

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

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**Friday 26 June 2020 at 10.00 am**

**To be held as an online video conference.**

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

## **Membership**

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Councillors Mick Rooney (Chair), Mike Levery (Deputy Chair), Mike Chaplin, Julie Grocutt, Francyne Johnson, Alan Law, Joe Otten, Kevin Oxley, Colin Ross, Jim Steinke, Alison Teal, Sophie Wilson and Cliff Woodcraft

## **Education Non-Council Members**

Alison Warner, Sam Evans, Peter Naldrett, Vacancy and Vacancy

## **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 Alice Nicholson, Policy and Improvement Officer on 0114 27 35065 or [email alice.nicholson@sheffield.gov.uk](mailto:alice.nicholson@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  
26 JUNE 2020**

**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
- 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 - 16)  
To approve the minutes of the meeting of the Committee held on 2<sup>nd</sup> March, 2020
- 6. Public Questions and Petitions**  
To receive any questions or petitions from members of the public  
  
**(NOTE: In accordance with the arrangements published on the Council's website in relation to meetings of the Scrutiny Committee, questions/petitions are required to be submitted in writing, to [scrutiny@sheffield.gov.uk](mailto:scrutiny@sheffield.gov.uk), by 9.00 a.m. on Wednesday, 24th June.)**
- 7. Request by the Scrutiny Committee for Further Information Following the Call-in of the Decision on Investing in Young People** (Pages 17 - 58)  
Report of the Policy and Improvement Officer
- 8. Date of Next Meeting**  
To note that the next meeting of the Committee will be held on a date to be arranged

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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 2 March 2020

**PRESENT:** Councillors Mick Rooney (Chair), Mike Levery (Deputy Chair), Mike Chaplin, Julie Grocutt, Francyne Johnson, Alan Law, Joe Otten, Kevin Oxley, Jim Steinke, Alison Teal and Cliff Woodcraft

Non-Council Members in attendance:-

Sam Evans (Diocese Representative - Non-Council Voting Member)  
Peter Naldrett (Parent Governor Representative - Non-Council Voting Member)  
Alice Riddell (Healthwatch Sheffield, Observer)

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**1. APPOINTMENT OF CHAIR**

1.1 RESOLVED: That, in the absence of the Chair of the Committee (Councillor Mick Rooney) at the start of the meeting, the Deputy Chair (Councillor Mike Levery) be appointed Chair of the meeting.

**2. APOLOGIES FOR ABSENCE**

2.1 Apologies for absence were received from Councillor Colin Ross, and from Alison Warner (School Governor Representative – Non-Council Non-Voting Member).

**3. EXCLUSION OF PUBLIC AND PRESS**

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

**4. DECLARATIONS OF INTEREST**

4.1 In relation to Agenda Item 8 (Children and Young People’s Mental Health Transformation Programme – Update), the following declarations of interest were made:-

- (a) Councillor Julie Grocutt declared a personal interest as (i) a member of the People Keeping Well Upper Don Health and Wellbeing Steering Group and (ii) a family member was on the Healthy Minds Programme; and
- (b) Sam Evans declared a personal interest as the Project Manager for Forge Youth, which had been involved in early intervention work with the Child and Adolescent Mental Health Service (CAMHS).

## **5. MINUTES OF PREVIOUS MEETING**

5.1 The minutes of the meeting of the Committee held on 3<sup>rd</sup> February 2020, were approved as a correct record, subject to the amendment of Item 3 - Declarations of Interest, by the addition of the following paragraph under that item:-

- (c) Councillor Kevin Oxley declared a personal interest as his daughter worked for the Department for Education.

5.2 Arising therefrom:-

- (a) the Policy and Improvement Officer (Alice Nicholson) reported that:-
  - (i) she had circulated information on the new Domestic and Sexual Abuse Strategy for Sheffield to Members;
  - (ii) further to the special meeting of the Committee held on 17<sup>th</sup> December 2019, (A) an update on the Sheffield Youth Cabinet would be provided under Item 9 (Voice and Influence of Children and Young People), at this meeting, (B) the Chair had contacted the Leader of the Council in connection with the request that City Council Cabinet Members address a meeting of the Youth Cabinet, and the Leader had given her approval to this request, and (C) steps were being taken to ensure that the Youth Cabinet would have at least one place on the Citizens' Assembly for Climate Change; and
  - (iii) further to Item 6 (Sheffield Inclusion Strategy 2020-25 and Special Educational Needs Disabilities), details regarding the information requested from Sapphire Johnson, regarding the waiting times at Rygate, and the work being undertaken to address this, should be reported under Item 8 (Children and Young People's Mental Health Transformation Programme – Update) at this meeting; and
- (b) further to a check by the Policy and Improvement Officer as to whether the information requested from the Chief Executive Officer, Sheffield Futures, regarding data on those 'hot spot' areas in the City in which criminal activity had taken place, it was confirmed that such information was no longer required; and
- (c) Councillor Abtisam Mohamed (Cabinet Member for Education and Skills) reported that herself and the Head of Special Educational Needs (Tim Armstrong) had met with the parents who had raised the questions at the meeting of the Committee on 3<sup>rd</sup> February, 2020, to discuss their respective concerns.

## **6. PUBLIC QUESTIONS AND PETITIONS**

6.1 There were no questions raised or petitions submitted by members of the public.

## **7. PUPIL OUTCOMES/SCHOOL PERFORMANCE 2018/19 - ANALYSIS DATA AND SCHOOL IMPROVEMENT STRATEGY**

- 7.1 The Committee received a report of the Chief Executive, Learn Sheffield, on the Pupil Outcomes/School Performance 2018/19 – Analysis Data and School Improvement Strategy. The overall report comprised (a) a paper summarising the City performance, following the local and national data for 2019 having been validated, (b) a presentation containing an overview of 2019 pupil outcomes, the City context and school performance, (c) the Learn Sheffield Outcomes Report – February 2020, and (d) the 2019 assessment of the Key Stage 1 Phonics Screening Check.
- 7.2 In attendance for this item were Stephen Betts (Chief Executive, Learn Sheffield), Councillor Abtisam Mohamed (Cabinet Member for Education and Skills), Andrew Jones (Interim Head of Primary and Targeted Intervention) and Dan Rice (Performance and Analysis Service).
- 7.3 Stephen Betts introduced the report, which comprised a revised format, following comments raised the last time that pupil outcomes was reported to the Committee, referring to the highlights and areas for improvement.
- 7.4 Members of the Committee raised questions, and the following responses were provided:-
- Officers and Members shared the concerns raised with regard to both the numbers of school exclusions and the rise in home schooling. There was a team of officers within the People Services Portfolio who, as well as providing assistance for both children and young people and their parents/guardians, undertook strict monitoring. In terms of school exclusions, the Authority was currently developing a new approach, in conjunction with schools and Learn Sheffield. The early stages of this work had resulted in a reduction in the numbers excluded, but it was still considered that such figures were too high.
  - Sheffield had been amongst the highest ranked authorities in the country (32<sup>nd</sup>) in terms of the Foundation Stage Inequality Gap measure which, it was considered, had been as a result of improved outcomes by lower attaining pupils as opposed to more average attaining pupils getting worse.
  - The Authority and Learn Sheffield had focused on four key areas – Early Reading, Phonics, School Curriculum and Special Education Needs and Disabilities (SEND), which had all been approached as school improvement issues ie in the context, rather than concentrating on intervention methods. The approach undertaken in respect of the four areas had also tied into work which had been research-led in terms of its effectiveness.
  - The Year 1 Phonics Screening Check was deemed to be very important, and therefore given significant focus, by the Government. The Authority considered that such teaching should comprise multiple approaches,

successes of which had been highlighted by the work with the localities.

- It was accepted that there should be a more holistic approach in terms of children's education, with more emphasis being placed on mental health and emotional wellbeing. This had been given significant consideration in the new Education Strategy currently being developed, although the level of intervention were subject to levels of funding.
- Another area Learn Sheffield was focusing on, as part of the new Education Strategy, was the recruitment and retention of teachers and, by adopting a partnership approach, was looking to focus specifically on the retention of teachers, by providing additional support for young teachers. Again, although this had been identified as a national issue, no additional funding had been provided to local authorities from the Government.
- Whilst the level of funding received from the Government, based on the National Funding Formula, benefited Sheffield, such funding was still not sufficient to bring any immediate benefits. It was expected that the steps undertaken by the Authority, in partnership with Learn Sheffield, would take time to take effect. A huge amount of credit must be paid to everyone involved in these discussions for securing consistently constructive approaches to such a persistently devious problem. Education, nationally, was underfunded, with schools in Sheffield having been forced to make significant savings over the last ten years. It had been accepted that Sheffield had received a poor funding settlement from the Government, as compared to other core cities historically.
- Whilst there had been improvements in terms of outcome of those schools which had previously been rated 'poor' by Ofsted, such improvement was not consistent, especially in some geographical areas of the City. It was confirmed that the Ofsted Framework had moved away from data-led inspections.

7.5 Stephen Betts, by way of a summary, reported that there was a lot that Sheffield should be pleased about in terms of the pupil outcomes, which had been driven mainly by improved partnership working in the City. He stressed, however, that there was still a considerable amount of work to be undertaken. Councillor Abtislam Mohamed stated that a number of the issues/concerns raised at this meeting would be taken into consideration, as part of the new Education Strategy, which would take a cross-party approach. She stressed that Early Years Education had been identified as a key area for improvement.

7.6 RESOLVED: That the Committee:-

- (a) notes the contents of the report now submitted, together with the comments now made and the responses to the questions raised;
- (b) welcomes the new style of the report setting out the overview of 2019 Pupil Outcomes, following comments raised the last time performance was

reported to the Committee;

- (c) supports the comments made by Councillor Abtisam Mohamed, in connection with the need for the Authority to lobby the Government for additional funding in respect of Early Years Education;
- (d) thanks Councillor Abtisam Mohamed and Stephen Betts for attending the meeting, and responding to the questions raised; and
- (e) requests that the comments and concerns raised be taken into consideration as part of the development of the new Education Strategy.

