

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

Thursday 24 January 2013 at 2.00 pm

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

The Press and Public are Welcome to Attend

Membership

Councillors Gill Furniss (Chair), Rob Frost, Keith Hill, Talib Hussain, George Lindars-Hammond, Karen McGowan, Mohammad Maroof, Lynn Rooney, Colin Ross, Andrew Sangar (Deputy Chair), Nikki Sharpe, Clive Skelton and Stuart Wattam

Education Non-Council Members

Jules Jones, Gillian Foster, Paulette Kennedy, Joan Stratford and Alison Warner

Substitute Members

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

PUBLIC ACCESS TO THE MEETING

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. 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. on Friday, or you can ring on telephone no. 2734552. 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. Please see the Council's website or contact Democratic Services for further information.

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 David Molloy, Scrutiny Policy Officer on 0114 2735065 or email david.molloy@sheffield.gov.uk.

FACILITIES

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.

**CHILDREN, YOUNG PEOPLE AND FAMILY SUPPORT SCRUTINY AND POLICY
DEVELOPMENT COMMITTEE AGENDA
24 JANUARY 2013**

Order of Business

- 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**
Members to declare any interests they have in the business to be considered at the meeting
- 5. Minutes of Previous Meeting**
To approve the minutes of the meeting of Committee held on 22nd November, 2012
- 6. Public Questions and Petitions**
To receive any questions or petitions from members of the public
- 7. Call-in of the Cabinet Decision on the Redesign of the Early Years Service**
Report of David Campbell-Molloy, Scrutiny Officer (Policy)
- 8. Call-in of the Cabinet Decision on the Home to School Transport Policy**
Report of David Campbell-Molloy, Scrutiny Officer (Policy)
- 9. Annual Safeguarding Report**
Report of the Interim Executive Director, Children, Young People and Families
- 10. Date of Next Meeting**
The next meeting of the Committee will be held on Thursday, 28th March, 2013, at 2.00 pm, in the Town Hall

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ADVICE TO MEMBERS ON DECLARING INTERESTS AT MEETINGS

New standards arrangements were introduced by the Localism Act 2011. The new regime made changes to the way that members' interests are registered and declared.

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.

Under the Council's Code of Conduct, members must act in accordance with the Seven Principles of Public Life (selflessness; integrity; objectivity; accountability; openness; honesty; and leadership), including the principle of honesty, which says that 'holders of public office have a duty to declare any private interests relating to their public duties and to take steps to resolve any conflicts arising in a way that protects the public interest'.

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.

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, and has been published on the Council's website as a downloadable document at [-http://councillors.sheffield.gov.uk/councillors/register-of-councillors-interests](http://councillors.sheffield.gov.uk/councillors/register-of-councillors-interests)

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 Standards Committee in relation to a request for dispensation.

Further advice can be obtained from Lynne Bird, Director of Legal Services on 0114 2734018 or email lynne.bird@sheffield.gov.uk

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

Meeting held 22 November 2012

PRESENT: Councillors Gill Furniss (Chair), Keith Hill, Talib Hussain, George Lindars-Hammond, Karen McGowan, Mohammad Maroof, Lynn Rooney, Colin Ross, Andrew Sangar (Deputy Chair), Nikki Sharpe, Clive Skelton, Stuart Wattam and Diana Stimely (Substitute Member)

Non-Council Members in attendance:-

Jules Jones, Education Non-Council Voting Member
Gillian Foster, Education Non Council Voting Member
Alison Warner, Education Non-Council Voting Member

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1. APOLOGIES FOR ABSENCE

1.1 An apology for absence was received from Councillor Rob Frost and Councillor Diana Stimely attended the meeting as the duly appointed substitute. An apology for absence was also received from Paulette Kennedy.

2. EXCLUSION OF PUBLIC AND PRESS

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

3. DECLARATIONS OF INTEREST

3.1 There were no declarations of interest.

4. MINUTES OF PREVIOUS MEETING

4.1 The minutes of the meeting of the Committee held on 25th October 2012 were approved as a correct record.

5. PUBLIC QUESTIONS AND PETITIONS

5.1 There were no public questions or petitions.

6. EDUCATIONAL ATTAINMENT 2011/12

6.1 James White introduced a presentation outlining the latest provisional results in relation to educational attainment in the City. The presentation comprised two main areas, firstly the results for children aged 5-16 and, following this, the performance of vulnerable groups in the City.

6.2 Also attending the meeting for this item was Iain Peel (Assistant Director, Inclusion and Learning).

6.3 Members asked a number of questions and responses were received as follows:-

- The new criteria for children eligible for free school meals for a six year period would be measured in the future and were not included within the results presented.
- The recent Government White Paper had been clear that the role of the Local Authority was the commissioning of high quality places and championing performance outcomes. The role no longer focused on providing support but to challenge schools or the fourth sector.
- The Local Authority would ensure that the improved results for 2012 would not lead to complacency. Discussions were still being held with secondary schools. Individual support would continue to be brokered with individual schools where required. Discussions were being held with governing bodies about outcomes and different areas of support were being signposted. The main difference was that the Local Authority was no longer the provider.
- The floor standard would likely increase by 2015 to 50%. The uplift in Key Stage 4 results masked the problem that some traditionally high performing schools were moving the wrong way downwards to a floor standard which was moving upwards.
- There had been recent changes made to the inspection framework and there was no such thing as satisfactory anymore. Anything not categorised as good required additional measures to be implemented although the category 'Requires Improvement' was not an OFSTED category of concern.
- The issue of positive challenge for governors was key and easy to understand information would be sent to governors as well as top 10 questions which a governor may like to ask to gain an understanding of the reasons for performance.
- There was no lesser expectation for any pupil in the system. Every child was expected to make at least two levels of progress in the primary phase and three levels of progress at the secondary stage. However, it was recognised that not every child may reach the expected level for their age. Attainment in terms of threshold correlated with deprivation.
- Differences in performance between primary and secondary could be because of the more diverse curriculum at secondary level. At the primary stage pupils had the same teacher throughout and there was less range in terms of what was expected. The practice within secondary teaching was more variable as was the case across the country.
- It was hoped that the impact of the pupil premium would be reflected in the narrowing of the gap at key stage 4 within the next couple of years.

- It was worthwhile to examine OFSTED reports alongside attainment results to assess a school's performance. However, schools were not inspected every year.
- The foundation stage showed the most extreme differences in terms of performance. This stage had the highest performance levels but also the widest gap. It was clear that if success was achieved with a child at ages 3-5 this would make things easier moving forward.

Members made a number of comments as follows:-

- The results were encouraging and showed the consistent approach of the Local Authority and maintaining strategies was beginning to show successful outcomes.
- Comparing the performance of local authorities across the country was often problematic due to the different socio-economic bases of local authorities.
- What made a difference in Sheffield was that that the City truly cared about the importance of a child's education and that was not always the case elsewhere.
- Improving performance was not an overnight process and the upturn in the last four years was unprecedented. However, there was no room for complacency and similar improvements should be expected in 2013.
- Schools had reported very positive feedback about the quality of the data released and the accessibility of the information.

6.4 **RESOLVED:** That the Committee:-

(a) noted the information received; and

(b) requested that the thanks of the Committee be extended to officers for the interventions undertaken which had led to the improved results in educational attainment in 2012.

7. **EVERY CHILD IN EDUCATION EVERY DAY**

7.1 The Deputy Executive Director, Children Young People and Families submitted a report providing an update on the "Every Child in Education Every Day" strand of work which was ensuring that the Council were regularly addressing the key issues relating to behaviour and attendance across the City, at both an operational and strategic level. The report also highlighted the relationship between current policy in relation to the number of exclusions across the City and the function of Sheffield's Pupil Referral Unit which was named "The Sheffield Inclusion Centre".

7.2 Attending for this item was Alena Prentice (Assistant Director, Inclusion and Learning Services).

7.3 Members asked a number of questions and officers responded as follows:-

- The Attendance Strategy was now published on the Council's website and a report would be submitted to Cabinet in due course.
- Many of those pupils included in the number of pupils referred to the Pupil Referral Unit had undertaken a Vocational Skills Programme from between 1-3 days and were doing the work as part of a package of core skills outside of school. The programme was subject to its own quality assurance and attendance monitoring.
- In relation to academies, the Council's role was being an advocate and champion for all young people. Where it was suspected that the Council needed to intervene the issue could be referred to the Education Funding Body.
- The role of governors was key and they needed to be provided with the tools to challenge the effectiveness of schools. The Local Authority needed to provide further training and information for governors to enable them to handle challenging behaviour and monitor attendance levels.
- There had often been an over reliance on the use of supported transfers through the pupil referral unit. Variable practice existed across the City and it was important to share good practice where appropriate.
- There was a correlation between poor attendance levels at the foundation stage and challenging behaviour at key stage 4 level.
- A child's attendance at school was primarily the role of the parent. It was important for the Local Authority to engage with parents on this issue and to remind parents of their responsibilities. Schools also had a proactive role and the first key point in the attendance strategy was the school's own management of attendance.
- When the school's attempts to resolve problems with a pupil's attendance level had reached an end the engagement of multi-agency teams was crucial and they needed to look at the issue from a whole household approach.
- The role of the Local Authority was to target support for schools and to ensure schools were setting targets for attendance.
- The issue of whether a pupil's absence was authorised or unauthorised was for the school to determine.
- Absence due to religious absence was currently recorded as authorised but it was felt that this should be marked as not required to attend as it was with Christian holidays.

- There was a strong presumption against taking holidays in term time. However, it was the school's decision whether to mark such holidays as authorised and it was important to consider the context of the pupil when reaching a decision on this.
- The reason for at least 2/3 of absences was due to illness. However, the most serious category was persistent absence. There had been a high level of school to school transfers which needed to be addressed and the school had a role in this by effectively engaging with the parent.
- A triage process had been established which worked as an internal filtering process to look at each individual case and establish whether the parent had agreed the transfer. The parent would be contacted to establish the rationale for the transfer. It was important to minimise the level of disruption for pupils at this stage.
- The role of the pupil premium was to support educational outcomes and uses such as to pay for transport for a child unable to afford bus fares were acceptable. There had been an increasing scrutiny of schools to account for how they spent the pupil premium.

RESOLVED: That the Committee:-

(a) notes and endorses the Every Child in Education Every Day strategic work and its commitment to raising standards across the City by focussing on access to appropriate action for some of its most vulnerable groups of children;

(b) supports the establishment of the Behaviour and Attendance Partnerships; and

(c) requests that the guidance on authorised and unauthorised absences be circulated to Members of the Committee.

