also included in the plan is a statement of how the authority's budget will be used to contribute to the commitments in the plan, and a statement as to how the plan relates to the authority's performance management and review of services for children and relevant young persons, as required by statutory guidance.
10. Statutory guidance also requires the plan to include a joint strategic needs assessment against the five Every Child Matters outcomes. This assessment covers a wide range of data and analysis from a combination of sources. It is available to members as a background paper in the form of a set of analytical reports.
11. The current CYPP expires on 1 April 2010, and the proposed CYPP as set out in Appendix 1 meets current existing statutory requirements. The CYPP also anticipates the expected changes, which are currently out for consultation and due to come into effect in 2011. These changes are expected to require the CYPP to become the commissioning plan for services for children, young people and families from April 2011. In this context, commissioning means how we redesign services to better improve outcomes in line with local need using the range of resources available across children's trust and council partners.
12. The commitments outlined in Appendix 1 form the basis of the strategy and priorities for the proposed CYPP for 2010 to 2013. Once the CYPP has been agreed, these commitments will remain unchanged. In light of any revisions to meet the new guidance, it is anticipated these will have implications for the detail only, such as

financial obligations or service configurations resulting from partnership decisions, not strategy.

13. The commissioning framework has been developed with partners, children, young people and parents, and sets out how we as a children's trust wish to work, commission and deliver services. This will form the basis of all work in delivering the proposed CYPP. Central messages in the way we will work in improving outcomes for local children, young people and families are:

**Values:** ambition; high aspirations; shared responsibility and building social capital in our communities; building the capacity of families and communities to raise their children and solve their problems independently

**Principles:** needs-led, targeted early intervention; thinking creatively; being realistic about impact; jointly deciding what to do and stop doing; making better use of specialist resources; simplifying the local system; shared choices

**Accountability:** commitment to cooperate as partners; an equipped workforce and shared focus; responding to the inspection agenda; benchmarked, evidence-based practice; constructive challenge of each other's action and solutions

**Quality standards:** services need to make a difference, build capacity and resilience of families, improve independence and self sufficiency (i.e. do not facilitate a dependency culture), safeguard children, narrow the gap in outcomes, and use integrated working principles and tools.

14. Key to the implementation of the CYPP will be working through partners over the coming year to:

- Specify action based on the needs assessment of where we want to target resources and efforts and what we want to achieve through the CYPP. The transformed statutory landscape and the current harsh economic climate provide an opportunity to reshape the local marketplace and deliver the step change we require in how we commission and deliver provision to children, young people and their families
- Understand the causal factors leading to dependency and poor outcomes. Identifying how as a council we can work together jointly to negate the interdependencies between different provision and its impact on improving outcomes, such as the effect of social housing and issues including domestic abuse on the life chances of children, young people and families
- Identify the shared resources and jointly looking at how we can better use these across the system – making shared decisions about what to stop and where we will target for most impact against priority outcomes
- Commission provision in partnership that supports reducing dependency both in terms of the type of provision provided and the behaviours of the workforce

### **Policy implications**

15. As highlighted in the previous section, the CYPP as a document has significant implications for the council and partners going forward. However, in particular

the Assembly may wish to consider the following implications arising from emerging priorities

16. **Thinking families** – families at the centre of all we do. Priorities within this area may have implications for:

- Future configuration of information and outreach services – a key message has been the difficulty parents face getting information on local provision. Improving this within children’s services will potentially impact on the development and future delivery of corporate models and potentially the use of the CSC across a range of channels
- Coordinating the range of activities on offer for children, young people and families across the council and partners, including how leisure, the sustainability agenda and cultural opportunities can be seen as part of a ‘core offer’. This will include considering how we can work together to improve provision for those with learning difficulties and disabilities so they and their families can better access mainstream provision and take up the range of opportunities available in the borough
- As we move forward in developing the ‘think family’ agenda, how we bring together family support and the continuum of provision that supports vulnerable families across the council and partners, and the use of resources and enforcement to support families that pose challenges for a range of different council services and provision. This is likely to include how we share information, identify our families in greatest need in the borough and redefining who we will target collectively in our local response to the agenda

17. **Narrowing the gap** – better life chances for all. Priorities within this area may have implications for:

