

**CABINET PORTFOLIO:** Children and Young People

**SERVICE PLAN AREA:** Children and Young People

**Key Lead Cabinet Member Policy Steer for this area:**

Special Education

- Promote equality inclusion through the implementation of the Special Education Needs (SEN) strategy 2003-2007, including the further development of special school provision and in doing so raise the attainment of pupils in all vulnerable groups.
- Improve, in partnership with other agencies, timely intervention for children and young people from vulnerable groups and thereby reduce expenditure on crisis management and agency placements

Community Learning

Ensure the effective implementation of the Connexions Service and new Youth Development Service, and with partners establish a Youth Strategy for the County.

***N.B.** In addition to the policy steers quoted above that are directly related to SEN and Community Learning, the services included below also impact on:*

- *Reduction in crime and the fear of crime / Community Safety (eg unattached youth work, provision for excluded pupils, behaviour support, etc)*
- *Supporting teachers in raising standards.*

**Resources**

Current net 2003/04 Budget (broken down by sub-divisions of main service area):

	£'000	£'000
Social inclusion (former PRG grant)		921
SEN strategy		138
<b>Principal Education Psychologist</b>		
Education Psychological Service	900	
Learning Support Service	659	
Service for Children with Sensory Needs	903	
Parent Partnership	37	
School Library Service recharge	31	
Playlink	539	
Early Years SEN	328	
		3,397
<b>Access to Education</b>		
Behaviour Support Service (West)	544	
Education Welfare Service	705	
Ethnic Minority Pupil Service	434	
Home Tuition	254	
Management & training	158	
Lansdowne ITF	51	
Travellers	92	
Hospital tuition and education other than at school	33	
		2,271
<b>SEN Casework and Placement</b>		
SEN Team	792	
Placements in independent special schools/playgroups	5,765	
Recoupment	372	
Reintegration/speech & language therapy	243	

LSC grant for 16+ pupils in independent special schools	(1,082)	
Non-special boarding0	5	
		6,095
Youth Development Service/Connexions		2,188
EYDCP		7,129
		<b>22,139</b>

### Current Budget by Type:

	£'000	
Employees	9,345	
Premises	65	
Transport	442	
Supplies & services	11,722	
Agency & contracted services	6,354	
Transfer payments	8	
Internal recharges	177	
	Gross expenditure	28,113
Income	(5,974)	
	Net expenditure	22,139

**Current FTE staff numbers:** 430 including estimated number employed by Community Colleges

**Standstill Pressures over the next 3 years):** *These will be supplied by Steve Potts (CRD)*

	<u>04/05</u> <u>£000</u>	<u>05/06</u> <u>£000</u>	<u>06/07</u> <u>£000</u>
Inflation	583	593	350
Other Standstill	(327)	(100)	(92)
(list by sub-division:)			
EYDCP – numbers of 3 & 4 year old	(321)	(95)	(92)
Educational Psychologists – car leasing	(6)	(5)	

### Other Financial Risk Issues over the Medium Term:

**N.B. The following table includes risks both within and outside the LEA Block.**

	<u>04/05</u> <u>£000</u>	<u>05/06</u> <u>£000</u>	<u>06/07</u> <u>£000</u>
Agency placements – fee increases above inflation allowance – main figure assume fee increases decrease to 1.5% above inflation allowance; the second set of figures are based on +6 above inflation allowance. This estimate does not include any allowance for the increasing demand for ABA provision for pupils with ASD.	48.1 192.5	82.5 330.0	82.5 330.0
Statement Band 'drift' – current impact estimated from 2003/4 shortfall carried forward to future years but not increased.	600.0	600.0	600.0
Failure of Health Services to provide speech and language and other therapies (current contracts ~ £250k) could result in significant additional expenditure in order to avoid agency	125.0	125.0	125.0

