

# **Children, Young People and Family Support Scrutiny and Policy Development Committee**

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**Monday 3 September 2018 at 10.00 am**

**To be held at the Town Hall, Pinstone Street, Sheffield, S1 2HH**

**The Press and Public are Welcome to Attend**

## **Membership**

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Councillors Mick Rooney (Chair), Cliff Woodcraft (Deputy Chair), Andy Bainbridge, Lisa Banes, Simon Clement-Jones, Francyne Johnson, Mohammad Maroof, Abtissam Mohamed, Bob Pullin, Colin Ross, Ian Saunders, Alison Teal and Sophie Wilson

## **Education Non-Council Members**

Gillian Foster, Alison Warner, Waheeda Din, Sam Evans, Joanna Heery and Peter Naldrett

## **Healthwatch Sheffield**

Alice Riddell (Observer)

## **Substitute Members**

In accordance with the Constitution, Substitute Members may be provided for the above Committee Members as and when required.

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## **PUBLIC ACCESS TO THE MEETING**

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The Children, Young People and Family Support Scrutiny Committee exercises an overview and scrutiny function in respect of the planning, policy development and monitoring of service performance and other general issues relating to learning and attainment and the care of children and young people within the Children's Services area of Council activity. It also scrutinises as appropriate the various local Health Services functions, with particular reference to those relating to the care of children.

A copy of the agenda and reports is available on the Council's website at [www.sheffield.gov.uk](http://www.sheffield.gov.uk). You can also see the reports to be discussed at the meeting if you call at the First Point Reception, Town Hall, Pinstone Street entrance. The Reception is open between 9.00 am and 5.00 pm, Monday to Thursday and between 9.00 am and 4.45 pm. You may not be allowed to see some reports because they contain confidential information. These items are usually marked \* on the agenda.

Members of the public have the right to ask questions or submit petitions to Scrutiny Committee meetings and recording is allowed under the direction of the Chair. Please see the website or contact Democratic Services for further information regarding public questions and petitions and details of the Council's protocol on audio/visual recording and photography at council meetings.

Scrutiny Committee meetings are normally open to the public but sometimes the Committee may have to discuss an item in private. If this happens, you will be asked to leave. Any private items are normally left until last. If you would like to attend the meeting please report to the First Point Reception desk where you will be directed to the meeting room.

If you require any further information about this Scrutiny Committee, please contact Deborah Fellowes, Policy and Improvement Officer on 0114 27 35065 or [email.deborah.fellowes@sheffield.gov.uk](mailto:email.deborah.fellowes@sheffield.gov.uk)

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## **FACILITIES**

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There are public toilets available, with wheelchair access, on the ground floor of the Town Hall. Induction loop facilities are available in meeting rooms.

Access for people with mobility difficulties can be obtained through the ramp on the side to the main Town Hall entrance.

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**CHILDREN, YOUNG PEOPLE AND FAMILY SUPPORT SCRUTINY AND POLICY  
DEVELOPMENT COMMITTEE AGENDA  
3 SEPTEMBER 2018**

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**Order of Business**

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- 1. Welcome and Housekeeping Arrangements**
- 2. Apologies for Absence**
- 3. Exclusion of Public and Press**  
To identify items where resolutions may be moved to exclude the press and public  
  

Note: The appendices to the Cabinet Member's report in item 7 – 'Call-in of the Cabinet Member Decision on Short Breaks Consultation – Implementation Phase' are not available to the public and press because they contain exempt information described in Paragraph 3 of Schedule 12A of the Local Government Act 1972 (as amended) relating to the financial business affairs of any particular person (including the authority holding that information).
- 4. Declarations of Interest** (Pages 1 - 4)  
Members to declare any interests they have in the business to be considered at the meeting
- 5. Minutes of Previous Meeting** (Pages 5 - 12)  
To approve the minutes of the meetings of Committee held on 25<sup>th</sup> June, 2018
- 6. Public Questions and Petitions**  
To receive any questions or petitions from members of the public
- 7. Call-in of the Cabinet Member Decision on Short Breaks Consultation - Implementation Phase** (Pages 13 - 90)  
Report of the Policy and Improvement Officer
- 8. School Exclusions** (Pages 91 - 94)  
Report of the Director of Strategic Commissioning and Inclusion Services
- 9. Work Programme 2018/19** (Pages 95 - 104)  
Report of the Policy and Improvement Officer

**10. Date of Next Meeting**

The next meeting of the Committee will be held on Monday, 3<sup>rd</sup> November, 2018, at 10.00 am, in the Town Hall

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## ADVICE TO MEMBERS ON DECLARING INTERESTS AT MEETINGS

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If you are present at a meeting of the Council, of its executive or any committee of the executive, or of any committee, sub-committee, joint committee, or joint sub-committee of the authority, and you have a **Disclosable Pecuniary Interest (DPI)** relating to any business that will be considered at the meeting, you must not:

- participate in any discussion of the business at the meeting, or if you become aware of your Disclosable Pecuniary Interest during the meeting, participate further in any discussion of the business, or
- participate in any vote or further vote taken on the matter at the meeting.

These prohibitions apply to any form of participation, including speaking as a member of the public.

You **must**:

- leave the room (in accordance with the Members' Code of Conduct)
- make a verbal declaration of the existence and nature of any DPI at any meeting at which you are present at which an item of business which affects or relates to the subject matter of that interest is under consideration, at or before the consideration of the item of business or as soon as the interest becomes apparent.
- declare it to the meeting and notify the Council's Monitoring Officer within 28 days, if the DPI is not already registered.

If you have any of the following pecuniary interests, they are your **disclosable pecuniary interests** under the new national rules. You have a pecuniary interest if you, or your spouse or civil partner, have a pecuniary interest.

- Any employment, office, trade, profession or vocation carried on for profit or gain, which you, or your spouse or civil partner undertakes.
- Any payment or provision of any other financial benefit (other than from your council or authority) made or provided within the relevant period\* in respect of any expenses incurred by you in carrying out duties as a member, or towards your election expenses. This includes any payment or financial benefit from a trade union within the meaning of the Trade Union and Labour Relations (Consolidation) Act 1992.

\*The relevant period is the 12 months ending on the day when you tell the Monitoring Officer about your disclosable pecuniary interests.

- Any contract which is made between you, or your spouse or your civil partner (or a body in which you, or your spouse or your civil partner, has a beneficial interest) and your council or authority –
  - under which goods or services are to be provided or works are to be executed; and
  - which has not been fully discharged.

- Any beneficial interest in land which you, or your spouse or your civil partner, have and which is within the area of your council or authority.
- Any licence (alone or jointly with others) which you, or your spouse or your civil partner, holds to occupy land in the area of your council or authority for a month or longer.
- Any tenancy where (to your knowledge) –
  - the landlord is your council or authority; and
  - the tenant is a body in which you, or your spouse or your civil partner, has a beneficial interest.
- Any beneficial interest which you, or your spouse or your civil partner has in securities of a body where -
  - (a) that body (to your knowledge) has a place of business or land in the area of your council or authority; and
  - (b) either -
    - the total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body; or
    - if the share capital of that body is of more than one class, the total nominal value of the shares of any one class in which you, or your spouse or your civil partner, has a beneficial interest exceeds one hundredth of the total issued share capital of that class.

If you attend a meeting at which any item of business is to be considered and you are aware that you have a **personal interest** in the matter which does not amount to a DPI, you must make verbal declaration of the existence and nature of that interest at or before the consideration of the item of business or as soon as the interest becomes apparent. You should leave the room if your continued presence is incompatible with the 7 Principles of Public Life (selflessness; integrity; objectivity; accountability; openness; honesty; and leadership).

You have a personal interest where –

- a decision in relation to that business might reasonably be regarded as affecting the well-being or financial standing (including interests in land and easements over land) of you or a member of your family or a person or an organisation with whom you have a close association to a greater extent than it would affect the majority of the Council Tax payers, ratepayers or inhabitants of the ward or electoral area for which you have been elected or otherwise of the Authority's administrative area, or
- it relates to or is likely to affect any of the interests that are defined as DPIs but are in respect of a member of your family (other than a partner) or a person with whom you have a close association.

Guidance on declarations of interest, incorporating regulations published by the Government in relation to Disclosable Pecuniary Interests, has been circulated to you previously.