## **8. CHILDREN AND YOUNG PEOPLE'S MENTAL HEALTH TRANSFORMATION PROGRAMME - UPDATE**

- 8.1 The Committee received a joint report of the Director of Inclusion and Learning Services (Sheffield City Council) and the Director of Commissioning and Performance (Sheffield Clinical Commissioning Group), providing an update on the Children and Young People's Mental Health Transformation Programme.
- 8.2 In attendance for this item were Councillor Jackie Drayton (Cabinet Member for Children and Families), Owen Jones (Commissioning Manager, Sheffield City Council/Sheffield Clinical Commissioning Group), Bethan Plant (Public Health Lead, Sheffield City Council), Nicola Ennis (Service Manager, Child and Adolescent Mental Health Service (CAMHS)/ Sheffield Children's Foundation Trust), Jim Millns (Deputy Director of Mental Health Transformation and Integrated Commissioning, Sheffield Clinical Commissioning Group/Sheffield City Council/Sheffield HSCT), David Higham-Pullen (Associate Director, Sheffield Children's Foundation Trust) and Doctor Jeff Perring (Medical Director, Sheffield Children's Foundation Trust).
- 8.3 The report was supported by a presentation, with Bethan Plant reporting on the development of the Plan, in 2015, in response to the national Future In Mind paper, the demand and waiting times for CAMHS and the support currently available for vulnerable children and young people in the City; Nicola Ennis reporting on the feedback from children and young people and transitions; and Owen Jones reporting on special educational needs and disabilities and mental health, reducing stigma in mental health, the work being undertaken with schools, Mental Health Support Teams (MASTs) and the Sheffield Healthy Minds Programme, and recommendations and next steps.
- 8.4 Councillor Jackie Drayton reported that there had been a number of challenges associated with the Programme, and a considerable amount of work had been undertaken to reduce waiting times for CAMHS. The efforts of all partners in the City had been hampered by insufficient Government funding for Health Services, and the work undertaken as part of the Programme had made people more aware of the services available, thereby resulting in an increase in demand. Councillor Drayton stated that there had been particular challenges in connection with the transition of children and young people to adult mental health services, and that there was a need for the Authority to keep lobbying the Government for additional

funding for all the relevant services, in addition to the funding allocated towards projects. She expressed her thanks and appreciation to the excellent work undertaken by this Committee some years ago, in connection with the scrutiny exercise on mental health services in the City.

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

- It was very difficult to provide a definitive answer as to why there had been an increase in referrals to CAMHS, but it was believed that the increase, which was a national issue, was due to a combination of factors. In addition, following the work undertaken to improve access to the Service, this had also been a contributory factor to the increase.
- A triage service was operated every day in CAMHS where, following an initial assessment, the children and young people were either accepted for further treatment by the Service, or signposted to other services. The majority of referrals to CAMHS were from health services, educational psychologists and GPs. The Service had run a pilot in terms of taking referrals from schools but, following an audit of this, it had been determined that such a service could not be maintained due to the level of workload involved.
- CAMHS had seen a recent increase in the number of children and young people making reference to suicidal thoughts on their referral forms. It was not possible to confirm whether such references were being made in an attempt to ensure they were seen quicker by the Service. Such children and young people would be assessed in the normal manner. There was a lot more pressure on children and young people today, which could be attributed to a number of factors, including pressures arising from social media.
- It was noted that it was becoming increasingly difficult to recruit specialist staff to traditional roles in CAMHS, and to provide service during the week. As such, the Service was looking at innovative practice to increase access to its services at outside 'normal working hours', and staff recruitment drivers via open days, connecting better with the City's universities to encourage training and vocation in the area of children's mental health.
- It was accepted that if children and young people were seen and assessed earlier by CAMHS, there was a strongly likelihood that there would be a better outcome for them. Commissioners and CAMHS have explored different pathways, including developing rapid response and community treatment teams, and were always looking at ways to find out how children and young people could be seen by services quicker when they had a need.
- CAMHS continued to implement the six appointment model for lower level presenting issues in order to improve patient throughput and release capacity for more complex cases. The model comprised up to six appointments, with not all children and young people requiring all six. Every effort was made to try and be more efficient during the sessions so that staff time could be freed

up to work on other cases and more complex cases.

- Current suicide rates amongst children and young people in Sheffield were comparatively low with other core cities, but were rising. The Clinical Commissioning Group (CCG), Sheffield City Council Public Health Team and CAMHS were working on a pure-time surveillance model, which enabled the different services to share information as quickly as possible. It also helped to enable the services to identify particular suicide clusters in the City. As it was a new model, there was no data available as yet. There was also an increasing trend in respect of self-harm by children and young people, which was believed to be due to a number of contributing factors but again, there were no details in terms of the numbers involved.
- It was accepted that there was little support for those parents of children and young people suffering from emotional wellbeing and mental health problems, who also had similar problems themselves. Whilst there was a parents' participation group, where they were able to provide feedback and influence policies and procedures, this was not deemed a suitable forum at which they could seek help and support themselves. CAMHS made parents aware of the various services available to them.
- There was a considerable amount of work undertaken in terms of interventions in an attempt to stop children and young people with emotional wellbeing and mental health problems from being excluded from school. The CAMHS-led Healthy Minds Programme had proved very successful in terms of helping to identify the emotional and mental health needs of children and young people, thereby enabling support to be provided in schools. A pilot involving 33 schools was working very well, and was providing schools with direct support from CAMHS clinicians in working with the most vulnerable children and young people.
- With regard to staff workloads and wellbeing, the staff within CAMHS were given clear targets in terms of workloads, and received regular clinical and management support in connection with their roles and responsibilities. The staff were also encouraged to help and support each other, and make sure any concerns were raised with management. The Sheffield Children's Foundation Trust (SCFT) was currently looking to provide more emotional support for staff.
- Following the receipt of a referral notice, CAMHS would write to the family, confirming receipt of the notice, and indicating that they will be offered a service. They would then be contacted again, nearer the time, to confirm the date and time of an appointment. They would also be sent reminders of this by text, a service which had been introduced following feedback from parents. If, for any reason, the appointment had to be cancelled, every effort possible would be made to arrange a further appointment at the earliest possible opportunity. If, in the case of cancelled appointments, any safeguarding issues were identified, this position would be monitored, and relevant action taken.

- There were no significant problems with regard to waiting times for children and young people with eating disorders and, in the case of those people with serious problems, arrangements would be made for them to be assessed within a week. If the condition was deemed to be a threat to the child or young person's health, they would be referred to hospital.
- An audit had been undertaken of the pilot project of direct referrals to CAMHS from schools, which had been implemented as part of a wider response to the SEND inspection. The feedback received from schools regarding the difficulties of gaining access to the Service had been positive, significantly improving links between CAMHS and schools, particularly in relation to supporting pupils with SEND and learning difficulties. However, it was noted in the audit that the pilot had taken a considerable level of resource, which had been considered to be unsustainable as a city-wide service with current resources in CAMHS. CAMHS would continue to work closely with schools, and provide advice in terms of how the Service could assist, or signpost the pupils to other services.
- Whilst there had been improved information-sharing between the various services working with children and young people, such as CAMHS or social services, there were still issues with regard to children and young people telling their story only once, and not having to repeat it to the different services. Such problems existed as each service looked at the issues from a different angle, and asked different questions. Collaborative work across the different agencies was ongoing to try and resolve this problem.
- As part of the assessments of children and young people, questions were asked with regard to the circumstances of the wider family. The services were looking at introducing a whole- family model, which would comprise a more joined up approach. It was, however, accepted that this could be a challenge on the basis that the therapeutic models could differ between children and young people and adults.
- A new all-age eating disorder pathway had been finalised, in consultation with staff, service users and parents/carers, which was currently working very well. Introducing a similar pathway for children and young people with mental health issues would be considerably more complex. However, the services were looking to develop this pathway further, and were developing a pilot in schools regarding such a pathway for children and young people with emotional health and wellbeing issues, which would hopefully help to reduce the number of referrals to CAMHS.
- National and local evidence in Sheffield had identified systemic reasons as to why children and young people were experiencing an increase in emotional health and wellbeing issues. Sheffield had an experienced clinical lead for the Healthy Minds Programme in Sheffield, who was exploring responses to the increase, such as identifying holistic assessments around causes, such as childhood trauma and attachment issues.

- The main focus of the Healthy Minds Programme was to look at pupils' emotional health and wellbeing issues. Those schools involved in the Programme had engaged very well, and the work undertaken had highlighted some excellent partnership work between CAMHS, the schools and Learn Sheffield. The introduction of the Programme had resulted in an increase in referrals from Special Educational Needs Co-ordinators (SENCOs), as well as teachers. As part of the Programme, staff, pupils and parents/carers were asked to complete a questionnaire, results of which had indicated that the most common areas relating to emotional health and wellbeing issues included lack of sleep, low mood, depression and anxiety. Sheffield had received a high number of responses to the questionnaire, which would help shape future interventions and practice in this area. The Programme had helped to introduce a different culture in schools, which had been viewed as a very positive step.
- It was very hard to identify any specific factors which were contributing to the increase in referrals to CAMHS. On the basis that the increase in referrals was likely to continue, the Service was looking at best ways to manage this.
- The CCG received funding from the Government, which was considered insufficient by Councillor Jackie Drayton and the commissioners, to meet need fully in Sheffield. The Group continued to review and improve the contact with SCFT CAMHS and to fund the specialist Multi-Agency Psychology Service (MAPS) for the looked after children cohort in Sheffield. It was noted that Sheffield, as with other cities in the UK, was not fully equipped financially to meet the level of demand for mental health services for children and young people. Present expenditure on mental health services for children and young people in Sheffield amounted to approximately £10 million and in respect of adults, approximately £140 million.

8.6 RESOLVED: That the Committee:-

- (a) notes the information contained in the joint report now submitted, the information reported as part of the presentation and the responses to the questions raised;
- (b) recognises and acknowledges the challenges and increased service demand on CAMHS and other services, particularly acknowledging the importance of establishing robust early intervention and early identification of children and young people experiencing emotional wellbeing and mental health problems;
- (c) notes the current financial position, and continues to encourage stronger links with schools, particularly with regard to exclusions and whole family support; and
- (d) thanks Councillor Jackie Drayton, Bethan Plant, Nicola Ennis, Jim Millns, David Hignam-Pullen and Dr Jeff Perring for attending the meeting, and

responding to the questions raised.

## **9. VOICE AND INFLUENCE OF CHILDREN AND YOUNG PEOPLE**

- 9.1 The Committee considered a report of the Children, Young People and Family Support Scrutiny and Policy Development Committee Task and Finish Group on the Voice and Influence of Young People.
- 9.2 Councillor Jim Steinke, who led the Task Group, introduced the report, which contained information on the Group's findings and the views of young people following the meeting of the Task and Finish Group with the Youth Cabinet on 13<sup>th</sup> February 2020. The report set out a number of recommendations, together with a list of practical actions for scrutiny and the Council during the forthcoming year, as well as proposals for future years.
- 9.3 Those members of the Task Group, together with other members of this Committee, indicated that it had been a very positive exercise, stating that they were particularly pleased with the contribution made by the young people on the Youth Cabinet.
- 9.4 **RESOLVED:** That the Committee:-
- (a) notes the contents of the report now submitted, together with the comments now made and the responses to the questions raised;
  - (b) thanks (i) those Members who sat on the Task Group for the excellent work undertaken and (ii) the young people on the Youth Cabinet, for their positive contribution; and
  - (c) agrees that the report and recommendations be referred to the Overview and Scrutiny Management Committee and the Cabinet.