8. POLICY UPDATE

8.1 David Molloy, Policy Officer (Scrutiny) provided Members with a detailed overview of several key policy updates, including;

- Repeal of the duty on OFSTED to conduct an annual Children's Services Assessment of each local authority in England;
- Record numbers of men teaching in primary schools – but more still needed;
- Prime Minister: More new Free Schools than ever before to raise standards and increase choice;
- Views sought on which 2 year olds should get free early education;
- £10 million literacy catch-up programme for disadvantaged pupils; and
- Return of the Office of Children's Commissioner

8.2 He also referred to a recent Motion agreed by Council that a Joint Committee

would be arranged between this Committee and the Economic and Environmental Wellbeing Scrutiny and Policy Development Committee to examine the University Technical College and what support could be provided to the College. Provisional dates for this meeting had been agreed by the Chair's of the Committee's and these would be circulated for Members who wished to take part.

RESOLVED: That the report be noted.

9. DATE OF NEXT MEETING

- 9.1 It was noted that the next meeting of the Committee would be held on Thursday 24th January 2013 at 2 pm in the Town Hall.



Report to Children, Young People & Family Support Scrutiny and Policy Development Committee 24 January 2013

Subject: Call-In of Cabinet Decision on the Redesign of Early Years Service

Author of Report: David Campbell-Molloy, Policy Officer (Scrutiny)
0114 27 35065

Type of item:

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

1. Background

1.1 The Executive Director, Children Young People and Families Service submitted a report to Cabinet on 12th December 2012, setting out in principle the proposals to redesign early years services in Sheffield. The report is attached at appendix A.

1.2 Cabinet approved in principle:

- (a) the proposed redesign and streamlining of the organisational structure in early years services in order to maximise access to high quality learning and health services with the resources available;
- (b) the proposed action plan for a quality improvement programme for all early years settings;
- (c) the proposed reorganization of the management and co-ordination of 36 Children's Centres into 17 Children's Centre Areas;

- (d) the proposal that existing contracts with providers (due to end in March 2013) are not renewed where services are no longer required or funding is not available, while, at the same time, specifications for procurement of new targeted services will be developed
 - (e) the proposed cessation of grants to 16 childcare providers in the private, voluntary and independent sector and 4 in the statutory sector;
 - (f) the proposed reduction and transfer of the maintained childcare provision; and,
 - (g) notes (i) the proposed further communication and consultation to be carried out on the Early Years Review and (ii) that a further report will be submitted to Cabinet in February 2013 on the outcome of the consultation.
- 1.3 As per Part 4, section 16 of Sheffield City Council's Constitution, this decision has been called in, preventing implementation of the decision until it has been considered by the relevant Scrutiny Committee.
- 1.4 The Call-In notice is attached at appendix B, and asks the Children, Young People and Family Support Scrutiny and Policy Development Committee to consider this issue in further detail for the following specified reasons:
- Concerns about the impact on a wide range of Early Year providers
 - Wide public interest in this issue, and
 - Concerns over the extensiveness of the consultation process
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2 The Scrutiny Committee is being asked to:

As per the Scrutiny Procedure Rules, scrutinise the decision made by Cabinet and take one of the following courses of action:

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

Background Papers:

Report of the Executive Director, Children Young People and Families Service,
to Cabinet on the 12th December 2012 (attached)

Call-in Notice (attached)

Category of Report: OPEN

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SHEFFIELD CITY COUNCIL Cabinet Report

Report of: Executive Director, Children Young People and Families Service

Date: 12 December 2012

Subject: Redesign of Early Years Services

Author of Report: Julie Dale/ Julie Ward

Summary: This paper sets out in principle the proposals to redesign early years Services in Sheffield. If approved, these proposals will form the Early Years Strategy.

Reasons for Recommendations:

The purpose of this report is to inform Members and seek approval in principle for proposals to redesign and streamline early years services in Sheffield in order to make savings in management, administration and premises costs whilst maintaining universal, early intervention and family support services that are flexible, accessible and of high quality. This is the next phase in the development, which builds on the consultation and proposals that formed the conclusions of the Early Years Review. The size, depth of the savings proposed and the timescale are as a result of the severe Government cuts to funding and changes in Government Strategies for early years. Due to these changes the Council will concentrate on being the Champion and advocate for children and families, will have an increased focus on 'uptake', quality assurance and value for money.

Recommendations: Members are asked to approve in principle;

- The proposed redesign and streamlining of the organisational structure in early years services in order to maximise access to high quality early learning and health services with the resources available.
- The proposed action plan for a quality improvement programme for all early years settings.
- The proposed reorganisation of the management and co-ordination of 36 Children's Centres into 17 Children's Centre Areas
- The proposal that existing contracts with providers (due to end in March 2013) are not renewed where services are no longer required or funding is not available. At the same time specifications for procurement of new targeted services will be developed.

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- The proposed cessation of grants to 16 childcare providers in the Private Voluntary and Independent sector and 4 in the statutory sector.
- The proposed reduction and transfer of the maintained childcare provision

Background Papers:

- The Review of Early years and Multi Agency Services 0-5 2012 incorporating a summary of the Review of Early Years and 0-5 multi agency services consultation
- Draft Children's centre programme
- Draft Childcare strategy
- Draft Quality improvement programme
- Draft LA Maintained Sector Childcare Provision (Young Children's Centres)

Category of Report: OPEN

Statutory and Council Policy Checklist

Financial Implications
Cleared by: Patricia Phillipson
Legal Implications
Cleared by: Nadine Wynter
Equality of Opportunity Implications
Cleared by: Bashir Khan
Tackling Health Inequalities Implications
YES
Human rights Implications
NO:
Environmental and Sustainability implications
YES
Economic impact
YES
Community safety implications
NO
Human resources implications
YES –Cleared by Kath Selman
Property implications
YES
Area(s) affected
ALL
Relevant Cabinet Portfolio Leader
Cllr Jackie Drayton
Relevant Scrutiny Committee if decision called in
CYPF
Is the item a matter which is reserved for approval by the City Council?
YES/NO
Press release
YES

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1. Summary

1.1 The purpose of this report is to inform members of and seek approval in principle for proposals to redesign and streamline early years services in Sheffield. Final plans for the children's centres will be informed by the outcome of consultation. This is the next phase of the proposed development of strategy as a result of the early years review; however the scale, depth and timeframe are as a result of the severe reduction in funding. The Council will have an increased focus on quality assurance and value for money.

1.2 Background

1.2.1 The funding available for early years services has reduced over the past two years and Sheffield City Council is expecting a further £6.8 million reduction to the Early Intervention Grant in 2013/14. The funding allocated to local authorities previously through the Early Intervention Grant (EIG) will now form part of the Revenue Support Grant which is facing further reductions in 2014/15. Free Early Learning Funding will be transferred to the Dedicated Schools Grant (DSG).

1.2.2 Therefore within this context, in 2011 there was a review of Sheffield's early years and multi-agency support services from pre-birth to early education. As part of the review extensive consultation took place with parents and users of the service and this has informed the redesign proposals to meet the needs of modern lifestyles and vulnerable families. This report outlines a substantial change programme for the early year's sector following the outcome of the consultation.

1.2.3 Both the reduction in Government Funding and the outcome from the consultations in the review have informed this report on the proposed redesign and streamlining of Sheffield's early years services.

1.3 The Strategic Vision

1.3.1 Our ambition for Sheffield is that every child, young person and family achieves their full potential by raising expectations and attainment and enabling enriching experiences. The Lead Member has given a strong commitment to high quality early years services with a key focus on school readiness and closing the equalities gap at the end of the foundation stage. This will be achieved by ensuring that "every school is a great school", "every child, young person and family is safe healthy and strong", "all young people are active, informed and engaged" and "every child has a great start in life", which will mean access to;

- High quality play, learning and support.
- Early health services
- Local services for all the family delivered through a whole household approach
- Flexible, accessible and affordable childcare

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- Timely interventions and support when needed.

1.3.2 We believe that providing parenting advice and support and early interventions will improve outcomes for young children and their families with a particular focus on the most disadvantaged, so children are equipped for life and ready for school no matter what their background or family circumstances. Evidence shows that development during the early years of a child's life lays an essential foundation for progress through out life, this impacts on families' ability to access education and improve their employment opportunities and life chances.

1.4 How will the Vision be achieved?

1.4.1 Our approach will focus on organisations working in partnership and demonstrating commitment to this vision which will maximise positive outcomes in communities, and lead to improved universal services and better targeted resources As a result of the reduction in resources available the strategic vision will be more difficult to achieve.

1.4.2 This report reflects the proposed changes necessary to redesign and streamline the service with the reduced funding available and will focus on;

- Confirming the role and responsibility of the local authority as an advocate and champion for children and families.
- Changing the local authority role from a main delivery role to a quality assurance one.
- Providing information, advice and guidance to providers and families.
- Managing the statutory responsibilities and priorities
- Managing the change process to ensure services are more flexible, accessible, locally available and targeted
- Achieving better value for money by procuring good quality services at the most economically advantageous price.
- Promoting and ensuring best practice through collaboration.

1.4.3 Redesign Principles

- **To ensure accessibility of services** – Our key partners are critical to the effectiveness of multi agency working and the delivery of flexible services within localities. Planning of prevention and early intervention services will take place within local areas and across partner organisations to include the implementation of the children's centre core purpose. (**Appendix 1 sets out the core purpose**). NHS Sheffield and Public Health play a central role in the delivery of these prevention and early intervention services, with health visitors and midwives in a key role. Therefore joint planning and commissioning of early health and support with our NHS partners will be a key feature in the future development of services. This will be supported by the City Council's procurement process which will

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deliver a broad range of family support services. This will allow the Private Voluntary and Independent sector (PVI) the opportunity to participate in planning and delivery.

- **To drive up quality of provision with a focus on children’s readiness to learn** – There will be a standard benchmark of quality in the delivery of early learning and childcare services. We will continue to support the early years workforce and ensure that every setting knows what high quality play and best practice look like in an inclusive setting which can support the needs of children from diverse communities and with special needs. There will be investment in early reach and engagement within the redesigned children’s centre areas for hard to reach families and children not currently attending pre-school. The statutory duty carried out by the local authority will be achieved through a robust childcare sufficiency assessment which will inform and facilitate the childcare market and be closely monitored to ensure all settings in receipt of Free Early Learning (FEL) grants provide best value for money and high quality environments. Further information will be available in background papers.
- **To improve efficiency and make savings on management, administration and premises costs**– It is proposed to redesign and streamline the existing 36 children’s centres into 17 children’s centre areas, taking into account the levels of need, historic patterns of usage, existing locations and the use of other Local Authority and community buildings across the city. (**Appendix 2 details new areas**). There will be efficiency gains from the multiple use of buildings, sharing facilities and resources. Management and administrative staffing structures will be reduced and services delivered at point of need. Families will be able to access flexible services; including electronic and face to face communication dependant on need. Resources will be targeted to the most vulnerable families and there will be more opportunity for partnership working across the statutory and voluntary agencies. It is important to state that this is not reducing the number of sites and buildings where services are delivered. It is about how the service is managed and allows us to ensure that at far as possible we are delivering savings on management costs and not the front line services. Where as before we had 36 registered children’s centre areas coming with management and administration costs we are reducing this to 17, but we will have services delivered in the same number of areas across the city it is just the categorisation and organisation of this that is changing.