You should identify any potential interest you may have relating to business to be considered at the meeting. This will help you and anyone that you ask for advice to fully consider all the circumstances before deciding what action you should take.

In certain circumstances the Council may grant a **dispensation** to permit a Member to take part in the business of the Authority even if the member has a Disclosable Pecuniary Interest relating to that business.

To obtain a dispensation, you must write to the Monitoring Officer at least 48 hours before the meeting in question, explaining why a dispensation is sought and desirable, and specifying the period of time for which it is sought. The Monitoring Officer may consult with the Independent Person or the Council's Audit and Standards Committee in relation to a request for dispensation.

Further advice can be obtained from Gillian Duckworth, Director of Legal and Governance on 0114 2734018 or email [gillian.duckworth@sheffield.gov.uk](mailto:gillian.duckworth@sheffield.gov.uk).

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Children, Young People and Family Support Scrutiny and Policy Development  
Committee

Meeting held 25 June 2018

**PRESENT:** Councillors Mick Rooney (Chair), Andy Bainbridge, Lisa Banes, Simon Clement-Jones, Mohammad Maroof, Abtisam Mohamed, Bob Pullin, Ian Saunders, Alison Teal, Sophie Wilson and Richard Shaw (Substitute Member)

Non-Council Members in attendance:-

Gillian Foster, (Diocese Representative - Non-Council Voting Member)  
Alison Warner, (School Governor Representative - Non-Council Non-Voting Member)  
Sam Evans, (Diocese Representative - Non-Council Voting Member)  
Alice Riddell, (Healthwatch Sheffield, Observer)

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**1. APOLOGIES FOR ABSENCE**

1.1 Apologies for absence were received from the Deputy Chair (Councillor Cliff Woodcraft), with Councillor Richard Shaw attending as his nominated substitute, Francyne Johnson, Colin Ross and Sophie Wilson, and from Joanna Heery (Parent Governor Representative – Non-Council Voting Member) and Peter Naldrett (Parent Governor Representative – Non-Council Voting Member).

**2. EXCLUSION OF PUBLIC AND PRESS**

2.1 No items were identified where resolutions may be moved to exclude the public and press.

**3. DECLARATIONS OF INTEREST**

3.1 In relation to Agenda Item 8 (Update on Academisation), the following declarations of interest were made:-

- Councillor Andy Bainbridge declared a personal interest as the Council's representative on the Learn Sheffield Board;
- Councillor Abtisam Mohamed declared a personal interest as a member of the Brigantia Academy Trust and as a Governor of Firth Park School; and
- Alison Warner declared a personal interest as a member of the Chorus Academy Trust and a Director of the Brigantia Academy Trust.

**4. PUBLIC QUESTIONS AND PETITIONS**

4.1 Viv Lockwood raised the following two questions:-

- (a) In the light of the more negative aspects of academies, which had been highlighted through thorough academic research by respected educational bodies and organisations, what detailed, qualitative data, is collected by the Local Authority from schools, and especially from academies, which investigates and evaluates such known phenomena in reaching conclusions about school effectiveness?
- (b) In view of the absence of any evidence that becoming an academy improves pupil attainment, while reducing autonomy for those schools within a multi-academy trust, and removing local democratic accountability, will the Local Authority now guarantee not to promote any further academisation of our locally maintained schools, and be, at the least, neutral in its attitude?

4.2 In response to the first question, Pam Smith (Head of Primary and Targeted Intervention) stated that the person with overall responsibility for the curriculum organised by academies was the Regional Schools Commissioner, and not the Local Authority. The Local Authority worked very closely with Learn Sheffield and the schools and academies, at all phases, to ensure that there was an agreed school categorisation process. Ms Smith indicated that OfSTED judgements were also used as part of the categorisation process, and that she was kept apprised of all categorisations. The aim of this work was to help identify whether schools or academies needed any further support from Learn Sheffield.

4.3 In response to the second question, Pam Smith stated that she totally refuted the comments made with regard to the Local Authority being responsible for actively encouraging maintained schools to become academies, indicating that this was definitely not the case, and that officers were always neutral when providing advice to schools on this issue.

4.4 The Chair advised Mr Lockwood that if he was not happy with the responses, he could raise the same questions at a meeting of the Cabinet, in the hope of receiving a more detailed explanation, and was entitled to circulate any information on this issue to Members of the Council.

## **5. ACADEMISATION IN SHEFFIELD**

5.1 The Committee received a report of the Director of Business Strategy, People Services, providing an update on academisation in Sheffield. The report was supported by a presentation from Pam Smith (Head of Primary and Targeted Intervention).

5.2 Ms Smith provided contextual information on the spread of academies across the City, the number of academy conversions to date, the definitions of the different school types, the range of multi-academy trusts, and where they were situated. She referred to the improvement priorities for South Yorkshire, the KS2 results by

school type, the new academies which had been built using Basic Need Grant funding since 2011, the Capital Programme and academies, the building condition and academies, and concluded by referring to the future priorities.

5.3 Members of the Committee raised questions, and the following responses were provided:-

- Of the 94 Local Authority maintained schools across all sectors in the City, only two were secondary schools, with the remainder being either primary or special schools.
- Whilst the overall decision in terms of whether a school converts to an academy is with the school's Governing Body, there would be some level of discussion with the Local Authority, as part of the process, predominantly in terms of requesting support with regard to setting out priorities. The Local Authority did not have the power to refuse requests by schools to convert to academies on the basis that it was Government policy.
- Whilst the decision as to who would sponsor a new school rested with the Regional Schools Commissioner and his/her advisers, the Local Authority was involved as it was expected to administer the bidding process, in the case of new schools, for prospective sponsors. Also, whilst the Local Authority does not decide the sponsor, it could express an opinion with regard to the quality of the bids.
- It was accepted that there could be issues regarding the long-term sustainability of individual schools being sponsored by small trusts. However, if any such concerns were identified, officers of the Local Authority would meet with colleagues in the Department for Education, and the Regional Schools Commissioner, to discuss this with them. The Local Authority would always provide support to such schools to ensure they were viable.
- Whilst there were issues in terms of the amount of the Building Condition Grant allocated to the Council reducing as more schools converted, and subsequently, more pupils transferred to, academies, the Local Authority would request due diligence on both sides with regard to the long-term viability of those schools in poor condition.
- Learn Sheffield would continue to work in partnership with all schools and academies, therefore there would still be a clear process, which the Council could access and assess key information. The level to which academies engaged with this varied.
- A number of academy trusts, such as Oasis, sponsored academies in disadvantaged areas across the country. The Council ensured that these academies were monitored alongside the maintained schools sector, on issues such as the increase in exclusions. This could be investigated by the Council, through the Performance and Analysis Service.

- The increase in the percentage of pupils, at Key Stage 2, achieving the expected standard in reading, writing and maths, from 2016 to 2017, was very positive, and was the culmination of a five-year concerted effort to improve such standards. This had involved the Local Authority working closely with all schools and academies, and in partnership with the Teaching Schools and Learn Sheffield, and had resulted in a steady year on year improvement.
- All schools were continually monitoring their future, with the majority of schools, particularly community schools, being reasonably relaxed in this regard. Regardless of their status, all schools continued to work on being good or better, and to improve pupil outcomes year on year. However, there was a need for the Local Authority to look at all forms of partnership working in the light of changes to the national funding formula.
- Information, including data, on how the improvements in KS2 outcomes had been driven by more community schools converting to academies, would be circulated to Members of the Committee.
- Details of bids made by schools to the Condition Improvement Fund (CIF) were published on the Department for Education website.
- The Local Authority did not gain anything when a school converted to an academy, but would lose an element of funding in terms of the reduction in pupil numbers in maintained schools.
- Maintained schools requiring capital investment from the Council would be included on a waiting list, and would be required to provide the business case for that investment.
- In terms of Sheffield's national rankings with regard to final outcomes in 2017, at Key Stages 4 and 5, the City was in the third quartile at KS4 and the second quartile at KS5, out of a total of 150 local authorities.

5.4 RESOLVED: That the Committee:-

- (a) notes the contents of the report now submitted, together with the information reported as part of the presentation and the responses to the questions raised; and
- (b) requests the Executive Director, People Services, to:-
  - (i) write to Learn Sheffield, requesting confirmation on their policy regarding academy conversions; and
  - (ii) submit reports to a future meeting of the Committee on:-
    - (A) school funding;

- (B) capital programme; and
- (C) the linkages between academies and local neighbourhood priorities.

