

Report to: **Children's Services Scrutiny Committee**

Date: **9 September 2008**

By: **Director of Law & Personnel**

Title of report: **Reconciling Policy and Resources (RPR)**

Purpose of report: **To enable the committee to consider and comment on the detailed planning for 2009/10 and beyond as outlined in the State of the County report;**

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## **RECOMMENDATIONS**

**The Committee is recommended to:**

- 1. consider any comments it wishes to make to Lead Members on the relevant policy steers and their contribution to the objectives of the whole Council (the County Council Promise) in light of the national and local policy context and performance stories, prior to their consideration by County Council;**
- 2. establish a scrutiny board which is empowered to act on behalf of the committee to provide input into the RPR process this year, and in particular to consider the proposed portfolio plan; and**
- 3. agree a date in December for this scrutiny board to meet**

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## **1. Background**

1.1 The State of the County 2008 report was presented to Cabinet on 29 July 2008. The report outlines the national and local context within which the reconciling policy and resources (RPR) process will take place for 2009/10 and beyond. In particular it focuses on:

- National and local policy context and Policy Steers (attached at appendix 1 - only those policy steers specific to ASC are included)
- Performance stories (those specific to ASC are attached at appendix 2)
- National and local financial position (attached at appendix 3)
- Identified strategic risks (those specific to ASC are attached at appendix 4)

## **2. Scrutiny's role in Reconciling Policy and Resources process**

2.1 Scrutiny's engagement in the RPR process is important as scrutiny members can bring the experience to bear that they have gained through their work during the year. It is also an opportunity for the scrutiny committees to use the information provided to inform their future work programmes.

2.2 The committee is asked to consider and comment on the detailed planning for 2009/10 and beyond as contained within the following appendices:

1. National and local policy context and policy steers  
The policy steers provide the structure within which business and financial planning is developed. The national and local policy context provides an overview of the main issues which will affect the County Council in the coming year.
2. Performance stories  
The performance stories set out what we are trying to achieve against each policy steer, progress to date and plans for the future.
3. National and local financial position  
An overview of the national financial position and an updated summary of the Council's financial position for the next three years.

### **3. Future improvements to the RPR process**

- 3.1 Following each RPR round, feedback is provided by the each scrutiny committee to help improve the scrutiny input into the RPR process for the following year. As a result of feedback from the 2008/09 RPR round, a number of suggestions are to be incorporated into RPR process this year. These apply to the later draft portfolio and budget plans (presented to scrutiny in November/December):
  - Where a proposed saving is identified, the saving should also be provided as a percentage of an appropriate budget to provide a clearer perspective on the scale of proposed changes.
  - Greater detail about pressures and proposed savings impacts (where sufficiently developed) will enable members to gain a better understanding of proposals being put forward.
  - The terms 'high', 'medium' and 'low' used to describe the general impact of savings should be used to describe the impact upon customers.

**Andrew Ogden**  
**Director of Law & Personnel**

Contact Officer: Gillian Mauger, Scrutiny Lead Officer (01273 481796)

Background Documents: None

Local members: All

The attached are extracts from the Reconciling Policy and Resources – State of the County 2008 report which was considered by Cabinet on 29 July 2008.

Where reports contained information on all departments (ie policy steers, performance stories and the Strategic Risk Log), only the sections relevant to this scrutiny committee have been included



## National and Local Policy Context

### 1. Introduction

1.1 A draft legislative programme for the next Parliamentary session has been published for consultation. In introducing the draft programme, the Prime Minister has highlighted economic stability and personalisation of public services as priorities for Government action. The Prime Minister said the programme is aimed at making Britain "a fairer, more prosperous society". The draft programme includes a number of Bills on the economy, education, health and community empowerment to be presented in November's Queen's Speech. More information on the proposals for local government are set out in the paragraphs below, but the thread that runs through them is that there should be more individualised public services and more public engagement in the decision making process.

### 2. Economic Downturn

2.1 The developing economic downturn will have implications for the County Council in the coming year. This will be both in terms of our own activities; the effects of inflation on service provision and possible wage inflation for example; on the economy of the County and the prosperity of local people and businesses.

### 3. The Local Government and Public Involvement in Health Act

3.1 The Local Government and Public Involvement in Health Act received Royal Assent in October 2007. The Act seeks to introduce a range of devolutionary and deregulatory measures to ensure a local government system in England that:

- gives local people more influence over the services and decisions that affect their communities through the introduction of a new duty for local authorities to involve local people in local services and policies;
- provides effective and accountable strategic leadership – all councils will now have to adopt either a directly elected mayor with a four year term or an indirectly elected leader with a four year term. These arrangements come into effect for the County Council from April 2009;
- operates in a performance framework – for local authorities working alone or in partnership – which supports citizen empowerment and secures better outcomes for all (see paragraph 5 on the Comprehensive Area Assessment (CAA) below; and
- leads local partnerships to provide better services for citizens (see paragraph 6 on the Local Area Agreement (LAA) below).

### 4. Sustainable Communities Act

4.1 The Sustainable Communities Act provides a statutory framework for councils and community organisations to put forward proposals for decentralisation and reconfiguration of public services, and changes to the pattern of public spending, which would contribute to sustainability. The main provisions of the Sustainable Communities Act are:

- The Secretary of State should publish local spending reports, statements showing the scope of public spending by all bodies exercising public functions in the area;
- Local proposals from councils can be put forward to the Secretary of State, which will improve the economic, social and environmental well-being of the area, including the participation in civic and political activity. This can include proposals to transfer functions from one organisation to another;
- Councils should develop proposals through wider community consultation, using some kind of panel of local people;
- In developing proposals, councils should have regard to a range of sustainability issues such as local production of goods, local food, transport, energy use, and others;
- The local proposals should be considered and short-listed by a 'selector' representing the interests of local government (the Local Government Association (LGA)), before being put to the Secretary of State for a response;
- The Secretary of State should publish an action plan in response to this, and should report annually to parliament on progress made as a result of this Act.

4.2 The LGA is expecting the first invitation for proposals under the Act to be launched by the Secretary of State on 14 October 2008, at a conference to be held at Local Government House. We do not yet know how long a time period will then be given for proposals to be put forward. It has been suggested that six months to a year would be a suitable period. Proposals can then be developed by councils in consultation with their wider community for submission to the selector. These will then be shortlisted and negotiated with the Secretary of State. If a council chooses to respond to the invitation, it should, as a minimum, establish a panel representing the wider community to consult, and could choose to run a much more extensive programme of publicity and participation.

4.3 The local spending reports are not required by the Act until April 2009. If the Act is to be effective this information needs to be available at the time of the Secretary of State's invitation. The LGA is therefore seeking to have publication brought forward.

## **5. Empowerment White Paper**

5.1 The White Paper has been published. It contains little that is new, and many of the ideas in it are based on existing good practice in local authorities.

5.2 Key proposals are:

- a new duty for local authorities to Promote Democracy and to encourage voting through, for example giving "I've voted" badges
- support for volunteering through the creation of a Communitybuilders (previously Community Anchors) fund and a match funded Grassroots grant to assist the voluntary and community sector.
- Improved access to information through looking at best practice about how information is disseminated to the public at local and neighbourhood level and "Policing Pledge" through which Neighbourhood Policing Teams will be held to account for achieving neighbourhood objectives.
- Greater influence through a new duty for councils to respond to petitions, including requirements for a full Council debate where 5% of residents have signed a petition

and a response to made to petitions outside Council's direct sphere of influence eg GP opening hours.

- Greater challenge through greater visibility of public sector officers, including the right to petition to require senior officers to attend public hearings; greater powers for scrutiny committees to require information from partners on a broader range of issues; and consultation will be opened on proposals for establishing an elected mayor and also to look at lowering the percentage of residents required to trigger a referendum on having an elected mayor from 5% to 2, 3 or 4%. The amount of time allowed between referenda in the event of an unsuccessful bid will fall from 10 years to 4 years.
- Greater redress- the CLG is conducting a review of issues of redress which will be published at the beginning of 2009 and will consider if and when financial compensation for residents might be relevant.
- Encouragement to people to stand for office including a relaxation of the restrictions on officers, except those most senior, from standing for office; encouragement of ward budgets; and modernisation of business practices to include remote attendance
- The creation of a new Asset Transfers Unit in the CLG to disseminate best practice and offer advice on the transfer of assets to community groups and the third sector.

## **6 Comprehensive Area Assessment**

6.1 The CAA replaces the Comprehensive Performance Assessment (CPA) with effect from April 2009. It is an attempt to provide:

- people with a snapshot of life in their area each year;
- a catalyst for improvement in the quality of life and local services;
- an assessment of the value for money provided by local services
- a mechanism for co-ordinating and rationalising inspection.

6.2 The key components of the CAA will be the National Indicator Set (NIS) and organisational assessment of the public sector bodies in the area (councils, Primary Care Trusts (PCTs), police forces and fire and rescue authorities). These inputs will lead to a risk assessment of the area made by all the inspectorates which will be used to decide whether and what further inspection or other intervention and support is required in an area. The CAA model is still under development and a further consultation paper is expected in July.

## **7 Local Area Agreement (LAA)**

7.1 A LAA is a three year contract negotiated between Central Government and local government setting out the priorities for a local area and how these will be tackled in partnership. The LAA also provides a way of strengthening partnerships and partnership working, pooling budgets and streamlining performance management systems. All local authorities were required by Government to establish a new LAA by June 2008.

7.2 The new LAA for East Sussex runs from 1 April 2008 to 31 March 2011 and comprises 33 improvement targets drawn from the NIS of 198 indicators. It also includes 16 statutory education and early years' targets. The Government Office for the South East

was keen that National Indicator 169 (non-principal classified roads where maintenance should be considered) should be included in the LAA. This was not agreed by the County Council, but an undertaking was given to consider future funding for highways maintenance as part of this year's Reconciling Policy and Resources process.

7.3 The national targets in the new LAA reflect local priorities identified in the integrated Sustainable Community Strategy for East Sussex. All targets will be delivered through partnership. All County Council contributions are determined through the Reconciling Policy and Resources (RP&R) process.

7.4 The LAA will be refreshed in January 2009. The refresh has traditionally enabled partners to renegotiate targets based on updated data or performance to date. It is not yet clear whether the new LAA refresh will be used in a similar way and to firm up baseline data and targets missing from the new LAA submission, or whether Government will use it to introduce new indicators and/or stretch targets.

7.5 In addition to the LAA, targets reflecting local priorities will be contained within the Sustainable Community Strategy action plan, currently in development. The performance overview of Community Services provides more detail on how the new LAA was developed.

## **8. A Framework for Fairness: Proposals for a single Equality Bill**

8.1 The Government has been carrying out a review of current equalities legislation to consider "the opportunities for creating a clearer and more streamlined equality legislation framework which produces better outcomes for those who experience disadvantage while reflecting better regulation principles." Following lengthy consultation, the Government has announced that a single Equality Bill will be included in the Queen's Speech. The Bill will:

- introduce a single equality duty, which will require public bodies to consider the diverse needs and requirements of their workforce, and the communities they serve, when developing employment policies and planning services;
- make public bodies "more transparent";
- enable employment tribunals to do more to tackle unlawful discrimination by making recommendations to employers on their working practices which will benefit their wider workforce;
- extend existing positive action measures to allow:
  - employers to make their organisation or business more representative and reflective of the people they serve; and,
  - public bodies to deliver services in a more effective way to disadvantaged groups which may otherwise miss out; and,
  - political parties to use all women election shortlists until 2030;
- making the law more accessible and easier to understand, by bringing together nine major pieces of legislation and around 100 other laws in a single Bill.

8.2 The work that the County Council has been doing to strengthen its approach to equality and diversity is set out in the performance issues report on the Strategic Leadership portfolio.



## **9. Sub-national review (SNR)**

9.1 The Government is holding a consultation exercise on the implementation of the recommendations of the Review of sub-national economic development and regeneration. The Review proposed a streamlining of regional plan-making, with Regional Development Agencies (RDAs) given executive responsibility for drawing up a single regional strategy and agreeing it with local councils in the region. A new role for councils in economic development was proposed, including a statutory duty to prepare an economic assessment.

9.2 The Council has responded to the consultation expressing its disappointment with the results of the review. Its response concurs with the views expressed by the South East England Regional Assembly (SEERA), that the proposal to place regional planning in the hands of an unelected quango is unacceptable and that locally-elected Members should have accountability for such decisions.

9.3 At the time of the publication of the SNR it was said that it would offer a new and powerful role for local authorities in shaping and delivering economic development and regeneration in their areas. The reality, as expressed in the consultation document, falls far short of that. The consultation document says that the RDAs will continue to be “business led”, with no mention of any seats for representatives of local government on the RDA boards. The duty to prepare a “local economic assessment” could be a useful step forward, but the consultation document only says that they will “inform” the integrated Regional Strategies. There should be a role for locally elected leaders to agree the regional plans for the area, in line with their responsibility for place shaping.

9.4 The consultation document refers to delegation of RDA funding as and when local authorities are deemed to have the capability and capacity to manage it. Local authorities in the South East are pressing for *devolvement* of RDA funding direct to local authorities rather than delegation. This was the very clear inference in the July 2007 consultation and page 20 of the current consultation which states that, “A key principle of the SNR is to ensure that decisions are made at the right spatial level, by devolving powers and responsibilities in line with economic outcomes.” Unless there has been an adverse assessment by the Audit Commission through the existing CPA and future CAA process, (i.e. that an authority or area is weak), then the presumption must be to accept that localities do have both the capacity and capability and devolution of funding should take place. Legislation is expected in the next parliamentary session, beginning November 2008 and the Council will continue to press for more democratically accountable arrangements to be introduced into regional planning and economic development functions.

## **10. Shared Services**

10.1 Regional arrangements for supporting local government in delivering the national efficiency and capacity building/improvements programme have been combined as part of the arrangements for delivering CSR07. The South East Centre of Excellence (SECE) and the South East Improvement Partnership have been combined and are now known as Improvement and Efficiency South East (IESE). IESE is hosted by Kent County Council.