- 1.5 The strategic vision makes a direct contribution to the ‘Standing Up for Sheffield’, Corporate Plan 2011-14 by delivering the best possible use of our limited resources to meet the needs of Sheffield children and families. The plan requires that we only invest in efficient flexible and accessible services that children and families really need and we need to make sure that we are targeting our support at the people and families that need it most - whoever they are and wherever they live.

- 1.6 This is part of the Council's wider vision for 'Successful Children and Young People, Safe Healthy and Strong Families' and the key imperatives of tackling poverty and improving health and wellbeing. If agreed, the implementation of the proposals will enable a step change to be made in the way that children and families experience high quality early health, education and childcare.
- 1.7 This vision must be delivered within one of the most challenging funding settlements ever for children. The Government has indicated its intention to severely cut back the early intervention grant, which currently funds children's centres, while providing extra funding through the schools grant for free early learning places for disadvantaged 2 year olds. The changes in funding also mean that there is no longer any identifiable funding for childcare sustainability and this will become more challenging as we roll out 2 year old free early learning places and develop more flexible services (not just term time).

2. What does this mean for the People of Sheffield

- 2.1 Despite recent funding cuts, families will be able to access good quality services locally, (within a reasonable distance from their home).
- All three and four year olds will still be able to access 15 hours of free nursery education.
 - More two years olds from disadvantaged areas will access free early learning that will give them a better start in life and more generally families from low income households will be able to access the full range of children centre services.
 - Services will be accessible and flexible to meet modern family lifestyles in convenient locations where families want to access them.
 - Information will be accessible through the channels families want when they need it.
 - Services will be delivered more efficiently ensuring that resources meet the needs of families at the point when they are needed.
 - There will be better integration of services supported by the development of a family Common Assessment Framework (CAF) and integrated screening which will;
 - reduce inequalities in child development and school readiness
 - improve parents aspirations, self esteem and parenting skills
 - improve child and family health life chances
 - There will be a clear strategy for communication with parents and those key partners involved in developing services for early years will contribute to the planning and evaluation of services.
 - We recognise that families will need to be supported through this period of change to early years services. Local forums and networks will be engaged and accessible to ensure that any impact will be minimal.

3. Outcomes and sustaining the future of early years services.

- 3.1 It is essential that the services provided across the city will become more effective through joint planning and commissioning arrangements with key partners to provide a more creative and flexible approach to different ways of working. This includes shared use of resources to ensure that the needs of vulnerable families are met through the CAF and MAST process. There will be a commitment to listening to and responding better to parents and planning and delivering services in the new Children's Centre Areas and communities. Working together with our partners from health and the Private Voluntary and Independent sector and by developing solutions together we aim to improve the effectiveness of universal services, thereby reducing the need for families to have to access specialist services.
- 3.2 The procurement process will identify organisations able to deliver the required good quality services at the most economically advantageous price, in line with Best Value Guidance. This will enable all providers to have the opportunity to participate and invest in their future sustainability and development of services aligning with the Government's aim to help the voluntary and community sector shift from a reliance on central and local council grant based funding to be able to compete in open markets. Service performance will be managed through the Council's contract management processes that will ensure fairness and stronger accountability.
- 3.3 There is also a strong emphasis on improving the quality and flexibility of early learning through high quality play and childcare, thereby ensuring that all children have access to excellent early development, improving their readiness to learn at school age. Sharing expertise across early years settings will enhance partnership working and benefit families.

4. Proposed Plans

4.1 The redesign and reorganisational structure of children's centre areas

- 4.1.1 Children's centres are defined in the Childcare Act 2006 as a place or group of places:
- which is managed by or on behalf of the local authority to secure that early childhood services are available in an integrated way
 - Through which early childhood services are made available –either on site or providing assistance on gaining access to services elsewhere
 - At which activities for young children are provided on site
- 4.1.2 Given the level of funding reduction it is our intention to reorganise the children's centre areas by taking into account the management, co-ordination and delivery of services. This includes analysis of levels of need, historic patterns of usage and the location and usage of other public buildings within

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the City Council's capital portfolio. Making savings to management, administration and premises costs will ensure that funding is directed more towards frontline delivery of services rather than the organisation of centres which will impact on achieving better outcomes for children and reduce administrative costs.

4.1.3 It is proposed that the existing 36 children's centres will be reorganised into 17 designated children's centre areas with outreach venues in every area. The outreach venues could be Schools, GP surgeries, community buildings or libraries. It is the duty of the Local Authority to remain the accountable body for the 17 Children's Centre areas.

4.1.4 The local authority's responsibility will be to continue with robust management and governance arrangements and co-ordination of Children's Centre Area Forums in order to embed this reorganisation of areas. This will include monitoring and evaluation of services to ensure that they are high quality, flexible, responsive to local need, meet Ofsted requirements and inform future planning. A procurement process for support services will be developed.

4.1.5 The proposed new areas will, where appropriate, develop;

- Shared management facilities, functions and resources
- Shared planning of services within and across boundaries
- Shared staff development, training and good practice
- Children's Centres Area Forums

4.1.6 There will be increased benefits for children and families including;

- More flexible, innovative services where families need them
- Improved reach and registration of the most vulnerable families
- Guaranteed "good quality" settings
 - Better use of community assets
 - Services driven by local needs
 - Ability to monitor impact
 - Economic and social benefits to families
 - Provides a more accessible service for families including foster carers and where appropriate support contact arrangements between looked after children and their parents.
 - Ability to link flexible childcare support for parents/carers in Education, Training and Employment.

4.1.7 There will be improved partnership working in order to;

- Make decisions about sufficiency of provision in consultation with Public Health and NHS Sheffield, Jobcentre Plus and other Children's Trust partners, PVI Providers, schools, local families and communities.
- Determine the best arrangements locally taking account of local communities and needs. Value for money and the ability to improve

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outcomes for all children, but especially the most disadvantaged, will be important guiding considerations.

- Make resources available to facilitate services, in particular to support target groups and address the inequalities gap across the City.
- Establish forums in each children's centre area and link into the wider community networks to give a broader picture of the area to inform planning of services.

4.1.8 A full review of the reach areas of the centres based on the most up to date data available has been undertaken. It needs to be recognised that there will be efficiency gains from reorganising the centres and aligning them with other service delivery units. However it will be necessary to decommission a number of the existing children's centres, these may become outreach sites. In the majority of cases children who are suffering from the effects of deprivation are within the most deprived reach areas and will be able to access the full service offer. The small numbers of children suffering from effects of deprivation living in the least deprived areas, will be targeted by the centres in their areas through outreach work and linked sites. The reach area numbers appear very large in the most affluent areas of the city, but following analysis of historic usage, and parental preferences, the City Council are confident that they can meet the needs of these parents through the development of services in linked sites and other public buildings such as libraries. This reflects how service delivery has evolved in these areas.

4.1.9 At this time it is recognised that the Local Authority is in the best position to continue to develop and shape the management and coordination of the children's centres.

4.1.10 There will be little impact on current service delivery to parents, and it is essential that we increase the registration and reach to the most vulnerable families. There will be an increase of outreach services and early intervention services delivered when families need them.

4.1.11 OFSTED as the regulatory body for children's centre inspections will need to be informed of the proposed changes. They have already announced that they are moving to a locality based approach to children's centre inspection. This will mean that inspections are carried out at the locality level rather than separate inspections of individual centres and their individual reach areas. Ofsted is currently consulting on the new inspection framework which will be rolled out to all children's centre inspections from April 2013. The results of this consultation will be considered as part of the process to implement the proposed changes.

4.2 Development of a procurement process for the delivery of high quality support services

- 4.2.1 It is our intention to redistribute resources which currently support universal services to a targeted approach in order to meet the needs of the most vulnerable families with a view to driving up quality and providing best value for money. We intend to consult through the Multi Agency Allocation Meetings (MAAMS) in localities, on what future services will be required to meet families' needs. A service specification for family support services will be developed in preparation for procurement. Current contracts will not be renewed and will be part of the transition to a new commissioning framework. .
- 4.2.2 We propose to procure a range of support services which will include putting in place a framework contract to provide opportunities for smaller voluntary and community organisations to participate in delivering services along with larger organisations and charities that specialise in working with complex families.
- 4.2.3 The specifications for support services will reflect the City Council's whole family approach and the needs of the 0-19 age range and will incorporate procurement of services to support the building successful family's initiative. There will however be an increased focus on vulnerable families with children under 5.

4.3 Childcare

- 4.3.1 In Sheffield, there are over 200 childcare providers (including (Private, Voluntary & Independent (PVI) and Schools) and 500 childminders across the City. High quality childcare provision forms part of a menu of services that support improved life chances for children. It is one element of the Council's Early Years Strategy to improve outcomes for children, families and communities and for reducing inequalities in the long term. The long term benefits of high quality pre-school childcare provision where young children are supported to develop and learn has been well documented. In addition, by removing barriers to work for parents, childcare also supports the agenda to reduce poverty and the number of workless households where young children live. Parents cannot take up new job opportunities and progress in their careers without affordable, flexible local childcare to help them. Consequently childcare plays a crucial role in supporting the goal to reduce child poverty and in supporting wider economic development and regeneration.
- 4.3.2 The proposed key actions to take forward will be;
- To expand places for 2 year old Free Early Learning (FEL) from 700 to a possible 3000 by 2015, in line with Government proposals. It will be necessary to keep the childcare sector informed of the criteria for this expansion and facilitate development of the market to ensure sufficient places.

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- To discontinue the funding of childcare grants to 16 PVI providers and 4 statutory organisations. Historically these grants were intended to be short term for settings to develop their infrastructure; however it is no longer equitable or appropriate for the LA to provide funding to providers to sustain their childcare businesses.
- To retain a small pot of funding to be used as and when necessary for:
 1. Targeted short term fund where individual families face exceptional circumstances and require immediate childcare provision.
 2. Targeted short term projects to deliver priorities.
- The LA will focus on it's childcare sufficiency duty in it's role as market facilitator and advisor providing ongoing sufficiency information by:
 - i. Assessing demand for childcare at all levels
 - ii. Assessing the supply of childcare and
 - iii. Analysing the gap between supply and demand
 - iv. Publishing a Childcare Sufficiency Assessment document (CSA)
 - v. Keeping the childcare market informed of potential surplus places and gaps in provision

4.4 Improving the Quality of Early Years Provision in all settings

4.4.1 High quality provision is the best foundation for reducing inequalities between young children, because the characteristics of high quality early learning for all children are those that enable a focus on meeting the needs of every individual child. The local authority will monitor quality improvement across all Schools and private, voluntary and independent organisations. The Lead Member has given a strong commitment to ensuring that all providers should achieve the Quality Mark and focuses on readiness to learn and closing the equalities gap at the end of the foundation stage. We will achieve this through;

- The development and implementation of a quality improvement audit tool covering the 5 main components of the Early Years Foundation Stage.
- A review and development of the Sheffield Charter for Quality that we would expect every setting to obtain, to enable providers to build a wider range of skills, knowledge and competencies which will underpin their practice. This will become the Sheffield quality badge.
- Investment in early reach and engagement within the redesigned children's centre areas for hard to reach families and children not currently attending pre-school.