## **6. MINUTES OF PREVIOUS MEETINGS**

### **6.1 12<sup>th</sup> March 2018**

The minutes of the meeting of the Committee held on 12<sup>th</sup> March 2018, were approved as a correct record and, arising from Item 9 – Elective Home Education, Deborah Fellowes (Policy and Improvement Officer) confirmed that the Council had produced a submission to the Government, as part of the consultation on the Government's review of the Elective Home Education Service, and she would circulate this to Members of the Committee.

### **6.2 16<sup>th</sup> May 2018**

The minutes of the meeting of the Committee held on 16<sup>th</sup> May 2018, were approved as a correct record.

## **7. WARD LEVEL CONTEXTUAL, ATTAINMENT AND PROGRESS DATA**

7.1 The Committee considered a report of the Performance and Analysis Service, People Services, providing a summary of Ward level data across a number of contextual, attainment and progress measures in Sheffield.

7.2 Kate Wilkinson (Service Manager - Performance and Analysis Service) attended the meeting and introduced the report.

7.3 Members of the Committee raised questions, and the following responses were provided:-

- It would be possible, in terms of future reports, to include statistical information in terms of the percentage of pupils attending schools in areas where they were resident.
- Whilst it appeared to be a slight oddity, the national average in respect of Key Stage 2 to Key Stage 4 progress was a minus figure.
- Mobility of pupils could be up to 30% in some Council Wards. Data on mobility could be included in future reports.
- On the basis that it was accepted that there could be huge differentials in terms of levels of deprivation between neighbourhoods within some Wards, such as Beauchief and Greenhill, it would be possible to produce similar statistics, as set out in the report, at a neighbourhood level.

7.4 RESOLVED: That the Committee:-

- (a) notes the information contained in the report now submitted, together with the responses to the questions raised; and
- (b) requests that:-
  - (i) the information set out in the report be forwarded to the Chairs of the Local Area Partnerships; and
  - (ii) the statistics in the report be included in the reports requested under the previous item on academisation, in order to provide a link between the policy and the numbers.

## **8. DRAFT WORK PROGRAMME 2018/19**

- 8.1 The Committee received a report of the Policy and Improvement Officer containing the draft Work Programme for 2018/19.
- 8.2 Councillor Abtisam Mohamed queried whether there were any educational projects/initiatives currently benefitting from EU funding, and which could be adversely affected following Brexit.
- 8.3 Councillor Mohammad Maroof questioned whether data on exclusions/attainment regarding pupils of rural Pakistan (Kashmir and Mirpur) origin could be extracted from figures for children of general Pakistani origin, and included in future reports of this nature.
- 8.4 Further to an issue raised by Councillor Bob Pullin, the Chair stated that the report on the work of the Scrutiny Cross Party Working Group regarding Children's Social Care would be submitted to the Cabinet in July 2018.
- 8.5 RESOLVED: That the Committee:-
  - (a) notes and approves the draft Work Programme for 2018/19, as set out in the report now submitted; and
  - (b) requests the Policy and Improvement Officer to:-
    - (i) check whether there are any such educational projects/initiatives benefitting from EU funding, and which could be adversely affected by Brexit and, if so, submit a report thereon to a future meeting; and
    - (ii) refer Councillor Mohammad Maroof's request to the Head of Primary and Targeted Intervention and the Service Manager – Performance and Analysis Service.

## **9. DATE OF NEXT MEETING**

- 9.1 It was noted that the next meeting of the Committee would be held on Monday, 3<sup>rd</sup>

September 2018, at 10.00 am, in the Town Hall.

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## Report to Children, Young People and Family Support Committee Monday 3<sup>rd</sup> September 2018

**Subject:** Call in of decision on “Short breaks consultation; implementation phase”

**Author of Report:** Deborah Fellowes, Policy & Improvement Officer  
0114 2735065, [deborah.fellowes@sheffield.gov.uk](mailto:deborah.fellowes@sheffield.gov.uk)

**Type of item:** The report author should tick the appropriate box

Reviewing of existing policy	
Informing the development of new policy	
Statutory consultation	
Performance / budget monitoring report	
Cabinet request for scrutiny	
Full Council request for scrutiny	
Community Assembly request for scrutiny	
Call-in of Cabinet Member’s decision	X
Briefing paper for the Scrutiny Committee	
Other	

### 1.0 Background

1.1 On the 26<sup>th</sup> July 2018, the Cabinet Member for Children and Families took the following decision:

***Decision:***

*That the Cabinet Member authorises the Executive Director for People Services to implement the changes to eligibility for Short Breaks Grants and Daytime Activities as set out in Section 1.9 of the report.*

1.2 The Call-In notice is attached to this report as Appendix 1. Additional documents for this item include the Individual Cabinet Member Decision Record and the original report of Executive Director, People Services, to the Cabinet Member for Children and Families. Note the three appendices of the report to the Cabinet Member are not for publication.

1.3 As per Part 4, section 16 of Sheffield City Council's Constitution, this decision has been called in, preventing implementation of the decision until it has been considered by this Scrutiny Committee.

1.4 The Call-In notice states that the reasons for the Call-in are: "methodological issues, impact of the proposals, clarification of some of the proposals".

The lead signatory is Councillor Mick Rooney, with co-signatories being Councillors Cliff Woodcraft, Colin Ross, Susan Alston and Andrew Sangar.

1.5 In addition to the Councillors named above, an interest in this call in has been registered by Councillor Francyne Johnson for the following reasons: "I have received correspondence from a number of constituents about their concerns surrounding this issue. I am concerned that it would adversely and disproportionately affect low income working families and those with more than one disabled child".

## **2.0 The Scrutiny Committee is being asked to:**

2.1 As per the Scrutiny Procedure rules, scrutinise the decision and take one of the following courses of action:

- (a) refer the decision back to the decision making body or individual for reconsideration in the light of recommendations from the Committee;
- (b) request that the decision be deferred until the Scrutiny Committee has considered relevant issues and made recommendations to the Executive;
- (c) take no action in relation to the called-in decision but consider whether issues arising from the call-in need to be fed back to the decision maker or added to the work programme of an existing Scrutiny Committee;
- (d) if, but only if (having taken the advice of the Monitoring Officer and/or the Chief Finance Officer), the Committee determines that the decision is wholly or partly outside the Budget and Policy Framework, refer the matter, with any recommendations, to the Council after following the procedures in the Budget and Policy Framework Procedure Rules

(If a Scrutiny Committee decides on (a), (b) or (d) as its course of action, there is a continuing bar on implementing the decision).

2.2 The Scrutiny Procedure rules state that if a decision is referred back, it is referred back to the individual or body that made the decision. In this case the decision maker is the Cabinet Member for Children and Families.

## **Background Papers**

- Appendix 1 - Call in notice dated 31.7.18
- Individual Cabinet Member Decision Record dated 26.7.18
- Report of Executive Director, People to Cabinet Member for Children and Families, dated 28.07.2017 including 3 appendices

**Category of Report:** OPEN (original report appendices confidential by virtue of paragraph 3)

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**SHEFFIELD CITY COUNCIL**

**CALL-IN PROCESS FOR EXECUTIVE DECISIONS**

I Michael Rooney (Name of Member in Block Capitals)

under the provision of Scrutiny Procedure Rule 16, wish to call-in the decision taken by the Cabinet Member for Children and Families on 26<sup>th</sup> July 2018 relating to Short Breaks Consultation Implementation Phase, for consideration by the Children, Young People and Family Support Scrutiny Committee.