10.2 Funding of £26,604,028 will be available to local authorities through IESE in the South East for the period 2008/09 to 2010/11. East Sussex authorities are part of a sub-regional partnership, Chaired by Councillor Maynard, covering East and West Sussex and Brighton & Hove (B&HCC). In the first year of the three year period East Sussex led projects will concentrate on joint work across all authorities in the County on consultation and community profiling; procurement; and legal services. In addition to the funding which has been allocated to sub-regional partnerships, IESE has identified a number of regional themes and the County Council will also be trying to benefit from those streams to support efficiency and capacity building work.

10.3 Work supported by IESE is only part of the joint work that is being carried out by the County Council. There are already many examples of successful joint working in East Sussex, for example, the joint waste plan with B&HCC, joint commissioning for adults and children with Health and community help points and kiosks with district and borough council. An East Sussex definition and principles of shared services has been agreed and initial discussions are taking place between neighbouring county councils and B&HCC to discuss additional opportunities for joint working.

## **11. “Putting People First” Concordat**

11.1 Released in December 2008, “Putting People First” is a government policy initiative to transform Adult Social Care based on a shared vision and commitment from central and local government, regulators and national provider organisations.

11.2 Although fully consistent with the agenda for promoting independence and providing more personalised care set out in “Our Health, Our Care, Our Say”, major change is required in service provision and this will impact on every aspect of the Adult Social Care department’s work and its partnerships. A National Indicator Set (NIS) reflects these expectations and Government has made a grant available to local authorities for the specific purpose of delivering Putting People First. East Sussex will receive £5.4 million over three years from 2008/09.

11.3 A programme of engaging stakeholders in this initiative is underway and this will continue. The important areas of change will encompass better information on how to stay healthy and well and on what’s available to help, more use of simple services to reduce the need for complex ones and increased use of flexible arrangements to provide service users and carers with funds to arrange their own care (called Direct Payments and Individual Budgets).

## **12. Green Paper on the future funding of Adult Social Care**

12.1 On Monday 12 May, the Prime Minister, Gordon Brown, and Health Secretary, Alan Johnson, launched a public debate about the future of the care and support system for England. The debate will run from May until November. The debate builds on the current transformation programme set out in “Putting People First” and is focused on developing long term solutions for care and support that deliver what people want well into the future – it aims to find an affordable, fair and sustainable way of delivering and funding a first class care and support system for the 21st Century.

12.2 A consultation is currently being carried out, the findings of which will be used to inform the development of reform options for a Green Paper in 2009.

### **13 New Children's Plan**

13.1 The cross Government 10 year national plan, "The Children's Plan: Building Brighter Futures" published in December 2007 is a broad and ambitious plan to make this country the best place in the world to grow up. Covering a very wide range of policy areas from promoting play and reducing the impact on children of the commercial world, to personalisation in education and tackling risky behaviour by young people, it sets out a new leadership role for Children's Trusts and a new role for schools as the centre of their communities. Strengthening the engagement of, and support for, families is a key theme, along with the integration of services and a broad perspective on the well being of children and young people.

### **14 "Raising expectations: Enabling the system to deliver" - the White Paper**

14.1 "Raising expectations: Enabling the system to deliver" is a joint white paper from the Department for Children Schools and Families (DCSF) and the Department for Innovation Universities and Skills (DIUS) that creates a demand led system serving learners and employers. It aims to make faster progress towards the ambition to achieve a world class skills base by 2020. The main emphasis is on the transfer of planning, provision and funding of education, training and skills development for 16-19-year-olds from the Learning and Skills Council to local authorities.

14.2 The White paper has two main strands:

- Part 1 deals with the new 16-19 arrangements and ensures that local authorities will have the necessary funding and commissioning powers to deliver effectively new 14-19 entitlements and raise the participation age for all young people to the age of 17 by 2013 and 18 by 2015.
- Part 2 deals with post-19 learning and skills and supports the creation of a demand-led system and the integration of employment and skills.

### **15 Pitt Review**

15.1 During August 2007, Sir Michael Pitt was asked by ministers to carry out a review of the flood-related emergencies which occurred during the summer of 2007. The final report was published on 25 June 2008. There are 92 recommendations in the report, including a number which will have implications for the County Council. It is proposed, for example, that Local Resilience Forums should be responsible for identifying high risk flood areas; that all upper tier local authorities should establish Oversight and Scrutiny Committees to review work by public sector bodies and essential service providers in order to manage flood risk; that local authorities should revisit their reserves and insurance arrangements in light of last summer's floods; and that Council Leaders and Chief Executives should play a prominent role in public reassurance and advice during a flooding emergency. In response to the Pitt report, the Environment Secretary announced that a prioritised action plan to improve flood protection will be published in the autumn. He

also announced that £5m would be spent on surface water management, £1m on making reservoirs safer and £250,000 on a nationwide flood response exercise.

## **16 Marine Bill**

16.1 The draft Marine Bill package was published on 3 April and was out to public consultation until 26 June. It covers a number of policy areas relevant to the County Council, including coastal access; a new Marine Management Organisation charged with delivering sustainable development in coastal areas; arrangements for marine planning; designation of Marine Conservation Zones to protect and enhance the nature conservation value of these areas; and the creation of Inshore Fisheries & Conservation Authorities to manage the sustainable exploitation of fisheries. Where these changes might result in additional financial commitments for local authorities, the Government appears to making arrangements to fund these.

## **17 Heritage Bill**

17.1 The draft Heritage Protection Bill 2008 was published by the Department for Culture, Media and Sport on 2<sup>nd</sup> April 2008. The draft Bill will go before the Select Committee this summer before formal debate in Parliament in the autumn, with the aim of becoming law in 2010. It proposes a wholesale revision of the existing law that protects the historic environment. The Bill covers a number of areas which will have implications for the County Council including: a unified register of Heritage Structures; Heritage Open Spaces; World Heritage Sites and Marine Heritage Assets; Heritage Asset Consent (formerly Listed Building and Scheduled Monument Consent) to be obtained from the Local Planning Authority; Heritage Partnership Agreements (for complex sites) and a statutory duty for the Local Planning Authority (county council) to create a Historic Environment Record (HER) and keep it up to date. At present the County Council maintains the HER and provides archaeological advice for a fee to the districts and boroughs and to Brighton & Hove City Council. The Bill will potentially lead to additional financial commitments and the need for increased shared working between local authorities and with English Heritage.

## **18 Climate Change Bill**

18.1 The Climate Change Bill will be considered by the House of Commons this summer, with Royal Assent expected this year. The most important provision is that it will set a legally binding target for reducing UK carbon dioxide emission. At present the long term target is at least 60 per cent by 2050, compared to 1990 levels (though there has been little reduction since 1990, so effectively from current levels). The Government will publish five yearly carbon budgets as from 2008, looking ahead 15 years; and will create a Committee on Climate Change to advise the Government on the levels of carbon budgets to be set, the balance between domestic emissions reductions and the use of carbon credits, and whether the 2050 target should be increased. There are no duties for local government but the statutory target will give weight to the demands on the County Council by the Government to deliver our share of effort on National Indicator 185 – emissions from our own estate, and 186 – emissions in our area, the latter of which has been adopted in the LAA.

18.2 The County Council (and District, Borough and Parish Councils) will continue to have a duty under the Climate Change and Sustainable Energy Act 2006 to have regard to the actions suggested in the Energy Measures Report (subsequently produced in September 2007). We will need to work through these suggested actions in the development of our climate change strategy and other work.

## **19. Local Policy and Inspection Context**

19.1 The Council's policy priorities are set out in the Policy Steers (Annex 1 to this Appendix). Progress and issues on each of the steers is set out in the Performance Issues report at Appendix 3.

19.2 The latest Annual Audit and Inspection letter highlighted the following areas as key actions by the Council:

- remain focused on the improvement programme for Adult Social Care services;
- increase its efforts to persuade the waste collection authorities to agree a county-wide waste strategy. This strategy needs to ensure a coordinated approach that improves the currently low rate of recycling, maximises the re-use of materials, and minimises the transport and other costs of alternative methods of disposing of waste;
- reconsider how to deliver an improved transport infrastructure, including energising partners to look for innovative solutions to rural transport matters;
- to improve its approach to diversity by re-assessing whether it has set a clear and visible agenda for action across the Council and improving its understanding of the needs of its various communities, including the growing migrant communities, by thorough data gathering and analysis;
- to use the opportunity of developing the new community strategy to ensure that feedback mechanisms to those consulted are improved.

**POLICY STEERS 2008/09 onward**

**Pride of Place - The East Sussex County Council Promise**

We will be an efficient, customer focused, accountable authority working with partners and local communities to:

- Make a positive difference to local people's lives
- Create a prosperous and safe County
- Provide affordable, high quality services at lowest possible council tax

This vision for the whole authority is supported by policy steers for each portfolio:

***Children's Services (Cllrs. Glazier, Stroude and Elkin)***

**Overarching**

- Improve the way that we work with partners through the Children's Trust arrangements
- Shift the pattern of investment towards prevention and early intervention, including increasing the range of family support services.
- Improve access to services, especially in rural areas.

**Be Healthy**

- Promote good health for children and young people and reduce health inequalities
- Reduce teenage conception rates across the County

**Stay Safe**

- Protect children and young people from harm
- Reduce bullying and anti-social behaviour by and towards children and young people, wherever it occurs
- Improve support to children and young people on the edge of care, especially vulnerable teenagers

**Enjoy and Achieve**

- Develop integrated services for children under 5 and their families through a network of children's centres and increase take up and quality of early years education
- Continue to raise educational achievement and aspirations at all key stages for children of all abilities, and reduce the attainment gap for children and young people from vulnerable and disadvantaged backgrounds.

## **Economic Wellbeing**

- Increase the choices for vocational learning opportunities for children and young people aged 14-19 and reduce the number of young people who are not in education, employment or training.

## **Make a Positive Contribution**

- Provide positive activities for children and young people and increase opportunities for them to be involved in decisions that affect them.

**Performance Stories**



## Children's Services

**Lead Members: Cllr Glazier, Cllr Elkin  
& Cllr Stroude**

The overriding aim of children's services is to help children and young people aged 0-19, and their families, to improve their lives by providing them with effective, responsive and joined up services.

We work closely with partners and local communities to provide seamless, coherent support to children, young people and their families to help them maximise their skills for life, their enjoyment of learning and to ensure they are safe and healthy. One of our key priorities is to narrow the gap between outcomes for children and young people whose outcomes are much worse than those for the rest e.g. Children and Young People from deprived, vulnerable and disadvantaged backgrounds.

We want East Sussex to be a place where children and young people are celebrated and we are committed to enabling children and young people and their families to participate as fully as possible in decisions which affect them personally, as well as in helping us develop our services.

### **Overarching Policy steers**

- ❖ Improve the way that we work with partners through the Children's Trust arrangements
- ❖ Shift the pattern of investment towards prevention and early intervention, including increasing the range of family support services.
- ❖ Improve access to services, especially in rural areas.

### ***What are we trying to achieve?***

We are committed to developing a holistic, integrated approach to support for all children and young people and their families, focussed on prevention and early intervention. We want to see:

- A discernible difference in the pattern of investment in services, with more resources devoted to early identification and intervention.
- High quality universal services with a strong focus on prevention and close joint working
- The development of services influenced much more by the views of children and young people and their families.
- Services being provided in an integrated way on the basis of the strongest possible partnership with children, families and young people.
- Full implementation of the Children's Trust commissioning strategy.
- Full engagement within all aspects of Children's Trust arrangements by all statutory partners listed in the Children Act 2004, and by many other non-statutory partners including the voluntary sector.

## ***Where are we now?***

The Joint Area Review in 2007<sup>i</sup> found that “strong partnerships have focused effectively on the integration of services to secure many improving outcomes for vulnerable groups” and that a major strength was the existence of comprehensive preventative and early intervention strategies. East Sussex was graded as 4 (outstanding) in this area, higher than all other authorities in the South East, except Kent.

We are developing our universal services with a strong focus on prevention and close joint working, including children’s centres and extended schools which are enabling our services to reach out into communities and so improve access. 17,000 under 5s now have access to Children’s Centre services through a network of 28 Children’s Centres, meeting the Council Plan target<sup>ii</sup> a year early. Over 90% of secondary schools (against a target of 33%<sup>iii</sup>) and 48% of primary schools (against a target of 50%) are currently providing the core extended service offer.

A multi-agency participation strategy has been agreed by the Children’s Trust Executive Group and all partners signed up to increasing the participation of children and young people. Participation champions have been nominated in many service areas across the Children’s Trust and the Hear by Right (HbR) standards framework has enabled a baseline for participation activity to be set<sup>iv</sup>.

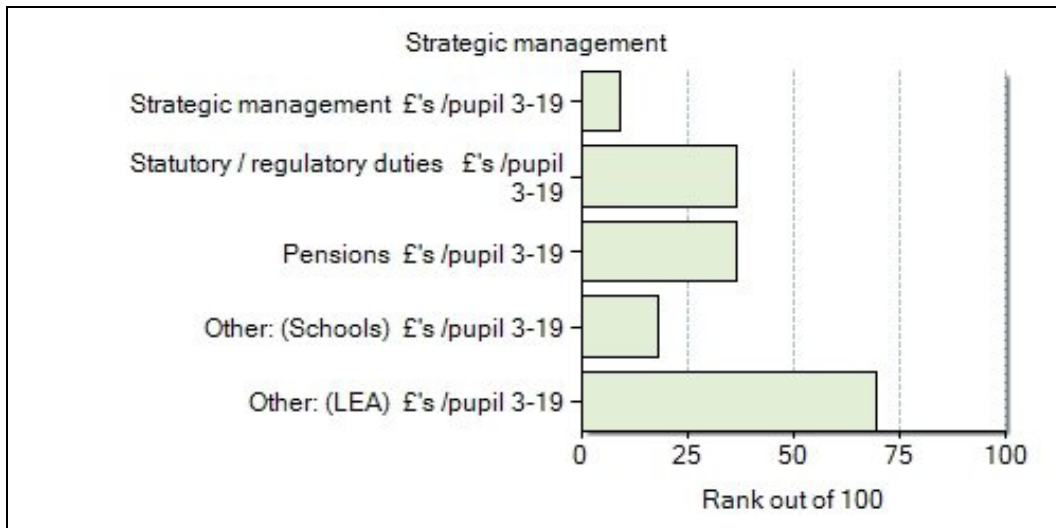
We are also providing more targeted integrated services, such as family support, youth support services and Connexions, together with highly specialised integrated services for those with the most complex needs, including the Youth Offending Team, respite services for disabled children, speech and language and other therapy services, substance misuse services and mental health services.