- Monitoring the provision of funding for 2, 3 and 4 year old FEL to ensure high quality childcare services are available across Sheffield which meets the needs of children, parents and families.
- Extending services provided to families to include home based care for children and families with specific needs and provision which will be flexible to families extended working patterns.
- Ensuring that all early years providers are inclusive and promote the role of the Special Educational Needs Co-ordinator (SENCO) and Equalities Needs Co-ordinator (ENCO).
- An early years city-wide network which will influence decisions based on research and development, and will provide an opportunity to share and disseminate good practice.

5. Communication and Consultation

- 5.1 There was an extensive consultation with parents and stakeholders in 2011 as part of the Early Years Review which informed the redesign proposals.
- 5.2 A further communications strategy will be developed to include statutory and non-statutory consultation and provide information about the content of this report and the redesign of early years services. Information and consultation sessions will take place with families, providers, service users and employees.
- 5.3 Existing children's centre advisory boards will be brought together to form 17 proposed local forums which will come together as a city wide forum that focuses on business, sufficiency and local needs.
- 5.4 Additional forms of communication and consultation will be developed through the Community Assemblies, the Parent's Assembly and the BME Parent's Assembly and local networks. This will include support to families to ensure that any impact from the change to services is minimised.

6. Proposals

Areas	Proposed Activities	Dates
1. Improving the quality of early years provision in all settings	<ul style="list-style-type: none"> FEL Code of Practice distributed Quality audit of relevant provision identified through OFSTED. Begun through rolling programme. Audit of the Sheffield Charter for Quality 	<p>Oct 2012 Nov 2012</p> <p>Nov 2012</p>
2. Children's centre areas reorganised from 36 areas to 17	<ul style="list-style-type: none"> Communicate and consult with all key stakeholders regarding the reorganised children's centre areas. Fulfil statutory process for decommissioning of children's centres 	Dec-March 2013
3. Existing contracts for services will cease on March 31 st 2013 – see appendix 3. Implement a procurement process to deliver redesigned support services at the most economically advantageous price.	<ul style="list-style-type: none"> Notify existing contractors of appropriate notice periods Consult on impact and mitigation Develop service specification for family support services Assessment of TUPE implications In event TUPE applies embark on TUPE consultation process Implement the most appropriate procurement process and procurement timetable 	<p>Dec 2012</p> <p>Dec 2012/Jan 2013 Dec 2012/Mar 2013</p> <p>Jan 2013</p> <p>Jan 2013</p> <p>Apr 2013</p>
4. 16 Childcare grants currently allocated to the private voluntary and independent (PVI) sector will cease on March 31 st 2013	<ul style="list-style-type: none"> Consultation on impact and mitigation plan Assessment of TUPE implications In event TUPE applies embark on TUPE consultation process 	<p>Dec 2012 to Jan 2013</p> <p>Jan 2013</p>
5. Review of childcare maintained provision managed by the LA	<ul style="list-style-type: none"> MER for maintained provision launched with full consultation process Transfer and reduction of services 	<p>Jan/Feb 2013</p> <p>Jan/Feb 2013</p>
6. Redesigning of early years staffing structures to early years prevention teams	<ul style="list-style-type: none"> MER and achieving change 	April 2013 – March 2014

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7. Financial Implications

- 7.1.1 The financial implications reflect the impact of the proposed actions which are in response to recent Government changes to early years funding and the transition from existing universal services to a more targeted delivery approach.
- 7.1.2 The Early Intervention Grant has reduced by 27% (£6.8m) and will from 2013 be absorbed within the councils overall revenue grant.
- 7.1.3 The recent policy shift from central Government will see an increase in the provision of 2 year old Free Early Learning (FEL), alongside the 3 & 4 year old FEL. Funding in the region of £5m for 2013/14 for Sheffield is anticipated to fund the growth targeted for 2-year old expansion. In 2012-13 this funding was allocated to Local Authorities through the Early Intervention Grant (£1.395m for Sheffield). From 2013-14 funding for this initiative will cease from the Early Intervention Grant and will be included within the Dedicated Schools Grant
- 7.1.4 The Human Resource implications of this report mentions the possibility of TUPE transfer between employers and the redesign of internal services. Any financial implications of this will have to be quantified, in liaison with Human Resources.

7.1.5 The following table shows the funding proposals;

Early Years Proposal (Net Numbers)

Expenditure Category		12-13 £'000	Saving £0	Resource for 13-14 £'000
Free Early Learning / Childcare (3-4 yr olds)	Schools	8,638	0	8,638
Free Early Learning / Childcare (3-4 yr olds)	PVIs	9,134	0	9,134
Funding for 2 year olds	School/PVIs	1,395	0	1,395 3,800*
Sub Total Free Entitlement		19,167	0	22,967
The following activities are funded from early years resources				
Children's Centres Hosting and Premises Contracts - External and New Childcare Grants Graduate Leader Funding Childcare Maintained Provision Early Years Teams Public Health Activities Quality Improvement Team		12,069	-3,578	8,491
Total Early Years Non-FEL		12,069	-3,578	8,491

* This figure is based on estimates of 2 Year old places required and these figures are not yet confirmed (estimates based on Government guidance).

7.2 Proposed Actions to Achieve Financial Implications

7.2.1 The children's centre areas will be reorganised from 36 areas to 17. This reflects the current usage by families across the city and the potential to minimise accommodation and central costs. The current hosting & premises funding will cease and a new arrangement will be put in place to ensure improved clarity, value for money and use of resources.

7.2.2 Existing contracts (**See appendix 3**) are due to end on March 31st 2013 and will not be renewed. Services will be reviewed in line with the Council's priorities and linking to a more targeted approach to support the most vulnerable children and families. Future procurement will provide opportunities for local providers to engage and will improve services to children and families.

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- 7.2.3. Childcare grants currently allocated to 16 private voluntary and independent (PVI) organisations and 4 statutory organisations will cease on March 31st 2013. Historically these grants were intended to be short term for settings to develop their infrastructure; however it is no longer equitable or appropriate for the LA to provide funding to providers to sustain their childcare businesses. This is in line with the Government's aim to help the voluntary and community sector shift from a reliance on central and local council grant based funding to be able to compete in open markets. It will be necessary to ensure the childcare strategy for the city focuses on the sufficiency and flexibility of high quality childcare by working in partnership with childcare providers and enabling providers to maximise the free early learning funding. The pot of emergency sustainability funding will also cease on March 31st 2013 and providers will need to make sure they develop contingency plans to sustain their businesses.
- 7.2.4 The childcare provision maintained by the LA has undergone a review which recommends that this will transfer in a staged approach to Schools and PVI settings and by 2014/15 the local authority will no longer deliver any childcare provision.
- 7.2.5 The key priority for Sheffield will be to reach and register the most vulnerable families within all our children's centre areas and focus on early intervention. Graham Allen's report **Early Intervention: The Next Steps**-January 2011 states that this is an opportunity to make lasting improvements in the lives of our children, to forestall many persistent social problems and end their transmission from one generation to the next, and to make long-term savings in public spending

8 Legal Implications

- 8.1 Sheffield City Council has a statutory duty under section 6 of the Childcare Act 2006 to secure sufficient childcare for parents in their area who require childcare in order to enable them to take up or remain in work, or to undertake education or training. The ability of councils to meet this duty is governed by the resources available to it – with the legislation framing sufficiency in terms of what is “reasonably practicable” within the funding available. In addition, section 7 of the Childcare Act 2006 places a duty on the Council to secure sufficient free early years provision for eligible children.
- 8.2 The proposed redesigning of the delivery of children's services in Sheffield must ensure that these and the other statutory duties are met. The Council must also have regard to any guidance given by the Secretary of State.
- 8.3 Local Authorities are also required by the Childcare Act 2006, as amended by the Apprenticeships, Skills, Children and Learning Act 2009, to make ‘sufficient provision’ of children's centres to meet local need and to review this on an on-going basis. The Council therefore needs to review all the children's centres to ensure they are providing the best possible, high quality provision with the funding that is available.

- 8.4 There are some potential legal implications from the proposed restructuring of children's centres as this will require the Council to undertake a statutory public consultation as part of the exercise. Section 5d of the childcare act 2006 requires consultation before providing or ceasing to provide children's centres and before making any significant change to the services they provide. A possible outcome of this consultation is that contractual and staffing adjustments may be required within individual children's centres. If adjustments are required, then the appropriate legal, procurement and HR processes will be followed as necessary.
- 8.5 It will be necessary to terminate any grant agreements or contracts in accordance with their terms. If they are due to expire in any event then at an appropriate point the providers should be reminded of this and any existing provisions implemented. The TUPE implications and any costs will need to be considered.

9 Equality of Opportunity Implications

- 9.1 The commitment to fairness, inclusion and social justice is at the heart of the Council's values. We believe that everyone must get a fair and equal chance to succeed and this starts in early years. We recognise however that some people and communities may need extra help to reach their full potential, particularly when they face multiple layers of disadvantage. In line with this commitment there has been comprehensive consideration given to the equality of opportunity implications including those on poverty in the implementation of the recommendations from the Review of Early Years and multi agency support (0-5) and each proposed activity has been subject to an EIA. The aggregate EIA highlights the potential implications of the change programme. However the focus of the proposed changes will be on meeting the needs of the most vulnerable children and families and so aim to reduce persistent inequalities that continue to exist. The role of the Equalities Needs Coordinator (ENCO) will be promoted across all early years provision. The EIA is attached as **appendix 4**.

10. Human Resource Implications

- 10.1 It is recognised that there will be some changes which will provide concerns for staff, it is anticipated that there will be some job losses, some movement between establishments and the possibility of TUPE transfer between employers which will be considered as part of a TUPE assessment process. There are 2 groups of staff potentially affected by these proposals, both SCC staff and those employed in the PVI sector. The MER process only applies to SCC staff and TUPE assessment will apply to PVI staff. There will also be a requirement for employees work in a more flexible and innovative way. Trade Unions will be fully consulted on specific proposals within appropriate timescales.

- 10.2 The HR Processes for managing change, reduction in numbers and TUPE Transfer will be worked through with HR and the full implications for staff including redeployment and redundancy options will be fully explored as part of this process.