## **10. SCRUTINY PROGRESS REPORT 2018/19 TO 2019/20 AND WORK PROGRAMME ISSUES FOR 2020/21**

- 10.1 The Committee received a report of the Policy and Improvement Officer (Alice Nicholson) containing a summary of the Committee's activities during 2018/19 and 2019/20, together with a list of suggested topics for the Committee's Work Programme for 2020/21.
- 10.2 Members, whilst agreeing it was difficult for them to determine what topics should be included on the Work Programme for 2020/21 on the basis that some Members may not be appointed to either the Committee or the Council in May 2020, suggested that Early Years Education, Home Education and the links between CAMHS, MAST and Early Years, be added as topics to the list. It was also suggested that a representative from the National Education Union be invited to a future meeting to talk on teachers' welfare.

10.4 RESOLVED: That the Committee:-

- (a) notes the contents of the report submitted, together with the comments now made;
- (b) approves the contents of the Work Programme for 2020/21, taking into consideration the comments and suggestions now made; and
- (c) requests the Policy and Improvement Officer to send a link to the Scrutiny Member Feedback Survey 2020, to Members of the Committee.

**11. SCHOOL FUNDING - NATIONAL FUNDING FORMULA UPDATE**

- 11.1 The Committee received and noted a report of the Executive Director, People Services, providing an overview on the 2020/21 Schools Funding Settlement and the implementation of National Funding Formula, together with an update on the Dedicated Schools Grant funding for 2020/21.

**12. DATE OF NEXT MEETING**

- 12.1 It was noted that the next meeting of the Committee would be held on a date to be arranged.

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## Report to Children, Young People and Family Support Scrutiny and Policy Development Committee Friday 26<sup>th</sup> June 2020

**Subject:** Request by Scrutiny Committee for further information following Call in of decision on “Investing in Young People”

**Author of Report:** Alice Nicholson, Policy & Improvement Officer  
[alice.nicholson@sheffield.gov.uk](mailto:alice.nicholson@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	
Call-in of Key Decision	
Briefing paper for the Scrutiny Committee	
Other	<b>x</b>

### 1.0 Background

- 1.1 The Committee called-in a Cabinet decision and determined at its meeting 21<sup>st</sup> May to request that the decision be deferred until the Scrutiny Committee has considered relevant issues and made recommendations to the Executive, specifically the Committee ask for (i) more information referred to in the original report to the Cabinet as being available in April this year, and, in particular, what aspects of the Service would be done in-house, and what would be provided externally and (ii) an impact assessment on the capability of the existing service provider to maintain other aspects of provision currently contracted to the Council.
- 1.2 Cabinet on 17<sup>th</sup> June included Children, Young People and Family Support Scrutiny and Policy Development Committee report of the outcome of the Call-in of “Investing in Young People” and a decision for Cabinet on “The Future Delivery of Youth Services”.
- 1.3 On 17<sup>th</sup> June Cabinet determined the further information/detail as requested by this Committee is as set out in “The Future Delivery of Youth Services” report to Cabinet (17.06.2020), that report and its contents are the substance of the scrutiny Committee item today.

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

- 2.1 Consider the further information/detail in the report to Cabinet titled "*The Future Delivery of Youth Services*" and as per the Scrutiny Procedure rules determine if it wishes to make recommendations to the Executive on the called-in decision "*Investing in Young People*".
- 

### **Background Papers**

- Report of the Executive Director, People to Cabinet – Investing in Young People
  - Report of Children, Young People and Family Support Scrutiny and Policy Development Committee on outcome of Call-in – Investing in Young People
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**Author/Lead Officer of Report:** Dawn Shaw,  
Director of Libraries, Learning Skills and  
Communities

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**Report of:** *John Macilwraith, Executive Director of the People Portfolio*

**Report to:** *Cabinet*

**Date of Decision:** *17<sup>th</sup> June 2020*

**Subject:** *Future Delivery of Youth Services*

Is this a Key Decision? If Yes, reason Key Decision:-

Yes  No

- Expenditure and/or savings over £500,000

- Affects 2 or more Wards

Which Cabinet Member Portfolio does this relate to? *Education and Skills*

Which Scrutiny and Policy Development Committee does this relate to? *Children, Young People and Family Support*

Has an Equality Impact Assessment (EIA) been undertaken?

Yes  No

If YES, what EIA reference number has it been given? (56)

Does the report contain confidential or exempt information?

Yes  No

**Purpose of Report:**

This Report outlines the recommended next steps for delivery of youth services beyond September 2020.

**Recommendations:**

That Cabinet

- Notes the appraisal of delivery options and approves the future delivery model for youth services as set out in this report.
- Approves the establishment of a cross-portfolio Project Board and Project Group to manage the end of the current contract and transfer relevant staff and services to the Council.
- To the extent not covered by existing delegations, delegates authority to the Executive Director of People Services to make the appropriate arrangements to bring the relevant services in house on 1<sup>st</sup> October 2020.
- Notes that this decision will be subject to the Leader taking into consideration any recommendations from the Children Young People and Family Support Scrutiny and Policy Development Committee.

**Background Papers:***None*

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: Paul Jeffries/Liz Gough
		Legal: <i>Sarah Bennett</i>
		Equalities: Bashir Khan
<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>John Macilwraith, Executive Director of People Services</i>
3	<b>Cabinet Member consulted:</b>	<i>Leader of the Council</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</i>
	<b>Date:</b> <i>9 June 2020</i>	

## 1. PROPOSAL

### Background

- 1.1 Since 2002 a number of youth and careers support services funded by Sheffield City Council have been delivered through a contract with Sheffield Futures, a local young people's charity. This contract comes to an end on 30<sup>th</sup> September 2020, having previously been extended to allow a strategic review to be undertaken.
- 1.2 On 18th March 2020 officers submitted a Report to Cabinet proposing a new strategic approach to services to support the Young People of Sheffield with the aim that services for young people would be more inclusive, ambitious and collaborative. More specifically it was proposed that the Council should:
- Invest an additional £2m in 2020/21 with an ambition to mainstream this funding from 2021/22 onwards through the Council's budget setting process, to develop young people's social and economic capital in the city in addition to the £3m we already invest annually
  - Ensure there are trusted adults or mentors and/or youth workers to provide consistent professional guidance, advice and wraparound support, and enable access to a wide range of leisure, educational, cultural experiences and activities.
  - Connect support across a wide range of provision depending on the needs of young people i.e. school/college and training, employment support and advice, safeguarding, youth justice, education, family support, and health, including mental health
  - Focus resources on the specific needs of teenagers (age 14+) supporting their journey into successful young adulthood and the rest of their lives.
  - Embed provision in communities so that it is responsive to and driven by local needs and the diversity of our city, and co-produced with young people themselves. Define young people by their contributions, aspirations and talents rather than being defined by problems or deficits.
  - Develop this into a city-wide approach through partnerships with key stakeholders including young people themselves, and our VCF partners and statutory partners like the NHS and the Police.
- 1.3 Given the proposed change in strategic approach it was also recommended that a decision be taken not to re-procure the current youth services contract and that officers be tasked with submitting a further report analysing the options for future delivery and recommending the most suitable delivery arrangements.
- 1.4 Cabinet approved the recommendations in the Report. However, that decision was subsequently called-in for scrutiny and the Scrutiny Committee have subsequently asked for further information about the proposals for the future delivery of services.

- 1.5 This Report seeks to set out the arrangements that it is believed will best deliver a more inclusive, ambitious and collaborative service and outline the other options considered and why those are not recommended as envisaged in the previous Report. The Report also seeks to provide the further information requested by the Scrutiny Committee.

#### The Recommended Delivery Option

- 1.6 Given the increasing complexities of young people's lives and the interconnected nature of a number of the issues that can affect them, the Council's youth services need to be more integrated and more flexible. We need to be able to respond quickly when young peoples' needs, and the issues they face, change and when new challenges emerge. On balance, we recommend that this can best be achieved through a predominantly in-house delivery model, accountable directly to local communities through Council oversight and scrutiny. Integration with other in-house Council services can be achieved more easily than would be the case if services were to be contracted out. Insourcing the services currently delivered through the contract will also enable transformation of the different elements of the service to be undertaken over time and at differing rates, as appropriate, something that would be more complex and potentially costly in a contractual arrangement.
- 1.7 Given the recommendation above, the proposal is therefore that planning and preparations are made so that when the current contract with Sheffield Futures comes to an end the management of the services and the relevant staff and resources transfer to the Council.
- 1.8 The insourcing exercise will be scoped out in more detail as part of an implementation plan, subject to approval of the recommendations in this report, but broadly the process will involve:
- A due diligence exercise undertaken by the Council and Sheffield Futures.
  - Staff from Sheffield Futures who are involved in delivery of the services on the Council's contract transferring to become Council employees through the operation of TUPE.
  - Any relevant assets and liabilities including relevant buildings (not including Star House, which belongs to Sheffield Futures and is not covered by any contractual arrangements requiring transfer), equipment and licenses transferring to the Council.
  - Overall management and day to day direction of service delivery transferring to the Council
  - Arrangements for appropriate transferred staff to join the South Yorkshire Pension Scheme.

- 1.9 This process will be undertaken in consultation and negotiation with Sheffield Futures Board and Chief Executive, and with trade union (or other relevant employee) representatives, in line with our legal duties under the TUPE regulations.

The Services and How they will be integrated

- 1.10 The following information outlines the different elements of service covered by the contract the Council has with Sheffield Futures, and sets out how these services would likely be integrated with other council services as part of the insourcing process. This will be subject to further review by the project group (see below on project governance), and as further and more detailed data becomes available through the due diligence process.

<b>Function</b>	<b>What does it do</b>	<b>Where could this delivery sit in SCC?</b>
Youth Work	Delivers Youth clubs and street outreach. 1600 sessions a year  Management of overall CYT including SCC prevention staff.	Community Services. This will link to wider community development work and offer further community youth provision developed with young people and the Head of Youth Services.
Targeted Careers Advice	Targeted Careers Advisors who carry a case load of NEET young people and year 11s at risk of NEET. Advice on progression routes and support to YP	The Learning and Skills Service, which will allow this work to be integrated with wider strategies for inclusion, school and college progression, apprenticeships, enterprise and careers education.
Specialist Careers and Progression advice for children with special educational needs and disabilities	Careers advisors working to Special schools, Inclusion Centre, hospital home education pupils on progression advice (post 16 options, contribute to EHCs etc).	The Learning and Skills Service which will allow this work to be integrated with wider teams supporting children with SEND and progression to adulthood.