- How as a borough we plan, commission and work differently across the range of provision available in health, children’s and other providers (such as GPs, poly clinics, children’s centres, local hospitals and one stop shops) to support better health outcomes for babies, infants and mothers
- How we work across the council and partners to raise aspirations of local families, improve conditions for family life and better tackle generations of worklessness and dependency

18. **Raising the bar** – high-quality provision that meets local needs. Priorities within this area may have implications for:

- As a council, how we work together to equip schools as hubs of our local community. Developing improved pathways to a range of support to better meet the wide range of needs of their students and community
- How we work across council services to support those groups within our community that are experiencing poorer outcomes across the board rather than addressing these only within service boundaries

19. **Succeeding into adulthood** – at-risk young people achieve wellbeing. Priorities within this area may have implications for:
- How we can use the range of partner expertise, provision and opportunities in the borough to improve skills and employability of young people. Utilising corporate relationships with the private sector to enable better pathways for young people to take up local learning and employment opportunities
  - How to utilise the range of resources available in the borough to better meet our corporate parent and statutory responsibilities in a joined-up way for care leavers and young offenders
20. **Working Together** – to safeguard children from harm. Priorities within this area may have implications for:
- How we work across the range of partners supporting vulnerable adults that are parents in safeguarding their children from harm, including shared assessment processes and support for those on a child protection plan
  - The future delivery of domestic abuse provision in the borough that is delivered in a joined-up way across all partners. This is a key risk factor for a range of services that are supporting families across the council

### **Community impact statement**

21. The work of the children's trust and the CYPP has wide-reaching implications for all children, young people and families, including the most vulnerable. A key underpinning principle will be to ensure it embeds considerations of equalities and human rights throughout its development, action and review. We are currently working to mainstream equalities in all aspects of the work such as the needs assessment, stakeholder engagement and performance review arrangements. The CYPP and children's trust will be underpinned by a range of equality impact assessments in line with the corporate model and approach.

### **Resource implications**

22. The CYPP is expected to require a statement of how the local authority's use of resources will contribute to the improvement of outcomes. Both the current statutory guidance and the revised guidance out to consultation note that detailed financial information is not required, but that the statement of resources should be sufficient to give confidence that the actions proposed by the CYPP are realistic, affordable and not merely a set of aspirations. This will need to be reflected in council budget setting processes.
23. By April 2011, it is expected that the CYPP will have to show how the budgets of local partners involved in preparing the plan, including the voluntary sector, will be used to contribute to the delivery of the plan. It should also set out progress on the pooling and aligning of budgets and how children's trust partners intend to integrate the use of assets, resources and new technologies in support of delivery. It is particularly important where joint actions are proposed without a pooled budget that partners set out clearly the level of resources committed to and how budgets will be aligned or

funding apportioned.

24. The quality of service provision is one of the most important factors in delivering overall improvement in outcomes. The challenging public sector financial context over the coming years makes it vital that services are evidence-based, cost-effective and efficient. The CYPP will be used as a driver to remove duplication where it exists across the children's system and target resources against the agreed set of priorities.

## **Consultation**

25. The proposed CYPP as set out in Appendix 1 has been considered and agreed by other children's trust partners, the PCT and the police, in line with statutory requirements. In addition, members have been involved and consulted through the Education and Children's Services Scrutiny Sub-Committee, Corporate Parenting Committee and the Executive, as well as an open members' seminar and open public consultation event to which all ward members were invited.
26. A programme of formal public consultation on the proposed CYPP ran from 9 February to 9 March 2010, and included the open public event as described in paragraph 25. There has been widespread involvement of partners and stakeholders, including children, young people, parents and frontline staff, throughout the development of the plan.

## **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

### **Strategic Director of Communities, Law & Governance**

27. The Council Assembly is being asked to:
  - i. agree the proposed new Children and Young People's Plan (CYPP) for 2010 to 2013 as Southwark Council's key policy framework document for children and young people.
  - ii. note that the CYPP meets current statutory requirements and that these are changing, with those changes expected to require a new plan to be published by 1 April 2011.
28. In accordance with the council's constitution agreement of the CYPP is a matter reserved for Council Assembly.
29. The report sets out that changes to the content of the CYPP are anticipated. However, the precise extent of these cannot be known until the guidance and regulations currently out to consultation, have been finalised. Although the proposed Plan is for 2010 to 2013, it is expected that a further plan will be brought back to Executive, as explained in the report.
30. The requirements of the CYPP are set out in the Children and Young People's Plan (England ) Regulations 2005 as amended, and require the plan to set out the improvements which the authority intend to make during the plan period to the well-being of children and relevant young persons so far as relating to—
  - (a) physical and mental health and emotional well being;
  - (b) protection from harm and neglect;
  - (c) education, training and recreation;
  - (d) the contribution made by them to society; and
  - (e) social and economic well-being