*The relevant Scrutiny Committee will be indicated on the Checklist within the report relating to this matter.*

**Reason for Call-In**

Methodological issues  
Impact of proposals  
Classification of some of the proposals  
Signed Michael Rooney Date 31 July 2018

I have obtained the following signatures of the other Members who wish to call-in this item:-

Name (in Block Capitals)	Signature
1. <u>CLIFFORD PAUL WOODCRAFT</u>	<u>CP Woodcraft</u>
2. <u>COLIN ROSS</u>	<u>Colin Ross</u>
3. <u>SUSAN ALSTON</u>	<u>Susan Alston</u>
4. <u>ANDREW SANGAR</u>	<u>Andrew Sangar</u>

(NOTE: Scrutiny Procedure Rule 16 requires five Members, including two from the appropriate Scrutiny Committee to 'call-in' an Executive decision for scrutiny. This can be done **up to 4 working days after the decision publication.**

*The five signatures required for the call-in process must be submitted by the deadline date, but need not all be on one form.*

**Completed forms to be returned to the  
Head of Democratic Services (Room G13/14, Town Hall),  
by the deadline referred to above.**

**The request will be logged and forwarded to Policy and Improvement Team  
for action.**

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**Author/Lead Officer of Report:** Sam Martin

**Tel:** 0114 2930958

**Report of:** *Jayne Ludlam – Executive Director of People Services*

**Report to:** *Cllr Jackie Drayton – Cabinet Member for Children and Families*

**Date of Decision:** *26.7.18*

**Subject:** *Short Breaks Consultation, Implementation Phase*

Is this a Key Decision? If Yes, reason Key Decision:-	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
- Expenditure and/or savings over £500,000		<input checked="" type="checkbox"/>		
- Affects 2 or more Wards		<input checked="" type="checkbox"/>		
Which Cabinet Member Portfolio does this relate to? <i>People; Children, Young People and Families</i>				
Which Scrutiny and Policy Development Committee does this relate to? <i>Children, Young People and Family Support</i>				
Has an Equality Impact Assessment (EIA) been undertaken?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
If YES, what EIA reference number has it been given? <i>294</i>				
Does the report contain confidential or exempt information?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>

**Purpose of Report:**

The report recommends the council makes some changes to the way the Short Breaks Grant and Daytime activities for Disabled Children are accessed. These changes, which have been consulted on extensively with families and activity providers, will introduce eligibility criteria based on income and reduce some duplication in provision so that the process is more fair, balanced and sustainable.

**Recommendations:**

That the Cabinet Member authorises the Executive Director for People Services to implement the changes to eligibility for Short Breaks Grants and Daytime Activities as set out in Section 1.9 of this report.

**Background Papers:**

See confidential appendix

Lead Officer to complete:-	
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.
	Finance: Andy Bray/ Laura Foster <b>25.5.18</b>
	Legal: Nadine Wynter <b>25.5.18</b>
	Equalities: <i>Bashir Khan</i> <b>22.5.18</b>
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>	
2	<b>EMT member who approved submission:</b> <i>Jayne Ludlam</i>
3	<b>Cabinet Member consulted:</b> <i>Jackie Drayton</i>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.
	<b>Lead Officer Name:</b> <i>Sam Martin</i>
	<b>Job Title:</b> <i>Head of Commissioning – Vulnerable People</i>
<b>Date:</b> <i>18.5.18</i>	

## 1. PROPOSAL

1.1 The Council provides a range of services and support to disabled children and their families, including Short Breaks or respite provision. This provision is intended to support children, young people and their carers and families in maintaining their caring responsibilities and allow disabled children to take part in rewarding social or learning activities. This provision ranges from:

- A Short Breaks Grant which can be used by families flexibly to go towards the costs of holidays or days out, activities for children, or equipment or learning materials
- Help to access universally available clubs, sports and leisure activities in their community
- Places in weekend and holiday clubs specifically for disabled children
- Overnight stays in council respite children's' homes or with a specially trained foster carer
- A Direct Payment, taken instead of the above services, so that a family can organise their own support and care.

1.2 There are more than 115,000 children and young people in the City. Around 2,500 children have an Education, Health and Care Plan (EHCP) and around 2,500 children receive some kind of short break provision every year. For example in 2016-17:

- 1,923 families received a Short Breaks Grant; 1,448 of these families just accessed the Grant and did not use any other council funded short breaks service or activity.
- 97 families had a child attend a universal club or activity.
- 653 families have a child attending a specifically contracted club or activity for disabled children.

1.3 The Council's funding from central government has been reduced by over £350 million in the last 7 years, with further reductions planned. Consequently the Council now has to review many of our services which we had previously protected. We need to decide how to best provide services in a different and more cost effective way. Despite massive cuts to our budget, and specifically the ending of the 'ring fenced' Aiming High Grant in 2011, Sheffield City Council remains committed to supporting disabled children, young people and their families through a range of services. We want to maintain where possible the preventative support which families have told us helps them lead their lives. At the same time, the increasing and ongoing pressure on public finances does mean the council has had to, and will continue to have to, make difficult decisions about services as fairly and reasonably as possible.

1.4 Over the last 3 years Sheffield City Council has heard the views of disabled children and young people, parent/carers, staff and service providers on what works well and what

we might be able to do differently. Through this process, we have heard a range of suggestions on how services could change. Some of these suggestions have resulted in the proposals we consulted on, which we think will help us review the offer and make it more cost effective and sustainable.

- 1.5 The Council's provision of daytime activities has been organised through the SNIPs (Special Needs Inclusion and Playcare Service) for many years. The Short Breaks Grant has been in place for ten years and was originally set up using the Government's Aiming High Grant for Disabled Children. This grant was ended in 2011 by the coalition government. At that point many other local authorities scaled back short breaks provision and we considered ending the Sheffield Short Breaks Grant, but, following discussions with parents and carers, it was decided in Sheffield to continue locally running the grant scheme because of its importance to families.
- 1.6 From December 2017 to March 2018, we ran a survey for parents and carers of disabled children. This was primarily online using Citizen Space, and paper copies were sent via post to existing service users from 2016 to present day, where we had sufficient contact details. Paper copies of the questionnaire were also available on request.
- 1.7 Using the results from the consultation alongside data on service usage for the past 3 years, we assessed the proposals for impact and feasibility.

## 1.8 **What we are proposing to change**

1.9 The changes that will be made are as follows:

- 1.10 **The Short Breaks Grant** – The Short Breaks Grant of up to £400 per year will still be available to all eligible families.

**New Eligibility** – following discussions with families we are not proposing to end the Short Breaks Grant but we are introducing additional criteria.

1.11 Changes to the eligibility criteria:-

- At present - the Short Breaks Grant is available for children and young people from birth to their 19th birthday
- This would change so that the Short Breaks Grant will be available for children and young people from birth to their 18th birthday. When young people reach the age of 18 support is available through Adult's services. Young people, carers and families are also able to access a range of support through the Sheffield Carers Centre which may include the 'Time for a Break Grant'.
- At present - families can receive the Short Breaks Grant as well as other short break and respite services
- This would change and families who already receive a short break service like

daytime activities (SNIPS) and overnight respite will not be eligible to apply for a Short Breaks Grant as well. Families could receive a Short Breaks Grant or a short break or respite service not both.

- At present - any family, regardless of income, can get the Short Breaks Grant
- This would change and the eligibility for the Short Breaks Grant would take into account family income. Families in receipt of benefit or with a household income of less than £21,000 who are eligible will still be able to apply but families with a household income higher than £21,000 would no longer be eligible for the Short Breaks Grant.

#### 1.12 **Special Needs Inclusion Playcare Services (SNIPS)**

#### 1.13 Introduction of a parent/carer contribution towards the cost of the service.

- At present - some children and young people attend a mainstream club for their short break, alongside children and young people without a disability. The Council currently pay the full cost of this; this includes the extra funding to the organisation running the club in order that they can meet the needs of the children and young people with disabilities and the cost of the activity, e.g. club fees, cost of session/activity.
- This would, change although the Council will continue to fund the costs that enable the children and young people with disabilities to attend the club. Families would have to pay the basic club/activity costs as decided by the organisation that runs the session/club, in the same way as families of non-disabled children who attend that club/activity.
- At present - targeted short breaks clubs at weekend/summer holidays, for disabled children and young people only, are commissioned by the Council and the full cost is met by the Council. For a child on a 1:1 staff ratio this could range from about £70 - £100 per session. The clubs are currently free to families.
- This would change, although the Council will continue to commission the clubs, the Council will seek to ensure the clubs are distributed across the City, families would be asked to pay a contribution of £7 for each short break session allocated as part of their package. Families who have more than one disabled child accessing a daytime short break club would contribute a family payment capped at £10 per session. Families in receipt of benefits or with a household income less than £21,000 would be exempt.