placements			
Loss of all or part of Standards Fund 202 and 210 – see final section for details	68.7	68.7	68.7
Loss of all or part of Standards Fund 206a (Study Support) finishes Aug-04.	247.5	494.9	494.9
Early Years SEN Teacher funded from Sure Start	0	0	24 (7/12 <sup>th</sup> of full year)
Parent Partnership Scheme (existing shortfall)	42.5	42.5	42.5
Summer schools (NoF) has just finished	32.7	32.7	32.7
Gifted and Talented Summer Schools (NoF)	27.0	27.0	27.0
Shortfall in Connexions contract	50.0	50.0	50.0
Out of School Hours Learning (NoF) ceases July 2004	144.5	216.7	216.7
Playlink – contributions from Sure Start – the main items being £84.3k from Ore Valley ceases 05/06 and £42.4k from Eastbourne that ceases 09/10.	0	0	84.3

**N.B. Not included in the above are possible difficulties related to the change of EYDCP funding to 'General Sure Start Grant' that starts from 1.4.04 and has been notified for two financial years only. There may thus be an impact in 2005/06.**

**Current Relative/Comparative Performance based upon 2002/03 Outturn:**

### SEN and Access to Education

Sentinel data – family of 11 Ofsted statistical neighbours

	2001	2002	2003
Proportion of pupils with statements	6 <sup>th</sup>	7 <sup>th</sup>	8 <sup>th</sup>
Proportion of pupils aged under 5 with statements	2 <sup>nd</sup>	3 <sup>rd</sup>	3 <sup>rd</sup>
Proportion of pupils aged 5-10 with statements	5 <sup>th</sup>	6 <sup>th</sup>	8 <sup>th</sup>
Proportion of pupils aged 11-15 with statements	2 <sup>nd</sup>	1 <sup>st</sup>	3 <sup>rd</sup>
Proportion of pupils identified as having SEN but without statements:			
Primary	2 <sup>nd</sup>	1 <sup>st</sup>	2 <sup>nd</sup>
Secondary	5 <sup>th</sup>	5 <sup>th</sup>	7 <sup>th</sup>
Proportion of pupils in special schools			
Aged 5-10	4 <sup>th</sup>	4 <sup>th</sup>	4 <sup>th</sup>
Aged 11-15	4 <sup>th</sup>	4 <sup>th</sup>	3 <sup>rd</sup>
Special School cost (LSB) per pupil – all pupils	1 <sup>st</sup>	1 <sup>st</sup>	1 <sup>st</sup>
Total SEN cost per pupil in the LEA	1 <sup>st</sup>	2 <sup>nd</sup>	2 <sup>nd</sup>
Placement of pupils with new statements:			
In mainstream	11 <sup>th</sup>	11 <sup>th</sup>	11 <sup>th</sup>
In maintained special	4 <sup>th</sup>	3 <sup>rd</sup>	1 <sup>st</sup>
In independent	4 <sup>th</sup>	4 <sup>th</sup>	7 <sup>th</sup>

Attendance: Provisional data for 2002/2003 school year (for DfES purposes the school year ends on 31.5.2003) shows an improvement of 0.3% in primary schools (now equal to the National average) and an improvement of 1% in secondary schools (now just lower than the National average).

Full time provision for pupils permanently excluded pupils (BVPI 159) has improved but arrangements will under be under increased pressure if the recent upturn in permanent exclusions continues or increases.

## **Youth Development Service/ConneXions**

New management structure and ConneXions contract management in place.  
Progress towards national targets.  
Youth Strategy (BV review recommendation) consultation commenced.

## **EYDCP – General Sure Start Grant**

Targets are being met except there are difficulties in redressing the balance in access to childcare between disadvantaged (relatively poor access) and other areas of the County.

## **Assessment of Relative/Comparative Performance by the end of 2003/04:**

### **SEN and Access to Education**

Mainstream statement Band 'drift': At the end of Sept.-03 there were +6 Band A, -14 Band B and no change to Band C compared to Jan.-03. The predicted overspend in this area has thus not changed (ie the rate of increase has been halted).

