

Item No. 6.1	Classification: Open	Date: March 22 2006	Meeting Name: Council Assembly
Report title:		Children and Young People's Plan (Policy Framework)	
Ward(s) or groups affected:		All	
From:		Strategic Director of Children's Services	

RECOMMENDATIONS

1. That the council assembly consider the recommendations of March 14 2006 executive (to be circulated separately).

BACKGROUND INFORMATION

Requirement to publish a Children and Young People's Plan

2. Section 17 of the *Children Act 2004* places a responsibility on local authorities to produce with partners a single, strategic, overarching plan for all local services affecting children and young people in their area – the "Children and Young People's Plan" (CYPP). The first of these has been developed (see Appendix 1) and must be published by April 1 2006. It replaces the requirement to produce a series of more specific plans (see Appendix 4).
3. The CYPP covers three years – 2006-07, 2007-08, 2008-09. The CYPP will be reviewed and rolled forward annually as part of a cycle of continuous improvement.
4. The CYPP should identify where outcomes for children and young people need to be improved, and how and when these improvements will be achieved. Improvement must be based on an accurate and comprehensive assessment of the current position.

Process for development of Southwark's Children and Young People's Plan

5. In June 2005, the executive endorsed the publication of the Young Southwark strategy, and agreed an approach to developing the CYPP within the broad framework of principles and priorities within the Young Southwark strategy.
6. Development of the CYPP has been taken forward through the Young Southwark partnership, led by Southwark Council and the Primary Care Trust. The process has involved:
 - engaging partners further on specifics and continuing to evolve our thinking, including work on an education vision designed to help link schools more clearly into the wider strategy;
 - alignment with other planning and resourcing cycles within the council and beyond, so the CYPP as a high-level strategic plan is underpinned by more detailed operational plans to drive delivery in individual services and set in the context of the broader community strategy as that is developed;

- undertaking a more detailed needs assessment, compiling results from local children and young people's surveys, and drawing on the outcomes of the annual performance assessment.
- consultation, including an event for a wide range of stakeholders which was attended by more than 180 people
- undertaking an equality impact assessment.

Content of the Children and Young People's Plan

7. The CYPP addresses the following areas:

- Vision and principles for the Young Southwark partnership
- The Southwark context (highlighting some of the main findings from three key sets of evidence used to develop the CYPP: a wide-ranging needs assessment; a report on the views of children and young people in Southwark compiled around the five Every Child Matters outcomes, complementing results from the latest MORI poll of Southwark residents; and the conclusions from Southwark's first annual performance assessment of children's services)
- A summary plan for each of the five outcome priorities established by the Young Southwark strategy – setting out relevant aspects of the needs assessment and planned activities with milestones, indicators and targets
- An overview of the five service development priorities established by the Young Southwark strategy - indicating progress to date, setting out a direction of travel, and providing a series of service development milestones
- Workforce reform
- Commissioning framework
- Governance
- Finance and resources
- Buildings and asset management plans
- Monitoring and performance management

KEY ISSUES FOR CONSIDERATION

Recommendations to Council Executive

8. The executive, on March 14, will be asked to:

- a) agree that the draft Children and Young People's Plan (Appendix 1) should be recommended to the council assembly on March 22 (paras 16-18);
- b) note the outcome of the first annual performance assessment of children's services (Appendix 2) and how this is being addressed through the plan (paras 12-13);
- c) note and agree the implications for the developing Children's Trust and its governance arrangements (paras 14-15);
- d) note the additional resources that have been agreed by council to support the implementation of Every Child Matters (paras 24-25 and 30).

Policy Implications

Relationship with existing policy frameworks and other plans

9. The Children and Young People's Plan will be a key means of addressing council priorities. The five priorities set out in the community strategy 2003-2006 (Tackling

Poverty; Making Southwark Cleaner and Greener; Cutting Crime and Fear of Crime; Raising standards in Our Schools; Improving the Health of the Borough) and the “life chances priorities” proposed in the draft community strategy: Southwark 2016 (Be Healthy; Stay Safe; Achieve their Educational Potential; Achieve Economic Well-Being; Enjoy Cultural And Leisure Opportunities; Value Diversity and be Active and Responsible Citizens) correlate directly with the Every Child Matters outcome priorities, which are the focus of the CYPP.