## 2. **HOW DOES THIS DECISION CONTRIBUTE?**

2.1 Our goal remains to continue to deliver short break and respite services, to support parent/carers and offer services which will improve the experiences and opportunities for disabled children and young people in a sustainable manner.

2.2 By introducing some changes to the way we currently run some of our services, we

hope to protect those services, in order to ensure that those who need these services the most will still have access to them.

2.3 We are committed to protecting as much of our services as we can, and our goal remains to continue to deliver short break and respite services, to support parent/carers and offer services which will improve the experiences and opportunities for disabled children and young people. In setting out proposals and recommendations the following key principles have been borne in mind:

- Fairness: so that diminishing council resources are available to people who might need more help.
- Choice: so families can make decisions for themselves about what support they access.
- Proportionality: maintaining provision of things like the grant that give a bit of help to more families to support them in living their lives.

2.4 The changes to eligibility will mean that some families who previously have received a Short Breaks Grant will not be eligible in the future, and some families who access daytime activities would be asked to pay a contribution. For many families we understand that this will be disappointing and it may affect some families more than others. Where any family is significantly negatively affected by the proposals we will be urging them to get in contact with us so that we can offer alternative help or other services to support them. This offer will be communicated directly to families in a letter explaining the outcome of the consultation and the recommendations in this report.

### **3. HAS THERE BEEN ANY CONSULTATION?**

#### **3.1 Previous consultation**

3.2 During 2014 and 2015, disabled children and young people, parent/carers, staff and services gave their time to tell us their views on our current short break and respite services, along with ideas on options for future services. A number of different views were presented on how services could work in the future, and several suggestions for change made. Each of the proposals we are consulting on, has been directly informed by these suggestions.

3.3 There was a resounding message from these consultation events that families value the short breaks grant. They liked the straightforward application process, the lack of bureaucracy and the control and flexibility that it offers. Many parents expressed significant concern about the possibility that the grant programme could stop running. As a result, we discounted any proposal to discontinue or reduce the value of the grant at this time.

#### **3.4 Formal consultation**

3.5 Between November 2017 and March 2018 a formal consultation was held on the

detailed proposals that are now set out as recommendations in this report. We ran a survey for parents and carers of disabled children. This was primarily online using Citizen Space, and paper copies were sent via post to existing service users. We sent 2,288 questionnaires out by post. The online questionnaire was available to anyone who wanted to take part. We had 467 responses; 335 paper questionnaires returned and 132 online participants. This is a response rate of 15% (based on 335/2288). If we assume that the online participants were part of the original mailing, then the response rate becomes 20%.

- 3.6 The findings of the Consultation are attached to this report. We are sending a direct communication to parents and carers explaining the outcome of the consultation and informing them of the recommendations in this report.

#### **4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION**

##### **4.1 Level of impact/ number of families affected**

###### **4.1.1 Short Breaks Grant**

- 1,695 families accessed the grant in 17/18;
  - 382 used another service as well and 139 were aged 18 or over.
- Children most likely to use the grant are those with the following needs;
  - Behavioural/ emotional/ social difficulties or Social Emotional and Mental Health, Autism Spectrum Disorder, or Speech/language/communication needs.
- Most families said they used the grant to fund a family holiday

###### **4.1.2 SNIPs clubs**

- Mainstream/universal
  - 82 families accessed mainstream or “universal” clubs in 17/18
  - 37% of the children and young people had the primary need of ASD
  - 89% of service users were aged 5-16 years
- Contracted/specialist
  - 564 families accessed contracted specialist clubs in 16/17, 52% of these have a statement of SEN or ECHP
  - 36% of the children and young people had the primary need of ASD
  - 81% of service users were aged 5-16 years
- Families suggested that they might have to cancel activities or move to a cheaper club if the proposals were put in place

###### **4.1.3 Income/benefits**

- Approximately 50% of respondents to the questionnaire stated they were in receipt of benefits and therefore would be exempt from income-tested proposals.
- Many respondents thought the threshold of £21,000 was too low.

#### 4.1.4 Cumulative impact

- Analysis of service users at 31.12.17 shows that 234 individual children use both the grant and SNIPs so would be affected if more than one proposal was implemented (86 of these don't access any other service or DP from us). 7 families use both services and have a child aged 18 or over.
- This poses an additional risk that some of these families may feel they are under more pressure, or that families may request assessment for other services thereby increasing demand in other areas. We will ensure our services are prepared to respond to this if necessary.

#### 4.2 Equality of Opportunity Implications

4.2.1 The purpose of the consultation was to ask families how the proposals would affect them. We analysed service data from 2015 to present day in order to assess how many people might be affected.

4.2.2 A full EIA was completed before and after the consultation (attached)

4.2.3 We made the survey as accessible as we could in order to reach those who wanted to take part, including text in the 6 most-translated languages in Sheffield<sup>1</sup> and paper copies as well as an online questionnaire. We also ran a helpline telephone and email for the length of the consultation.

4.2.4 We collected the first part of the respondents' postcode, to ensure there was a fair spread geographically and responses were generally consistent across the City, and monitored the equalities data on a weekly basis.

4.2.5 The proposals are age specific as they relate to children aged 0-18, proposals would all impact on disabled children and young people and their families as that is the user group and service usage data shows that the majority of service users are White British

4.2.6 The proposals include options to means-test particular short break services. Families in receipt of benefits or under a household income threshold of £21,000 would be exempt from these means-tested proposals.

#### 4.3 Financial and Commercial Implications

4.3.1 When implemented fully the changes are estimated to reduce the overall amount the council spends on the Short Breaks Grant and activities. It is difficult to accurately predict the total level of savings, because a number of factors outside of the council's control may have an influence. However, it is estimated that Short Breaks costs may reduce by up to around £550,000 annually as a result of the changes.

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<sup>1</sup> From Language Line

4.3.2 This will be offset by an increase in administrative costs associated with the changes. For example, processing grant applications will take longer and require more work to account for the financial eligibility test. There are likely to be increased costs for the council or activity providers in setting up systems for parents to make payments for activities.

4.3.3 More detailed estimates of the financial impact of the proposals is set out below:

Proposal	Estimated saving (£)	Basis of calculation
1 - Eligibility for the Short Breaks Grant would stop on a young person's 18th birthday	<b>£59,000</b>	Based on a 3-year average number of service users in that age group
2 - To change the offer of the short break grant  a. Families who take the grant could not access other short break or respite services as well	<b>£171,000</b>	The saving shown is based on 428 families (this being the number of families presently accessing other short break or respite services as well as the grant) relinquishing their short breaks grant. The saving is difficult to quantify accurately as families could relinquish the grant or relinquish other service/s, and they could also potentially apply for assessment for different services
b. Introduce family income as an eligibility criteria	<b>£357,000</b>	Estimate based on existing data this assumes 894 families presently receiving this grant will not meet this criteria
3 - To change the Special Needs Playcare Service (SNIPs) offer for children and young people attending mainstream clubs; parents would be asked to pay the cost of the club/activity, the same as parents of non-disabled children and young people	<b>Between £5,000 and £15,000</b>	Based on families, who would be required to contribute, paying between £12.40 and £32 per month. Again the savings are difficult to estimate as each family's package is different
4 - To change the Special Needs Playcare Service (SNIPs) offer for children and young people attending targeted clubs for disabled children and young people only	<b>Between £20,000 and £50,000</b>	Based on families, who would be required to contribute, paying between £7 and £14 per month.
<b>Total estimated savings</b>	<b>Between £612,000 and £652,000</b>	

Proposal	Estimated additional costs (£)	Basis of calculation
Customer services to manage application for eligibility under income-threshold	<b>£12,000</b>	<b>£1,000 set up £11,000 annual</b>
An increase in administrative costs eg additional time processing grant applications. There are likely to be increased costs for the council or activity providers in setting up systems for parents to make payments for activities.	<b>Approx £20,000</b>	<b>Initial estimate</b>
<b>Total estimated additional costs</b>	<b>approx £32,000</b>	

<b>Total estimated net savings (based on lowest forecast savings and highest forecast additional costs)</b>	<b>£550,000</b>
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#### 4.4 Legal Implications

##### 4.4.1 The Children Act 1989 (CA 1989), which imposes:

- a duty on councils to safeguard and promote the welfare of children in their area who are in need by providing a range and level of services appropriate to those children's needs (*section 17(1)*). This includes, specifically, disabled children (*section 17(11)*); and
- a duty on every council to provide services designed to assist individuals who provide care for disabled children by giving them breaks from caring (*paragraph 6(1) of Schedule 2*). Paragraph 6(2) stipulates that this duty must be performed in accordance with the Breaks for Carers of Disabled Children Regulations 2011 (*SI 2011/707*).