11. Property Implications

- 11.1 As proposals are developed for the reorganisation of the children's centres, there will be property implications which will need to be taken into consideration. These will be identified during the implementation stage and managed as appropriate. It is the Council's intention to make use of existing property assets that are available so as to ensure best value and this will be a key consideration during the reorganisation process.

- 11.2 Existing capital investments will be utilised to avoid any financial claw back.

- 11.3 Reorganisation will take into consideration;

- Ensuring that the right localities are used for the required activities
- to optimise the contribution our property assets make to the council's strategic and service objectives;
- prioritise investment in our operational assets to meet service delivery needs;
- to seek innovative value for money solutions for our operational property
- to maintain the economic and service delivery values of our property investments.
- to reduce the environmental impact of our operational property assets and to use our assets to promote sustainable neighbourhoods

12. Environmental and Sustainability

- 12.1 It is not anticipated that there will be any negative effect on the environment caused by these proposals.

13 Recommendations:

- 13.1 Members are asked to approve in principal;

- The proposed redesign and streamlining of the organisational structure in early years services in order to maximise access to high quality early learning and health services with the resources available.
- The proposed action plan for a quality improvement programme for all early years settings.

- The proposed reorganisation of the management and co-ordination of 36 Children's Centres into 17 Children's Centre Areas
- The proposal that existing contracts with providers (due to end in March 2013) are not renewed where services are no longer required or funding is not available. At the same time specifications for procurement of new targeted services will be developed.
- The proposed cessation of grants to 16 childcare providers in the Private Voluntary and Independent sector and 4 in the statutory sector.
- The proposed reduction and transfer of the maintained childcare provision

Appendix 1

The “Core purpose” of sure start Children’s centres

The coalition Government’s Core Purpose for Children’s Centres, taken from the ***Sure Start Statutory Guidance 2012****, is set out in the vision below;

Government vision:

The Government believes that children’s centres should have a clear core purpose, focused on

Improving outcomes for young children and their families, with a particular focus on the most disadvantaged families, in order to reduce inequalities in:

- child development and school readiness;

Supported by improved:

- parenting aspirations, self esteem and parenting skills;
-
- Child and family health and life chances

Co-Produced statement of intent:

The Government has worked with sector leaders to consider evidence and good practice, resulting in a co-produced statement of intent about how the core purpose can be achieved , by;

- Assessing need across the local community
- Providing access to universal early years services in the local area including high quality and affordable early years education and childcare
- Co-production of targeted evidence based early interventions for families in greatest need, in the context of integrated services
- Acting as a hub for the local community, building social capital and cohesion
- Sharing expertise with other early years setting to improve quality

[*http://www.education.gov.uk/childrenandyoungpeople/earlylearningandchildcare/a00191780/core-purpose-of-sure-start-childrens-centres](http://www.education.gov.uk/childrenandyoungpeople/earlylearningandchildcare/a00191780/core-purpose-of-sure-start-childrens-centres)

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Appendix 2 New Children's Centre Areas

Area	Geographical areas covered
1	Stocksbridge/Deepcar and surroundings
2	High Green/Chapelton/Ecclesfield/Grenoside
3	Parson Cross/Foxhill/Colley
4	Southey/Shirecliffe/Longley
5	Stannington/Hillsborough/Middlewood
6	Walkley/Netherthorpe/Upperthorpe/Crookes
7	Brightside/Wincobank/Shiregreen
8	Firth Park/Stubbins
9	Burngreave/Firvale/Wensley
10	Darnall/Tinsley/Woodhouse/Handsworth
11	Birley/Hackenthorpe/Beighton/Intake/Charnock/ Crystal Peaks
12	Woodthorpe/Wybourn/Manor
13	Arbourthorne/Norfolk Park
14	Heeley/Hemsworth/Gleadless Valley/Meersbrook
15	Lowedges/Batemoor/Jordanthorpe/Norton/Greenhill/Woodseats
16	Sharrow/Broomhall/Nether Edge
17	Totley Beauchief/Bradway/Ecclesall/Crosspool/ Fulwood

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Appendix 3

Current Contracting Arrangements

Children's Centre Hosting and Premises funding	
	<ul style="list-style-type: none"> • 18 school sites host children's centre activities • 5 PVI/other hosts
Existing Contracts	
Provider Forums/Advice Services	<ul style="list-style-type: none"> • Pre-school Learning Alliance (PLA), • Out of School Network (OSN), • Sheffield Information Link (SIL), • National Day Nursery Association (NDNA), • Cultural Mentoring • Community Legal Advice Service for South Yorkshire (CLASSY)
Delivery of children's centre co-ordination and core offer	<ul style="list-style-type: none"> • Action For Children, • NHS, • Manor Castle Development Trust
Childcare subsidy grants	
	<ul style="list-style-type: none"> • 20 settings in receipt of grants • 14 Voluntary/Community • 2 Private • 3 Schools • 1 NHS
Support Services	
	<ul style="list-style-type: none"> • Family Support and Parenting Support commissioned through a number of organisations
NHS Agreements	
	<ul style="list-style-type: none"> • Speech and Language, • Family Nurse Partnership • Breast-feeding initiative

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Sheffield City Council Equality Impact Assessment and Consultation



[EIA Intranet Help](#)

Reference Number (automatic)	39		
Name of Budget/Project Proposal	Implementation of the recommendations from the Review of Early Years and multi agency sup...		
Entered on Q Tier	<input checked="" type="checkbox"/> (Tick Yes)		
Q Tier Ref			
Budget/Project proposal	Budgets	Date	03/12/2012
EIA Creator	Khan Bashir (CYPD)	Service	Early Years
Portfolio (Select all that are involved)	<input checked="" type="checkbox"/> CYPF		

What are the brief aims of the Budget/Project proposal

To implement a substantial change programme for Sheffield's early years sector with key priorities to improve accessibility to services, improve outcomes at the end of the foundation stage and the reorganisation of Children's Centre areas to a more efficient model of delivery. This covers the following proposals:

- o The proposed redesign of early years services in order to improve access to high quality early learning and health services delivered flexibly and timely interventions at point of need.
- o The proposed action plan for a quality Improvement programme for all early years settings.
- o The proposed reorganisation of 36 Children's Centres to 17 Children's Centre Areas.
- o The proposal that existing contracts with providers, (due to end in March 2012) are not renewed where services are no longer required or funding is not available. At the same time specifications for procurement of new targeted services will be developed.
- o The proposed cessation of grants to 16 childcare providers in the Private Voluntary and Independent sector.
- o The proposed reduction and transfer of the maintained childcare provision

The final plans and EIA will be informed by the outcome of consultation.

Under the Public Sector Equality Duty we have to pay due regard to: "Eliminate discrimination, harassment and victimisation, advance equality of opportunity and foster good relation." [More information is available on the Council website](#)

Areas of possible impact

This is before any action/mitigation or changes, if there are both negatives and positives, any positive aspect of the proposal can be part of the mitigation

If you have identified significant change, medium or high negative outcomes or for example the impact is on specialist provision relating to the groups above, or there is cumulative impact you must complete the action plan.

Age	Staffing	<input type="checkbox"/> (tick to complete)	Customers	<input checked="" type="checkbox"/> (tick to complete)
Age Impact and Level			Negative	Medium

Provide details on Age Impact

Early Years Services are targeted at the 0-5 age range and their families. The redesign aims to ensure that services are prioritised to those most in need for help and support. However it is anticipated that the redesign will benefit families by giving them more opportunity to access high quality services in their local areas when they are needed. There should be improved outcomes for children at the end of the foundation stage. Stakeholders have already indicated the need for easier and friendly access to service delivery.

Overall it is anticipated that taken together the changes will result in an overall positive impact on children aged 0-18 who need to access childcare. The approach considers the Local Authorities duty (see Childcare Act 2006) to ensure there is sufficient childcare for parents in work or training and for all eligible children aged 2,3&4 years old to access FEL.

However, the changes to grant funding may have a negative impact on families where their children (usually aged 0-4 years) are accessing childcare provision in a children centre.

Age Action Plan (tick to complete)
 Action and mitigation There will be further consultation as a result of the proposed changes to or ending of contracted services. The action plan will be developed in line with consultation and evidence of impact.

Age Action Detail The lead manager of the Review will ensure that subsequent actions as a result of the report will be monitored.
 Lead, timescale and how it will be monitored/reviewed

Disability (tick to complete) Customers (tick to complete)
 Disability Impact and Level Neutral Low
 All Early Years provision will be inclusive and promote the role of the Special Educational Needs Co-ordinator (SENCO) and the Equalities Needs Co-ordinator (ENCO) and funding and provision for children and their families will be more closely tailored to their needs. This will increase staff knowledge and skills in equality of opportunity and meeting the needs of disabled children .

Provide details on Disability Impact
 Though the increase in fees will affect families where their children (usually aged 0-4 years) are accessing childcare provision in a children centre.
 Children with a disability come under the "children in need" classification and provision for this children will continue to be a priority.

Disability Action Plan (tick to complete)
 Action and mitigation Where a setting is impacted that is providing specialist childcare we will support any family to access appropriate arrangements. Further consultation will inform the action plan around this

Disability Action detail This will be developed ongoing following consultation.
 Lead, timescale and how it will be monitored/reviewed

Pregnancy/Maternity (tick to complete) Customers (tick to complete)
 Pregnancy/Maternity Impact and Level Positive Low

Provide details on Pregnancy/Maternity impact

Each Children's Centre area will have a linked midwife, health visitor and multi agency support staff. Public health staff will be working more closely with LA staff to give wider service coverage to those families identified as being most vulnerable .

Early identification of families in need of additional support will be simplified and support to those families will be better coordinated. Stakeholders identified the need for easier access to health professionals.

The revised approach endeavours to ensure that there is equality in access to childcare for parents and their children across the city.

Pregnancy/Maternity Action Plan (tick to complete)
 Race Staffing (tick to complete)
 Race Impact and Level

Customers (tick to complete)
 Neutral Low

All Early Years provision will be inclusive and promote the role of the Equalities Needs Co-ordinator (ENCO) and funding will be distributed to meet the needs of minority groups. It is the intention to ensure that services are more inclusive and the views of stakeholders inform service delivery.

The location of the affected providers may impact on some groups more than others, some providers are in areas of higher concentration of BME communities.

The revised approach endeavours to ensure that there is equality in access to childcare for parents and their children across the city.

Provide details on Race Explanation Impact

Race Action Plan (tick to complete)
 Action and mitigation

There will be further consultation as a result of the changes to or ending of contracted services. The action plan will be developed in line with consultation and evidence of impact. It is not anticipated that there will be a negative impact in this area.

Race Action Detail This will be developed ongoing following consultation

Lead, timescale and how it will be monitored/reviewed

Religion/Belief Staffing (tick to complete)
 Religion/Belief Impact and Level

Customers (tick to complete)
 Neutral Low

Provide details on Religion/Belief Impact

It is not anticipated to have any impact on religion or belief. Provision should continue to be accessible for all including religious groups.