Duty and NEETs tracking work	Workers providing advice to young people who drop in and ringing/contacting YP who may be NEET to identify those that need help with progression.	This function would be taken up by the People Commissioning and Strategy Service linked to our existing data and tracking processes for pupils.
Youth Involvement	Supporting the Sheffield youth cabinet, recruitment, training, campaigns. Developing youth voice opportunities, running the annual Make Your Mark campaign.	Community Services to integrate with our wider strategies around community involvement and linking to our member support and political and democratic processes.
CSE and Criminal Exploitation Team	Youth work support to young people at high risk of exploitation as part of multiagency team.	Children's Social Care.
Missing Young People	Return home interviews for young people who go missing from home	Children's Social Care.

1.11 It is important to note that following this recommendation does not preclude the Council in future securing the delivery of some services or projects which support young people through a commissioning or contracting approach. There may be a number of elements of the wider young people strategy which are best delivered by specialist organisations or charities. However, the current contract for services with Sheffield Futures covers key core support services (including, for example, a keyworker approach) which are recommended to be most effectively delivered in an integrated way with other council run provision.

#### Project Governance

1.12 To implement the insourcing process we will establish:

- A Project Board, reporting to the Executive Director of People Services and chaired by the Director of Communities with senior

officers from Legal, HR and Commercial and Finance services.

- A Project Group, reporting to the Project Board, Chaired by the Head of Youth Programme with officers from the relevant Council services.

1.13 The Board and Group will work to a detailed project plan, and will:

- Liaise with Sheffield Futures to obtain the relevant due diligence information under the TUPE Regulations and under the existing contract
- Consult with staff and their representatives subject to TUPE
- Identify any risks and mitigations as part of the project plan.

1.14 The objective will be to effect the smooth transition of staff and other relevant assets by no later than the 30 September 2020 and minimise any disruption to frontline service delivery through the transfer period.

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

2.1 This proposal will ensure that the young people of Sheffield receive the right services and support in their journey through their teenage years into early adulthood and beyond. It will ensure that community based provision is in place to provide young people with places to go, things to do, and someone to talk to when things get tough, help build the *human capital* of young people of the city and raise their aspirations and life chances.

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

3.1 There has been extensive consultation with young people, staff, and wider stakeholders over the last 4 years as the current arrangements for young people services have been approaching an end.

3.2 Some consultation has taken place with Sheffield Futures over implications of insourcing or ending the current contract. This has informed the early view presented in this report, though will need to be revisited closely as part of implementation of the decision.

3.3 As part of a consultation process in summer 2017, the views of young people were sought on the future of services for young people in Sheffield. This consultation included speaking directly to young people, including more vulnerable young people. This included meeting with the Youth Cabinet and Young Advisers, as well as six of the Youth Clubs run by the current provider.

3.4 We heard a number of views from young people about existing services and their needs. In particular young people repeatedly told us they didn't like having to keep 'bouncing around' support services, having to

'tell their story' repeatedly to new keyworkers in different services, and would value having a more joined up and consistent support service that could meet a range of needs without needing to keep referring them on.

- 3.5 Visits were made to housing schemes for homeless young people aged 16-19 and consultation undertaken with the residents and staff there. The young people reported having to repeat their personal circumstances and support needs several times in each service they accessed which they found frustrating.

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

### **4.1 Equality of Opportunity Implications**

- 4.1.1 An equalities impact assessment has been completed for this proposal. In the short term there are no immediate impacts because the services for young people that are currently delivered through an external contract will continue but will be managed and delivered through staff being directly employed by the Council. The additional resources to be invested in supporting young people will reduce inequalities in outcome between younger people and their older peers. Resources will be balanced so that young people with greater disadvantage receive more support tailored to their needs, so this proposal will contribute to efforts to close the gap in areas like school engagement and attainment which are felt more greatly by young people from more disadvantaged or groups protected by equalities duties.

### **4.2 Financial and Commercial Implications**

- 4.2.1 Spend on the Sheffield Futures contract and services in 2019/20 was £2,966k. More widely the council spends upwards of £5m per year on a wider range of other associated support services for young people.

- 4.2.2 It is difficult to exactly quantify at this stage the financial implications of insourcing the service at this stage. Moving to an in-house delivery model would result in SCC taking on the costs for:

- Sheffield Futures Staff transferred by TUPE and associated pension costs. We have made some assumptions over the roles that are likely to transfer and their SCC grades in order to estimate costs;
- Accommodation costs. Further work would be required to identify what office accommodation would be suitable and available. We can make an estimate based on the likely office size required and using an average cost per sq. m.
- Operational running costs such as transport costs, equipment, stationery, training etc.

4.2.3 Initial costings indicate that an insourced service will cost in the region of the existing contract costs, however, until a full process of due diligence has been undertaken by using information that can be requested under the terms of the contract and in accordance with TUPE regulations these are just estimates and would need further review once more detailed information is available. For example, we need to identify through the TUPE process exactly which staff would be liable to transfer employment and the exact salary and pension costs for each staff member. Some staff not currently participating in the South Yorkshire Pension Scheme will be automatically enrolled to it unless they opt out, these additional participants are likely to increase staff costs. However, costs for office overheads and senior management are likely to reduce as a result of a transfer as the Council's overall running costs tend to be lower per head due to its size and financial capacity. Our reasonable starting assumption is therefore that a like for like in house service would be similar in ongoing running costs to the current contracted service provision.

### ***Budget***

4.2.4 Due to recent financial pressures, the budget for Services to Young People (Youth), from which the Sheffield Futures contract is currently paid, is lower than anticipated costs. As at month 1 2020/21, there is an underlying forecast overspend of £170k. This overspend does not include the potential costs of implementation, therefore the overspend for 2020/21 could be in the region of £270-370k.

The current proposal to insource this service is not aiming to deliver financial savings. Therefore, the People Portfolio will be required to manage this pressure through its in year financial monitoring systems and budget planning for future years.

### ***Implementation costs***

4.2.5 Delivering the insourcing of a service in the timescale proposed will be challenging, so it is likely that it will require significant input from HR, Finance and Commercial Services and Legal and this will attract a one off cost for which budget is not currently allocated. In addition, resource will be required to project manage the change and ensure that service delivery is maintained. This may be a combination of staff from People portfolio and BCIS project resource.

4.2.6 The implementation costs are difficult to estimate at this stage, but could be in the region of £100-200k.

4.2.7 The proposal to insource delivery is driven primarily by the ambition to integrate provision for the benefit of young people. It is not a cost-saving exercise. Once an insourcing process is complete the council will have reduced commissioning and contracting costs associated with youth services. These costs are likely to be offset against other direct service management costs for the new services the council will be

running which it has not run for 18 years.

### ***Future Additional Investment***

- 4.2.8 Under these proposals, and to support the wider ambition set out above to support young people, an extra £2million investment for 2020/21 was approved at the council's budget meeting on 4 March 2020. There is also an ambition to mainstream this funding through the budget setting process in future years.
- 4.2.9 Exactly how this additional resource will be distributed across the range of service provision has not been determined in detail at this stage, and will be subject to further decision once the initial insourcing exercise has been completed, because at that point SCC will have a clearer picture of the services, staff and resources and will be better placed to make decisions about where additional resources can be best deployed. Also, since the Council's budget meeting on 4<sup>th</sup> March the Coronavirus pandemic has disrupted every aspect of Council activity, and many new initiatives have had to be suspended or delayed. It is therefore likely that the original plan to invest additional funding in 2020/21 is delayed until 2021/22 in order to allow an insourcing process and further strategic plans to be developed once services return to some kind of normal delivery.

### ***Pension Implications***

- 4.2.10 Some of the staff currently working for Sheffield Futures are members of the South Yorkshire Pension fund. The council has arrangements in place so that pension costs will not increase regardless of whether those staff TUPE to the council and therefore the only additional pension costs will be staff who TUPE to the council and are new participants to the scheme.

### ***Implications for Sheffield Futures***

- 4.2.11 Sheffield Futures is a robust and thriving local charity of reasonable size with a good reputation. It has been a constructive and positive partner of the Council over the last two decades and we are proud of the partnership and what it has achieved. It is also, notwithstanding the Council's membership of the company, an independent charitable company, with its own Board of Trustees and is not directed by the Council.
- 4.2.12 Over the last 10 years it has successfully diversified its income base so that it is no longer entirely reliant upon a single Council contract. It has a number of contracts and service arrangements with other funders, including local schools (for careers advice), and other government and national funders (like the National Lottery and Children in Need), the NHS and Police and Crime Commissioner. Sheffield Futures employs around 180 staff, and around 90 of these staff are estimated to work

directly in services covered by the Youth Services contract and are likely to transfer to the Council in accordance with TUPE regulations in the event of a decision to insource the service. If the decision is to do nothing or no decision is taken the service will end and these 90 staff may be subject to redundancy. Around half of Sheffield Futures annual income currently comes from the Council Contract for Youth Services.

4.2.13 Having said this, notwithstanding its other work and its reputation in the market, if a decision is taken to insource youth services Sheffield Futures would lose a significant amount of its existing income in one go, which will inevitably present considerable challenge to the Board and management of the charity. Council officers will therefore ensure close communication and working with Sheffield Futures through this period to identify any specific risks, to mitigate wherever possible any potential negative impacts of this decision, and work in a constructive way to support the charity in its future development.

4.2.14 It is important to note that any further external delivery of the service would need to be put out to competitive tender with the opportunity open to any competent and relevant provider. There are a number of other charities and other organisations both locally and nationally who may be interested in bidding for such a contract. There is no guarantee therefore that in this situation Sheffield Futures would be the successful bidder. This would then trigger a TUPE process to transfer relevant staff, management and other assets to a new provider, following the same principles set out above. It would involve consideration of staff, pension and other liabilities in the same way as set out in the implications for an insourcing process above.

#### 4.3 Legal Implications

4.3.1 The proposals in this Report will assist the Council in meeting a number of statutory duties including

- the duty under Section 507B (inserted into the Education Act 1996 by section 6 of the Education and Inspections Act 2006) to, so far as reasonably practicable, secure for qualifying young persons in the authority's area access to:
  - a) sufficient educational leisure-time activities which are for the improvement of their well-being, and sufficient facilities for such activities; and
  - b) sufficient recreational leisure-time activities which are for the improvement of their well-being, and sufficient facilities for such activities.
- the duty to prevent needs for care and support following implementation of the Care Act 2014;
- the duty to provide advice and assistance to persons in its area who are homeless or threatened with homelessness and to

provide accommodation for persons in its area who are eligible, homeless and in priority need under Part VII of the Housing Act 1996;

- the duties under the Crime and Disorder Act 1998 relating to youth crime and disorder; and
- the duties in the Education and Skills Act 2008 in relation to the participation of young people in education, employment or training.