4.4.2 We will continue to offer a mixed-economy of support to families with disabled children, including grants, clubs and overnight respite. The proposal is to change the criteria for the short breaks grant and SNIPs clubs, so that we can continue to provide the service for those who would not be able to pay for this themselves.

##### 4.4.3 The Breaks for Carers of Disabled Children Regulations 2011 (the Breaks for Carers Regulations), which provides that in performing the duty under paragraph 6(2) of the CA 1989, a council must:

- have regard to the needs of carers who would be unable to continue to provide care unless they were given breaks from caring, or would provide care more effectively if they were given breaks (*regulation 3*);
- provide, so far as is reasonably practicable, a range of services which would assist carers in accordance with regulation 3. In particular, a council must provide services to assist carers during school holidays "as appropriate" (*regulation 4*); and
- prepare a statement for carers in their area, known as a "short breaks services statement", which details the services provided in accordance with regulation 4 and how this is designed to meet the needs of carers (*regulation 5*).

4.4.4 We continue to offer a mixed-economy of support to families with disabled children, including grants, clubs and overnight respite, to ensure that families get the support they need in order to stay together and strive as a family. Support is available year-round, including school holidays.

We have a short breaks statement in place and this will be reviewed in line with the

proposed changes. We are also looking at how we communicate the offer and how we can make this clearer and easier to understand.

4.4.5 **The Children Act 2004 (CA 2004)**, which imposes a duty on a council to make arrangements for ensuring that its functions are discharged having regard to the need to safeguard and promote the welfare of children (*section 11(2)*).

- The Children and Families Act 2014 (CFA 2014), which imposes a duty on a council to:
  - keep under review its social care provision for children with disabilities (*section 27(1)(a)*);
  - consider the extent to which that provision is sufficient to meet the social care needs of young people (*section 27(2)*); and
  - consult with a range of specified local bodies when it exercises the functions imposed by section 27 (*section 27(3)*).

4.4.6 We undertake an annual sufficiency report across children's services, based on placement, demand and provision of support. Our improvement boards and annual budget/service planning are also the technical routes through which we review our functions and service delivery.

We are currently reviewing the short breaks offer, with a view to making sure we have the right types of support to meet the level of demand, and to ensure those who need help the most receive that support. We are looking at the range of services available, the communication of the offer, accessibility and processes.

The consultation is the first step on this path, looking specifically at the short breaks grant and SNIPs clubs, being the lowest level of support in the offer.

4.4.7 In addition, section 149 of the **Equality Act 2010 (EqA 2010)** requires a public authority to have due regard to the following needs in the exercise of its functions:

- To eliminate discrimination, harassment, victimisation and any other conduct prohibited by or under the EqA 2010.
- To advance equality of opportunity between those who have a protected characteristic (of which disability is one) and those who do not.
- To foster good relations between those who have a relevant protected characteristic and those who do not.

This is commonly referred to as the **public sector equality duty (PSED)**

- 4.4.8 We took action to reach a wide range of people with the consultation, with additional help available via phone or email for those who needed it, translation into the six most-used languages in Sheffield via LanguageLine. We provided over-the-phone completion of the questionnaire for those with difficulties taking part, and offered a bespoke 1:1 translator for one individual who wanted to take part but was a non-English speaker.

We included some equalities questions in the questionnaire and monitored these throughout to ensure reach. We took action to widen the communications when we thought that reach wasn't what we needed in a certain area.

We carried out a comprehensive EIA before and after the consultation, to assess potential impact and whether this would be greater for those with protected characteristics.

## **5. ALTERNATIVE OPTIONS CONSIDERED**

- 5.1 One option considered was to end the Council's Short Breaks Grant programme altogether. The Council has no statutory duty to provide a Short Breaks Grant. However, early consultation with parents and families suggested that a large number of families access the Short Breaks Grant and no other service from the Council. It therefore acts as a preventative support to help families maintain their caring responsibilities. This option was therefore rejected.
- 5.2 Another option considered was not to make any changes to the eligibility, age limit, or income threshold for accessing the grant, but just to reduce the overall grant amount from £400 to £200. Again, early consultation suggested this option, whilst relatively simple and easy to implement, is a 'one size fits all' approach. The option was therefore rejected in favour of the final proposals, which are fairer and will target the council's resources to help those that need it most.
- 5.3 When considering the income eligibility, the original proposal was to exempt families on benefits, which would have meant an income threshold of around £16,000 per year. However, early consultation led us to conclude that a higher threshold was necessary to account for the fact that families with disabled children often have higher outgoings and costs, as well as the fact that many families can be working but still struggling on a low income. The £21,000 threshold also aligns with the support the council gives to families for school transport.

## **6. REASONS FOR RECOMMENDATIONS**

- 6.1 Sheffield City Council is committed to supporting disabled children and their families through a range of services, and wants to maintain where possible the preventative support to families to help them lead their lives.
- 6.2 At the same time, the increasing and ongoing pressure on public finances mean the council has to make difficult decisions as fairly and reasonably as possible.

- 6.3 The proposals set out in this report have been consulted on with families and will make the processes for Short Breaks Grant and SNIPs clubs fairer, ensuring help is given to families who need it most.
  
- 6.4 We have assessed the level of impact - the number of families affected, in what ways they are affected and the financial implications to them – and propose that the recommendations herein are reasonable and practical. Where any individual family is significantly affected by any changes we will work with them to address this through other service provision if appropriate.



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## SHEFFIELD CITY COUNCIL

### INDIVIDUAL CABINET MEMBER DECISION RECORD

The following decision was taken on 26 July 2018 by the Cabinet Member for Children and Families.

Date notified to all members: Friday 27 July 2018

The end of the call-in period is 4:00 pm on Thursday 2 August 2018

Unless called-in, the decision can be implemented from Friday 3 August 2018

1. **TITLE**

Short Breaks Consultation Implementation Phase

2. **DECISION TAKEN**

That the Cabinet Member authorises the Executive Director for People Services to implement the changes to eligibility for Short Breaks Grants and Daytime Activities as set out in Section 1.9 of the report.

3. **Reasons For Decision**

Sheffield City Council is committed to supporting disabled children and their families through a range of services, and wants to maintain where possible the preventative support to families to help them lead their lives.

At the same time, the increasing and ongoing pressure on public finances mean the council has to make difficult decisions as fairly and reasonably as possible.

The proposals set out in the report have been consulted on with families and will make the processes for Short Breaks Grant and SNIPs clubs fairer, ensuring help is given to families who need it most.

We have assessed the level of impact - the number of families affected, in what ways they are affected and the financial implications to them – and propose that the recommendations herein are reasonable and practical. Where any individual family is significantly affected by any changes we will work with them to address this through other service provision if appropriate.

4. **Alternatives Considered And Rejected**

One option considered was to end the Council's Short Breaks Grant programme altogether. The Council has no statutory duty to provide a Short Breaks Grant. However, early consultation with parents and families suggested that a large number of families access the Short Breaks Grant and no other service from the Council. It therefore acts as a preventative support to help families maintain their caring responsibilities. This option was therefore rejected.

Another option considered was not to make any changes to the eligibility, age limit, or income threshold for accessing the grant, but just to reduce the overall grant amount from £400 to £200. Again, early consultation suggested this option, whilst relatively simple and easy to implement, is a 'one size fits all' approach. The option was therefore rejected in favour of the final proposals, which are fairer and will target the council's resources to help those that need it most.

When considering the income eligibility, the original proposal was to exempt families on benefits, which would have meant an income threshold of around £16,000 per year. However, early consultation led us to conclude that a higher threshold was necessary to account for the fact that families with disabled children often have higher outgoings and costs, as well as the fact that many families can be working but still struggling on a low income. The £21,000 threshold also aligns with the support the council gives to families for school transport.