Religion/Belief Action Plan (tick to complete)

Sex Staffing (tick to complete)
 Sex Impact and Level

Customers (tick to complete)
 Negative Low

Provide details on Sex Explanation Impact

These service users are primarily female. There will be some negative impacts and we recognise that families will need to be supported through this period of change to early years services. Local forums and networks will be engaged and accessible to ensure that any impact will be minimised or reduced.

However the revised approach following the early years review will contribute to the key imperatives of the Council's ambitions to tackle poverty and improve the health and well being of children across the City.

The main focus will be to meet the needs of the most vulnerable families and support local communities by distributing resources where they are most needed. Evidence of need and this approach will also help at a time of diminishing resources. Stakeholders support the need to target resources to those families most in need.

The revised approach endeavours to ensure that there is equality in access to childcare for parents and their children across the city.

Sex Action Plan	<input checked="" type="checkbox"/> (tick to complete)	
Action and mitigation	There will be further consultation as a result of the changes to or ending of contracted services. The action plan will be developed in line with consultation and evidence of impact. The effectiveness of the revised approach will be monitored and reviewed to ensure it delivers its aims and objectives.	
Sex Action Detail	This will be developed ongoing following consultation	
	Lead, timescale and how it will be monitored/reviewed	
Sexual Orientation	Staffing <input type="checkbox"/> (tick to complete)	Customers <input checked="" type="checkbox"/> (tick to complete)
Sexual Orientation Impact and Level	Neutral	Low
Provide details on Sexual Orientation Impact	It is not anticipated to have any impact on sexual orientation. Provision should continue to be accessible for all however the need to ensure that all provision is equitable is recognised and that some parents and carers may be LGB.	
Sexual Orientation Action Plan	<input checked="" type="checkbox"/> (tick to complete)	
Action and mitigation	The action plan will be developed in line with consultation and evidence of impact. It is not anticipated that there will be a negative impact in this area. The effectiveness of the revised approach will be monitored and reviewed to ensure it delivers its aims and objectives.	
Sexual Orientation Action Detail	This will be developed ongoing following consultation.	
	Lead, timescale and how it will be monitored/reviewed	
Transgender	Staffing <input type="checkbox"/> (tick to complete)	Customers <input checked="" type="checkbox"/> (tick to complete)
Transgender Impact and Level	Neutral	Low
Provide details on Transgender impact	It is not anticipated to have any impact on gender identity. Provision should continue to be accessible for all however the need to ensure that all provision is equitable is recognised and that some parents and carers may be Trans	
Transgender Action Plan	<input type="checkbox"/> (tick to complete)	
Carers	Staffing <input type="checkbox"/> (tick to complete)	Customers <input checked="" type="checkbox"/> (tick to complete)
Carers Impact and Level	Negative	Low
Provide details on Carers impact		

			<p>In relation to childcare provision we aim to provide local services however as a result of the changes to and ending of subsidies this may impact. This will be monitored in relation to carers to ensure families can access alternative arrangements where relevant.</p> <p>However overall it is anticipated that the proposed service redesign will benefit families by giving them more opportunity to access high quality services in their local areas when they are needed</p>
Carers Action Plan	<input checked="" type="checkbox"/> (tick to complete)		
Action and mitigation	<p>Travel plans will be monitored and where necessary we will respond in line with market management strategy to ensure that the needs of families are met locally</p> <p>he effectiveness of the revised approach will be monitored and reviewed to ensure it delivers its aims and objectives.</p>		
Carers Action Detail	<p>This will be developed ongoing following consultation.</p>		
<p>Lead, timescale and how it will be monitored/reviewed</p>			
Voluntary/Community & Faith Sector	Staffing <input type="checkbox"/> (tick to complete)	Customers <input checked="" type="checkbox"/> (tick to complete)	
Voluntary/Community & Faith Sector		Negative	
Impact and Level		Medium	<p>There will be opportunities for the V C & F sectors to work in partnership across all the early years' sectors and participate as a provider on the supply list for coordinated service delivery. Stakeholders have indicated that they would support this approach.</p> <p>All settings, irrespective of the sector they belong, have the opportunity to respond to changes in the market at any point. On a regular basis the LA will provide information on the state of the childcare market through sufficiency reporting mechanisms.</p> <p>In terms of grant funding changes, there will have more of an effect on the voluntary providers within Sheffield as the majority of funded providers are from the voluntary sector.</p> <p>In terms of the changes to subsidy not implementing the strategy means there is no equity between providers from other sectors who do not receive subsidy from the local authority.</p> <p>We recognise that families will need to be supported through this period of change to early years services.</p> <p>Local forums and networks will be engaged and accessible to ensure that any impact will be minimised or reduced.</p> <p>Providers will be asked to assess the impact of the proposed changes delivery or closure to childcare subsidy. Where they are providing specialised childcare we will work with this to ensure alternatives can be found.</p>
Provide details on			
Voluntary/Community & Faith Sector			
Impact			
Voluntary/Community and Faith Sector	<input checked="" type="checkbox"/> (tick to complete)		
Action Plan			
Action and mitigation	<p>Some providers currently receiving funding will be impacted by the proposed changes. This will be evaluated during a period of consultation. The effectiveness of the proposed revised approach will be monitored and reviewed to ensure it delivers its aims and objectives.</p>		
Voluntary/Community and Faith Sector	<p>This will be developed ongoing following consultation.</p>		
Action Detail			
<p>Lead, timescale and how it will be monitored/reviewed</p>			
Financial inclusion, poverty, social justice	Staffing <input type="checkbox"/> (tick to complete)	Customers <input checked="" type="checkbox"/> (tick to complete)	

Financial Inclusion, poverty, social justice Impact and Level

Negative Low
 The revised approach following the review will contribute to the key imperatives of the Council's ambitions to tackle poverty and improve the health and well being of children across the City. The main focus will be to meet the needs of the most vulnerable families and support local communities by distributing resources where they are most needed. Evidence of need and this approach will also help at a time of diminishing resources. Stakeholders support the need to target resources to those families most in need.

Provide details on Financial Inclusion, poverty, social justice Impact

The revised approach endeavours to ensure that there is equality in access to childcare for parents and their children across the city. Where there is funding attached to childcare for Free Early Learning, then this is governed by formula funding and ensures an equitable offer taking into consideration levels of disadvantage. Hourly rates for paid for childcare are set by each individual provider.

Free provision for 2 year olds will be targeted at those children from disadvantaged families this strategy will help towards financial inclusion and reducing poverty by giving those children a better chance in life through high quality early years provision and will provide the opportunity for parents to work/train.

There will be better integration of services supported by the development of a family Common Assessment Framework (CAF) and integrated screening which will;

- Ø Reduce inequalities in child development and school readiness
- Ø Improve parents aspirations, self esteem and parenting skills
- Ø Improve child and family health life chances

The changes in grant funding could result in the potential exclusion of some service users that receive subsidised childcare and are not in employment, education or training as they are not entitled to any financial childcare grant support.

Financial Inclusion, poverty, social justice Action Plan
 Action and mitigation

(tick to complete)

The effectiveness of the proposed revised approach will be monitored and reviewed to ensure it delivers its aims and objectives.

To ensure that there is equality in access to childcare for parents and their children across the city.

To meet the needs of the most vulnerable families and support local communities by distributing resources where they are most needed

Financial Inclusion, poverty, social justice Action Detail

This will be developed ongoing following consultation

Lead, timescale and how it will be monitored/reviewed

Cohesion

Staffing (tick to complete)

Customers (tick to complete)

Other/Additional

Staffing (tick to complete)

Customers (tick to complete)

Please Specify

Please Specify

Negative Low

Negative Medium

<p>Other/Additional Impact and Level</p> <p>Provide details on Other/Additional impact</p>	<p>Yes, there are some job losses anticipated and there will be an expectation that staff will work in a more flexible and innovative way. More partnerships will be formed with a range of organisations which will lead to a more diverse workforce with specific skills and experience to work with vulnerable young children and their families. There will be a supplemental EIA on staffing impacts as the proposals are developed.</p>	<p>The approach taken is structured and is seeking to ensure that every family can access childcare locally according to their needs.</p> <p>Changes will have a positive impact on parents and carers, for example the increase in provision of FEL to the most disadvantaged 2 year olds will also impact upon the lives of their parents / carers, who will be in receipt of a service for their child that will ensure suitable intervention in their child's life is available to support their development and potentially will provide the opportunity for the family to be signposted to other appropriate services. This additional FEL provision may support some parents into work or training earlier than they anticipated possible. There is a similar positive impact for parents and carers in relation to free places for 3-4 year old.</p> <p>There will be a positive impact as emergency support will be available to parents / carers via emergency childcare which will be available in situations where there is no other identified family member or friend that could look after the child / children at the time of an emergency. Targeted Intervention Childcare will provide support to vulnerable children and their families as part of a structured intervention care plan. This should help prevent the escalation of the family to more expensive services.</p> <p>It is anticipated that the changes will have a positive impact on children aged 0-5 whose parents need to access paid for childcare. This strategy considers the Local Authorities duty (see Childcare Act 2006) to ensure there is sufficient childcare to support parents in work or training.</p>
<p>Other/Additional/All groups/Workforce Action Plan Action and mitigation</p>	<p><input checked="" type="checkbox"/> (tick to complete)</p> <p>The effectiveness of the revised approach will be monitored and reviewed to ensure it delivers its aims and objectives.</p> <p>The action plan will be developed following consultation.</p>	
<p>Other/Additional/All groups/Workforce Action Detail</p>	<p>By lead manager, a review to be conducted for the end of the first year following implementation.</p> <p>Lead, timescale and how it will be monitored/reviewed</p>	
<p>Attach any supporting documents here</p>		
<p>Overall Summary of Possible Impact</p>		<p>Does this proposal have a geographical impact across Sheffield? <input checked="" type="checkbox"/></p>

The commitment to fairness, inclusion and social justice is at the heart of the Council's values. We believe that everyone must get a fair and equal chance to succeed and this starts in early years. We recognise however that some people and communities may need extra help to reach their full potential, particularly when they face multiple layers of disadvantage. In line with this commitment there has been comprehensive consideration given to the equality of opportunity implications including those on poverty in the implementation of the recommendations from the Review of Early Years and multi agency support (0-5) and each proposed activity has been subject to an EIA.

The aggregate EIA highlights the potential implications of the change programme. However the focus of the proposed changes will be on meeting the needs of the most vulnerable children and families and so aim to reduce persistent inequalities that continue to exist within a changed funding system.

The funding available for early years services has reduced over the past two years and Sheffield City Council is expecting a further £6.8 million reduction to the Early Intervention Grant in 2013/14. Free Early Learning Funding will be transferred to the Dedicated Schools Grant (DSG).