A common approach to sharing information about individual children, young people and families so as to improve the support they receive is being developed through groups such as the Multi-Agency Data Group and work on Contact Point (previously the Children Index).

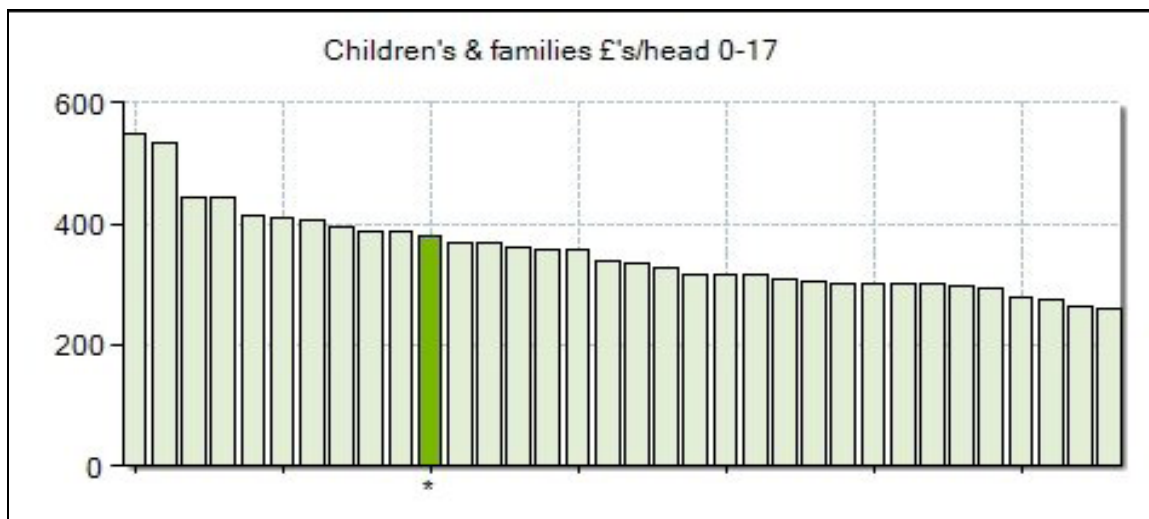
Implementation of the Common Assessment Framework (CAF) and Lead Professional role has been underway for a year. 1278 practitioners from a range of sectors have begun training and, so far, 940 of those have completed and are now ready to use the CAF materials and take on the Lead Professional role. This is being embedded across the Children’s Trust so that we can ensure, in as systematic a way as possible, that those who need help are given it, at the right time, and that the joint working which is required is organised and reviewed as efficiently as possible. As at 31 March 2008 there were approximately 300 live CAFs registered on Contact Point (the Children Index)<sup>v</sup>.

The Strategy for the Development of the Children’s Services Workforce, approved by the Children’s Trust Executive Group in March 2007, has ensured that agencies are working together to address the development needs of a single workforce across East Sussex. A joint workforce group meets regularly to oversee the implementation of the strategy and key priority areas addressed in 2007/08 include the development of common induction material, multi-agency training, training in the third sector and the development of a common dataset to inform workforce planning.

## Spend per pupil compared to other LEAs<sup>vi</sup>



ESCC spends £4,152 each year on each school pupil; of this only £54 per pupil is spent on central administration costs, which is 11% below the national average. The table above demonstrates our rank out of 100 compared to other LEAs on spending on various aspects of strategic management (100 being the highest spender).



(Spend compared to other County Councils<sup>vii</sup>)

The table above is a straight comparison of spend on Children and Families Services with other County Councils and places us in the mid-range of expenditure.

### ***How are we going to achieve our objectives?***

In addition to the core funding for children's services, the County Council has dedicated some new funding to drive improvement in Youth Services and Family Support Services. The Schools Forum has also agreed to provide funding for a range of parent and family support initiatives, to support whole system reform and co-leadership and to improve access to extended school activities in rural areas.

We will maximise engagement and participation by children, young people, parents and carers by continuing to develop the Participation Champions network and by implementing:

- the Children's Trust communications strategy, which includes supporting local partners in engaging and raising the aspirations of local communities; and
- Refreshing the Children's Trust Participation Strategy and extending it to encompass not only children and young people but parents, carers and the wider community.

We will continue to develop effective support for parents and carers by embedding the Family Support Strategy and by implementing other plans and programmes such as the Children's Centres and Extended Schools programmes and the Parent Support Adviser programme.

We will continue our development of an interconnected system of services and support, focused on prevention, by implementing the Children's Centres programme, the Children's Trust Commissioning Strategy, the Common Assessment Framework, the workforce development strategy and through initiatives such as the Trailblazer projects for integrated services for 0-11 year olds. We will also be working to migrate from the East Sussex Children Index to the national ContactPoint database for supporting joint working.

We will promote diversity, equality and community cohesion through the implementation of the Equalities Framework for Schools, undertaking Equality Impact assessments across the Children's Trust and through the Equality and Diversity Strategy. We will also further develop effective data analysis about services according to different equality categories, including ethnic origin; gender; disability; sexual orientation; religion; age; and indicators of deprivation.

### **Policy Steers relating to the every Child Matters category of 'Be Healthy'**

- ❖ Promote good health for children and young people and reduce health inequalities
- ❖ Reduce teenage conception rates across the County

#### ***What are we trying to achieve?***

We want children and young people to live free from the avoidable causes of poor health and unhappiness. Our key priorities are to:

- Promote good physical and mental health for children and young people enabling them to make healthy lifestyle choices and avoid risky behaviour, such as excessive alcohol consumption.
- Reduce the conception rates among young women under 18 years of age.

#### ***Where are we now?***

Teenage conception<sup>viii</sup> rates have been released by the DCSF Teenage Pregnancy Unit (TPU) and there has been a slight reduction in East Sussex figures for 2006, from 37.3 per 1000 to 37.2, but the nationally set target of 33 has not been reached by some margin. This rate places East Sussex at the bottom of our statistical neighbours and is above the average for south east counties of 32.9. Also, while East Sussex remains below the national average of 40.4, the national rate has fallen by 2% since 2005 compared to a drop of only 0.1% here. An overall reduction of 6.8% has been achieved from the 1998 baseline but we are not currently on a trajectory to meet the national 2010 target of a 50% reduction. Highest rates are in Eastbourne and Hastings and, whilst these have seen reductions in the 3-year rates since 1998 due to population changes, actual numbers have increased. Additionally, there have been increases in rates and actual numbers in Wealden and Rother.

The proportion of mothers initiating breastfeeding<sup>ix</sup> at birth fell by 1% in 2007 to 77%. This figure is below the target of 79.4% but is well ahead of the national average of 69%. The proportion of mothers breastfeeding beyond 6 weeks in East Sussex in 2007/08 was 52%, compared to 28% in 2006/7.

The prevalence of obesity<sup>x</sup> among pupils in reception year in East Sussex schools is below the national average of 9.0% at 8.2% and broadly in line with national for pupils in Year 6 at 15.3%. Local PCT figures suggest that obesity is more prevalent in the West of the County with 8.9% of 4 year olds deemed to be obese in East Sussex Downs and Weald compared with 7.1% in Hastings and Rother in 2007/8. 100% of schools are participating in Healthy Schools programme and 78% have already achieved the new National Healthy School Status – exceeding the national target of 60%.

Access to Child and Adolescent Mental Health Services<sup>xi</sup> (CAMHS) has been extended through additional Primary Mental Health Workers, a daily consultation helpline for professionals and the CAMHS twilight training programme which is accessed by more than 500 front line staff every year. Waiting times have remained under the 13 week target while referrals for Specialist CAMHS have increased slightly to 2,286 in 07/08. Over 50% more referrals are now coming from children's services, for example the Anti-Bullying Team, and schools and more than double the number of Looked after Children are receiving a specialist service. Figures indicate that more mental health needs are being identified within the county and supported within both universal and specialist services.

The 2007 Health Related Behaviour Survey (HRBS)<sup>xii</sup> indicated that 19% of pupils aged 14 in East Sussex reported never drinking alcohol at all, a rise from 9% in 2004. However, the proportion of males and females reporting drinking in excess of 14 units per week has remained broadly the same. Area analysis suggests that more males in Hastings and Lewes are drinking in excess of 14 units per week. 37% of young people in drug treatment recorded alcohol as their primary drug. In Eastbourne and Hastings the respective rates of 142 and 128 per 100,000 of hospital admissions related to alcohol (for under 19's) are significantly above the regional average (57) and national average (61). Anecdotal evidence suggests that there appears to be a problem with young people consuming alcohol outdoors in St. Leonards, Bexhill and Peacehaven and it is suggested that this may be related to the lack of activities for young people in these areas.

The HRBS survey also indicated that 79% of respondents had never taken an illegal drug and this is a noticeable reduction since 2004. Of those that gave a response, 59% said they had taken an illegal drug at the age of 13 or under. Cannabis continues to be the most widely used drug among 14-15 year olds in East Sussex, with the highest rates being in Lewes for both boys and girls. Hospital admission rates due to drug misuse of under 20 year olds have seen a decrease in East Sussex overall since 2001 but there are pockets where there has been little change, particularly in Hastings. 52.7% of individuals were aged between 11-15 when they were first presented for treatment.

### ***How are we going to achieve our objectives?***

We will continue to promote better emotional well being and mental health for children and young people through implementing the Healthy Care Strategy for Looked After Children, the Anti-Bullying Strategy, the Social, Emotional Aspects of Learning (SEAL) programme and the Commissioning and Planning framework for Children and Young People's Emotional and Mental Health. In addition, a key priority of the Youth Development Service

Strategy 2007-2010 is to ensure that the promotion of healthy life styles and access to relevant health services underpins all support provided through positive youth work interventions with young people. As well as promoting emotional health and wellbeing, this Strategy aims to help young people avoid risky behaviours by ensuring a wide geographical spread of sexual health services and easier access to support around substance misuse.

We will achieve better physical health and the adoption of healthy lifestyles by children and young people through programmes such as the Child Health Promotion programme, the expert patient programme for children and young people, the Family Nurse Partnership Programme, the Healthy Schools programme, the Obesity Strategy, School Travel Plans and the Sports Development strategy. Breastfeeding will be included as a priority in the new LAA with the aim to increase the proportion of mothers continuing to breastfeed after six weeks.

We will seek to reduce risky behaviour by young people through implementing our Drug and Alcohol strategies, providing targeted information, advice and guidance and, in particular, through the new Teenage Pregnancy Action Plan which is now in place for 2008/09. The latter includes:

- Targeted work with vulnerable groups and BME
- Intervention programmes for looked after children in residential homes and children with disabilities.
- Targeted work with schools in area's with high conception rates, with particular emphasis on delivery of Sex and Relationship education (SRE) and raising aspirations.
- Extending services and support out to rural areas.

### **Policy steers relating to the Every Child Matters category of 'Stay Safe'**

- ❖ Protect children and young people from harm
- ❖ Reduce bullying and anti -social behaviour by and towards children and young people, wherever it occurs
- ❖ Improve support to children and young people on the edge of care, especially vulnerable teenagers.

### ***What are we trying to achieve?***

Keeping children and young people safe is a key priority. We want to:

- Be identifying problems early in order to take more preventative action to protect children and young people
- Reduce the incidence of bullying experienced by children and young people

### ***Where are we now?***

Young people are over-represented as victims of crime<sup>xiii</sup> - excluding incidents where no victim information is recorded, young people represent 15% of victims and yet only 12.4% of the population is aged 10-19. The number of young victims of all crimes is highest in Eastbourne and Hastings although numbers have fallen in the past year. This may be partly due to foreign language students in Eastbourne and Hastings.

Violent crime in a non public place (Non PPVC) accounts for 19% of all crimes where victims were aged from 10-19years. Of these, a quarter have been identified as having a

domestic violence element and 16% as child abuse. The main hotspot for non PPVC is in Hastings, specifically St Leonards. Drugs and/or alcohol play a role in non PPVC, with the offender perceived to be under the influence of drink or drugs in about a quarter of offences.