5. **Any Interest Declared or Dispensation Granted**

None

6. **Respective Director Responsible for Implementation**

Executive Director, People Services

7. **Relevant Scrutiny Committee If Decision Called In**

Children, Young People and Family Support Scrutiny Committee



## Report to CYP&FS Scrutiny & Policy Development Committee

3<sup>rd</sup> September 2018

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**Report of:** Dawn Walton, Director of Strategic Commissioning and Inclusion Services

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**Subject:** School Exclusions

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**Author of Report:** Joel Hardwick, Head of Commissioning: Inclusion and School Services

**Summary:**

The Committee has requested a report on the current position in Sheffield regarding school exclusions, our understanding of the issue, and the strategies we are employing to reduce them.

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**Type of item:** The report author should tick the appropriate box

Reviewing of existing policy	
Informing the development of new policy	
Statutory consultation	
Performance / budget monitoring report	
Cabinet request for scrutiny	
Full Council request for scrutiny	
Community Assembly request for scrutiny	
Call-in of Cabinet decision	
Briefing paper for the Scrutiny Committee	<b>x</b>
Other	

**The Scrutiny Committee is being asked to:**

The Committee is asked to consider the Local Authority's current approach to reducing school exclusions.

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**Background Papers:**

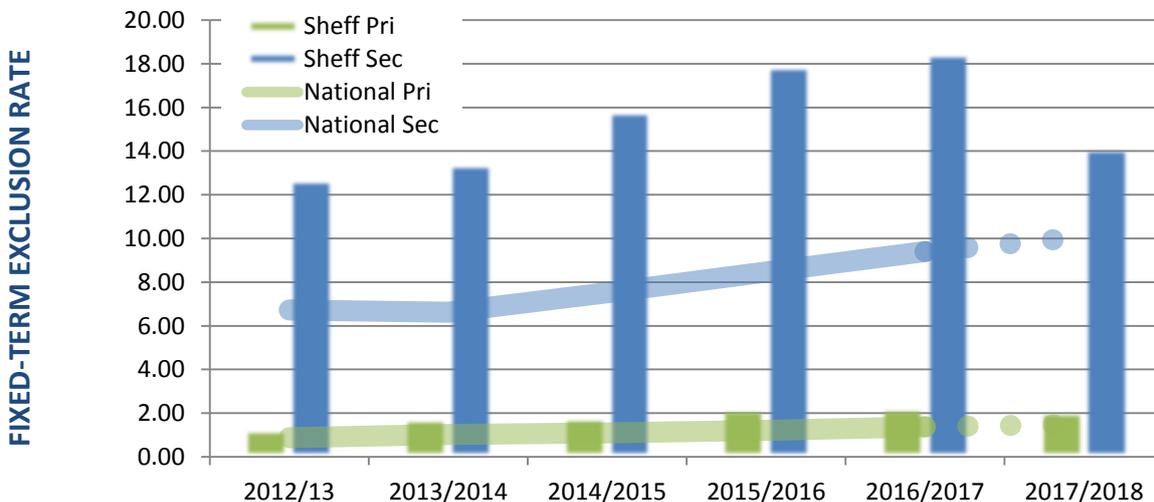
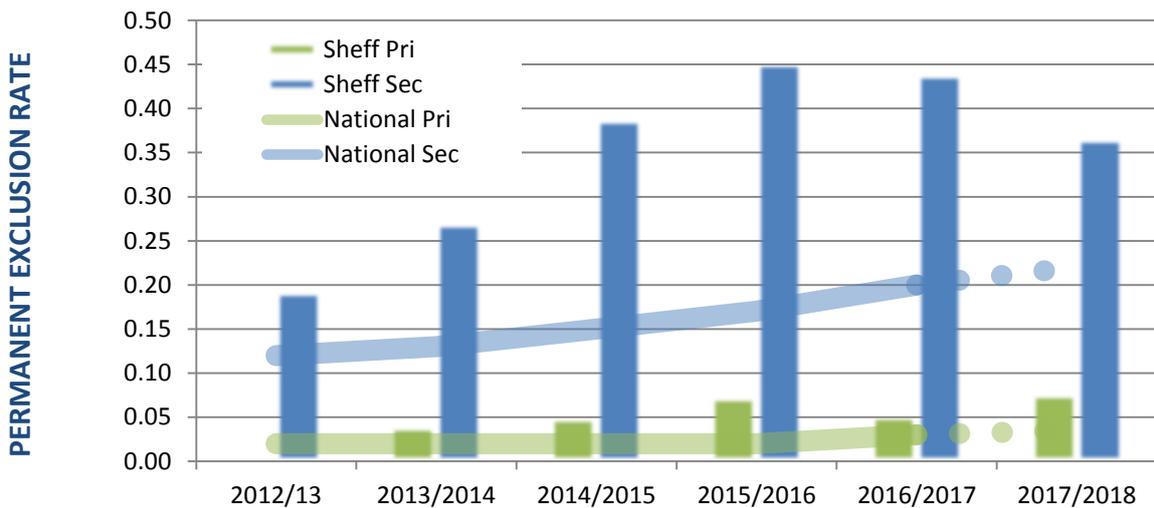
**Category of Report:** OPEN

## SCHOOL EXCLUSIONS IN SHEFFIELD

### 1. The current position in Sheffield & the national context

1.1 There are two types of exclusion, permanent exclusion is where a pupil will not return to the school, fixed-term exclusions are short-term and the pupil returns to school. The decision to exclude a pupil rests with a school and their governing body; families have a right of appeal to the governing body. Statutorily the Local Authority duty is to ensure education provision for permanently excluded children from the 6th day after they have been excluded.

1.2 Despite the increasing school-age population and the continued reports that schools are facing increasingly complex and challenging cohorts, Sheffield has managed to reduce permanent exclusions in the last two years (see chart below) and fixed term in the last year. Whilst this reverses the national trend up to 2017, the charts show that Sheffield Schools remain above the national average.



National average for 2017/18 not published – dotted line shows continuation of recent trend

- 1.3 The most common cause of permanent exclusion is persistent disruptive behaviour. Physical assault, on an adult or pupil, is the next most common cause. Those trends mirror the national picture.
- 1.4 In terms of contextual factors in 2017/18: 40% had an identified special educational need; 73% are male; 60% are white British or mixed white British; and, localities in the north and east of the city have a higher rate than other parts of the city.
2. **What are we doing to continue reducing exclusions and support pupils who have been excluded?**
- 2.1 There are a number of new streams of work that have started over the last 12-18 months to put in a place a more coordinated, citywide approach to providing greater levels of support and earlier intervention. There is a focus on whole-family support and ensuring broader support linked to the key types of SEN that are most common in children at risk of exclusion, particularly Social, Emotional & Mental Health and Communication & Interaction:
- i. **Joined up framework & commissioning** across different funding streams and partners
- Early Help Gateway, Primary & Secondary Inclusion Panels (see below), and Locality SEND model increasingly joining up, clarifying distinctions, and supporting improvement
  - Inclusion Panels operate at Primary and Secondary level and consider individual children at risk of permanent exclusion. They are chaired by a Headteacher, include senior representatives of all the support services including MAST, Education Psychology, Social Care, CAMHS, Speech & Language. They are a route to access some of the support described below and provide peer support and challenge and a mechanism for developing and sharing good practice. An action plan is formulated for each case presented.
  - shared action planning and good practice across localities linked to £2.1m Locality SEND funding building capacity across schools
  - establishing the performance monitoring tools to enable the city to judge the success of interventions at pupil/school/locality/city levels, highlight good practice and where improvements are needed, and help assess the sufficiency of our offer
  - work is underway to map all support, provision, and commissioning for vulnerable young people across the Council and its partners under common headings ( 'early help', 'targeted support')
- ii. an improved **early help** offer
- Early Assessment: Early assessment of support needs.
  - Clear Pathways: The pathway following the 2 year old review and the language and communication assessment tool within the private and voluntary sector nursery provisions is beginning to roll out

- Streamlined Support: Streamline access to support including reallocation of MAST resources towards single point for schools, Vulnerable Learner Review offer, and increased support for reintegration
  - Specialist Support: Improved access to specialist support and service provision including sleep hygiene, triple P parenting, other parenting work with VCF sector, restorative practice and other offers
- iii. a developing menu of **targeted support**
- a coherent citywide nurture offer across primary and secondary
  - an outreach support offer from the Sheffield Inclusion Centre
  - targeted support around autism through Mossbrook/Rowan outreach
  - enhanced speech & language offer through inclusion panels
  - using the intelligence through the panels to develop new alternative provision offers
- iv. **positive pathways** for pupils once an exclusion has taken place
- bespoke plan and support for reintegration for key stage 1 to 3 pupils
  - development of pathways into post-16 for key stage 4 pupils
  - Speech & language and CAMHS support to Sheffield Inclusion Centre
- v. Sheffield Safeguarding Children Board & Director of Children's Services **monitor schools** and express concern to schools - concerns regarding schools with high exclusion rates have also been raised with the Regional Schools Commissioner, Ofsted and the Department for Education.