4.3.2 Exit from the existing youth services contract with Sheffield Futures will be managed in accordance with that contract and the Transfer of Undertakings (Protection of Employment) Regulations 2006 (TUPE) (as amended). It is anticipated that this will include the transfer of the overall management and day to day direction of service delivery, the transfer of staff who are involved in delivery of the services on the Council's contract (please see HR Implications below) and the transfer of specified equipment and other assets.

#### 4.4 Other Implications

##### ***HR Implications***

4.4.1 The proper assessment of whether TUPE will apply requires employee information that the Council does not have access to at this stage. However, it is likely that insourcing will require transfer of some personal data and personnel and the Council must comply with the Data Protection Act 2018 and, where applicable, Transfer of Undertakings (Protection of Employment) Regulations 2006 (TUPE) (as amended). If TUPE does apply, the Council will need to undertake proper consultations on the transfer with affected staff and their representatives. The Council must also undertake all statutory checks required after receiving staff and ensuring full compliance with pension legislation.

4.2.2 In advance of insourcing, the Council must clearly define the scope of the insourced service, role within the organisation and where possible determine how it will fit with existing services.

4.2.3 If after insourcing staff other changes become necessary then in addition to compliance with TUPE, the council must also adhere to Employment Legislation and HR policies that govern consultation, organisational change and obligations under the Equality Act 2010.

## 5. **ALTERNATIVE OPTIONS CONSIDERED**

5.1 Since 2015 a number of exercises have been undertaken by Council officers to consider the potential future delivery options for youth

services, in preparation for the end of the long term contract with Sheffield Futures. In 2015, for example, work investigating the potential to develop a youth mutual type organisation was undertaken with support from the Cabinet Office through its Delivering Differently for Young People programme. Alternative approaches to the proposal set out in the recommendations in this report are outlined below:

## 5.2 Alternative Option 1 – Retender the current services contracted to Sheffield Futures

- Delivery partnerships with charities or other independent organisations can provide opportunity to secure other resources (for example from charitable sources) to add value to the funding from council contracts. These opportunities will not be as available to Council-run services. However, there are also a number of disadvantages of this option.
- There exist a number of organisations nationally who might be in a position to bid to deliver our youth services. However, there is a risk that the market might not be able to deliver services at a competitive price that meets the Council's stringent pay and output requirements.
- Some of the complexities of the TUPE and in particular pension costs of the existing staff are likely to be a barrier to new providers having an interest in the contract. This might limit realistic bids and reduce competition or innovation.
- External contracts do not always provide sufficient flexibility in delivery and resources to respond to emerging and changing needs and requirements. This is a particular concern given that the intention is to develop more integrated and more flexible services that can adapt quickly
- If Sheffield Futures were not successful in securing this retendered contract then this would mean introducing a new provider to our local landscape of youth services as set out in this report. This would create a more complex picture of services in contradiction of our ambition to integrate and simplify service provision for young people.

On balance we believe the positive benefits of this option are outweighed by the disadvantages compared to the preferred option of taking core services in house.

## 5.3 Option 2 – Integrate and outsource a wider range of youth support services through an external commission

- By expanding the number of additional functions included in an external contracted service there are potential advantages through integration, and ability to attract alternative external resources through new funding models like social investment/impact bonds.
- However, having explored a number of possible options we have concluded that social investment models can be very complex, and are costly to commission and monitor. The outcomes for

young people we are seeking to achieve are often long term and influenced by a wide range of factors out of the control of the services we directly deliver. This makes them unsuitable for a narrowly defined 'payment by results' approach overall, although this might be suitable for some individual defined projects.

- Integrating externally would involve outsourcing a number of other existing council run services including youth justice, care leaver support etc. Our conclusion is that these services would be unsuitable for outsourced delivery as they are high risk and part of the council's core delivery of children's social care services.
- An external model reduces the council direct control and influence, and flexibility of service delivery and resources.

#### 5.4 Option 3: Seek to create a new Sheffield Youth Mutual Organisation

- A number of local authority areas have, in the last 10 years, moved to create new independent youth mutual organisations, effectively 'spinning out' their existing youth services into a new employee-led charitable organisation.
- However, this option is not available to the Council, because our Youth Services are already delivered through a contract with an independent charity, and the staff are not employed by the Council.

#### 5.5 Option 4: Create an alternative type of new organisation (for example a Sheffield 'Youth Trust').

- Under this option a new organisation could be established, if possible in partnership with other organisations, in order to pool resources and funding.
- The new organisation could take just a commissioning role (acting on behalf of all statutory organisations for example and contracting services on their behalf) OR directly employ staff and direct delivery.
- This approach has some potential advantages in terms of collaboration and aligning of resources. However, it would involve establishing a number of complex legal and organisational structures, including financial and contractual arrangements that would involve considerable costs to set up and maintain. There was concern when looking at this option that funds better used for frontline youth services would be used in managing the organisational arrangements and potential sub-contracting arrangements.
- One option in this category that was investigated was creating what is called a 'teckal' organisation – this is a company operating at arm's length from a council, but which is owned and directed by the Council. This model has potential advantages in that it can be more directly controlled and resources can be shared without competitive tender processes. However, a teckal company has limited scope to trade externally and draw in other

resources, meaning ultimately it has been rejected as no more advantageous than the council directly running the services and employing the staff itself.

5.6 Option 5: Stop or significantly reduce youth services

- This is not considered a viable option because council committed to positive outcomes for young people and to community based youth work and support.
- A number of statutory duties still exist which we need to continue to deliver.

## **6. REASONS FOR RECOMMENDATIONS**

6.1 The approach set out in this report will provide a more coordinated set of provision and support for the young people of Sheffield and enable them to fulfil their potential. Taking back the direct management and delivery of a range of youth services will enable the Council to take a flexible and integrated approach in future provision for young people. A wider strategic citywide approach will enable the Council to engage with a range of other partners, including the NHS, Police, Schools, Communities and the Voluntary Sector, to coordinate resources and approaches across the city, and enable us to deliver our ambitions and aspirations for young people in Sheffield.

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**Author/Lead Officer of Report:** Alice Nicholson,  
Policy & Improvement Officer

**Email:** alice.nicholson@sheffield.gov.uk

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**Report of:** Children, Young People and Family Support  
Scrutiny and Policy Development Committee

**Report to:** Cabinet

**Date of Decision:** 17<sup>th</sup> June 2020

**Subject:** Call-In of Cabinet Decision on “Investing in Young People”

Is this a Key Decision? If Yes, reason Key Decision:-	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
- Expenditure and/or savings over £500,000	<input type="checkbox"/>	
- Affects 2 or more Wards	<input type="checkbox"/>	
Which Cabinet Member Portfolio does this relate to? 1. <i>Education and Skills</i>		
Which Scrutiny and Policy Development Committee does this relate to? • <i>Children, Young People and Family Support Scrutiny and Policy Development Committee</i>		
Has an Equality Impact Assessment (EIA) been undertaken?	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
If YES, what EIA reference number has it been given? <i>(Insert reference number)</i>		
Does the report contain confidential or exempt information?	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-  <i>“The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended).”</i>		

**Purpose of Report:**

This paper reports the outcome of the Scrutiny Committee meeting held on 21<sup>st</sup> May 2020 where a Call-In of Cabinet decision on “Investing in Young People” was considered.

**Recommendations:**

That Cabinet:

- (a) notes the decision of the Children, Young People and Family Support Scrutiny and Policy Development Committee to request that the decision be deferred until the Scrutiny Committee has considered all relevant issues and made recommendations to the Executive;
- (b) agrees to the request from Children, Young People and Family Support Scrutiny and Policy Development Committee to defer the decision, as above;
- (c) irrespective of recommendation (b) above, Cabinet agrees to provide more detail to Children, Young People and Family Support Scrutiny and Policy Development Committee on what is envisaged in the service going forward as identified in item 2.4, preferably at an early point in the timeline, prior to executive decision.

**Background Papers:**

Cabinet Members Decision and Report:

<http://democracy.sheffield.gov.uk/ieDecisionDetails.aspx?ID=2486>

<b>Lead Officer to complete:-</b>		
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: <i>(Insert name of officer consulted)</i> <b>n/a</b>
		Legal: <i>(Insert name of officer consulted)</i> <b>n/a</b>
		Equalities: <i>(Insert name of officer consulted)</i> <b>n/a</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>(Insert name of relevant Executive Director)</i> <b>n/a</b>
3	<b>Cabinet Member consulted:</b>	<i>(Insert name of relevant Cabinet Member)</i> <b>n/a</b>
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>Alice Nicholson</i>	<b>Job Title:</b> Policy & Improvement Officer
	<b>Date:</b> <i>05/01/2020</i>	

## **Called-In Decision: Outcome of Scrutiny Committee Meeting 21<sup>st</sup> May 2020**

### **1. Cabinet Decision**

- 1.1 On the 19<sup>th</sup> March 2020 Cabinet made the following decision:
- (a) notes the findings of the Leader Review of Youth Services;
  - (b) endorses and approves the ambitions and proposals set out in this report, to support and improve the lives of young people in Sheffield;
  - (c) notes the concurrent decision made in the Council Meeting of 4th March 2020 to invest an additional £2m to further develop young people's services in 2020-21, with an ambition to identify additional mainstream funding through the Council's budget process in future years; and
  - (d) agrees not to retender the current contract for Youth Services when it expires.

### **2. Scrutiny**

- 2.1 As per Part 4, section 16 of Sheffield City Council's Constitution, this decision was called in.
- 2.2 Children, Young People and Family Support Scrutiny and Policy Development Committee considered this call-in at a meeting held on 21<sup>st</sup> May 2020.
- 2.3 The Committee heard from The Leader, Cabinet Member for Education and Skills, Cabinet Member for Children and Families, Director for and Councillors who called-in the decision. The members of the Scrutiny Committee considered the process and detail of the decision, in summary they want to know why this proposal of investing in young people had not come earlier to scrutiny for questions and with more information to be able to understand all options considered, the shape of the service going forward, and financial implications of proposals. The Committee heard the Executive emphasise the decision made is not to retender contract to protect Sheffield Futures, a report will come back to explain delivery, and that the administration is giving £2m more to youth services. Members of the Committee wanted to know how this change will encourage collaboration, how it is best value and best service for young people. The Children, Young People and Family Support Scrutiny and Policy Development Committee decided that there was not enough detail for them in the report to Cabinet 19<sup>th</sup> March to fully consider the decision of Cabinet and make any recommendations.