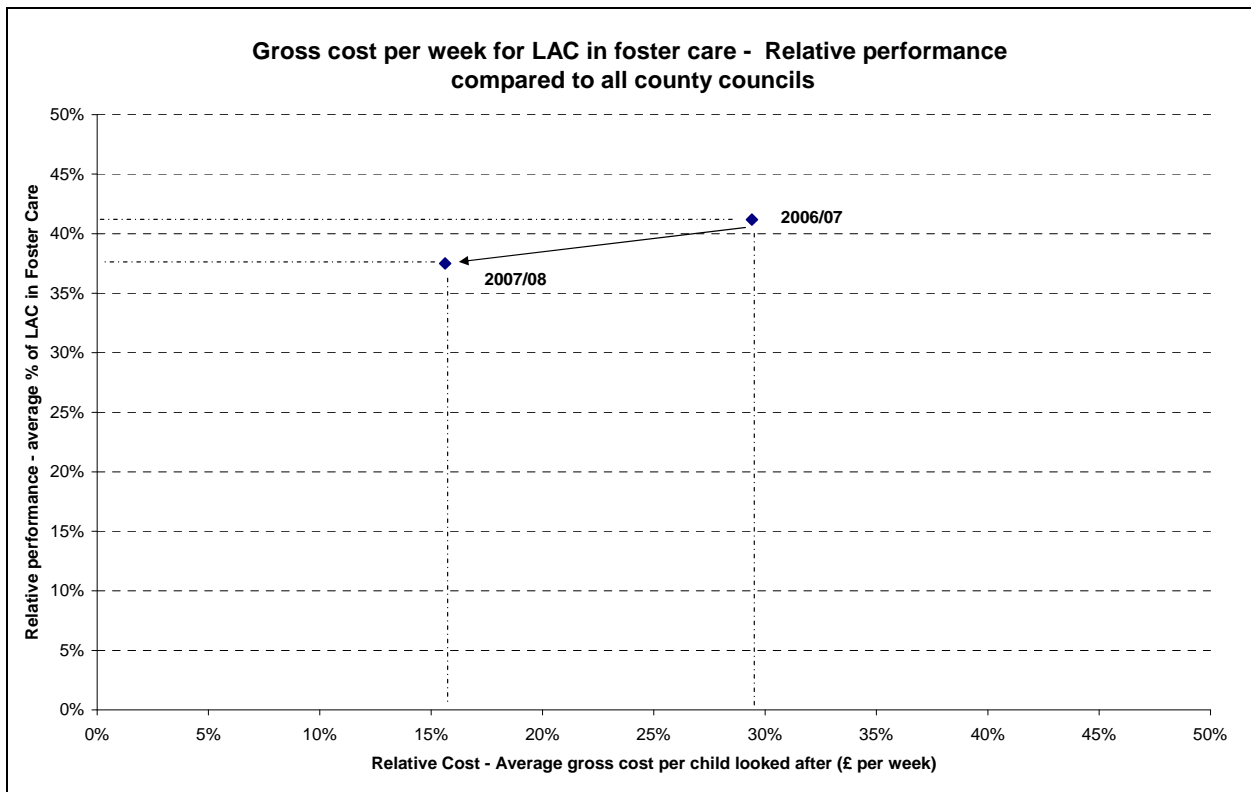
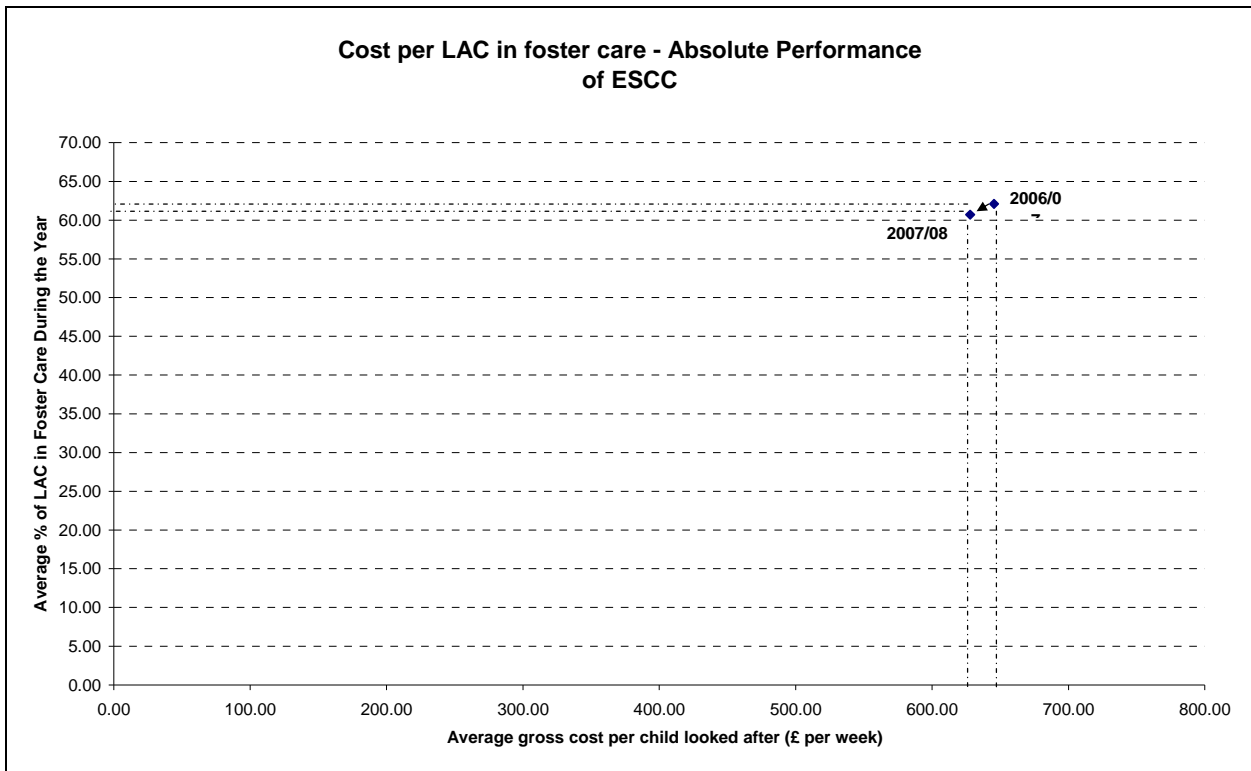
Provisional figures for 2007 show an increase in the number of road accidents<sup>xiv</sup> in which young people (0-15) were killed or seriously injured. The greatest increase has been in Wealden where the number has increase from 2 to 9 in the past year. Young drivers (16-25years) are over-represented in casualty statistics, with 30% of collisions involving killed or seriously injured casualties (KSIs) from this group.

There has been an increase in the number of children with a Child Protection Plan<sup>xv</sup> from 269 in March 2004 to 373 in March 2008 (provisional). However this is seen as the positive outcome of closer working relationships between agencies which have resulted in more referrals.

Reporting of domestic violence<sup>xvi</sup> incidents, nationally, is low and it is estimated that only 24% of domestic violence victims ever report to the police. Reporting of domestic violence incidents in East Sussex has risen in the past year and, during the first six months of 2007 more than 3,000 incidents were reported. The most significant increase across the county has been in Lewes which saw a rise of 12% between 2006 and 2007. The figures for domestic violence assessments suggest that, where children are present, the most common aged group is 0-5 years and Hastings and Lewes emerge with the highest numbers affected.

New referrals for bullying<sup>xvii</sup> show a greater prevalence in secondary schools. In the Youth Service Survey (2007), three quarters of respondents (aged 14-15) had not been bullied. Of those who had, more than half had a disability. The number of reported incidences of bullying which have stopped following intervention was 85% in 2007/08, a significant increase on the 2006/07 figure of 70%.

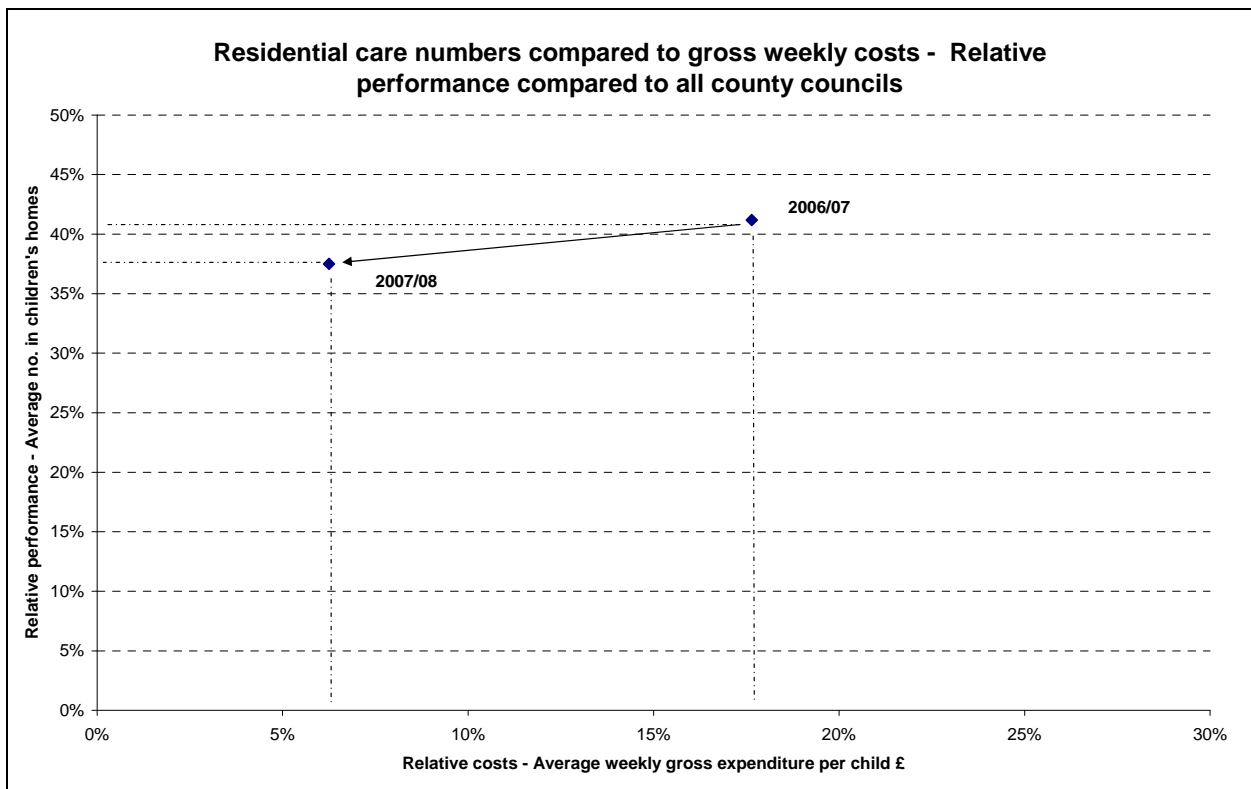
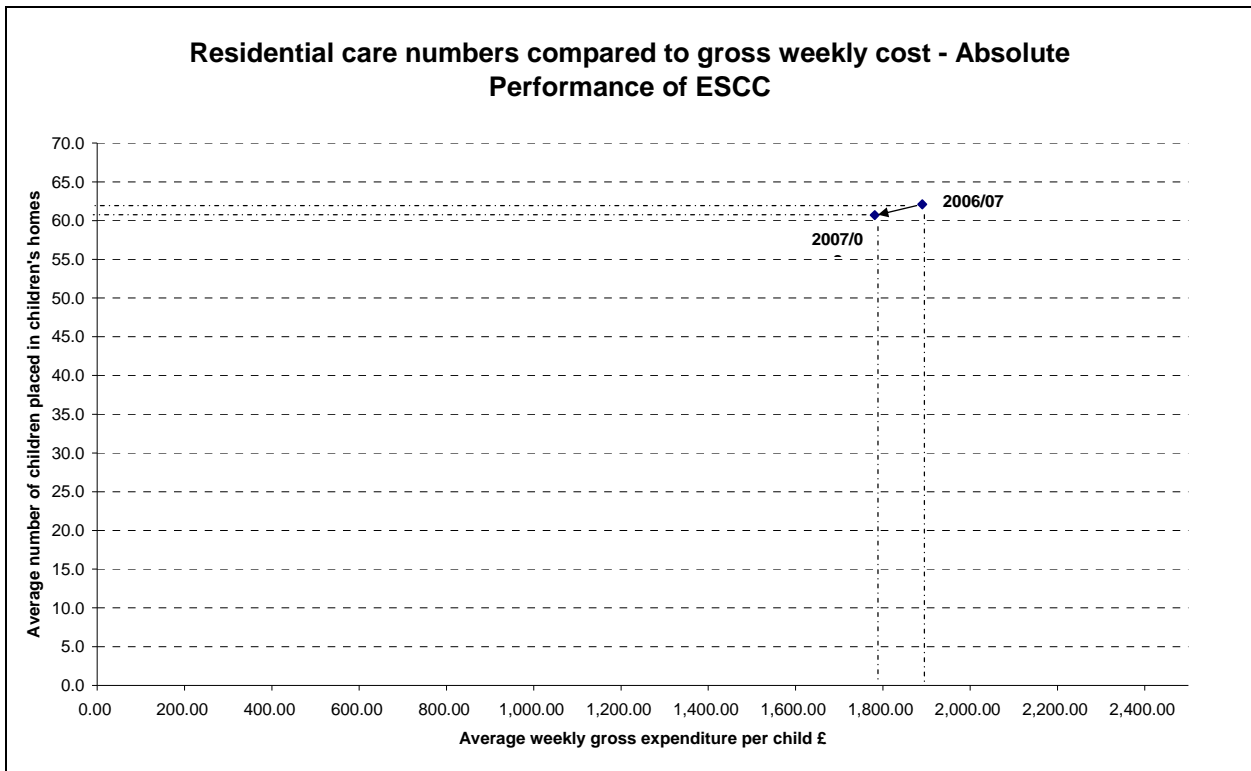
The total number of Looked After Children (LAC)<sup>xviii</sup> at 31 March 2008 was 444, compared with 467 at 1 April 2007. The number of teenagers becoming looked after has reduced, as has the time that they spend in care - in the year to 31 March 2008, 29 young people aged over 13 became looked after for over 2 nights but 16 teenagers (55%) admitted to care since 1 April 2007 were discharged, the majority within 6 weeks.



These graphs show that the percentage of LAC who are in foster care has remained fairly steady between 2006/07 and 2007/08 while the amount we have spent on each child, including central service costs, has fallen slightly from £645 per week in 2006/07 (which was 12% below the national average) to £628 per week. Our relative position in terms of expenditure compared to other County Councils has also fallen – the most expensive Councils in 2007/08 were Bedfordshire and Wiltshire, spending £1,071 and £1,054 per child respectively. Despite our relatively low expenditure, services for Looked After



Children were judged as Good by Ofsted in the 2007 Joint Area Review so performance has not been adversely affected.



These graphs show that the percentage of LAC who are in residential care has remained fairly steady between 2006/07 and 2007/08 while the amount we have spent on each child, including central service costs, has fallen slightly from £1,890 per week in 2006/07 to £1,781 per week in 2007/08. Our relative position in terms of expenditure compared to other County Councils has also fallen – the most expensive Councils in 2007/08 were

Gloucestershire and Nottinghamshire, spending £3,814 and £3,574 per child respectively. Despite our relatively low expenditure, services for Looked After Children were judged as Good by Ofsted in the 2007 Joint Area Review and so performance has not been adversely affected.

