

# Children and Young People's Plan Guidance 2009

## Department for Children, Schools and Families

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### A briefing paper from the National Council for Voluntary Youth Services (NCVYS)

February 2009

#### 1. Introduction

In January 2009, the Department for Children, Schools and Families published updated *Children and Young People's Plan Guidance 2009*<sup>1</sup>. This version of the Guidance replaces previous guidance published in 2005 and 2007 and should be read in conjunction with *Children's Trusts: Statutory guidance on inter-agency cooperation to improve well-being of children, young people and families*<sup>2</sup>.

The Guidance is non-statutory but is based on the 2005 and 2007 Children and Young People Plan (CYPP) regulations (see Appendix D and E of the Guidance document).

The Guidance is specifically aimed at Children's Trust partners and local authority (LA) officers with responsibility for the production, review and delivery of the Plan.

This briefing paper summarises the 2009 CYPP Guidance, but first highlights potential issues for the voluntary and community youth sector arising from the document.

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<sup>1</sup> DCSF (2009) *Children and Young People's Plan Guidance 2009* is available via: <http://www.everychildmatters.gov.uk/files/DCSFCYPPGuidance210109.pdf>

<sup>2</sup> DCSF (2008) *Children's Trusts: Statutory guidance on inter-agency cooperation to improve the well-being of children, young people and families* is available via: <http://publications.dcsf.gov.uk/default.aspx?PageFunction=productdetails&PageMode=publications&ProductId=DCSF-00943-2008&>

NCVYS's response to DCSF's consultation on *Children's Trusts: Statutory guidance on inter-agency cooperation to improve well-being of children, young people and families* is available via: <http://www.ncvys.org.uk/index.php?page=273>

## 2. Potential issues for the voluntary and community youth sector (VCYS)

The Guidance provides an opportunity for the VCYS to support its involvement in local decision-making through highlighting the role of the third sector in the planning of a LA's CYPP and recognises that a local umbrella body might be best suited to represent the sector.

The Guidance also highlights the need for genuine participation of children, young people and families in the planning of a CYPP. Referencing resources provided by the VCYS to aid the facilitation of this and stipulates that a young person-friendly version of the CYPP must be provided for children in care and that CYPPs should be made accessible to local communities.

Commissioning and workforce reform are set out in the Guidance as key areas closely connected with the production of a local CYPP. The VCYS needs to ensure that it is aware of current developments related to the preparation of local CYPPs and how priorities within local plans link to these important cross cutting areas. This will help to ensure continued engagement and representation in local decision-making. As key delivery partners, it is important that local infrastructure organisations are able to exercise their function in acting as the 'voice' for the local voluntary and community youth service in responding to consultations on draft plans and in helping to inform decisions about key priorities for the local community.

Legislative proposals described in the Guidance, including the establishment of a statutory Children's Trust Board, are currently being considered by Government and NCVYS will ensure that it continues to inform its membership of this and other key developments through its information services and briefing papers.

## 3. Children and Young People's Guidance 2009 summary

This section provides a summary of the new CYPP Guidance, highlighting key, relevant points for the VCYS.

### 3.1 Section 1: Introduction

This chapter sets out a context for the CYPP and introduces the Guidance document.

The Guidance highlights that the CYPP must be understood as part of a wider local strategy, involving all partners in the Local Strategic Partnership. The CYPP is also central to the work of Children's Trusts and sets the strategic commissioning framework within which partners will deliver services which improve outcomes for children and young people in the area.

Currently the CYPP is a LA Plan led by the Director of Children's Services and the Lead Manager for Children's Services<sup>3</sup>. However, a key theme in the 2009 Guidance is the important role of Children's Trust Boards in demonstrating wider 'ownership' of the CYPP. Legislative proposals are currently being developed to establish a **statutory Children's Trust Board**<sup>4</sup>. New CYPP guidance will be issued to reflect any legislative changes.