10. The CYPP cannot be effective in isolation. It needs to be a focal point to influence and help align all local plans that potentially affect the well-being of children and young people across the Every Child Matters outcomes. Alignment of the Children and Young People’s Plan with the broader development of the community strategy and roll-forward of the corporate plan will ensure consistency with the council’s overall policy and planning framework. The Young Southwark strategy, released in September 2005, provides the framework of principles and priorities within which this plan has been developed. The strategy was itself the product of extensive consultation, building on developments over the previous three years. The CYPP contains more detailed and refined planning based on additional data as well as more information on the specific actions, timescales and resources required to achieve our priorities than contained in the Young Southwark strategy.
11. The CYPP focuses on priorities for whole system development and how these will be delivered through joint activity. It is not a detailed operational plan. It does not seek to record all the actions to deliver the Young Southwark strategy that partners across the local system are committed to take forward in their own organisations. However, it is underpinned by partners’ operational plans, through which they will manage delivery on a day-to-day basis, ensure progress is maintained, focus effort on specific challenges, and help staff understand how their work fits into the bigger picture.

Addressing outcomes of the Annual Performance Assessment

12. The CYPP needs to respond to the outcomes of our first annual performance assessment (APA). The APA is a standard assessment against the new national performance framework for children’s services, based on the Every Child Matters outcomes. The outcome of Southwark’s first APA was published on December 1 2005 (refer attached letter from OfSTED at Appendix 2). Appendix A of the CYPP (summarised in the Southwark context section of the main document, and available as a background document) reviews performance and need with respect to each of the Every Child Matters outcomes, making explicit reference to the APA findings and how we will build on the strengths and address the areas for improvement identified through the APA process.
13. Each of the Every Child Matters outcomes will be monitored and reviewed intensively through our performance management arrangements. The next APA cycle begins again in April 2006. We can also expect to have our first Joint Area Review in 2007/08, which will involve on-site inspection targeted at areas identified by the previous APAs. Compiling and publishing the Children and Young People’s Plan is one of the key next steps in preparing for the inspection process.

Children’s Trust arrangements and governance

14. Production of the CYPP marks a key milestone in the development of Children’s Trust arrangements. In January 2005, the Executive agreed that the year from April 2005 should be a year of learning and development as

the Young Southwark partnership took shape. It is proposed that from April 1 2006, coinciding with the publication of the CYPP, the Young Southwark partnership should start acting as our local children's trust. As such, it is not a separate legal entity or an organisation that employs its own staff. It is a set of partnership arrangements to secure effective inter-agency co-operation to improve the well-being of children and young people in Southwark, as described by the CYPP. This is underpinned by duties to co-operate under section 10 of the *Children Act 2004*.

15. For this next step, it is important that governance arrangements are sufficiently clear. Pages 56-59 of the CYPP describe key features and how they will evolve. These are in line with principles agreed by the executive in January 2005 and more recent statutory guidance, which has confirmed government expectations for how the duty to cooperate will work. From the council's perspective, the key points to note are:

- the council, as a children's services authority, has lead responsibility for the Children's Trust partnership arrangements, with the line of accountability secured through the director of children's services chairing the Young Southwark executive board and her accountability to the executive through the lead member for children's services;
- the director of children's services exercises her leadership role through a joint leadership group with the Primary Care Trust, reflecting the close partnership arrangements which already exist in Southwark;
- as is the case with each partner within the trust, the council remains separately responsible for the exercise of its own functions – i.e. the delivery of education and children's social services - within its own governance arrangements.