### ***How are we going to achieve our objectives?***

In addition to the core funding for children's services, the County Council has dedicated some new funding to deal with the effects of increased numbers on the Child Protection Register. The Schools Forum has also agreed to provide funding to extend the anti-bullying service.

We will continue to progress with earlier intervention to prevent more serious safeguarding and safety issues arising in the future through use of Contact Point and the Common Assessment Framework, implementation of strategies such as the Family Support Strategy and the LSCB Child safety action plan, as well as programmes such as the roll out of Children's Centres and Extended Schools.

We will continue to reduce the incidence of bullying experienced by children and young people through the Local Safeguarding Children Board Child Safety Action Plan, and by implementing the Anti-Bullying Strategy and projects such as the "Fear and Loving – Challenging Homophobia" Resource.

We will continue to improve our support vulnerable children and young people on the edge of care, ensuring consistency of thresholds and processes to inform decision making about a child/young person becoming looked after and continuing to integrate the work of social care, behaviour support and re-integration and Family Group Conference services.

### **Policy Steers relating to the Every Child Matters category of 'Enjoy and Achieve'**

- ❖ Develop integrated services for children under 5 and their families through a network of children's centres and increase take up and quality of early years education
- ❖ Continue to raise educational achievement and aspirations at all key stages for children of all abilities, and reduce the attainment gap for children and young people from vulnerable and disadvantaged backgrounds.

### ***What are we trying to achieve?***

We want all children and young people to enjoy their childhood and youth and to develop the wide range of skills and understanding they need to make a successful contribution to a fast changing world. We want to:

- Extend access to high quality play experiences, particularly in the most deprived areas.
- Increase take up of early years nursery education places in our most deprived neighbourhoods.
- Raise educational achievement and aspirations at all key stages for children of all abilities, and reduce the attainment gap for children and young people from vulnerable and disadvantaged backgrounds.
- Increase the range of choices for vocational and educational learning opportunities in order to encourage young people to stay in education, employment and training.

## Where are we now?

The Children and Young People's Plan consultation exercise in March 2008 endorsed improving attainment at all key stages as a priority area for action and many respondents, especially parents and carers, called for better play facilities for children.

The quality of early years education<sup>xix</sup> continues to improve with 98.2% of settings inspected under the current OFSTED framework currently judged satisfactory or better and 71.7% of settings providing good or outstanding nursery education (all setting types). This is higher than the national average of 64.5% for Good or Outstanding. The stock of childcare places in East Sussex's most disadvantaged areas has risen and the number of places and take up of childcare during the third quarter of 2007/8 shows a positive turn for the most deprived areas, however there is still a gap in the take up of nursery education in these areas. Only 78% of children in the most deprived areas took up nursery education grant in 2006/7 compared with, in the least deprived areas, a take-up of 95%.

Foundation Stage Profile (FSP)<sup>xx</sup> trends demonstrate performance that is significantly above the national in all areas. New more robust measures are being introduced, including the percent of pupils achieving 78+ points across all 13 scales. In the most deprived areas there are gaps in attainment at the foundation stage, particularly in communication, language and literacy and at the higher levels of 7+ and 8+ points.

This year shows significant improvements at Key Stage 1<sup>xxi</sup> across all indicators:

Key Stage 1 results			
Subject	2006	2007	Improvement
Reading	81.6%	84.3%	+ 2.7%
Writing	78.3%	79.9%	+ 1.6%
Speaking/Listening	86.4%	88.0%	+ 1.6%
Mathematics	89.0%	90.8%	+ 1.8%

We are now in line with 2 national comparative measures (reading and writing Level 2+) and exceed 2 national comparative measures (mathematics and science Level 2+). There is variation across the county, however, with lowest outcomes in North St. Leonards, Eastbourne North and Hastings East in reading at Level 2B+. This group widens to include Newhaven and South St Leonards for writing at Level 2B+.

Results of this year's Key Stage 2<sup>xxii</sup> tests for 11-year-olds in East Sussex are showing improvement across all three subject areas at a faster rate than the national rate of improvement.

Key Stage 2 results			
Subject	2006	2007	Improvement
English Level 4+	77.8%	79.8%	+ 2.0%
Maths Level 4+	73.7%	75.9%	+ 2.2%
Science Level 4+	86.8%	88.0%	+ 1.2%

These improvements bring East Sussex pupils in line with national performance in both English and science and have closed the gap in mathematics from 2% below last year to just 1% below this year. Analysis by geographical area, however, reveals significantly lower outcomes in Newhaven and Bexhill while results for the Excellence Cluster show significant improvement in English and mathematics. While, in all cases, results at Key

Stage 2 represent an improvement in relative position in comparison to statistical neighbours, there is still a considerable amount of work to do in order to meet national targets and it is clear that there are still a number of schools not achieving as they should.

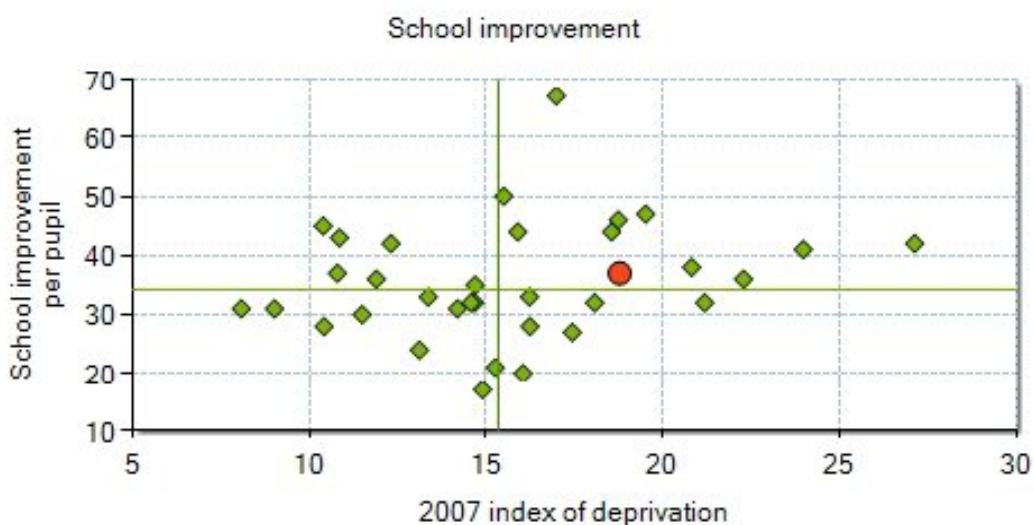
Attainment at Key Stage 3<sup>xxiii</sup> in 2007 shows significant gaps between East Sussex and national outcomes in reading, writing and English, whilst mathematics and science are broadly in line and mathematics the outcomes represent an improvement in relative position in comparison to statistical neighbours.

Key Stage 3 results				
Subject	2006	2007	Improvement	2007 national average
English Level 5+	70%	72%	+2%	74%
Maths Level 5+	78%	77%	-1%	76%
Science Level 5+	73%	72%	-1%	73%

Analysis of results in Hastings East, Newhaven, South St Leonards and Robertsbridge show that all have lower outcomes for English, with Eastbourne, Hailsham and Peacehaven all having reading as a particular issue. In mathematics the greatest geographical variance was in Hastings, where the percentage gap compared to the County as a whole widened significantly by 5% to 9%.

At Key Stage 4<sup>xxiv</sup>, the percentage of pupils achieving 5 or more A\* - C grades, including English and mathematics, at GCSE improved by 2% in 2007 and narrowed the gap between East Sussex and the national average by 1%. East Sussex remains at 4% below the national average and is placed second lowest among our statistical neighbours. The widest geographical variance is in Hastings where, despite narrowing the gap with the County average by 2%, the difference is 13%.

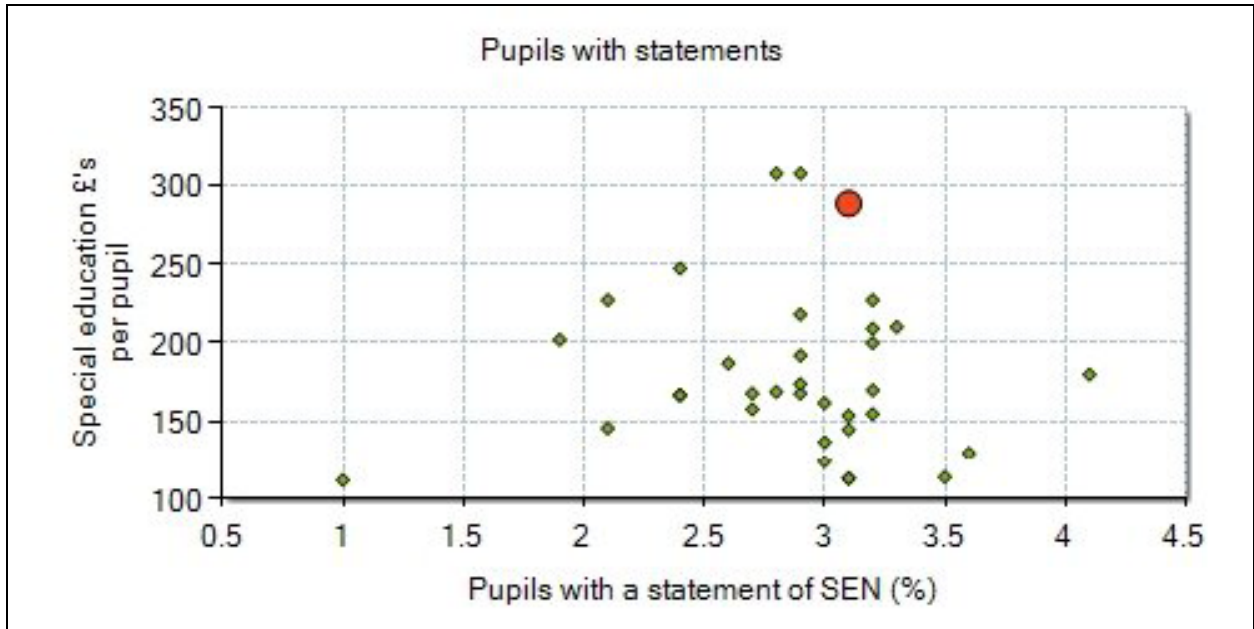
There was also a great variance between schools across the County and six schools' results were below the floor target of 30%.



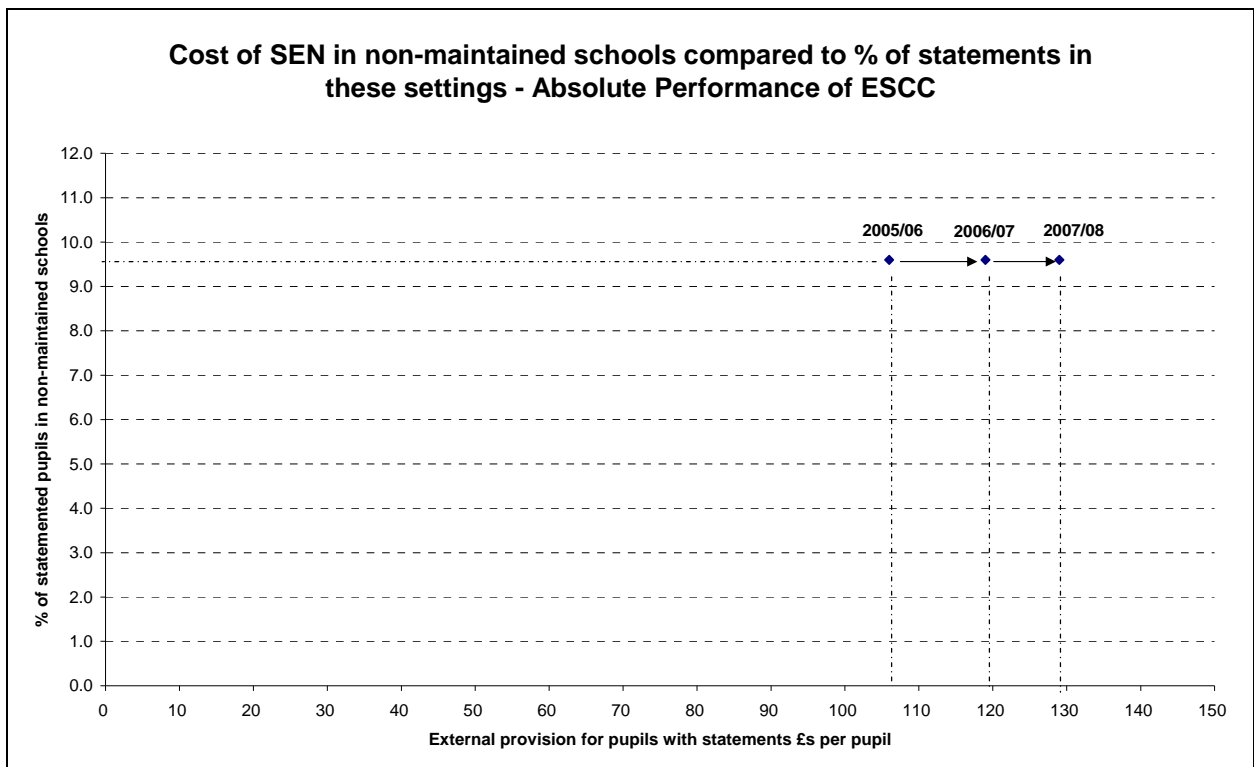
This chart shows the relationship between budget per pupil and deprivation<sup>xxv</sup>. East Sussex is shown by the circle. It should be noted that the Dedicated Schools Grant (Schools Formula Spending Share) is weighted heavily towards councils that have high

levels of deprivation, thus although our expenditure is higher than average, that would be expected given that our levels of deprivation are higher than average.