- 2.4 The Scrutiny Committee heard the reason for the Call-In, the Executive response to matters raised by the signatories and Members of the Committee in this regard, the Scrutiny Committee after hearing this determined to request that the Cabinet decision be deferred until the Scrutiny Committee has considered all relevant issues and made recommendations, specifically the Committee ask for (i) more information referred to in the original report to the Cabinet as being available in April this year, and, in particular, what aspects of the Service would be done in-house, and what would be provided externally and (ii) an impact assessment on the capability of the existing service provider to maintain other aspects of provision currently contracted to the Council. The Committee are aware this means there is a continuing bar on implementing the decision of Cabinet 19<sup>th</sup> March 2020.
- 2.5 Reasoning for the Children, Young People and Family Support Scrutiny and Policy Development Committee outcome is that members of the Committee require more information to be able to make recommendations to the executive on the Cabinet decision of 19<sup>th</sup> March 2020. The Children, Young People and Family Support Scrutiny and Policy Development Committee is asking for sight of more information referred to in the original report to Cabinet as being available in April this year, the Committee fully appreciate the April date for further information was set prior to the Covid-19 situation, lockdown and Council response, however we note from the meeting that this further information will be available in a paper soon.
- 2.6 We encourage Cabinet to share the further information and detail as soon as practicable with us so that we can make recommendations on this issue of importance to the young people of Sheffield, to ensure a service that benefits young people, and so that as a Committee we may undertake scrutiny and policy development.

### **3. Recommendations:**

That Cabinet:

- (a) notes the decision of the Children, Young People and Family Support Scrutiny and Policy Development Committee to request that the decision be deferred until the Scrutiny Committee has considered all relevant issues and made recommendations to the Executive;
- (b) agrees to the request from Children, Young People and Family Support Scrutiny and Policy Development Committee to defer the decision, as above;

(c) irrespective of recommendation (b) above, Cabinet agrees to provide more detail to Children, Young People and Family Support Scrutiny and Policy Development Committee on what is envisaged in the service going forward as identified in item 2.4, preferably at an early point in the timeline, prior to executive decision.



**Author/Lead Officer of Report:** Sam Martin,  
Head of Commissioning

**Tel:**

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**Report of:** *John Macilwraith, Executive Director of the People Portfolio*  
**Report to:** *Cabinet*  
**Date of Decision:** *18<sup>th</sup> March 2020*  
**Subject:** *Investing In Young People*

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>Education and Skills</i>				
Which Scrutiny and Policy Development Committee does this relate to? <i>Children, Young People and Families</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>56</i>				
Does the report contain confidential or exempt information?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>

**Purpose of Report:**

*The report sets out the conclusions of the Leader of the Council's Review of Youth and Young People Services. It outlines future strategic ambitions to support the young people of Sheffield through a new integrated delivery model This will be supported by additional investment of £2m in resources in 2020-21 with an ambition to identify additional mainstream funding through the Council's budget process in future years.*

**Recommendations:**

That Cabinet:

- Notes the findings of the Leader Review of Youth Services
- Endorses and approves the ambitions and proposals set out in this report to support and improve the lives of young people in Sheffield and
- Notes the concurrent decision made in the Council Meeting of 4th March 2020 to invest an additional £2m to further develop young people's services in 2020-21, with an ambition to identify additional mainstream funding through the Council's budget process in future years.
- Agrees not to retender the current contract for Youth Services when it expires.

**Background Papers:***None*

Lead Officer to complete:-									
1	<table border="1" style="width: 100%;"> <tr> <td style="width: 50%; vertical-align: top;">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.</td> <td style="width: 50%; vertical-align: top;">Finance: Paul Jeffries/Liz Gough</td> </tr> <tr> <td></td> <td style="vertical-align: top;">Legal: <i>Sarah Bennett</i></td> </tr> <tr> <td></td> <td style="vertical-align: top;">Equalities: Bashir Khan</td> </tr> <tr> <td colspan="2" style="text-align: center;"><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></td> </tr> </table>	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: Paul Jeffries/Liz Gough		Legal: <i>Sarah Bennett</i>		Equalities: Bashir Khan	<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>	
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<b>Lead Officer Name:</b> <i>Sam Martin</i>	<b>Job Title:</b> <i>Head of Commissioning</i>								
<b>Date:</b> <i>March 2020</i>									

## 1. PROPOSAL

*The Leader's review has concluded that to deliver an inclusive, ambitious and collaborative strategy for youth services supported by a further £2m of additional investment the current contract will not be retendered and a new enhanced, integrated delivery model will support a new strategic youth offer.*

### 1.1 Introduction

- 1.1.1 Young people are the future of Sheffield and the country, and the Council is committed to helping all young people make a successful transition from their teenage years to grow into confident, happy and successful young adults. This report sets out the Council's strategic vision for the future for the delivery of services to support young people and provide youth services.
- 1.1.2 In the last 18 months the Leader of the Council has conducted a strategic review of services to young people. Through this review the Council has consulted with a range of stakeholders, including current services (managers and staff), young people themselves, and wider groups and voluntary organisations in the city, and considered key evidence and data about the needs of young people and what services and interventions are likely to best support them.
- 1.1.3 The Leader, through the review, wanted an ambitious approach to a new youth service provision and the review concluded that with the additional investment identified through the budget process there is an opportunity to fulfil that ambition through enhanced support and interventions for city's young people and greater alignment and integration across Council services. This will build on nationally recognised delivery that already exists in SCC MAST and Community Services e.g team around the family and around the person approaches. The consolidation and increased investment will provide a coherent and holistic service model to young people which will support and inspire them to achieve their full potential and contribute to the future prosperity of the city of Sheffield
- 1.1.4 The challenges facing young people, and the services that support them, are complex and ever evolving. From the impact on mental health of social media to the changing nature of gang activity and exploitation, young people in Sheffield face obstacles that didn't exist a generation ago. The way we deliver services must adapt to reflect this. These are long term issues, and there is not a simple, easy answer to how best to deliver these services; these are complex challenges that will require continual evolution and development.
- 1.1.5 However, too often policies and service developments tend to view and define young people by their 'deficits' and focus only on the challenges and problems they face, rather than recognising and supporting the assets and

opportunities available to them. The public perception of young people is often very different from the reality of their lives. For example, nationally, and in Sheffield, there are positive indications that risky behaviour is declining amongst young people, especially drinking, smoking and drug use, and teenage pregnancy<sup>1</sup>. Too often we look at the negatives and do not appreciate the positives in relation to young people.

1.1.6 This paper sets out proposals to address this and recommends an integration and alignment of existing resources to support the young people of Sheffield. Through this ambitious new strategic approach it is proposed that the Council will:

- Invest an additional £2m in 2020-21 with an ambition to identify additional mainstream funding through the Council's budget process in future years, to develop young people's social and economic capital in the city in addition to the £3m we already invest annually
- Ensure there are trusted adults or mentors and/or youth workers to provide consistent professional guidance, advice and wraparound support
- Connect support across a wide range of provision depending on the needs of young people including school/college and training, employment support and advice, safeguarding, youth justice, education, family support (i.e MAST ), and health, including mental health
- Focus resources on the specific needs of teenagers (age 14+) supporting their journey into successful young adulthood and the rest of their lives.
- Embed provision in communities so that it is responsive to and driven by local needs and the diversity of our city, and co-produced with young people themselves.
- Develop this into a city-wide approach through partnerships with key stakeholders including young people themselves, and our VCF partners and statutory partners like the NHS and the Police.

## 1.2 **Background**

### 1.2.1 **Young People and Youth Services in Sheffield**

1.2.2 There are around 40,000 young people aged between 13 and 19 years of age living in Sheffield at any one time. The majority of young people in Sheffield progress through their teenage years into early adulthood without requiring support beyond their families, friends, and universal services such as school or their GP. However, for those that do need extra support, a range of services are in place to provide the practical and emotional support they need.

1.2.3 Every year around 4000 young people in this age group are in contact with one or more services that the Council directly funds, delivers or

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<sup>1</sup> Youth Drinking in Decline (SchARR, University of Sheffield 2018).

commissions, and therefore further integration with wider SCC services and public sector partners will bring a more supportive and cohesive offer for young people, meeting their needs.

### 1.3 **The Changing Needs of Young People**

1.3.1 Outcomes for young people in Sheffield in term of education, health, employment and crime, are broadly comparable with, and sometimes better than, other large cities in the UK. The Review of Young People Services considered a range of data about the needs and outcomes for young people.

1.3.2 Some facts about young people in Sheffield

- There are around 40,000 young people living in Sheffield aged 13-19 (excluding university students)
- Around 1,300 young people age 16-18 each year find themselves not in education, training or employment (NEET)
- Around 350 young people commit crime and get involved in the youth justice system
- There are around 600 Children in Care of the Local Authority, with a further 400 Care Leavers up to age 25 eligible for ongoing support from Council services
- Around 2000 Children and Young People have an Education, Health and Care Plan
- There are around 350 teenage pregnancies every year - about 150-200 new teenage parents each year

1.3.3 From a range of consultation exercises and through constant feedback from young people we know that the things young people want are broadly:

- Good careers advice & support and education that prepares them for life and work
- Access to good training, education and jobs
- A decent place to live
- Things to do in their local area with their friends and families
- They want to be able to be supported by one worker, someone they trust, for the duration of their time receiving support.
- Having a voice in shaping the services that support them.

1.3.4 There have been some notable successes in improving outcomes for young people in the city such as reductions in NEETs, teen pregnancies and substance misuse. However there are still significant improvements required in some areas including:

- School exclusions remain persistently high, and the school attainment gap at 16 especially for more disadvantaged pupils needs to improve
- Mental and emotional health and wellbeing is a rising challenge

- and requires a new preventative and coordinated approach
- We are increasingly aware of, and concerned about the ways teenagers can be drawn into exploitation, including criminal and sexual exploitation and gang activity, and have seen an increase in recent years of teenagers coming into the care system.
  - Under 18 conceptions, though reduced significantly in the last 10 years are still worse than English average
  - Child Poverty is significantly worse than English average
  - NEETs – the reductions in the numbers of young people not in education, training or employment at 16 and 17 have halted in the last 2 years and have started to rise a little
  - Reoffending rates for young people have improved but still lag behind other comparable areas
  - Young People aged 18-24 are three times more likely to be unemployed than their older counterparts
  - Welfare reforms continue to increase pressure on young people
  - We know that young people tend to be subject to multiple vulnerabilities. For example, young people who are not in education, employment or training ('NEET') are 50% more likely to have a prescription for depression or anxiety than their peers, and 18% of young people in custody have special educational needs or disabilities, compared to 3% of pupils overall.. A more integrated approach and further investment will therefore work to reduce some of these issues for young people for example housing advice, education and skills and wellbeing.