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<sup>3</sup> In January 2009, NCVYS responded to DCSF's consultation on *Statutory Guidance: The Roles and Responsibilities of the Lead Member for Children's Services and the Director of Children's Services*. Available via: <http://www.ncvys.org.uk/index.php?page=273>

<sup>4</sup> In September 2008, NCVYS responded to DCSF's consultation on *Strengthening Children's Trusts: legislative options*. Available via: <http://www.ncvys.org.uk/index.php?page=273>

### 3.2 The essential requirements for CYPPs and the annual review

This chapter considers the regulations behind CYPPs and the requirements they set.

Section 17 of the Children Act 2004<sup>5</sup> provides the statutory basis for CYPPs and the CYPP regulations, published in 2005 and 2007 (available in Annex D and E of the Guidance). These regulations set out the steps that LAs must undertake in preparing, consulting on, publishing and reviewing their CYPP.

Each LA must prepare a CYPP, although exemptions remain for local authorities categorised as 'excellent'. The Plan sets out the improvements which the LA intends to make during the period of the Plan to the well-being of children and young people in regard to the five Every Child Matters (ECM) outcomes<sup>6</sup>.

Following publication of the first Plan, each subsequent Plan must be published no later than six weeks after the end of the previous Plan.

The Guidance sets out how an LA should publish its Plan, including putting it on its website and on partner websites in order to help make it accessible and transparent to local residents including children and young people themselves.

A LA's consultation process during the preparation of the Plan must include communication with persons or bodies providing **voluntary services** relating to children and young people in the LA area and **groups representing the local community** as the LA consider appropriate.

### 3.3 Section 3: Scope of the CYPP

This chapter looks at what services the CYPP must cover and looks in more detail at the following areas of a CYPP:

- timing and duration;
- consultation and participation;
- publication;
- Annual Review; and
- exemption in preparing a CYPP.

#### Age range

The CYPP must cover services for all those in the area aged 0 to 19, young people aged 20 and over leaving care and young people up to the age of 25 with learning difficulties.

#### Reviewing impact

As highlighted previously, the CYPP must set out areas of improvement in line with the ECM outcomes, these will need to be supported by clear direction and actions, preferably with milestones setting out the work programme intended to be undertaken in order to achieve demonstrable improvement. Further explanation is offered under section 3.4 of this briefing below.

#### Cross-cutting themes

The CYPP must include a statement on how the LA intends to achieve improvements across a series of cross cutting themes;

- integration of services
- early intervention, prevention
- safeguarding.

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<sup>5</sup> Further information on the Children Act 2004 is available via:

[http://www.opsi.gov.uk/ACTS/acts2004/en/ukpgaen\\_20040031\\_en\\_1](http://www.opsi.gov.uk/ACTS/acts2004/en/ukpgaen_20040031_en_1)

<sup>6</sup> Further information on the Every Child Matters outcomes is available via:

<http://www.everychildmatters.gov.uk/aims/>

## Duration of CYPPs

To permit maximum flexibility in joint planning, the CYPP regulations do not define the duration of the CYPP.<sup>19</sup> However, a period of three years provides a good basis for medium to long term commissioning, reflected in provider agreements and contracts. Areas which wish to have a three-year rolling plan, reviewed, updated and rolled forward annually, will in effect be creating a new three-year CYPP each year. Discussion on reviewing and rolling forward a CYPP can be found at paragraphs 3.18-3.24 of the full guidance document.

## Consultation and participation

The LA must consult with all those covered by Section 10 Children Act 2004<sup>7</sup> duty to co-operate as well as involve a range of other partners specified in regulations. A full list of who should be consulted and suggested additional groups is given in Appendix C of the Guidance. The suggested list includes:

- children and young people in urban and rural settings as appropriate;
- vulnerable groups, such as children and young people living in poverty and those aged 16 plus living away from home because they are estranged or orphaned; and
- relevant local faith groups.

The Guidance highlights the need for the **genuine participation of children, young people, parents, carers and families**, suggesting views might be sought through Youth Parliaments and Children in Care Councils. The Guidance also draws attention to publications by the National Youth Agency<sup>8</sup> and NCB<sup>9</sup>. Additional links with schools and the 14-19 partnership are emphasised.