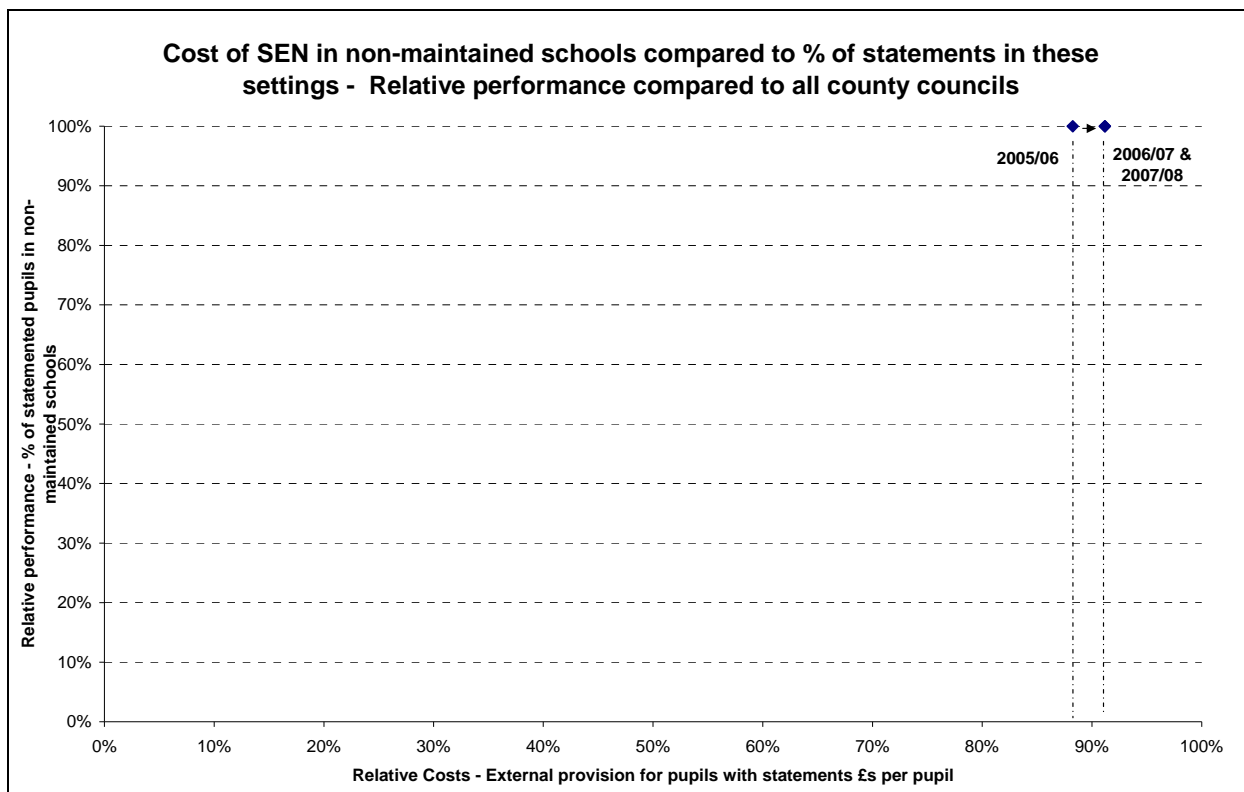
At all Key Stages there are still marked differences in attainment of children and young people in vulnerable groups such as those who are eligible for free school meals (FSM), Looked After Children (LAC) and for some minority ethnic groups, although it should be noted that the numbers in this last category are very small. Reducing these gaps remains a priority.



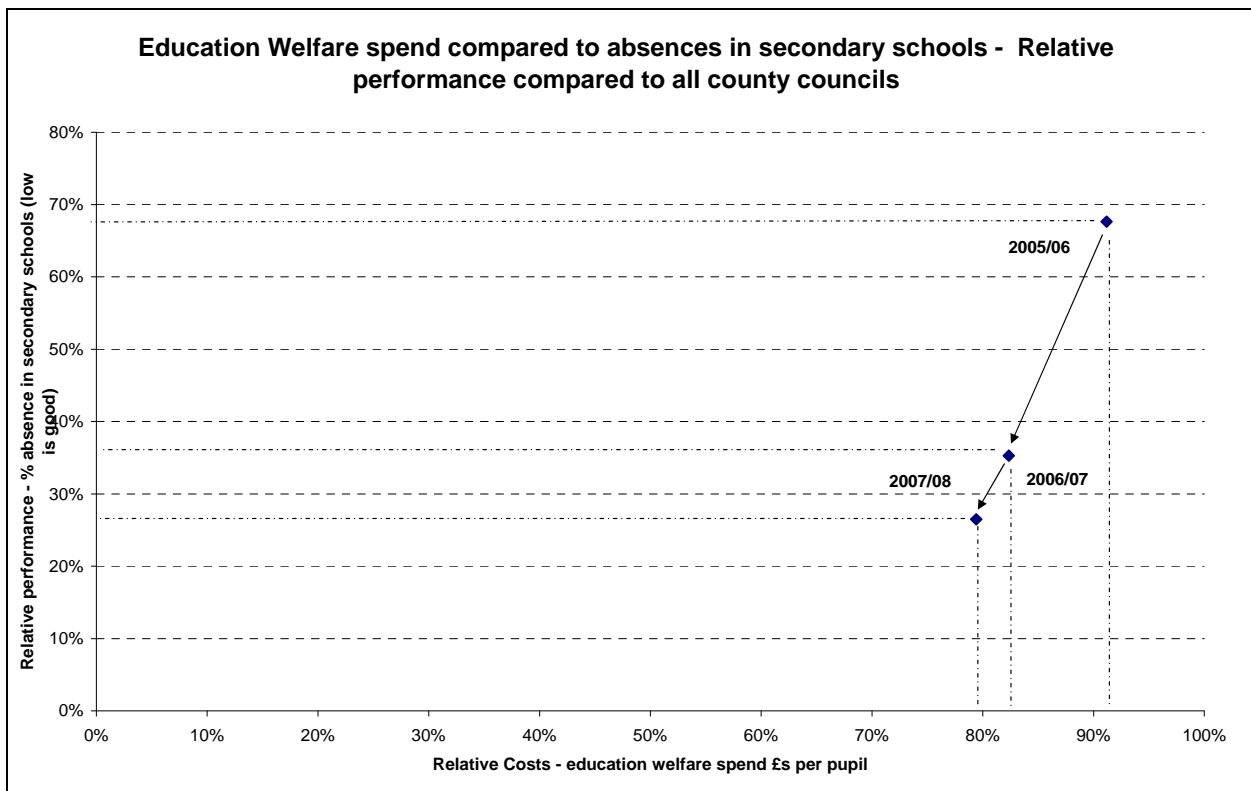
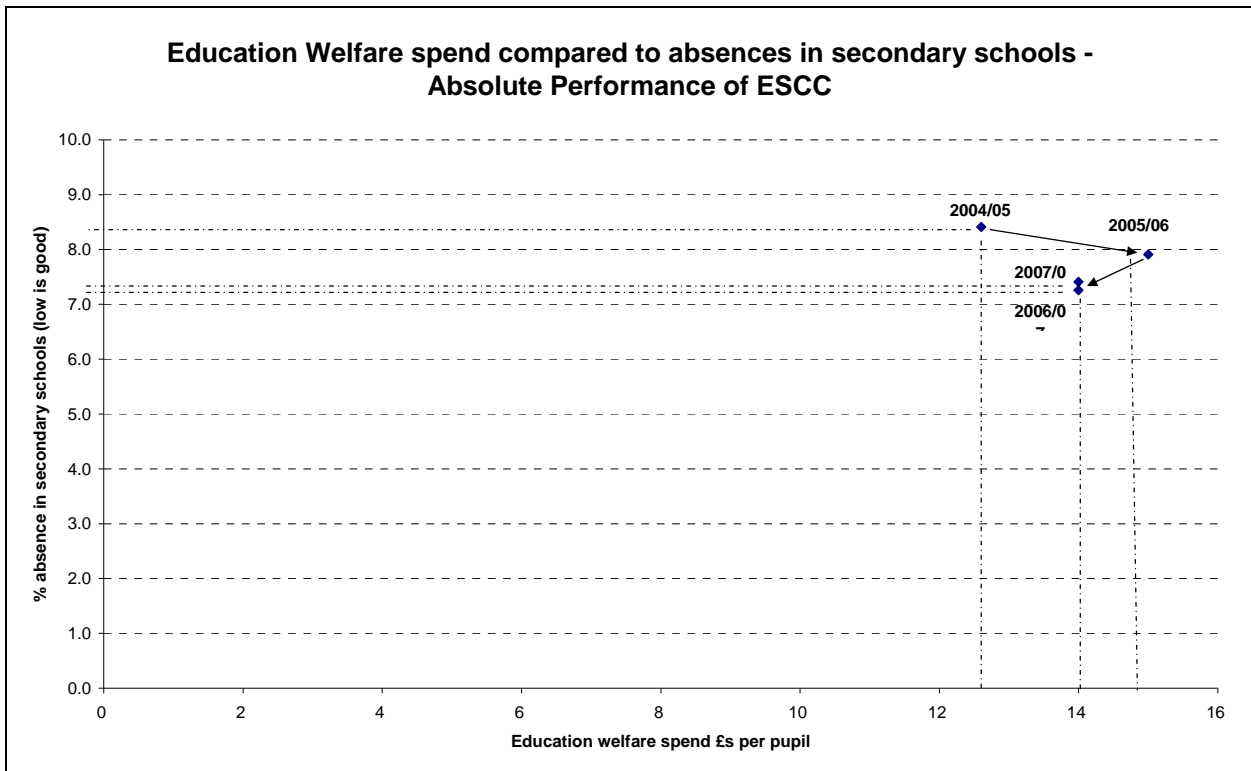
The graph above shows that East Sussex expenditure on special education per pupil with a statement of SEN is one of the highest when compared to other County Councils.



The graph above and the one below show that 9.6% of our pupils with special educational needs are in non-maintained schools – the highest of all County Councils and 1.5% above the next highest County (Somerset). This percentage has remained steady for the last three years. Our expenditure is currently equivalent to £129 per pupil in East Sussex aged 3-19, a rise of 21.6% over the last two years. These rising costs are, of course, outside our control as they are a reflection of the fees charged by the non-maintained schools.



Attendance<sup>xxvi</sup> of pupils remains above the national average and is 17<sup>th</sup> nationally. Authorised absence from primary and secondary schools has decreased steadily since 1999. Although unauthorised absences have increased, this is attributed to robust reporting procedures by schools and a tough line on not authorising holidays in term time. There are currently six schools with a high level of persistent absence<sup>xxvii</sup> and across those schools there were 675 persistently absent pupils during the academic year 2006/7. This contributed to a persistent absence rate for East Sussex of 6.7%, compared to a national figure of 6.9%.



The graphs above show that our education welfare spend increased from £13 to £15 per pupil between 2004/05 and 2005/06 but has fallen again to £14 per head in 2007/08. Our relative spend compared to other County Councils has fallen – we were the second most expensive in 2005/06 but are now seventh most expensive. At the same time as we have been reducing expenditure, our absences from school have continued to decrease.

Fixed term exclusions<sup>xxviii</sup> remain comparatively high, but there is a falling trend - in 2006/07 there was an overall reduction in days lost of 17% (from 05/06). For permanent exclusions the reduction was 38%. In both cases, the biggest reductions were seen in secondary schools.

The CYPP consultation exercise endorsed improving attainment at all key stages as a priority area for action. The CYPP consultation also endorsed increasing the range of vocational and educational choices for young people as a priority for action.

### ***How are we going to achieve our objectives?***

In addition to the core funding for children's services, the County Council has dedicated some new funding for a collaboration project across three Hastings secondary schools to raise standards, a one-off project to improve standards in Eastbourne and Newhaven and for education bursaries for Looked After Children.

The Schools Forum has also agreed to provide funding to cover increasing costs of placements in independent special schools, to support schools in Ofsted categories, provide emergency head teacher cover and head teacher induction, to further develop e-learning for vulnerable and excluded children and young people and for associate advisers to support schools in securing an average two levels of progress per pupil in Key Stages 2 and 3. The School Forum has also contributed to the new post of Virtual Head Teacher for Looked After Children.

We will work to improve play experiences through the County play development service for 0-5 year olds, by implementing the County Play Strategy and by working with partners to implement the District and Borough Local Play Strategies.

We will work to increase take up of early years nursery education places in our most deprived neighbourhoods through a mapping exercise between the Early Years Education Entitlement (EYEE) Headcount data and the Children's Index to identify pockets of children not taking up EYEE. Targeted outreach activities will be undertaken via the Children's Centres.

Raising standards of attainment and achievement at all key stages is a priority, especially narrowing the attainment gap between pupils in different groups. A range of appropriate activities are planned at county wide, geographic area and targeted school levels. These include:

- Leading Continuing Professional Development (CPD) for inclusion managers on introducing provision management for all pupils with additional needs. This evaluates the impact of national strategy and locally developed interventions on the performance of pupils.
- Improving data analysis to identify vulnerable pupils and enable targeted intervention programmes to support/develop pupils learning.
- Rolling out the successfully piloted Every Child Matters development process, which encourages schools to audit and develop their practice in relation to the 5 Every Child Matters (ECM) outcomes. This process includes significant focus on the provision made and outcomes for vulnerable individuals and groups.
- Maintaining a focus on target setting and tracking the performance of vulnerable groups in order to achieve more secure target setting and raised aspirations in schools – in particular supporting groups of schools to improve systems for tracking pupil progress, for example Eastbourne Junior Schools.



- Piloting the Making Good Progress strategy for Assessing Pupil Progress to ensure approximately 3000 participating children attain a secure level in single level tests in year 3 to year 9 inclusive.
- Intervening in targeted areas through the 'Closing the Gap Strategy', in particular in coasting or stuck schools.
- Establishing a hard federation between the three 11-16 schools in Hastings
- Implementing additional support programmes in Eastbourne and Hastings in particular and Raising Achievement Plans (RAP) in targeted schools.
- The attainment of Looked After Children (LAC) will be monitored by the new Virtual School for Looked After Children which will give advice and support to key workers, schools and carers on appropriate educational placements. A virtual headteacher for LAC has now been appointed.