Approval and publication of the Children and Young People's Plan

16. The CYPP is to be presented to council assembly for endorsement on 22 March.

17. The national guidance stipulates that the CYPP must be published – as minimum - on the local authority website, with a copy sent to those with whom arrangements have been made under the duty to co-operate and placed in public libraries and other outlets. Beyond this, wider circulation of the plan or a summary is encouraged, including versions that are accessible to children and young people, and available in different community languages.

18. Our proposed approach is to meet the statutory requirement for the beginning of April by publishing the plan on the web, but to describe it still as an "emergent plan" allowing some scope for further refinement and adjustments over the coming months. This would involve:

- a final edit being made of the current text, and the document being professionally laid out for publication on the internet and drawn to the attention of partners and stakeholders, thus meeting the requirement for it to be available by April 1. This "emergent plan" would be signed off by the director and lead member for children's services;
- there can then be further review as appropriate after the May elections and

a broader publication and publicity strategy will be developed. This would involve producing hard copies of the final plan, but the main focus our efforts should be on more popular summary versions for the workforce, for parents and carers, and for children and young people. These could be linked with promulgating the community strategy.

Community Impact Statement

19. The Every Child Matters agenda challenges us to ensure that services can respond holistically to the needs of every child and young person and improve their well-being in respect of each of the five outcomes. It is expected that the CYPP will help us to improve service delivery to all children and young people in Southwark, and address current areas of disadvantage and inequality. The needs assessment carried out for the CYPP has tried to identify those groups of children and young people for whom there are particular needs and risks in relation to the five outcome areas. For example, it has focused our attention on the issues of improving the educational attainment of traveller children and children looked after, and the safety of lesbian, gay, bisexual and transgender young people.
20. An equality impact assessment (EIA) has been carried out on the plan and was approved by the equality and diversity panel on February 21. This showed that whilst the plan is expected to have a positive impact for all children and young people, there are some potential areas of risk for certain groups of young people. Now that these have been identified they will be addressed in the more specific plans and service developments that flow from the CYPP. It will also be necessary to subject these plans to their own impact assessments. Monitoring progress on outcomes from an equality perspective will be a particular concern for future performance management.
21. A copy of the assessment is available as a background document.

Resource implications

Financial /budget issues (FI 801/cft/jc)

22. The development of an overall strategic plan provides the opportunity to review more systematically the overall volume of resources being devoted to children's services from different sources, where there may be opportunities for pooling and how best the funding can be aligned with future priorities. This process has been aligned with the council's broader budgetary planning process, though it has implications beyond the Council.
23. The section of the plan on finances and resources includes a summary analysis of the planned direct expenditure over the next three years on children's services for education and social care within the council, and where separately identifiable, for health from the Primary Care Trust. Sources of funding are disaggregated for 2006-07, though the introduction of the dedicated schools grant makes it difficult to make direct comparisons with 2005-06. The education and social care components of these tables reflect the overall budget allocations agreed by the executive in February, including a core budget to support the director of children's services and the Every Child Matters change for children programme.
24. Over the past three years the children's social care environment in Southwark has seen a considerable increase in investment in services around safeguarding,

leaving care and disabilities in the run up to the Every Child Matters agenda. The budget for the 2006/07 financial year which has now been agreed by the council for children's social care represents a net increase of £5m including inflation and efficiency savings. The settlement addresses volume pressures within disability services and agency fostering services whilst also maintaining safeguarding work by way of allocating £1.5m to the base budget as a specific grant ends.

25. As a national and local priority, education has benefited from significant additional investment over the last few years. Southwark has consistently passported the increase in education spending, and over 80% of the increase has been allocated to schools to support the key objective of raising attainment. This policy has continued with the implementation of the dedicated schools grant for 2006-07. The 2006-07 schools budget includes a further £3m additional investment in maintained schools, including resources to enable all schools to improve the nutritional content of school meals. It is anticipated that a further £6m will be available in 2007-08 to support further investment in schools.
26. We intend to add a further analysis if possible showing the main budgets supporting the priority outcomes and how the allocation of flexible grant funding such as the neighbourhood renewal fund has taken account of these priorities. The objective over time will be to analyse more closely how budgets align with strategic priorities and to see if there are areas, for example perhaps for services for children with disabilities, where it would be advantageous to adopt more formal pooling to strengthen integrated commissioning. However, given the close working relationships that already exist between the Council and PCT in Southwark, we believe that a lot can continue to be achieved through alignment of budgets under the direction of the director of children's services. Any formal pooling will need careful consideration and explicit agreement. This will need to be looked at further over the next year in the context of preparing for the first local area agreement in April 2007.