#### 1.4. **What are our ambitions in terms of services for young people?**

- 1.4.1 The support we provide to young people, particularly young people who are more disadvantaged, is crucial to supporting them to lead happy, healthy and fulfilled lives. The Leader's review concluded that a cohesive integrated offer would better secure positive outcomes for young people.
- 1.4.2 Young people have told us on many occasions through consultation that where they need extra help they want to be able to be supported by one worker, someone they trust, for the duration of their time receiving support, and have highlighted the importance of having a voice in shaping the services that support them. While services seek to work together where possible, and there are good examples of them doing so, they are separately commissioned, contracted, and delivered by different organisations and parts of organisations, and as a result opportunities for joint working can be limited. Services can be complex to navigate, and a young person may find themselves 'bouncing' between numerous services if they have a number of different support needs. SCC has listened to young people's feedback and propose to ensure, with further investment, integration and alignment with SCC services young people would have a trusted person to work with to help navigate and wrap the required services around the young person to ensure positive outcomes.
- 1.4.3 We aim to be more preventative in our approach, by identifying all of a

young person's support needs, including low level needs, when they first emerge. In other words, we would aim to engage not just with young people who are currently experiencing poor outcomes right now, but provide more pro-active support earlier to young people who might be at risk of developing difficulties later in their teenage life. The future strategic approach will link with wider important developments to improve school inclusion, young people's mental health, safeguarding and child protection, and better support for young people with special educational needs and disabilities. This is an integral part of the development of Education and Employment and Skills strategies for the city.

## 1.5 **The Proposed Way Forward**

1.5.1 We are proposing the Council works with a range of partners to establish a new strategic approach which is:

### 1.5.2 **Inclusive**

- Developing strong localised provision based on the needs of young people, their families and communities
- Giving young people access to role models or peer mentors with lived experience of the issues facing young people and families
- Provides targeted support to young people at 'reachable moment's' when it will make the most impact
- Pastoral support for young people at the earliest opportunity before problems get worse.

### 1.5.3 **Ambitious and enhanced**

- Integrated and gets more from available resources for youth and young people services using a different delivery approach
- Responsive practice that identifies and addresses issues early on before hitting thresholds for more statutory interventions
- Research led – enabling creative community input to local service planning and design with a focus on 'test and learn' approaches.
- Developing a workforce that can effectively link up and work across key services to create effective interventions

### 1.5.4 **Collaborative**

- The development of a Sheffield Strategic Youth Board, bringing a range of stakeholders together including the Council, the NHS, the Police, voluntary organisations, and young people themselves, to coordinate resources and agree a citywide approach to developing services and support
- Neighbourhood services that are co-produced with young people, families and communities
- Members of the community empowered to develop more sustainable and embedded local projects and solutions
- Supporting city services to engage effectively with local communities
- Developing a consistent data sharing platform and information exchange with key agencies.

## 1.6 **How will we do this?**

1.6.1 We will seek to build on the positive work already taking place with young people in Sheffield, and reconfigure existing services to remove or reduce the barriers that currently exist between them. This will create a strategic service model that allows young people to access the support they need in a more straightforward way, with continuity of care from a main trusted worker, and with access to specialist expertise and input where needed. We will use the additional resources outlined above to improve the early identification and support of young people struggling at school and in their families and communities, provide appropriate youth work interventions, and expand the range of post 16 training and learning on offer in the city so that it better meets the needs of young people.

## 1.7 **Outcomes**

1.7.1 The objective of the new service model will be for young people in Sheffield to receive the right support at the right time, to ensure they can go on to have happy, healthy, and successful lives. To achieve this, services need to focus on all areas where young people may be experiencing difficulties, not just the issue they present to services with. As a Council we are increasingly focusing on organising services to delivery clear and ambitious *outcomes* for the people we serve, rather than just measuring narrow *outputs*.

1.7.2 Our ambition is to broadly support the following outcomes for all young people:

- Building their confidence and resilience, and their *human capital*
- Inspiring their aspirations for the future
- Making positive choices about life and work
- Having the best possible health, including mental health
- Enjoying strong and positive family life and friendships
- Having a safe and secure place to live in a friendly and accepting community.
- Taking part in learning, both in formal and through community activities, that is engaging and challenging, and sparks their imaginations, and widens their horizons
- Making the best of, and contributing to, what Sheffield and the wider world has to offer in sport, arts, heritage and the environment.
- And, crucially, to have their voice heard

1.7.3 Our proposal is to reshape, integrate and connect services in a number of areas:

### 1.7.4 **Youth and Community Engagement with focused youth work areas**

- Develop a city wide youth work offer embedded and responsive to the needs of local communities. This will give young people a

voice, develop youth activities and support young people to meet their needs and aspirations through positive experiences and outcomes.

- Mapped areas of designated high need based on deprivation, antisocial behaviour and crime, and education and employment data with youth and community engagement workers deployed accordingly.
- Targeted/detached youth work - through a reshaped Community Based Youth Service
- Development of localised youth community action groups supporting Infrastructure development in localities leading to a reshaped city-wide Youth Voice programme
- Trial and test new activity methods
- Research led and evidence based community led evaluation
- Professional workforce development – capacity building across the sector

#### **1.7.5 Integrated targeted support for young people who need extra help**

- individual and groups of young people – including young people identified as at risk of offending; criminal and sexual exploitation; gang affiliation & knife crime; harmful sexual behaviour
- Deliver targeted and early help services in a more coordinated way through a trusted keyworker who will undertake an assessment and agree an individual support plan with the young person.
- Aligning to a contextual safeguarding delivery model
- Align to specialist services Emotional Well-Being & Mental Health e.g. Sexual Health, Substance Misuse,

#### **1.7.6 Improve in school support for young people at risk of disengaging from learning**

- Increased attendance and attainment; and improved behaviour in schools
- School advocates and roll out of vulnerable learner reviews
- Direct referral to a connected Targeted Youth Work Keyworker and/or MAST Support offer
- In reach support to schools to help vulnerable le learners including raising awareness of the impact of childhood trauma and managing challenging behaviour

#### **1.7.7 Integrated approach to preparing young people for post 16 transitions into learning and work**

- Ensuring Schools meeting the 8 “Gatsby” benchmarks of good practice for Careers Advice and Education
- Developing a Meaningful employer experience as part of a Careers and Progression programme
- Accessible information sources to create realistic choices on

- post 16 pathways for young people, parents and carers
- A Personalised local curriculum offer for those that may need an alternative learning context
- Access to good independent and impartial careers guidance
- Pre-apprenticeship development for young people who are not yet 'apprenticeship-ready'.

## 1.8 The Proposed Delivery Model

- 1.8.1 When the current contract for youth provision ends, alternative delivery options are available which will be more advantageous in terms of delivering the outcomes and ambitions set out in this report. In addition, the current Council approach, at the conclusion of contracts, is to insource services unless there is a good reason not to do so.
- 1.8.3 Therefore, the recommendation is that the Council does not retender the current contract for Youth Services when it comes to its natural end. A further report setting out in more detail the alternative delivery options will be presented for a Leader Decision in April.

## 2 HOW DOES THIS DECISION CONTRIBUTE ?

This proposal will ensure that the young people of Sheffield receive the right services and support in their journey through their teenage years into early adulthood and beyond. It will ensure that community based provision is in place to provide young people with places to go, things to do, and someone to talk to when things get tough. This will contribute to the Council, and wider City ambition to build thriving communities, and support confident, well-educated and informed young people to help build the future of our city.

## 3. HAS THERE BEEN ANY CONSULTATION?

- 3.1.1 There has been extensive consultation with young people, staff, and wider stakeholders over the last 4 years as the current arrangements for young people services have been approaching an end. A detailed summary of the consultation exercises is set out in **Appendix 1**. The following section highlights key outcomes of the consultations.
- 3.1.2 As part of a consultation process in summer 2017, the views of young people were sought on the future of services for young people in Sheffield. This consultation included speaking directly to young people, including more vulnerable young people. This included meeting with the Youth Cabinet and Young Advisers, as well as six of the Youth Clubs run by the current provider.
- 3.1.3 We heard a number of views from young people about existing services and their needs. In particular young people repeatedly told us they didn't like having to keep 'bouncing around' support services, having to 'tell their story' repeatedly to new keyworkers in different services, and would value

having a more joined up and consistent support service that could meet a range of needs without needing to keep referring them on.

- 3.1.4 Visits were made to housing schemes for homeless young people aged 16-19 and consultation undertaken with the residents and staff there. The young people reported having to repeat their personal circumstances and support needs several times in each service they accessed which they found frustrating. They also cited the unfriendly aspect of a lot of locations such as hospitals and large offices where they felt intimidated and appreciated having help from staff when having to go to such places.
- 3.1.5 An online public consultation has also been carried with providers and promoted this through the VCF network and with current providers. Commissioners met with the VCF network and their lead members to discuss proposals and also obtain feedback from them on how services might be shaped and delivered through better partnership working. VCF providers then produced their own Strategy for Young People outlining their priorities for change, which has also informed the development of the recommendations in this report, with many of the outcomes and ambitions set out in that report being reflected in the outcomes presented above.

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

##### **4.1 Equality of Opportunity Implications**

- 4.1.1 An equalities impact assessment has been completed for this proposal. As set out above, the additional resources invested in supporting young people will reduce inequalities in outcome between younger people and their older peers. Resources will be balanced so that young people with greater disadvantage receive more support tailored to their needs, so this proposal will contribute to efforts to close the gap in areas like school engagement and attainment which are felt more greatly by young people from more disadvantaged or groups protected by equalities duties.

##### **4.2 Financial and Commercial Implications**

- 4.2.1 Current spend on the Sheffield Futures contract and services in 2019/20 is £2,966k. More widely the Council spends upwards of £5m per year on a wider range of other associated support services for young people.

##### **4.2.2 *Future Additional Investment***

- 4.2.3 Under these proposals, and to support the wider ambition set out above to support young people, it is proposed that the Council invests £2m in additional resources in 2020/21 with an ambition to identify additional mainstream funding through the Council's budget process in future years. This will expand and increase the offer to young people through the strategic approach set out in this report. Exactly how this additional resource will be distributed across the range of service provision has not been determined in detail at this stage, and will be subject to further determination when the future delivery approach has been decided,

because at that point SCC will have a clearer picture of the services, staff and resources and will be better placed to make decisions about where additional resources can be best deployed.