The Guidance recognises that the third sector can often reach groups of children, young people and families who are not engaged with statutory services and that the sector should be actively involved in the preparation of the CYPP. **A local umbrella organisation may represent the third sector** otherwise it may be necessary to design approaches to consultation in a way which is as inclusive of the third sector as possible.

The Guidance goes on to state that the third sector can provide useful data for needs assessment and that participation should be in line with the *Compact Code of Good Practice on Consultation and Policy Appraisal*<sup>10</sup>.

The CYPP must be published by the LA, including a **child and young person-friendly version** for each child in the care of the LA.

Proposed legislation to strengthen Children's Trusts will put Children's Trusts Boards on a statutory footing and place the duty to produce the CYPP on the new Board. It is expected that all areas will need to develop a new joint CYPP by April 2011.

### 3.4 Section 4: The content of the CYPP

This chapter considers the content of the CYPP.

The CYPP will set out the arrangements for co-operation with local partners and must include a **needs assessment** against outcomes for children and young people. A comprehensive needs assessment must be carried out in partnership with all those involved in the planning process, and

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<sup>7</sup> Further information on Section 10 Children Act is available via:

<http://www.everychildmatters.gov.uk/strategy/guidance/>

<sup>8</sup> Further information on the National Youth Agency's *Hear by Right* publication is available via:

<http://hbr.nya.org.uk/>

<sup>9</sup> NCB has produced a series of six leaflets *Listening as a Way of Life* available via:

[http://www.ncb.org.uk/Page.asp?originx6668cx\\_211360867683c3p6773783809](http://www.ncb.org.uk/Page.asp?originx6668cx_211360867683c3p6773783809)

<sup>10</sup> Compact (2000, reprinted 2008) *Compact Code of Good Practice on Consultation and Policy Appraisal* is available via: [http://www.thecompact.org.uk/shared\\_asp\\_files/GFSR.asp?NodeID=100320](http://www.thecompact.org.uk/shared_asp_files/GFSR.asp?NodeID=100320)

should be reviewed on a regular basis. The needs assessment is a requisite component of the strategic commissioning process.

The Guidance highlights that key needs will be articulated in the 14-19 Plan which sets out how local areas are planning for raising the participation age to 17 from 2013 and 18 from 2015 and for delivering the 14-19 entitlement to learning and support that will encourage young people to stay in education and training.

The CYPP must include an outline of key actions, with timescales, to meet priorities. Although there are no set rules about how local priorities should be addressed, all CYPPs should provide satisfactory evidence that progress is being made across each of the ECM outcomes including strategic action to:

- secure the wellbeing and health of children and young people;
- safeguard the young and vulnerable;
- close the gap in educational achievement for disadvantaged children;
- ensure that young people are participating and achieving their potential to 18 and beyond;
- keep children and young people on the path to success; and
- delivery system-wide reforms to the way services for children and young people work together.

The Local Area Agreement (LAA) will inform the CYPP – which will set out a strategy for delivering the targets. The Local Safeguarding Children Board must be consulted during the development of the CYPP.

The chapter continues to look at the **CYPP and commissioning**. It is the role of the LA, through the Children's Trust Board, to maximise alignment between the CYPP and commissioning programmes and to provide a context in which commissioning for children and families can operate. The Guidance advocates a joined-up approach to commissioning services.

From 2010, the responsibility for commissioning and funding 16-19 education will transfer from the Learning and Skills Council to LAs. LAs and their Children's Trust partners will need to look to the 14-19 Plan as the basis for commissioning provision for this group.

The CYPP must include a statement of how the use of the LA's resources will contribute to the improvement of the outcomes.

### **3.5 Section 5: Delivering the CYPP through the Children's Trust**

This chapter looks at the CYPP and the wider system, including workforce strategies.

The Sustainable Community Strategy sets the overall strategic direction, long-term vision and key priorities for the economic, social and environmental well-being for an area. Within this the CYPP is the single, statutory, strategic, overarching plan for all services affecting children, young people and their families in the local area. Therefore, all the work that the LA, Children's Trust partners and stakeholders undertake to improve outcomes for children and young people should be aligned with and flow logically from the CYPP.

A key task of the Children's Trust Board is to ensure that the CYPP is genuinely strategically aligned with planning cycles of partners, for example the local Youth Offending Team Plan and Primary Care Trusts (PCT).