Fee paying special schools: Fee increases averaging ~10% continue to cause considerable concern (inflation allowance in 2003/4 is 3.08%); Chailey Heritage has agreed to delay its fee increase of 17.5% until Jan.-04 but this and other as yet unknown hikes in fees increase the urgency of reducing reliance on fee paying special schools (although this does not impact directly on the LEA Block).

Attendance: The continuing emphasis on changing attitudes to holidays in term time (and recording them as unauthorised) accurately recording school absence will in all probability result in the short / medium term in unauthorised attendance not decreasing whilst the overall trend in absence is downward.

Exclusions: Some secondary schools report that in order to 'balance their books' this year they have chosen to reduce in school SEN and/or behaviour support (such as through Learning support Units); early indications in the autumn term suggest an upturn in permanent exclusions. A significant increase in permanent exclusions and demand for alternative provision (PRUs) will have significant financial and human resource implications in future years.

## **Youth Development Service/ConneXions**

Youth Strategy agreed. Targets in the published Annual Business Plan met.  
Key comparators:

Youth Service as % of Ed. Spend	97 out of 144 (0.97%)
% 11-25s reached	8 out of 138 (34.43%)
% 13-19s reached	6 out of 144 (51.74%)
% on grant aid to voluntary sector	102 out of 149 (1.81%)

## **Key Improvement Aims and Actions over the Medium Term:**

### **SEN and Access to Education**

The SEN/Inclusion Strategy 2003-2007 sets out a range of measures including:

- Refocusing / restructuring of behaviour support services and specialist provision.
- Development of protocols on excluded pupils with secondary schools.
- Phase 2 of the Attendance Strategy (linked to Best Value Review and DfES intervention team).
- IRT

## **Youth Development Service/ConneXions**

The Government has set out (in “Resourcing Excellent Youth Services”: Dec 2002) the minimum standards an authority must meet by 2005 in order to retain responsibility for the Youth Service. Failure to do so may impact on any assessment of the overall performance of the County Council.

### **EYDCP – General Sure Start Grant**

Development of Children’s Centres using two year grant. This is problematic in several respects:

- Meeting the increased childcare targets
- Sustainability
- Producing the expected “rural reach” with very little grant monies.

### **Key Risks to delivery of policy steers in short term**

#### **SEN and Access to Education**

Fee increases in independent and non-maintained special schools.

Disinvestment by schools in SEN and behaviour support leading to upward pressure for statements, statement Band drift and special school placements.

Availability, perhaps exacerbated by disinvestment by the Health Services in therapies and other services leading to increased pressure for agency placements. Availability of family support.

Difficulties in recruiting suitably expert and experienced staff to specialist provision at New Horizons and Cuckmere House.

Loss of SEN and Inclusion related Standards Fund (specifically categories 202 and 210, it is also not known whether, for example, the Standards Fund for DAAT will be subsumed in 210 and thus reduce funding available for other purposes).

Parents are increasingly (nationally) initiating litigation both in respect of SEN and exclusions.

#### **Youth Development Service/ConneXions**

ConneXions contract under funded – the contract for 2004/05 has yet to be negotiated.

The Youth and Community Sub-Block of FSS is generated in relation to the number of 13-19 year olds but covers a wide range of expenditure, including that on ‘Adult and Community Learning’. The ‘shortfall’ in Youth Service expenditure in relation to the £100 per 13-19 year olds is thus very wide indeed.

The ‘Transforming Youth Work’ grant was cut mid-year and with existing commitments it has been impossible, for example, to employ the consultant to help in the development of the Youth Strategy – this is creating severe difficulties in meeting the original timetable.

### **EYDCP – General Sure Start Grant**

There are no policy steers in this area but there are significant challenges that are on the horizon as the specific Sure Start Projects funding ceases progressively over the next 6 years. Out of school hours learning grant ceases (grants are given to providers for one year after which they should be self-financing, but new starts are likely to decrease).