4.2.4 There are no additional financial implications from this paper. In the Leaders Decision report proposed in this paper for April, more detail of the financial implications of the options under consideration will be provided.

#### 4.3 Legal Implications

4.3.1 The Council is under a general Duty of Best Value to “make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness.” Under the Duty of Best Value the Council must therefore, consider overall value, including economic, environmental and social value, when reviewing service provision before selecting the option it believes does deliver Best Value

4.3.2 The Council has a number of statutory duties relevant to youth and young people services, including:

- the duty under Section 507B (inserted into the Education Act 1996 by section 6 of the Education and Inspections Act 2006) to, so far as reasonably practicable, secure for qualifying young persons in the authority’s area access to:
  - a) sufficient educational leisure-time activities which are for the improvement of their well-being, and sufficient facilities for such activities; and
  - b) sufficient recreational leisure-time activities which are for the improvement of their well-being, and sufficient facilities for such activities.
- the duty to prevent needs for care and support following implementation of the Care Act 2014;
- the duty to provide advice and assistance to persons in its area who are homeless or threatened with homelessness or threatened with homelessness and to provide accommodation for persons in its area who are eligible, homeless and in priority need under Part VII of the Housing Act 1996;
- the duties under the Crime and Disorder Act 1998 relating to youth crime and disorder; and
- the duties in the Education and Skills Act 2008 in relation to the participation of young people in education, employment or training.

4.3.3 Implementation of the proposals in this Report will help to ensure that these duties continue to be met.

- 4.3.4 There will be implications of not retendering the current contract for Youth Services, for example the Transfer of Undertakings (Protection of Employment) Regulations 2006 (TUPE) (as amended) is likely to apply. There are also exit provisions in the current contract, dealing with, amongst other things, the transfer of specified equipment and assets to the Council, that will need to be followed. The nature of the implications for the Council will depend on the exact way in which services are to be delivered in the future and so it is proposed that these are considered by the Leader in April alongside the detailed delivery options.

## **5 ALTERNATIVE OPTIONS CONSIDERED**

- 5.1 The Review of Services considered a range of potential options and service delivery to reach its final conclusions about the ambitions and priorities for a new strategic approach to support young people. The proposals set out in this report are considered to represent the best way to improve the lives of young people in Sheffield.

- 5.2 A number of options to secure the delivery of services in the future have also been considered through the Leader Review. These include retendering the current services through a contract, considering the possibility of a Sheffield Youth 'Trust' or 'Youth Mutual', or some kind of alternative arm's length organisational structure. Further detail on these alternatives and their appraisal will be set out in more detail for the Leader to consider in April.

## **6. REASONS FOR RECOMMENDATIONS**

- 6.1 The Leader review of youth services concluded that with the additional investment outlined in this report there is an opportunity to have a more ambitious offer for young people in our city that will enhance the support and outcomes for young people through greater alignment and integration across Council services. It is expected that some commissioning activity across the city will form part of the way forward, and a Leader Decision in April will set out more detailed delivery options.
- 6.2 The consolidation and increased investment affords the opportunity to provide a coherent and holistic service to young people that will support and inspire them to achieve their full potential and contribute to the future prosperity of the city of Sheffield.
- 6.3 The strategic approach set out in this report will provide a more ambitious youth offer with a coordinated set of provision and support for the young people of Sheffield and enable them to fulfil their potential. It will enable the Council to take a flexible and integrated approach in future to provision for young people. A wider strategic citywide approach will enable the Council to engage with a range of other partners, including the NHS, Police, Schools, Communities and the Voluntary Sector, to coordinate resources and approaches across the city.

## **Appendix 1**

### **Summary of Findings from Consultation**

As part of a consultation process in summer 2017, the views of young people were sought on the future of services for young people in Sheffield. This consultation included speaking directly to young people, including more vulnerable young people. This included meeting with the Youth Cabinet and Young Advisers, as well as six of the Youth Clubs run by the current provider.

We heard a number of views from young people about existing services and their needs. In particular young people repeatedly told us they didn't like having to keep 'bouncing around' support services, having to 'tell their story' repeatedly to new keyworkers in different services, and would value having a more joined up and consistent support service that could meet a range of needs without needing to keep referring them on.

Visits were made to housing schemes for homeless young people aged 16-19 and consultation undertaken with the residents and staff there. The young people reported having to repeat their personal circumstances and support needs several times in each service they accessed which they found frustrating. They also cited the unfriendly aspect of a lot of locations such as hospitals and large offices where they felt intimidated and appreciated having help from staff when having to go to such places.

#### **Consultation responses**

144 responses were received in total, of which 60% were from young people within the project age group of under 25; 23% of the total numbers were from young people aged under 15.

#### **Key findings of the consultation**

##### **Vision and Partnership**

These areas were broadly supported and respondents felt it covered most things important to young people. However – a broader strategic vision for the city is needed, with a strategy developed in collaboration with a wide range of partners, especially young people. There was support for the concept of a new strategic partnership to collaborate effectively across sectors to support young people. Young people made really helpful suggestions about the kinds of qualities a good partnership would need.

##### **Community Youth Teams/vulnerable young people service**

Concern was expressed by some staff in existing services about a potential TUPE if a new organisation won any contract. They felt that a service that did not employ Council staff would not be as safe and accountable as a Council run service, however if commissioned it would have similar status to the current contract but recognised that in Sheffield we have already, for the last 15 years, had youth services delivered by an external charity

Some respondents thought support should be available for young people younger than teenagers. Others thought a young people's service should be focused on helping young people make a successful transition to adulthood

#### One Stop Shop.

Young people and other respondents were broadly supportive of maintaining some kind of central one stop shop for advice and information with open access. Young people in the more outlying areas of Sheffield felt that, although one central point was effective, for many the travel to the centre is difficult, and cost could be a barrier. They suggested there could be a localised place for initial referral and signposting as well as a central point.

#### Young People's Voice.

All respondents agreed the need to take account of what young people say and the importance of having regular connection with them. Schools should be more engaged with the support on offer to young people. Young people were also supportive of the idea of having a mentor, or keyworker to coordinate the support on offer. A key stress area was in the transition from children's to adult services.

#### Youth Work and Activities

There was concern about whether there would be retention of youth clubs, and also a view that money could be invested in community based provision some of which could be more specialist, on a smaller scale and in a locality where there was a specific need.

Many desirable diversionary activities could not be afforded by the young people who need them.

#### Ambition and Service Development

Finally, particularly through our discussions with other service commissioners within the Council and in other organisations like the Police and NHS, there was a clear interest in the potential to be more ambitious in the scope of the new service, to clearly bring together and join up services for homeless young people, care leavers, young offenders and young people at risk of gangs, sexual exploitation or drug and alcohol problems.

#### **Young People's Services Review: staff and provider events**

As part of the Leader's Review of Young People's Services three consultative workshops were held in September 2018, one for Sheffield City Council employed in delivering and managing in-scope services and two for organisations that were providers of services to the Council, or had interest in potential opportunities that might arise through commissioning or partnering. Key points that emerged from the discussions are set out below.

33 staff attended the first workshop; 108 people from 81 organisations registered

and 94 from 70 organisations actually attended the two provider events.

Each workshop consisted of a presentation outlining the purpose of the review and the aims of the workshop, information on the reasons why the review was necessary, the complexity of young people's needs and service demands, and the current climate for delivery, with examples from two different services. In addition, the session would be used to explore opinions and ideas from attendees:

To look at *what* we need, or want to do...

- What outcomes we want to improve
- Which services, functions and activities will deliver those outcomes.
- Which staff groups

And *how* we want to do it...

- What delivery models are available to us
- How can services be better integrated and preventative in approach?
- What are the pros and cons of different approaches

Two round table discussions to structure this were delivered with written feedback submitted from each group. The following is a summary of key points.

*What kinds of issues do young people face today and how is this changing?*

The key concerns here were increasing pressure on young people starting at earlier ages, increasing need for lower level mental health support especially for depression, anxiety disorders and self-harm, earlier engagement with illicit drugs and alcohol, earlier criminalisation of behaviour, poor educational experiences and progression opportunities, lack of basic life skills such as handling money or budgeting, cooking, personal hygiene and the responsibilities of everyday life

*What kinds of services do you deliver currently for young people?*

Statutory services were well represented, including Care leavers, NEET services, Youth Justice, Housing advice and provision for 16+, Community youth teams multi-agency support, Social care. Non-statutory included restorative justice, youth clubs and positive activities, crime prevention, substance misuse and staff training provision. Common work occurred across a wide range of providers in "softer skills" areas such as: building personal skills, relationships and personal development, building self-esteem and resilience, emotional well-being.

*Is there anything that works but could be improved?*

The key responses focused around earlier identification processes so that services could be engaged at earlier stages avoiding crisis interventions. Closer links between VCS and statutory services with a shared strategy; shared referral and assessment processes; transitions from service to service and children's to adults need to be improved. In addition: leaving care and looked after children – makes more sense for them to be a single service to ease transitions from care. The lack of suitable safe and young people centred spaces around the city was cited as one reason services were moving to the centre which could make access difficult for many young people.

*Is there anything we need to stop doing as it isn't effective?*

Key elements here included: placing of young people into their own flat until such time as they are ready for it, and know how to manage their tenancy, budget and have some life-skills; duplication of effort in initial assessments, with each service re-assessing the same young person as they access them, causing them to have to tell their story multiple times; lack of resource for preventative work. Change or improvement to environments for delivery of young people's mental health services was also required.

*What new ideas could we be taking on board?*

The main responses centred around integration and partnership - Care / health / police / education all working together; an integrated partnership with a joined up approach between services; strategic integration with commissioners and national funding bodies to align services and funding. Better integration of universal and targeted specialist support services with shared access to effective information, data and statistics.

Additional questions discussed were:

- What do you see as the pros and cons of a more integrated service models – say a single Vulnerable Young People Service?
- What are the similarities and differences between the current work and functions of different services (for example, what assessment tools are used, how different services measure success?)
- What do you think are the core qualities, skills, expertise, that staff working with vulnerable young people should have?
- What are the pros and cons of a keyworker type model in future service delivery?
- What additional new functions could any new service model include that would help deliver positive outcomes for young people? (more mental health support for example?)
- What else is out there that we could look at or learn from?

Similar ideas and suggestions came forwards as in the first set of questions on a more specific service-based context, but with greatest discussion around the role, remit and benefits of a key worker model, about which the respondents were divided. A strong trend was the need for better staff training, across Council staff and providers and also staff in schools. The need for schools to play a stronger part in the solutions was also strongly expressed.

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