(to be used on EMT, Cabinet reports etc.)

Review Date	
Does the proposal/decision impact on or relate to Specialist provision?	<input checked="" type="checkbox"/> (Tick Yes)
Risk Rating	High
Is consultation required for this Budget/Project proposal?	<input checked="" type="checkbox"/> (Tick to complete)
What type of decision is this?	Executive Decision (Cabinet)
Are Staff affected aware of this proposal?	<input checked="" type="checkbox"/> (Tick Yes)
Consultation Start Date	10/12/2012 End date 25/01/2013
Consultation complete	<input type="checkbox"/> (Tick Yes)
Details of consultation	
Please includes details of who, where and what	
EIA Contact	Bashir.Kahn@sheffield.gov.uk
Lead Manager	Ward Julie (CYPD)
Portfolio Lead	Bashir.Khan@sheffield.gov.uk
EIA Completed	<input checked="" type="checkbox"/> This box should only be checked by the Portfolio Lead once the EIA has been fully completed and quality assured
Save EIA to Document Library	

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CALL-IN PROCESS FOR EXECUTIVE DECISIONS

I Colin Ross (Name of Member in Block Capitals)
under the provision of Scrutiny Procedure Rule 16, wish to call-in Item No. 16
relating to Redesign of Early Years' Service
of the meeting of Cabinet (meeting title)
on 12th December 2012 (date) for consideration by the
Children, Young People & Family Scrutiny Committee.

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

Reason for Call-In

Concern about the impact on a wide range of Early
Year Providers and very wide public interest in this topic
and lack of proper consultation

Signed Colin Ross Date 12-12-12

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

Name (in Block Capitals)	Signature
1. <u>ANDREW SANGAR</u>	<u>[Signature]</u>
2. <u>JILLIAN CLEARY</u>	<u>[Signature]</u>
3. <u>JAN ANKWARD</u>	<u>[Signature]</u>
4. <u>Timothy Bagshaw</u>	<u>T B A G S H A W</u>

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

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

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

The request will be logged and forwarded to the Director of Performance and Communications for action.

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**Report to Children, Young People and Family
Support Scrutiny and Policy Development
Committee
24 January 2013**

Subject: Call-In of Cabinet Decision on the Home to School Transport Policy

Author of Report: David Campbell-Molloy, Policy Officer (Scrutiny)
0114 27 35065

Type of item:

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

1. Background

- 1.1 The Executive Director, Children Young People and Families submitted a report to Cabinet on 12th December 2012, providing a summary of the responses to the consultation process on the proposal to withdraw the discretionary element of free transport that is currently approved for attendance at denominational schools with effect from September 2013. The report is attached at appendix A.
- 1.2 The Cabinet agreed to withdraw all current provision for discretionary transport with effect from September 2013, including the withdrawal of passes for pupils who are currently in receipt of them under the current policy. The reasons for the decision were as follows:
- (a) the current provision to fund denominational transport is discretionary. Under the current economic climate there is an urgent necessity to explore all areas of potential savings and efficiency.
 - (b) the proposed change in policy would also ensure that all children are treated more equitably. Under current arrangements a child may receive a free bus pass to attend a Catholic School even

though that may not be their nearest school. If a non-Catholic student wishes to attend an out of catchment area school that is beyond the statutory walking distance they are not provided with free transport.

- 1.3 As per Part 4, section 16 of Sheffield City Council's Constitution, this decision has been called in, preventing implementation of the decision until it has been considered by the relevant Scrutiny Committee.
- 1.4 The Call-In notice is attached at appendix B, and asks the Children, Young People and Family Support Scrutiny and Policy Development Committee to consider this issue for the following reasons:
 - The impact on pupils already on courses at Notre Dame and All Saints, and
 - The potential impact on other secondary schools from in-year transfers

2 The Scrutiny Committee is being asked to:

As per the Scrutiny Procedure Rules, scrutinise the decision made by Cabinet and take one of the following courses of action:

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

Background Papers:

Report of the Executive Director, Children Young People and Families, to Cabinet on the 12th December 2012 (attached)
Call-in Notice (attached)

Category of Report: OPEN



SHEFFIELD CITY COUNCIL Cabinet Report

Report of: Jayne Ludlam, Executive Director, Children, Young People and Families

Date: 12 December 2012

Subject: Home to School Transport Policy

Author of Report: John Bigley, Manager, Admissions & Access

Summary: This report provides a summary of the responses to the consultation process on the proposal to withdraw the discretionary element of free transport that is currently approved for attendance at denominational schools with effect from September 2013. The Council consulted upon two proposals. First to withdraw all discretionary provision from September 2013 and second to withdraw provision on a year by year basis from September 2013.

Reasons for Recommendations:

The current provision to fund denominational transport is discretionary. Under the current economic climate there is an urgent necessity to explore all areas of potential savings and efficiency.

The proposed change in policy would also ensure that all children are treated more equitably. Under current arrangements a child may receive a free bus pass to attend a Catholic School even though that may not be their nearest school. If a non-Catholic student wishes to attend an out of catchment area school that is beyond the statutory walking distance they are not provided with free transport.

Recommendations: To receive the report and consider options outlined at Section 7.

Background Papers: Consultation Document

Category of Report: OPEN

If Closed add – ‘Not for publication because it contains exempt information under Paragraph... of Schedule 12A of the Local Government Act 1972 (as amended).’

* Delete as appropriate

Statutory and Council Policy Checklist

Financial Implications
YES Cleared by:
Legal Implications
YES Cleared by: Nadine Wynter
Equality of Opportunity Implications
YES Cleared by: Bashir Khan
Tackling Health Inequalities Implications
YES/NO
Human rights Implications
YES/NO:
Environmental and Sustainability implications
YES/NO
Economic impact
YES/NO
Community safety implications
YES/NO
Human resources implications
YES/NO
Property implications
YES/NO
Area(s) affected
ALL
Relevant Cabinet Portfolio Leader
Cllr. Jackie Drayton
Relevant Scrutiny Committee if decision called in
Children, Young People and Families
Is the item a matter which is reserved for approval by the City Council?
NO
Press release
YES/NO

Children & Young People Cabinet Member Portfolio

REPORT TITLE HOME TO SCHOOL TRANSPORT POLICY

1.0 SUMMARY

- 1.1 This proposal is in response to the urgent requirement to reduce expenditure in light of the budget settlement from the Coalition Government for the 2013/14 financial year and beyond.
- 1.1.2 If implemented the proposal to withdraw discretionary transport with effect from September 2013/14 would save the Authority expenditure of approximately £250K each year.
- 1.1.3 Sheffield City Council's Home to School Transport Policy sets out the circumstances in which it will provide free transport, in the form of a bus pass, to assist pupils to get to School. Under the current budgetary pressures and in order to ensure efficiency and equity in its use of resources, the Council has decided that it would like to consider making changes to the discretionary part of the policy to be brought in for the 2013/14 school year starting in September 2013.
- 1.1.4 The proposal is to withdraw any free bus pass that is currently offered under the provisions of the policy for attendance at a denominational school.
- 1.1.5 Many other Authorities have or will be withdrawing the provision of free bus passes for attendance at denominational schools for the same reasons. This includes the other South Yorkshire Authorities Barnsley, Doncaster and Rotherham.
- 1.1.6 Families who meet specific requirements have a statutory entitlement to free transport if they wish to attend a school on grounds of religion or belief that is between 2 and 15 miles from their home address. This entitlement is unaffected by this proposal.

2.0 WHAT DOES THIS MEAN FOR SHEFFIELD PEOPLE

- 2.1 This proposed amendment does not impact on a parent's right to apply for their child to attend a denominational school. Any such application will be considered under the individual school's admission policy.
- 2.1.2 In reviewing discretionary transport that is currently provided it is clear that the current policy and practices do not treat all pupils equally: some pupils receive free transport to attend their preferred school and others do not. Parents who want a denominational education for their child can get help with transport whereas those who want a school for a particular specialism do not.

3.0 OUTCOME AND SUSTAINABILITY

- 3.1.1 The current policy is not fair or equitable. The fact that the Council only funds Catholic children to attend Catholic schools means that it could be open to challenge from parents of other faiths.
- 3.1.2 At a time when the Council is having to make significant cuts to the services it provides, including to the most vulnerable in our community, this change of policy will enable the Authority to re-direct funds to other areas that have a far greater need.

4.0 MAIN BODY OF THE REPORT

Background

- 4.1.1 The legislation which places a duty on the local authority to provide free home to school transport is contained principally in the Education Act 1996 as amended by later legislation including the Education Act 2002 and the Education and Inspections Act 2006. Local authorities have a duty to provide free home to school transport for eligible children of compulsory school age living in the local authority's area. There is no legal obligation to provide free transport for children who are below or above compulsory school age. Compulsory school age is defined in section 8 of the Education Act 1996 and in associated regulations.
- 4.1.2 Section 508B of the 1996 Act sets out the duty to provide free travel arrangements for 'eligible children' to 'qualifying schools' The Authority will continue to make arrangements for free transport where there is a statutory duty to do so. Statutory criteria are:
- Children with special education needs who have a disability or mobility problem.
 - Children who live within the statutory walking distance to school, however there is no suitable available route.
- The statutory walking distances are:
- (a) for a child under the age of 8 years - 2 miles;
 - (b) for a child aged 8 years and over - 3 miles.
- Children who live outside the statutory walking distances and no suitable school place is available nearer to their home.
 - Children entitled to free school meals, or whose parents are in receipt of their maximum level of Working Tax Credit.

- 4.1.3 Section 509AD of the 1996 Act places a duty on local authorities in fulfilling their duties in relation to travel, to have regard to the wish of the parent for their child to attend a school on the grounds of the parent's religion or belief. Although Section 509AD states that "*a local authority in England must have regard, amongst other things to the parents' religion or belief based on preference,*" arrangements for transport under this section are discretionary and need not be implemented or can be discontinued.

Any Local Authority therefore has the right to discontinue such discretionary provision.

- 4.1.4 The proposal would withdraw discretionary free transport to denominational schools with effect from September 2013.

4.2 Outcomes from the Consultation

- 4.2.1 The consultation exercise was conducted between 29 October and 4 December 2012.

- 4.2.2 There were a total of 326 responses received, broken down as follows:

Against the proposal

Parents	308
Schools/Governors	6
Secondary Headteachers	All
Sheffield Hallam Diocese	1

In support of the proposal

Parents	10
Schools/Governors	1

4.3 Summary of Key Points Raised in the Consultation:

- 4.3.1 Parents against the proposal:

Full responses are too numerous to provide in the main body of the report but are provided for Cabinet Members in the Leader's Office. A summary of the main themes raised by respondents is provided below in their own words. In each case officer comments and perspectives are given in italics below the view of respondents.