Planning services for children and young people needs to be co-ordinated under the CYPP with services working with families.

The CYPP should be underpinned by a strategy for **support and development of the local children and young people's workforce**. This strategy should cover all Children's Trust partners and stakeholder, including the third sector, and should be developed in light of the 2020 workforce

strategy<sup>11</sup>. Proposed legislation to strengthen Children's Trusts indicates that workforce planning is likely to be a requirement for inclusion in future CYPPs.

The Children's Workforce Development Council is providing support to help Children's Trusts develop workforce strategies<sup>12</sup>.

The CYPP must include a statement as to how the Plan relates to the LA's performance management and review of services for children and young people.

The CYPP should include all Local Area Agreement targets (both designated and local) relevant to children and young people, as well as the statutory DCSF education and early years targets. It should also set out the strategy for delivering these targets. The CYPP should also include local targets for improving outcomes for children and young people which do not appear in the LAA, for example, those set by the PCT as part of the *NHS Operating Framework Vital Signs*.

The CYPP does not need to be submitted to the DCSF, but Children's Service Advisors in GOs will wish to discuss the planning process, as well as progress in implementation, in their regular discussions with LAs and partners.

In the past the CYPP and the latest annual review of the CYPP have been used as evidence for Ofsted's annual performance assessments and for joint area reviews of children's services. This form of inspection ended in 2008 and replaced from 2009 by a new multi-inspectorate comprehensive area assessment (CAA) which will use the CYPP as evidence. The inspectorates published the CAA framework document in February 2009<sup>13</sup>.

### **3.6 Section 6: The future – proposed legislation to strengthen CYPPs**

This chapter is aimed at LAs and sets out current legislative proposals to help set the context for developing a new CYPP. DCSF plans to consult on the proposed changes to the CYPP regulations in the autumn of 2009 setting an expectation that all areas prepare new plans for publication by April 2011.

Three key pieces of legislation are proposed subject to Parliamentary approval<sup>14</sup>:

- extending the Children's Trust duty to cooperate in making the arrangements under section 10 of the Children Act 2004 to maintained schools (and Academies), Sixth Form and Further Education Colleges and Jobcentre Plus;
- requiring all areas to have a Children's Trust Board; and
- extending the ownership of the CYPP to all statutory partners by placing the duty to produce the CYPP on the Children's Trust Board.

The Government is also considering how best to use the CYPP to support local action to tackle child poverty.

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<sup>11</sup> Further information on DCSF's proposed *2020 Children and young people's workforce strategy* is available via: <http://www.everychildmatters.gov.uk/delivering/services/childrenandyoungpeoplesworkforce/>  
A NCVYS response to the workforce strategy consultation will be available from 10 March 2009:  
<http://www.ncvys.org.uk/index.php?page=273>

<sup>12</sup> Further information on the work of the Children's Workforce Development Council is available via:  
<http://onechildrensworkforce.cwdcouncil.org.uk/>

<sup>13</sup> Further information on the CAA framework is available via:  
<http://www.audit-commission.gov.uk/caa/framework.asp>

<sup>14</sup> Further information on the DCSF consultation around Children's Trusts and legislative options is available via:  
<http://www.dcsf.gov.uk/consultations/index.cfm?action=conResults&external=no&consultationId=1568&menu=1>

### **3.7 Appendix A: Key issues for consideration in developing the CYPP**

Appendix A sets out key issues for consideration in developing the CYPP relating to each of the five ECM outcomes.

### **3.8 Appendix B: Further reading and research**

Appendix B lists further reading and research.

### **3.9 Appendix C**

Appendix C lists the relevant partners that CYPP regulations state that LAs must consult with. It also lists other key partners, stakeholders and additional minority groups that LAs may wish to consult with.

### **3.10 Appendices D and E**

Appendices D and E detail the statutory basis for CYPPs.

For more information on any element of this paper, please contact NCVYS's Policy Officer, Hannah Dobbin, email [hannah@ncvys.org.uk](mailto:hannah@ncvys.org.uk) or on 020 7278 1041.