## **Finance**

### ***a) Plans for internal reinvestment within Portfolio (net nil effect)***

	<b><u>04/05</u></b> <b><u>£000</u></b>	<b><u>05/06</u></b> <b><u>£000</u></b>	<b><u>06/07</u></b> <b><u>£000</u></b>
<b>Savings</b> From SEN Strategy – see below	137.4	137.4	137.4

<b>Reinvestment</b> List below	137.4	137.4	137.4
Total	137.4	137.4	137.4

**b) Efficiency Savings – list actions to achieve efficiency and low impact savings**

	<u>04/05</u> <u>£000</u>	<u>05/06</u> <u>£000</u>	<u>06/07</u> <u>£000</u>
Special Education: Teaching Support Services – 2fte front line staff (impact analysis – see below)	70	0 (70 in total from 04/05)	0
Special Education: Early Years (SEN) including provision for statements (see below for impact analysis)	20	20 (40 in total)	0
Playlink – savings of £200k, with implementation from 1.9.03.	200	200 (400 in total)	0
Youth Development Service/Connexions (see below for impact analysis)	200	0 (200 in total)	0
Total	490	220 (710 in total)	0 (710 in total)

**c) Other Savings –**

	<u>04/05</u> <u>£000</u>	<u>05/06</u> <u>£000</u>	<u>06/07</u> <u>£000</u>
Special Education: Psychology and Learning Branch – earnings	20	0 (20 in total)	0
EYDCP: Earnings	20	0 (20 in total)	0
Total	40	0 (40 in total)	0 (40 in total)
These will form part of the proposed savings target on central teams identified in the Budget Issues paper.			

**Social Inclusion (former PRG grant): £921k**

This replaced the Standards Fund grant to secondary schools that ceased on 1 April 2003 and was aimed at 'improving behaviour and attendance'. In the 2003/04 budget the County Council decided to 'replace' PRG with core funding (capped at the 2002/03 level). Consultation is taking place with secondary headteachers with the aim of increasing the effectiveness of this investment and thereby reducing the time pupils are out of school as a consequence, for example, of permanent exclusion. No savings are proposed in this area.

**SEN Strategy: £138k**

A number of permanent virements have been made from this budget in 2003/04, to make good core areas of work previously funded from Standards Fund 201 (which ceased from 1 April 2003). These include:

Local SEN mediation (a requirement under the SEN CoP)	£41,800
PRU primary full-time provision (West)	£48,600
Management of BSS (West) – half of the previously SF post	£25,000
Contribution to ACPC	<u>£22,000</u>
Total	<u>£137,400</u>

No savings are proposed in this area.

**SEN and Access to Education**

**Psychology and Learning Team (under the Principal Educational Psychologist): £2,338k**  
**Access to Education Branch: £2,271k**  
**SEN Casework and Placement Branch: £6,095k**

Of this expenditure £2,356k falls within the LEA Block:

Educational Psychologists	£832k
Teaching Support Services	£350k
SEN Casework and Placement Branch	£421k
Apportionment of central education department overheads	£214k
Playlink	£539k

The expenditure on those services that lie within the 'LEA Block' relates to statutory functions (predominantly statutory SEN assessment and statement review). It is an area where the LEA performs well at present and scored at the highest level in the recent CPA.

The proposed saving of £70k in the Teaching Support Services area would be achieved through a readjustment of work priorities both within the LEA and Central School Blocks (but accounted for by redefining some activities previously described as 'statutory' as 'non-statutory'). It is assumed that the rate of new statements will not increase and therefore that the cost of statutory work will not increase (not an entirely safe assumption for the reasons set out in previous sections). The rate is very unlikely to actually decrease in the period covered – see SEN Audit report for background information.) A detailed analysis would need to be carried out on how this could be achieved in practice; but £70k represents 2 fte front line staff; the actual impact on the service would be twofold:

- A significant reduction in the support available to schools in respect of individual pupils with attendant dangers that more statements might be requested/issued and more mainstream placements fail.
- A reduction in school standards work which is currently undertaken jointly with SIS/CfBT with the attendant danger that with less support available standards would fall, more schools would be found to have 'severe weaknesses' or be placed in 'special measures'.