Consultation

27. A very wide consultation was undertaken on the Young Southwark strategy and the process of involving partners in developing the plan from that basis is described at paragraph 6 above. Those organisations required by the regulations (see Appendix 3) have been consulted on the draft plan, and the views of parents, carers, and children and young people have been taken on board at all stages.
28. The joint scrutiny for education, health and social care considered the draft Children and Young People's Plan and the annual performance assessment outcome at its meeting on February 6.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Borough Solicitor

29. Southwark Legal and Democratic Services has provided a detailed concurrent summarising the requirements under the *Children Act 2004*, the government guidance in relation to the Children and Young People's Plan, and the relevant regulations (refer Appendix 3).

Finance Director

30. The revenue and capital resources required to support the Every Child Matters agenda will continue to be incorporated within the council's annual business planning process. Emerging pressures and demands will need to be considered in addition to the basic needs that are required to sustain and enhance service delivery at existing levels. Additional growth of more than £2.2m has been funded in 2006/07 and 2007/08 to support the implementation of this agenda. These allocation of these funds have been agreed as part of the 2006/07 budget setting process and are subject to release by the Director of Finance. Further additional resources are expected to be required in 2008/09, although this will be subject to further review.
31. The future costs of Every Child Matters will need to consider the availability of all relevant funding sources, not least specific grant funding by government and any allocation from within the dedicated schools grant, subject to the agreement of the Schools Forum.

AUDIT TRAIL

Lead Officer	Romi Bowen, Strategic Director of Children's Services	
Report Author	Stuart Edwards, Every Child Matters Project Manager	
Version	Final	
Dated	10-03-06	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / EXECUTIVE MEMBER		
Officer Title	Comments Sought	Comments included
Borough Solicitor	Yes	Yes
Finance Director	Yes	Yes
Head of Human Resources	Yes	Yes
Education Director	Yes	Yes
Other COT Members	Yes	Yes
Executive Member	Yes	Yes
Date final report sent to Constitutional/Community Council/Scrutiny Team	10-03-06	

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Executive Agendas 18.1.05 Every Child Matters: Towards a Children's Trust	Co-ordination & Corporate Support Services Town Hall	Everton Roberts 020 7525 7221
Executive Agendas 21.06.05 Towards a Children and Young People's Plan	Co-ordination & Corporate Support Services Town Hall	Everton Roberts 020 7525 7221
Young Southwark Strategy	Change for Children Team Mabel Goldwin House	Gervase McKinna 020 7525 3725
Equality Impact Assessment of the Children and Young People's Plan for Southwark	Change for Children Team Mabel Goldwin House	Gervase McKinna 020 7525 3725
Appendix A to Children and Young People's Plan: Needs, user views and performance	Change for Children Team Mabel Goldwin House	Gervase McKinna 020 7525 3725
Appendix B to Children and Young People's Plan: Sub-partnership plans for groups of children and young people	Change for Children Team Mabel Goldwin House	Gervase McKinna 020 7525 3725
Appendix C to Children and Young People's Plan: Young Southwark Executive membership	Change for Children Team Mabel Goldwin House	Gervase McKinna 020 7525 3725

APPENDICES

No.	Title
Appendix 1	Children and Young People's Plan
Appendix 2	2005 Annual Performance Assessment outcome letter
Appendix 3	Concurrent Report from Southwark Legal and Democratic Services
Appendix 4	Plans replaced by the Children and Young People's Plan