### **3 What does this mean for the people of Sheffield?**

- 3.1 The work described in the paper is already meaning that both schools and families have access to better support, enabling more pupils to successfully sustain a place at their local school. It should also mean that excluded pupils have improved routes either towards reintegration into school or into positive post-16 pathways.

### **4. Recommendation**

- 4.1 The committee is asked to consider the report and note the ongoing work to drive improvement in this area.



## Report to Children, Young People & Family Support Scrutiny & Policy Development Committee

Monday 25<sup>th</sup> June 2018

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**Report of:** Policy & Improvement Officer

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**Subject:** Work Programme 2018/19

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**Author of Report:** Deborah Fellowes, Policy and Improvement Officer  
[deborah.fellowes@sheffield.gov.uk](mailto:deborah.fellowes@sheffield.gov.uk)  
0114 273 5065

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A draft Work Programme is attached at Appendix 1 for the Committee's consideration and discussion

The proposed work programme aims to focus on a small number of issues, in depth. This means the Committee will need to prioritise issues to be included on formal meeting agendas. In doing this, the Committee may wish to reflect on the prioritisation principles attached at Appendix 2, to ensure that scrutiny activity is focussed where it can add most value.

Where an issue is not appropriate for inclusion on a meeting agenda, but there is significant interest from Members, the Committee can choose to request a written briefing paper.

The Work Programme will remain a live document and will be brought to each Committee meeting. This version has been subject to some small changes, plus inclusion of additional items identified at the last meeting.

**The Scrutiny Committee is being asked to:**

- Consider and discuss the committees Work Programme for 2018/19
- Agree membership of a group to discuss arrangements for the joint working group on Mental Health issues

**Children, Young People & Family Support Scrutiny & Policy Development Committee  
Draft Work Programme 2017-18**

**Chair:** Cllr Mick Rooney

**Vice Chair:** Cllr Cliff Woodcraft

[Meeting Papers on SCC Website](#)

**Meeting day/ time:** Monday 10am – 1pm

**Please note:** the Work Programme is a live document and so is subject to change.

Topic	Reasons for selecting topic	Lead Officer/s	Agenda Item / Briefing paper
<b>Monday 25<sup>th</sup> June 2018</b>			
Ward level contextual attainment and progress data Page 96	Further consideration of report submitted in March 2018, to be provided as background information for the new committee to inform their consideration of priority issues and the work programme	Kate Wilkinson, Service Manager - Performance & Analysis Service	Agenda Item
Update on Academisation – contextual information	Agreed with Cabinet Member as an introductory item for the new Committee	John Doyle, Director Business Strategy Pam Smith, Head of Primary & Targeted Intervention	Agenda Item
Draft Work Programme 2019-19, a report of the Policy & Improvement Officer	To consider and discuss the committees Work Programme for 2017/18.	Deborah Fellowes, Policy & Improvement Officer	Agenda Item

<b>Monday 3<sup>rd</sup> September 2018</b>			
Call in of Cabinet Member decision 26th July 2018 - Short breaks consultation; implementation phase			Call In
School Exclusions	To receive an update on the outcome of the review of alternative provision for excluded pupils, including stakeholder engagement; and data on exclusions by ward, ethnicity, as requested at Scrutiny September 2017	Joel Hardwick, Head of Commissioning, Inclusion & School Services	Agenda Item
<b>Monday 5<sup>th</sup> November 2018</b>			
2017 Attainment and progress	Report on the progress made with regard to reading, mathematics and phonics, as requested at Scrutiny March 2018	Pam Smith, Head of Primary & Targeted Intervention	Agenda Item

<p>Attainment 2017-18 – citywide attainment outcomes in schools &amp; academies - headline results</p>	<p>To receive a report outlining headline attainment results. The Committee could then receive a final verified version of the report in March 2019 when validated data is available, this could include further analysis in terms of national data / comparators.</p>	<p>Jayne Ludlum, Executive Director of People Portfolio</p> <p>Stephen Betts, Learn Sheffield, Chief Executive</p> <p>Pam Smith, Head of Primary &amp; Targeted Intervention</p> <p>Kate Wilkinson, Service Manager - Performance &amp; Analysis Service</p>	<p>Agenda Item</p>
<p>Consultation on the future commissioning and delivery of young people's services – Investing In Young People, a report of the Executive Director of People Portfolio</p>	<p>To receive a report on the proposals for youth services, during the consultation period and provide feedback / comment.</p>	<p>Sam Martin, Assistant Director - Lifelong Learning and Skills</p>	<p>Agenda Item</p>
<p>Changes to School funding and Capital Programme for schools</p>	<p>Both Requested at meeting on 25/6/18</p>	<p>John Doyle, Director of Business Strategy</p>	<p>Agenda Item</p>

**Monday 10<sup>th</sup> December 2018**

Children's Social Care Improvement and Recovery Plan	Progress update of the Improvement and Recovery Plan, setting out the statistical information to enable members to measure progress made, further details on the recruitment and retention package offered to Social Workers and clarification in terms of conversations with the user groups involved.	Carly Speechley, Director Children and Families	Agenda Item
<p>Page 99</p> Sheffield Sexual Exploitation Service Annual Report	This report will give an update on the work of the Sexual Exploitation Service and partner agencies working to address child sexual exploitation, including current priorities and any challenges.	Jane Haywood, Chair of the Sheffield Safeguarding Children Board  Victoria Horsefield, Assistant Director, Children and Families  Janine Dalley, Senior Programme Manager for Targeted Service. Sheffield Futures	Agenda Item
Sheffield Children's Safeguarding Board Annual Report	This report will provide an update on the work of the Safeguarding Board, including current priorities and any challenges.	Jane Haywood, Chair of the Sheffield Safeguarding Children Board  Carly Speechley, Director, Children and Families  Victoria Horsefield, Assistant Director, Children and Families	Agenda Item

**Monday 7<sup>th</sup> January 2019**

Special Educational Needs in Sheffield	To receive an update on the progress of the development and implementation of the Inclusion Strategy, specifically with regard to the conversion to EHC Plans	Joel Hardwick, Head of Commissioning, Inclusion & School Services	Agenda Item
Adoption Service Annual Report	To receive the annual report	TBC	Annual Report
Fostering Service Annual Report	To receive the annual report	TBC	Annual Report

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Academies and Local Neighbourhood Priorities	Requested at meeting on 25/6/18	TBC	Agenda Item
<b>Monday 11<sup>th</sup> March 2019</b>			
Sheffield's Emotional Wellbeing and Mental Health Transformation Programme, 12 month update Page 101	To receive a progress report from representatives of the partner organisations in respect of the areas identified at the Scrutiny meeting in March 2018, specifically regarding transition and waiting times (internal)	Bethan Plant, Health Improvement Principal - Public Health Team  Matthew Peers, Commissioning Manager – EWBMH, CCG  Other attendees tbc	Agenda Item
2017 Final Results: City Context and School Performance	To receive a further report on citywide attainment (following the report the committee receive in November 2018). This report will reflect validated data and can include further analysis in terms of national data / comparators.	Jayne Ludlam, Executive Director of People Portfolio  Pam Smith, Head of Primary & Targeted Intervention  Kate Wilkinson, Service Manager - Performance & Analysis Service  Stephen Betts, Learn Sheffield, Interim Chief Executive	Agenda Item

<b>Other Possible Topics</b>			
Annual meeting with Young People	To be determined		
Potential Joint session with Adult Social Care and Health Committee on all age Mental Health Services	To establish a joint working group with the HCASC Committee with the purpose of scoping the joint session		



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