Centrally held Schools Block: The majority of expenditure on these three branches falls outside the LEA Block. However, it is recognised that some reduction in expenditure in the 'central' part of the Schools Block may be required in order to satisfy 'passporting' and other requirements. A number of strategies are currently being implemented and formulated:

- Restructuring the Learning Support Service to address the growing demand for support for pupils with autism (rather than dyslexia) – the number of pupils with autism of sufficient severity to warrant a statement will begin to double in secondary schools year-on-year from September 2005. This restructuring will not produce significant savings, but is being designed to reduce recourse at secondary level to expensive fee-paying schools and maintained special schools.
- The biggest growth area in fee-paying special schools over the past few years has been in the 16+ sector. A specialist officer has been appointed to work with the LSC and our own schools to ensure that only those pupils who actually receive 'out-of-sector' placements receive such provision (a major difficulty here is the attitude to out-of-sector placements exhibited by a number of carers advisers).
- The closure of St Anne's which will begin to release funding over the next five years (though not from the centrally held Schools Block), some of which will be required to finance the expansion of Grove Park Special School, Crowborough.
- Consultation on revised funding arrangements for statements in mainstream schools has resulted in a 'mixed' response; enthusiasm for clusters of schools to take more control over statement funding, but no enthusiasm for taking on the 'accountability' or management functions associated with such arrangements. The SEN/Inclusion Consultation Group (headteachers, staff and governors) has thus proposed that differentiation of Band A (i.e. zero, 'half' and fully funded Band A levels) might be more realistic and help cap increased expenditure in this area.
- The Ofsted inspection of the LEA identified improved monitoring of schools' use of SEN funding as a key action. It is estimated that to provide sufficient scrutiny across all

schools would require three monitoring officers (this is similar to other LEAs). One monitoring officer is to be employed – key objectives will be to reduce unnecessary referrals for formal assessment and ‘cap’ or reverse ‘Band creep’. The cost of £50k has been identified elsewhere as a pressure.

A further ‘saving’ of £20k might be achieved by increasing the current earnings target of PAL. This will need to be carefully planned if it is not to impinge on the earnings targets of SIS/CfBT.

The proportion of pupils under statutory school with statements is high in East Sussex. The authority is in advance of many LEAs in terms of advice, guidance and support to early years providers (in respect of SEN) and has a relatively very high proportion of PVIs. Both factors may contribute to the high proportion of statements for children under 5. Work is already underway to redirect resources away from formal assessment toward preventative work. The initial savings target in 2004/05 has been set at £20k, but with an increasing number of 3 year olds taking up places in early years settings this is a very challenging target.

### **Playlink:**

Funding for Playlink passed to the Education Department from Social Services in 2002. Since that time there has been a focus on ‘Early Learning Goals’ and systematic evaluation of outcomes. [For example, under ‘Communication, Language and Literacy’ criteria those assessed as ‘mastering and maintaining’ increased as follows over a year:

CCL3: Respond to simple instructions	8% → 81%
CCL6: Use of vocabulary	8% → 73%
CCL15: Engage in activities requiring hand-eye co-ordination	5% → 71% ]

There are five Playlink schemes (Priory, Hollington, Willingdon Trees, Shinewater, and Robsack). These are linked to a number of other schemes (e.g. Sure Start) and have been part of wider developments (e.g. SRB at Hollington, without which a quarter of the New Horizons development could not have taken place).

Reduction in funding to Playlink would:

- impact on standards in primary schools serving the most deprived areas of East Sussex (in 2002/3 400 children received the Home Visiting Service);
- create enormous difficulties for our partners at a time when the LEA has been given lead responsibility for the new General Sure Start Grant (from 1 April 2004).