We will increase the range of choices for vocational and educational learning opportunities in order to encourage young people to stay in education, employment and training. Programmes in place include the "You can do it" campaign to raise aspirations, the 14-19 Plan, the Employer Engagement Strategy, the Information, Advice and Guidance Strategy, the new qualifications and curriculum pathways, the new Connexions contracts and the September Guarantee.

### **Policy Steer relating to the Every Child Matters category of 'Economic Wellbeing'**

- ❖ Increase the choices for vocational learning opportunities for children and young people aged 14-19 and reduce the number of young people who are not in education, employment or training.

#### ***What are we trying to achieve?***

We want to minimise dependence on benefits for families, by supporting parents and carers to work, increasing their income. We also want all young people to stay in education, employment & training until they are at least 18 years old. When they leave school we want them to have the skills they need to prosper. We want to see:

- An increase in the take up of formal child care by parents and carers in employment
- A reduction in the proportion of 16-18 year olds who are Not in Education Employment or Training (NEET) with a particular focus on reducing the number of children & young people who are NEET in Newhaven, Eastbourne & Hastings.
- Prevention and appropriate responses to youth homelessness.

#### ***Where are we now?***

Multiple deprivation has increased in all parts of East Sussex since 2004, with nearly 80% of the super output areas (SOAs) in East Sussex having a worse ranking for multiple deprivation in 2007 than in 2004. Although in relative terms, child poverty<sup>xxix</sup> in East Sussex appears to be improving, the actual number of children living in low-income households has risen by over 800 to more than 17,000 – 18.5% of the age group. These children and young people are concentrated in the coastal towns of Hastings (29.7%) and Eastbourne (23.6%).

Overall, the total number of homeless<sup>xxx</sup> households with dependant children or a pregnant woman across East Sussex has fallen from 805 in 2000/1 to 488 in 2005/6. There has been a reduction in the number of young people accepted by local housing departments as homeless to 141 in 2006/07 and, in addition, just under a 50% reduction in

the numbers living in bed and breakfast accommodation from 21 in September 2006 to only 11 in September 2007. There are reports, however, of an increase in the numbers of young people who do not have permanent accommodation and are using short term approaches to coping, for example, "sofa surfing". These young people are at high risk of not being in education, employment or training (NEET).

In the 2006/07 academic year, there was further improvement in the percentage of young people achieving Level 2 and 3 qualifications<sup>xxxii</sup> by the age of 19. The proportion of young people achieving Level 2 at 19 (equivalent to 5+A\*-C grade GCSEs) has risen from 68% in 2006 to 72% in 2007, narrowing the gap with the national figure which was 74% in 2007. For Level 3 in 2007 the figure was 47%. We know, however, that young people living in many of the coastal towns and in low income families were under represented in this group.

In the 2007/08 the percentage of young people aged 16-18, who were NEET<sup>xxxiii</sup> was 7.7%, a reduction from the 2006/07 level of 8%. We know that young people who had not achieved Level 2 qualifications, those with learning difficulties or disabilities (LDD), teenage mothers, young offenders, those living in many of the coastal towns and in low income families are over represented in this group. District NEET figures indicate that targeted action in Eastbourne and Hastings has had a positive impact, however, figures in Rother have risen and the reasons are not yet known. We also know that the majority of young people who are NEET are looking to re-engage in work or learning but those young people who are most vulnerable will require targeted support to achieve this goal.

Consultation with parents, young people and professionals has indicated that information, advice and guidance (IAG)<sup>xxxiii</sup> are recognised as essential to ensure equality of opportunity in the choice of pathways available to young people. The consultation provided a basis for procuring a new Connexions contract which has the capacity to secure improved outcomes from the new 14-19 learning opportunities but it will demand greater collaboration between providers to ensure a high quality service.

### ***How are we going to achieve our objectives?***

In addition to the core funding for children's services, the Schools Forum has agreed to provide funding to address the 14-19 agenda including the transfer of 16-19 funding from the LSC and implementing 14-19 diplomas.

We will work to reduce the number of children and young people living in poverty, in partnership with the District and Borough Councils, through the new County youth homelessness strategy and the local Housing Strategies. We will also implement the Childcare strategy and progress a new partnership with JobCentre Plus and Hastings Borough Council which aims to increase take up of formal child care by parents and carers. A target on take up of formal child care for the Local Area Agreement will be developed over the next few months, alongside an action plan.

We will help more young people able to access and achieve well in a broader, personalised range of education and training opportunities until the age of 18 using levers such as the 14-19 Plan, the new Connexions contracts, the NEET Strategy, the new qualifications and curriculum pathways and the September Guarantee. We will also implement the Information, Advice and Guidance Strategy and pursue campaigns such as "You can do it" to raise aspirations. We also plan to engage with many more employers to ensure their participation in the planning and provision of learning opportunities.

## **Policy Steer relating to the Every Child Matters category of ‘Make a Positive Contribution’**

- ❖ Provide positive activities for children and young people and increase opportunities for them to be involved in decisions that affect them.

### ***What are we trying to achieve?***

More young people than ever before are actively involved in supporting their communities as volunteers and in shaping the strategies and policies which affect them and their wider communities. We want to extend opportunities and encourage all young people to play a positive part in this way by:

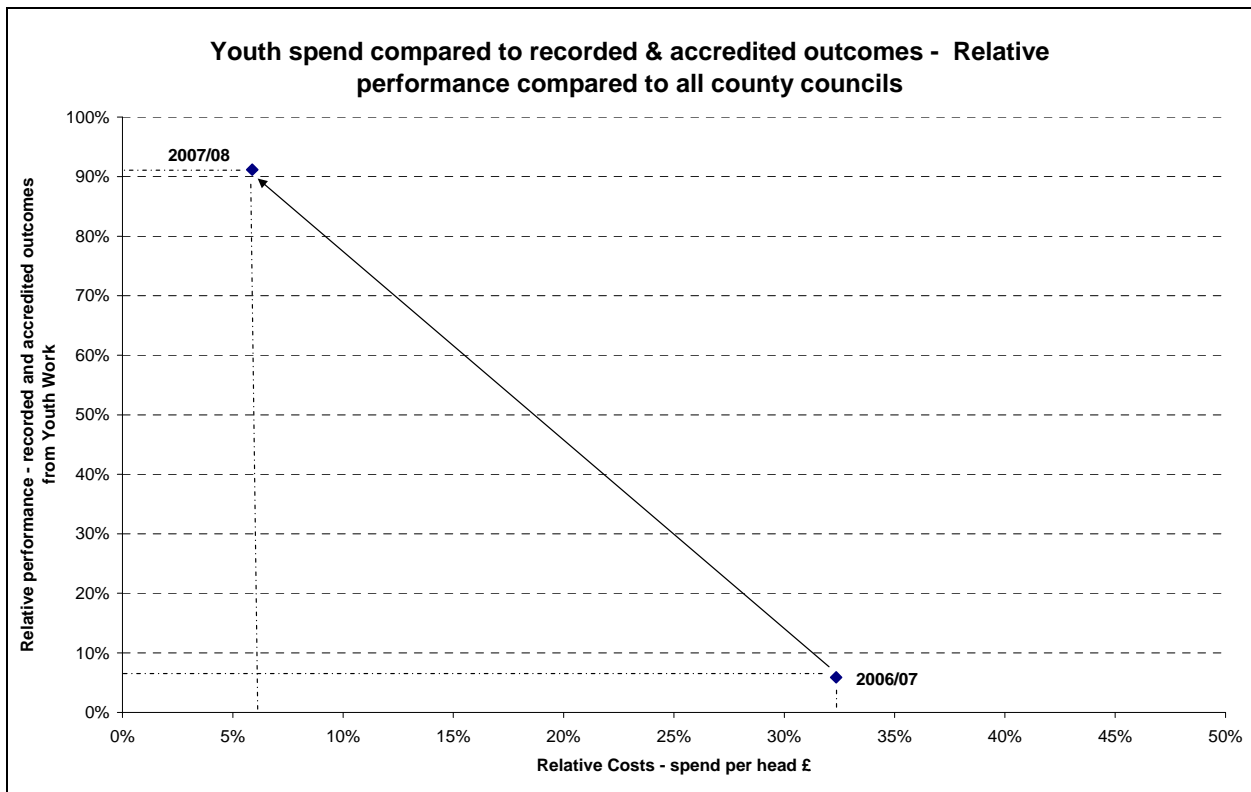
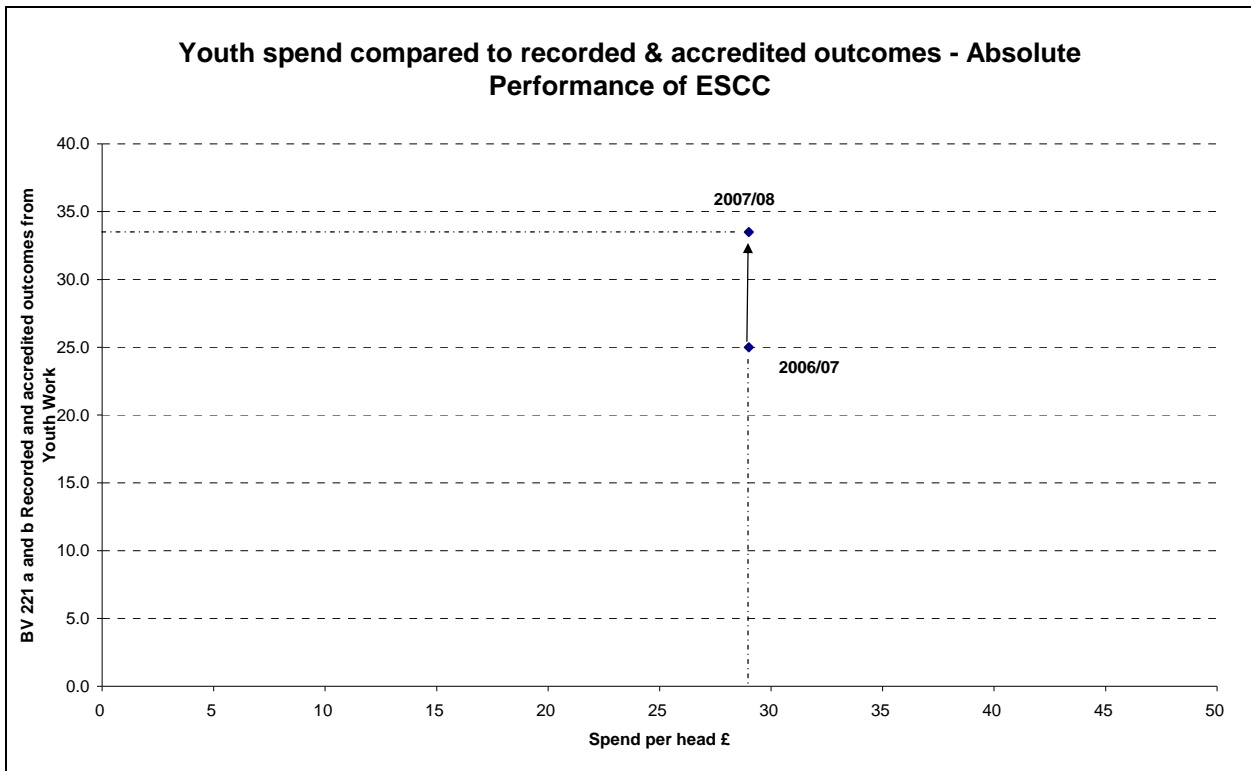
- Providing more positive activities and experiences for children and young people, including more opportunities for those with learning difficulties and disabilities in and out of school.
- Increasing the number of young volunteers in all areas
- Improving the perception of young people by others in communities
- Reducing the number of young first time entrants to the criminal justice system.

### ***Where are we now?***

The total number of reprimands and warnings<sup>xxxiv</sup> of young people fell in every district apart from Hastings between 2005/6 and 2006/7.

“Places to go” was identified by more than 4,000 young people in the 2007 Big Vote<sup>xxxv</sup> as a priority, especially young people from Eastbourne. This view was reinforced in the CYPP consultation where places to go and things to do were identified as the top issue for parents and carers when asked what things would help children and young people in their area the most. Children and young people with learning difficulties and disabilities wanted more opportunities to integrate with other young people.

Children and Young People in East Sussex have had many opportunities to participate in decision making and have participated very well. Surveys undertaken in the past year include the CYPP consultation, Tellus2, the Health Related Behaviour Survey (HRBS) and the Local Youth Service Survey.



The graphs above show that the percentage of recorded and accredited outcomes<sup>xxxvi</sup> from Youth Work is rising while relative expenditure compared to other County Councils has fallen significantly. ESCC spend per head was £29 in 2007/08, the second lowest among County Councils.

## ***How are we going to achieve our objectives?***

In addition to the core funding for children's services, the County Council has dedicated some new funding to improve Youth services. The Schools Forum has also agreed to provide funding for a range of parent and family support initiatives and to improve access to extended school activities in rural areas

We will encourage more children and young people to participate in decision making through implementation of the Children's Trust Participation Strategy (for children, young people, parents & carers and the wider community). We will continue to support the Youth Cabinet and intend to establish a pilot to involve young people in local decision making at Children Services Planning Groups and Local Partnerships for Children.

We will also continue to maximise the number of Looked After Children participating in their reviews and the number of Children with learning difficulties and/or disabilities who are involved in their reviews and decisions affecting them.

We will increase the number of children and young people participating in positive activities through such programmes as Extended schools and the Youth Offer. We are also looking to undertake some collaborative work with colleagues in Transport and Environment, and others, to look at ways to increase the accessibility of activities and reduce transport costs. Another activity that we plan is to develop a Children and Young People's Trust Volunteering Strategy.

We will be taking action to reduce the numbers of young people receiving final warnings, reprimands or convictions by working with partners to implement the Youth Crime Prevention Strategy, the YOT Strategy and by targeting funding to local service development inter-agency panels (Prevent and Deter). These actions will be supported by our work to support families and intervene earlier, as well as by specific strategies for vulnerable groups such as the Looked After Children Offending Strategy. We will also work to improve the perception of children and young people by others in their community through a pilot project to encourage intergenerational dialogue and activities.