31. The regulations set out specific matters which need to be covered in the plan. Most of these have been included in the plan. The report highlights at paragraph 10 that there are two components of the plan that are not appended to this report, due to their size, but nonetheless form part of the plan. The components are the needs assessment against outcomes and the statement as to how the plan relates to the authority's performance management and review of services for children and relevant young persons. These documents are available to be viewed if required.

### **Finance Director**

32. This report asks the Executive to note the priorities and partnership commissioning intentions to be included in the new CYPP, as well as the supporting vision and commissioning framework.

33. As required by current statutory guidance, the CYPP must include a statement of how the authority's budget will be used to contribute to the commitments in the plan. The information is contained in the proposed plan (in Appendix 1).

34. In the introduction to the plan it is recognised that the Children and Young People's Plan for 2010 to 2013 will need to be implemented in a transformed statutory landscape and the harshest economic climate seen in decades.

35. The Council and each of partners will undoubtedly be facing severe financial challenges over the life of the plan. As set out previously in reports to Executive relating to the Policy and Resources Strategy 2010/11 to 2012/13, the government has given no indication of revenue support grant for local government for 2011/12 and beyond and has not provided any assurance that the existing grant floor will continue to be in place for future years. The failure to set out future grant allocation makes it extremely challenging to plan with any certainty for future years.

36. Further, the Council services included within the CYPP currently rely on significant specific grant funding streams, including Area Based Grant (£10.8M) and Sure Start (£16.5M). The future of these funding sources is particularly uncertain and there is, for example, no commitment to continue any Sure Start funding beyond March 2011.

37. Given the above, it will be particularly important for the Council and its partners to explore every opportunity for achieving efficiency gains by creatively aligning budgets and by joint commissioning of services to deliver the CYPP priorities.

### **BACKGROUND DOCUMENTS**

<b>Background Papers</b>	<b>Held At</b>	<b>Contact</b>
Joint strategic needs assessment, as at January 2010	Southwark Council Strategy and Partnerships Children's Services 160 Tooley Street London SE1 2TZ	Gwen Sinnott 52808
Statutory Guidance on cooperation arrangements including the children's trust board and the children and young people's plan	Southwark Council Strategy and Partnerships Children's Services 160 Tooley Street London SE1 2TZ	Elaine Allegretti 53816

<b>Background Papers</b>	<b>Held At</b>	<b>Contact</b>
Young Southwark - Statutory Changes to Children's Trust Board Executive Report July 2009	Southwark Council Strategy and Partnerships Children's Services 160 Tooley Street London SE1 2TZ	Elaine Allegretti 53816
Children and Young People's Plan Guidance 2009 (January 2009)	Southwark Council Strategy and Partnerships Children's Services 160 Tooley Street London SE1 2TZ	Elaine Allegretti 53816
Children's Trust: Statutory Guidance on inter agency cooperation to improve wellbeing of children, young people and their families (November 2008)	Southwark Council Strategy and Partnerships Children's Services 160 Tooley Street London SE1 2TZ	Elaine Allegretti 53816

## APPENDICES

<b>Appendix No.</b>	<b>Title</b>
Appendix 1	Proposed Children and Young People's Plan 2010-2013

## AUDIT TRAIL

<b>Lead Officer</b>	Romi Bowen, Strategic Director of Children's Services	
<b>Report Author</b>	Elaine Allegretti, Head of Strategy and Partnerships	
<b>Version</b>	Final	
<b>Dated</b>	18 January 2010	
<b>Key Decision?</b>	Yes	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / EXECUTIVE MEMBER</b>		
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments included</b>
Strategic Director of Communities, Law & Governance	Yes	Yes
Finance Director	Yes	Yes
<b>Executive Member</b>	Yes	Yes
<b>Date final report sent to Constitutional/Community Council/Scrutiny Team</b>	11 March 2010	