From a ‘standing start’ it will be extremely difficult to make a saving of £200k in 2004/5 (in addition, the cost of redundancies will need to be covered, the extent of which will only become evident after detailed analysis and planning).

### **Standards Fund:**

It is, at the time of writing, unclear what Charles Clarke’s undertaking not to cut Standards Fund from 1 April 2004 will actually mean in practice. There are a number of schemes within categories 201 and 210 which are important or are ‘required’ (eg Parent Partnership Scheme that is described within the SEN CoP and is enshrined in LEA Ofsted inspection JRS); to discontinue these functions would impact negatively on school standards and external assessment ratings. These include (figures are for SF and CC contribution combined):

SIS/CfBT SEN/Inclusion Support Team:	£120k
Parent Partnership	£ 77.5k (existing shortfall of £42.5k)
Speech and language therapy	£ 72k
LAC Team	£ 95k
LAC bursary scheme	£ 20k
Teenage Pregnancy Support Team	£ 57k
Ethnic Minority Pupil Services	£216k



**Access to Education - Behaviour Support Service (West):**

All of this expenditure (2,271k) lies within the Schools Block. The intention is to consult formally on delegated PRU and limited Behaviour Support functions (in relation to individual pupils) to Cuckmere House. This would result in £544k moving from the centrally held Schools Block to the Schools Block. There are, however, some shortfalls in provision in the western area in respect of the requirement to make full-time provision for permanently excluded pupils that are currently covered from the SEN Strategy budget line (see above) amounting to £91k. No savings are proposed in this area.

**Education Welfare Service:**

Attendance is a key priority (and LPSA target); the Education Welfare Service is comparatively small. No savings are proposed in this area.

**Home Tuition:**

In parallel to the requirement to make full-time provision for pupils who have been permanently excluded, there is a similar expectation for pupils unable to attend school for medical and other reasons (e.g. those assessed by health colleagues as unfit to attend due to ME, school phobia, mental health problems, etc). £100k has been set aside from Standards Fund 210 to cover the anticipated upturn in expenditure. To increase the efficiency of fulfilling this responsibility a professional management post has been created not only to ensure that schools fulfil their increased responsibilities but also to develop arrangements that will allow several pupils to be grouped, develop remote learning, etc; in doing so emphasis will be placed on returning pupils to school as soon as is appropriate (the experience in some LEAs, e.g. West Sussex, is that the creation of medical type PRUs has resulted in a large increase in demand with many pupils not returning to school).

**N.B.** A separate exercise is being undertaken regarding SEN Schools Block funding.

**Youth Development Service/ConneXions: £2,188k:**

Of this funding £610,300 is 'Recharge' and therefore out of the direct control of the Budget Manager; it is assumed that 5% savings will be made on this funding and that £200k savings from the remainder (notwithstanding the high proportion of the budget that is 'recharge') would come from the funding devolved to the Community Colleges (on average £20k per Community College).

**YDS:** £200,000 in 2004/05; An average reduction of £20k per College will inevitably curtail the College's ability to deliver as full a service as they would like. No reduction in the unattached services (including drop-in centres etc) as they comprise a key component of the department's support to both Community Safety and CDRP strategies. The impact of this reduction is set out in previous sections.

**YDS:** Grants to the Voluntary Sector amount to £20k (this includes support from the East Sussex Council for Voluntary Youth Services and grants to umbrella organisations and uniformed groups); this could be ceased but our comparative spend is very low.

**Early Years and Development Childcare Partnership: £7,129k:**

This funding lies outside the LEA Block and is to a great extent ring-fenced. The underspend in 3 year old provision (taking into account the Government's expectation that 'universal' provision equals a maximum of 85% take up) is unlikely to occur in 2004/05 and thereafter.

Whilst 'savings' may only be made if the 85% 3 year old 'reach' is not realised there is potential for a contribution to the overall LEA Block through earnings from the 'Area SENCO' team; this has been set at £20k (this will need to be carefully managed if it is not to impact on SIS/CfBT earnings and targets).