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<sup>i</sup> Ofsted Report of the Joint Area Review of East Sussex published in October 2007

<sup>ii</sup> Council Plan 2007/08 target 4.8a), LAA 2006-2009 target 3.1.2

<sup>iii</sup> Portfolio Plan 2007/08 target under KD10 Percentage of primary and secondary schools providing access to the full core offer of extended services

<sup>iv</sup> Council Plan 2007/08 target 4.15 a) and b)

<sup>v</sup> CYPP 2006-2008 target – implement common assessment and introduce lead professionals

<sup>vi</sup> Source: Audit Commission VFM Profile Report on Children's Services 2007/08

<sup>vii</sup> Source: Audit Commission VFM Profile Report on Children's Services 2007/08

<sup>viii</sup> BVPI 197

<sup>ix</sup> Council Plan 2007/08 target 4.8b) i) and ii), LAA 2006-2009 target 2.1.1

<sup>x</sup> Obesity Data -The Information Centre (NHS) ([www.ic.nhs.uk](http://www.ic.nhs.uk))

<sup>xi</sup> CAMHS Data from Child and Adolescent Mental Health Service; Children and Families Division Indicator

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<sup>xii</sup> Autumn 2007 Health Related Behaviour Survey (HRBS)

<sup>xiii</sup> Victims of Crime Data - East Sussex Strategic Assessment (March 2008)

<sup>xiv</sup> Road Accidents data – from Transport & Environment Department (subset of BV 99, Council Plan 2007/08 Target 6.2b, LAA 2006-2009 target 18.3.1).

<sup>xv</sup> Council Plan 2007/08 target 4.2 c)

<sup>xvi</sup> Domestic Violence Data - Sussex Police, (via East Sussex Domestic Abuse Service),

<sup>xvii</sup> LAA 2006-2009 target 1.2.2, Council Plan 2007/08 Target 4.14 a)

<sup>xviii</sup> LAC data – OC2 return; CFMT targets 07 and 24

<sup>xix</sup> Council Plan 2007/08 Targets 4.8 d) and e)

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- <sup>xx</sup> LAA 2006-2009 target 3.1.1, Council Plan 2007/08 target 4.8 f)
- <sup>xxi</sup> Schools Data Team (2007 analysis Key Stage 1)
- <sup>xxii</sup> Schools Data Team (2007 analysis Key Stage 2 )
- <sup>xxiii</sup> Schools Data Team (2007 analysis Key Stage 3)
- <sup>xxiv</sup> Schools Data Team (2007 analysis Key Stage 4)
- <sup>xxv</sup> Source: Audit Commission VFM Profile Report on Children's Services 2007/08
- <sup>xxvi</sup> BV 45, BV 46, Children and Families Division Indicators 48 and 49
- <sup>xxvii</sup> NI 87
- <sup>xxviii</sup> Children and Families Division Indicator 39, Council Plan 2007/08 target 4.13a
- <sup>xxix</sup> Child Poverty Data - Deprivation in East Sussex – Indices of Deprivation 2007 (Produced by the Transport and Environment Department)
- <sup>xxx</sup> Homelessness Data - Government Office for the South East (GOSE),
- <sup>xxxi</sup> Council Plan 2007/08 Target 4.11 c)
- <sup>xxxii</sup> LAA 2006-2009 target 5.1, Council Plan 2007/08 Target 4.13
- <sup>xxxiii</sup> 2007 Review of IAG services
- <sup>xxxiv</sup> Reprimands and Warnings Data – Youth Offending Team
- <sup>xxxv</sup> Big Vote 2007 and Children and Young People's Plan Consultation Exercise (April 2008)
- <sup>xxxvi</sup> This performance figure is an average of BV 221a (recorded outcomes) and BV 221b (accredited outcomes). It should be noted that recorded outcomes is significantly higher than accredited outcomes.

### Financial Commentary

#### National Position

1. The 2007 Comprehensive Spending Review has set formula grant, and other key grants, for individual local authorities for the three year period 2008/09 to 2010/11. That certainty is welcome and the general position for counties, as a group, was relatively better than originally feared. This was largely due to the increased weighting Government chose to give to Adult Social Care and waste disposal. There are however wide geographical differences. For example most of the South East remain floor authorities and East Sussex and Kent are only just above the floor. Outside the South East the increases for counties average nearly 6% p.a. The position for districts, and for London for different reasons, is relatively difficult over the settlement period; which contrasts with previous settlements.
2. At this stage, there is no information as to when the Government will update spending plans for the period 2011/12 onwards. This means it is likely, beginning the 2009/10 budget year, that funding certainty will only extend for the two years 2009/10 and 2010/11.
3. We do know that the Government are considering some formula changes which could affect both the general formula grant and certain key specific grants. In relation to the latter, the most significant is the Dedicated Schools Grant. The changes being considered would put more weight on deprivation factors which in crude terms would tend to see resources move from shire areas to urban or metropolitan areas (The position for East Sussex would be further compounded by the fact that the DSG we receive is partly supported by a national, but discretionary, damping scheme worth some £10m to East Sussex schools).
4. The distribution of certain other specific grants could also be affected by increased 'deprivation' weightings. In terms of formula grant, the Government is suggesting it is prepared to look again at Area Cost Adjustment. As an area we (rightly) feel strongly about the unfairness of the current formula which sees East Sussex receive relatively little compared to most of our South East neighbours. Unfortunately that very fact means those same neighbours would not necessarily support any changes in the current methodology. Any formula changes in general or specific grants would not impact until 2011/12.
5. In that same year (2011/12), we could see the transfer of concessionary fares from district to county level. In crude terms that would see the transfer of a funding gap problem simply being shifted upwards to county councils.
6. For 2008/09, the Government also announced three year funding for Area Based Grants. With some minor exceptions (by scale), the vast bulk of these ABG awards reflect former specific grants, received by the relevant individual local authority, continuing to be received by the same authority but on the basis of it being part of that authority's Area Based Grant. In principle this funding can be

diverted to other priorities. In practice East Sussex and many other council's decided that the pre-existing specific grant responsibilities or liabilities precluded any reallocation of resources for 2008/09. Going forward that still may be the case but we will (rightly) be expected to have tested the opportunity. More generally, there is no certainty as to the level of ABG beyond the current settlement period ending 2010/11.

7. Nationally, recent capping announcements (albeit largely in relation to police authorities) make it clear that Government will intervene at council tax rises of 5% and perhaps even less going forward.
8. For counties particularly, the key underlying spending risks remain in relation to social care and waste disposal. While the current CSR settlement gave more weight to the distribution of current resources in respect of these two areas – it did not deal with the quantum issues involved especially in relation to adult social care and the generally aging population. Social care and waste distribution pressures are difficult to avoid in terms of the current 'service offer' promoted by Government. In reality this has continued to put added resource pressure on other services, some universal, such as highways, transport, libraries etc.
9. Over the medium to long term, flood defence and climate change, but also infrastructure demands to support housing development, are bound to add to spend pressures on many councils but including East Sussex.
10. In capital terms, in addition to the demands of infrastructure investments – be it in relation to current assets or new developments – we see a major 'service promise' in relation to the re-build or refurbishment of large parts of schools stock; be it through Academies or Building Schools for the Future at the secondary level or Primary Capital Programme at the primary level. This has and will raise expectations but also it could carry with it significant assumptions of matched or top-up funding at the local level.
11. While the underlying quantum issues associated with ASC are yet to be addressed, the sector is embarking on a major 'personalisation' programme under the banner of 'Putting People First'. Specific grant funding for the next three years has been announced and individual authorities are working through the implications. As an initiative this could prove to be one of the most profound in recent years; not just for adult social care but local government generally.
12. It is worth remembering that Government have also set a requirement for each authority also to find 3% annual 'cashable' efficiency savings. All the evidence suggests this has been arrived at in a somewhat arbitrary manner and certainly does not seem connected to the past and current efficiency performance or past and current circumstances at a local level.
13. Finally, in the national context, and arguably the most serious and urgent threat is the short and medium term, is the credit crunch, deepening general economic gloom and soaring inflation in key commodity prices. Such a combination of forces is well beyond the ability of local authorities to influence but will put major pressures on travel costs (including staff, schools and public transport) for



individuals and councils, fuel, energy and certain building and highways materials. It could well, and arguably already is, affecting the value of disposals and / or the timing of developer contributions in future. It may also impact on the council tax base. Wider economic effects could increase demand for services from certain vulnerable groups.

### Local Context

14. The Council's formula grant will total £93.8m, £96.7m and £100.1m in 2008/09, 2009/10 and 2010 respectively. In terms of increases this is £2.8m (3.0%), £3.1m (3.3%) and £3.5m (3.6%) respectively. These increases have been factored into the Council's medium term plan as set out in February 2008.

15. To recap those plans assume the following council tax trajectory:

#### Council Tax Increase (%)

<u>2006/07</u>	<u>2007/08</u>	<u>2008/09</u>	<u>2009/10</u>	<u>2010/11</u>
4.7	4.3	3.9	3.5	3.5

In addition the planning assumes differential cash increases across different services. For example some 5% per annum increase for Adult Social Care compared to zero % increase for most central services. Attached at Annex 1 is the summary medium term plan as approved by Council in February. It summaries the differential guidelines, assessed pressures at that time and resultant savings for 2008/09 to 2010/11. Attached as Annex 2 is an update on the spending pressures as currently understood but this will need further work during the summer and autumn. (Note: 2010/11 is simply a roll forward of 2009/10 pending further planning.)

16. Returning to Annex 1, cash limits have been set for 2008/09 but Members will be aware that the Council has received a further £500,000 allocation for LABGI (Local Authority Business Growth Incentive Scheme). This was received only recently and the Deputy Leader has indicated that he will table proposals for its use.

17. For 2009/10 and 2010/11 current plans show some £750,000 set aside in each year for excess inflation but also some £2.6m and £3.4m shown as unallocated. Given the current excess inflation fears it is recommended that all or most of this is now added to the excess inflation provision in those future two years. For the current year 2008/09, now that cash limits have been set, departments will need to absorb increased costs within the total cash limit received.

18. The Council will receive some £24m of Area Based Grant in 2008/09 (rising to some £36m by 2010/11). The details of this are set out in Annex 3. The Cabinet will need to develop a process to test if (and to what extent) it wishes to switch Area Based Grants into other areas in future years.

19. In terms of the new grant for personalised social care the County Council will receive £5.4m over three years to assist implementation. Plans for best use of this are being worked up.

20. Perversely, one aspect of the current economic situation is increased interest on balances. This is a volatile area but I would expect a significant sum would be available for one-off purposes again next year.

### **Next Steps**

21. In all the circumstances and even recognising the lack of external funding certainty beyond 2010/11, the organisation benefits greatly from being able to plan over the medium term and it would be hoped that Cabinet would wish to develop coherent spend plans beyond 2010/11. Such planning needs to link the following over the next three to four years:

- Council tax strategy;
- spending pressures on core services;
- other risks (eg excess inflation);
- policy steers including – new policy priorities or shifts;
- new external requirement (eg concessionary fares);
- continued focus on efficiency (including benchmarking and shared solutions) as well as customer focus; and
- maximising other local income sources.

22. Such planning will also have to extend to planning for major capital commitments (including minimising the risks of excess costs falling on the Council). The headline areas include the Link Road, Building Schools for the Future, possible Academy Programme, and Primary Capital Programme. This is on top of the current core programme including, for example, a new records office and new library in Hastings.

**Sean J Nolan**  
**Deputy Chief Executive and Director of Corporate Resources**  
**July 2008**

***All financial spreadsheets which form annexes 1, 2 and 3 of this document can be found within the Cabinet RPR – State of the County 2008 report from 29 July 2008. If you wish to have further copies of these please contact the scrutiny lead officer for your particular scrutiny committee or call 01273 781581***

## New and Revised Strategic Risk Log for 2008/09

## Appendix 4

	KEY THEME AREAS	INHERENT RISK 1 = Low 4 = High	IMPACT 1 = Low 4 = High	LEAD COORDINATING OFFICER ON BEHALF OF COMT	NEW or Revised '*'
20.	Failure to deliver the benefits of a 'hard federation' in Hastings to improve standards at Key Stage 3 and 4.	2	4	Matt Dunkley	*
	<b><u>Mitigating Actions</u></b> <ul style="list-style-type: none"> <li>Quarterly monitoring of the implementations of Ninestiles Plus contract by the Deputy Director, L&amp;SE.</li> <li>Regular contact between the Executive Headteacher and a project manager for the Federation.</li> <li>Significant investment of resources from the County Council and the Standards Fund grant to facilitate a range of strategies including the appointment of Directors of improvement in the core subjects.</li> </ul>				
21.	Failure to respond effectively to the growing number of young people being classed as vulnerable and potentially requiring support and services.	3	4	Matt Dunkley	*
	<b><u>Mitigating Actions</u></b> <b>To be completed.</b>				
22.	Failure to effectively articulate and commission major school re configurations requirement over the short and long term – including Academy Programme in Hastings, BSF in Bexhill, further BSF rounds and primary capital programme.	3	4	Matt Dunkley	*
	<b><u>Mitigating Actions</u></b> <ul style="list-style-type: none"> <li>An external review of the structure and responsibilities of the Capital Strategy Team.</li> </ul>				

	KEY THEME AREAS	INHERENT RISK 1 = Low 4 = High	IMPACT 1 = Low 4 = High	LEAD COORDINATING OFFICER ON BEHALF OF COMT	NEW or Revised '*'
	<ul style="list-style-type: none"> <li>Additional investment in feasibility studies.</li> <li>BSF and PCP the responsibility of individuals commissioned specifically for these areas of work.</li> </ul>				
23.	Failure to effectively influence school performance to avoid significant intervention measure from Government (inc Ofsted).	2	4	Matt Dunkley	*
	<u>Mitigating Actions</u> <ul style="list-style-type: none"> <li>CfBT contract reconfigured to focus solely on intervention, leadership development, and training.</li> <li>Additional resource invested in areas of the county, and schools, with the poorest performance.</li> <li>External monitoring and support commissioned to accelerate the progress of any schools proving to be “hard to shift”.</li> </ul>				