Issue 1: Location of the two Catholic Schools

The fact that both Catholic Secondary schools are located where they are means that many families have no option but to travel long distances to access them. This is not a fault of parents or children.

The Local Authority acknowledges this point but sees the choice of a Catholic school as a matter of parental preference not necessity. The importance for parents of the decision about a school place is not underestimated.. That is why parents have been contacted directly and the deadline for applications for Y7 has been extended so as to ensure that they do not suffer any detriment and also why secondary Headteachers have been asked to be responsive and sensitive to any approaches by families to visit.

Issue 2: Article 2 of the European Convention of Human Rights and other Legal Challenge

The First Protocol of the European Convention of Human Rights reinforce the principle that no child shall be denied the right to education in accordance with the wishes of parents especially with regard to their own philosophical and religious conventions.

We would respectfully point out that we were not consulted on this proposal through a fair or reasonable timeframe. The proposal is restrictive in that it may amount to discrimination and moreover a serious breach of the rights of ourselves and more seriously the rights of our children. By removing bus subsidies the choice for my family to elect for our children to have a religious education may be hindered or removed due to a lack of ability to afford the necessary transport costs.

I believe that the actions of the local government concerning this matter ought to be widely publicized for the contentiousness of its demands at both local and national level.

Article 2 states:

“No person shall be denied the right to education. In the exercise of any functions which it assumes in relation to education and to teaching, the State shall respect the right of parents to ensure such education and teaching in conformity with their own religions and philosophical convictions.”

This confirms a right to education, it does not confirm a guarantee to study at a specific school. The proposal to withdraw free transport does not prevent any parent from applying for and attending a voluntary aided school.

Issue 3: Removing Parental Choice

By removing the subsidy for families to go to their chosen school the Local Authority are basically removing the choice for many families as they will not be able to afford to travel. No Catholic child should be denied the opportunity of a Catholic education solely because their parents cannot afford transport costs.

Entitlement to statutory free transport would remain for families who meet the “Low Income” definition (children entitled to free school meals, or whose parents are in receipt of the maximum level of Working Tax Credit). Children whose parents wish them to attend non denominational schools that are more than 3 miles from their home address do not receive free transport. This proposal would make the current system more equitable.

Issue 4: The Consultation Period is Invalid

You may wish to note that the consultation period is invalid. It should have started much earlier as students were applying for places for September 2013 so that they could make an informed choice. The launch date was 29 October but your letters were posted on this date. This means that we received the letters after the consultation period had begun.

The consultation timescale is unrealistic and seems to have been deliberately introduced to prevent any meaningful consultation from taking place. Other Authorities have considered similar proposals, taking a year for their deliberations and fully involving all stakeholders. Why does Sheffield introduce this proposal at the start of the half term break with such a short timescale?

It is acknowledged that the consultation should have ideally taken place before parents were asked to make applications for places in September 2013. The closing date for applications was 31 October 2012. However all parents who have submitted a preference for a Catholic secondary school have been contacted directly to make them aware of the consultation and to allow them to comment.. . In addition, the consultation has been extended to 4 December, allowing for 26 working days of consultation in total. If the proposed withdrawal of free transport is to be implemented, parents will have the opportunity to amend their application in light of the new policy

Issue 5: Council Policy, Social and Financial Impact

The proposal is at odds with the Local Authority and Government’s desire to improve parental choice and accessibility. For Catholic children from deprived areas seeking access to education for their children the proposed withdrawal of services runs against this commitment. The Authority’s stance may create schools that are elitist, i.e. the Catholic schools serve only those families who can afford to send their families there.

This proposal goes against the City Council’s environmental targets as it will force more families into using their cars to transport their children to school.

I have three children at Notre Dame. If I had to pay for transport for all three children it would cost £7.20 a day, £36 a week, £144 a month and £2000 a year.

The Authority will continue to provide free bus passes to those who qualify under the low income criteria. It is acknowledged that there will be financial implications for families that do not qualify just as there currently is for families of other faiths who wish to attend a church school because of their beliefs but do not receive free transport. This also applies to any parent applying for a non-catchment school which is more than 3 miles away on the grounds of the school specialism.

Issue 6: The Proposal is Discriminatory

This is another attack on the rights of parents to choose a school with a religious character. The proposal implicitly suggests that you should choose your local community school. The letter from the Authority states that anyone applying for a Catholic School may wish to reconsider their preferences in light of any possible change in policy. This appears to be blatant discrimination.

Parents have been advised of the consultation and if the provision is withdrawn will have the opportunity to change their preference if transport was one of the main reasons for their decision. Parents ultimately still have the right to apply for whichever schools they wish.

Issue 7: Proposed Scale of Implementation

The Local Authority is proposing a change for September 2013 for the incoming Year 7 but is also suggesting they are looking at extending the proposal to all year groups. This means that parents/carers with children already at our schools will need to fund transport costs that they were not aware of when they originally applied.

This issue has been raised by a number of parents of children already in receipt of passes. The Authority will carefully consider all views received in relation to this aspect of the proposal.

Issue 8: Expand Provision of Free Transport

In my opinion ALL children should receive free transport from home to school. This would reduce the number of cars on the roads doing the "school run" thereby reducing congestion in the rush hour and it would educate our younger generation in public transport use. I am aware that this is a proposal that would demand an increase not decrease in funding but it is I feel something that should be given consideration before any reductions in help with transport costs are made.

The reason that the Authority is consulting about the withdrawal of discretionary passes is the need to review all Council Services under the current budget pressures. Under the current financial climate the Authority could not therefore fund transport for all children.

Issue 9: Impact on low income families

It will be those who are most in need who are hit hardest. i.e. families with an income just high enough to ensure that they are not entitled to statutory benefits and subsidies. Typically a family with two children will have to find over £400 a year.

I feel that Sheffield Council is once again rewarding people who don't work and don't pay their way.

It is acknowledged that this proposal would require some families to fund their own transport to attend a denominational school. This is no different to the position for many other families in the city who choose to attend schools other than their catchment school.

Issue 10: Impact on Other Schools

I would be interested to know if any calculations have been undertaken to establish the knock on effects on admissions to other Sheffield schools. Children who may no longer be in a position to afford to travel to a faith school will presumably take a place at a different local school therefore displacing a child who will in turn be required to travel to a different school further away.

If the proposal is implemented all parents would have the right to apply for other schools if the cost of transport proved to be a barrier. There can not however be any guarantees of places at alternative schools as that will be dependent on the availability of places.

Issue 11: Impact on Deprived areas

For Catholic children from more deprived areas seeking to access education for their children the proposed withdrawal of this service runs against the commitment to improving parental choice and access. The Authority's stance may create schools that are elitist, i.e. serving only families who can afford to send their children there.

As confirmed in issue 5 above there would be no change in the statutory provision for families meeting the low income criteria.

Issue 12: Impact on Children already receiving passes

If we had realised that there could be a possibility that the free transport to school may not continue, then very sadly we would have had to make

a very real decision and informed choice as to whether or not we could even afford to send our children to a catholic school. It would now be very unfair and cruel to my children to have to remove the girls from Notre Dame after they are both so happy and settled at school.

The Authority acknowledges the possibility that some families may feel that they have to transfer school due to the cost of transport.

Issue 13: Impact on environment

This proposal would inevitably lead to a greater number of car journeys during rush hour as travel by car will be far cheaper for many families. This will not only cause more congestion but is bound to have a detrimental effect on the safety of pupils walking to school. This seems quite ironic as Sheffield City Council is constantly trying to encourage people to use public transport and leave their cars at home.

It is anticipated that the current bus services will remain place. There should not be any requirement for parents to take their children to schools in their car.

Issue 14: This proposal is too late for those applying for Year 7 places in September 2013

The Authority does not underestimate the importance of this decision for parents. That is why we have ensured that parents in this position have been contacted directly and have extended the deadline for application so as to ensure that they do not suffer any detriment and also why we have asked secondary Headteachers to be responsive and sensitive to any approaches by families to visit

4.3.2 Schools & Governors against the proposal

Responses against the proposal were received from Notre Dame Catholic High School, St Marie's Catholic Primary School, Sacred Heart Catholic Primary School and 1 Governor from Notre dame and 1 Governor from St Ann's Catholic Primary School.

The reasons for opposing the proposal are largely the same as those summarised above in section 4.3.1.

4.3.3 A letter in support of the objection raised by All Saints and Notre Dame schools has been submitted and signed by all **Secondary Headteachers.**

The full responses are available in the Leaders Office for Cabinet Members

4.3.4 **Sheffield Hallam Diocese**

Sheffield Hallam Diocese objects to the proposal. The Diocese raises many of the concerns identified in 4.3.1. The full response is available in the Leaders Office for Cabinet members. Additional concerns are summarised as follows:

The Diocese of Hallam calls on Sheffield City Council to abandon any plans that would result in an end to the funding of 'discretionary' transport for Catholic students attending Catholic schools. The Council should acknowledge the fact that Catholic schools have been a key partner in the local school sector over many years, that this position is enshrined in law and that Sheffield City Council has a duty to enable Catholic children to attend their nearest Catholic school. The removal of subsidised transport seriously damages this partnership arrangement and the historical tradition on which it was based.

The Diocese believes that no Catholic child should be denied a Catholic education because their parents cannot fund transport.

The Diocese questions the legality of the proposal under Article 2 of the European Convention on Human Rights.

There is a concern about the impact on Catholic Schools longer term if large Catholic families can no longer afford to send their children to Catholic Schools.

There is concern about the environmental impact if families resort to transporting children by car as a consequence of being unable to fund transport by bus.

4.3.5 **In support of the proposal**

Responses in favour of the proposal were received from parents and a Governor.

I think that the zero bus pass system should be either made available to all children attending a Catholic School or none at all (apart from children on free school meals). My children are C of E and attend a Catholic school due to our Christian faith. As you are aware they do not receive a free bus pass. A much fairer system would treat all pupils equally regardless of their faith.

I would agree with the comments in the consultation document regarding the unfairness of the current system. I am personally aware of some who get a pass who live closer to the school than those who don't. I also think that at times when cuts are being made to important services such as libraries that this is one cost that the Council should not cover. I think only those who cannot afford transport costs should get help but those that can afford it should not. I think your intention to protect families on

low income is sound. I expect that you will get a lot of negative feedback so thought it important you should get some support.

I think it would make sense to cut the amount of money it costs the LEA to provide free home to school transport. I say this as a parent who has two children attending a church school and chair of Governors at Emmaus Primary School. I would definitely prefer funds to be spent on Education and not bus fares.

I have only recently become aware that Catholic children receive this benefit while non-catholic children have to pay for bus fares. It seems a rule that is not explained to parents and is almost kept quiet about. This discriminates against non-Catholics.

I know of a number of families who 'go through the process' of becoming a Catholic but never attend church or actively 'practice' the catholic ways. They do this to secure a place at a Catholic school simply because they are outstanding schools as deemed by OFSTED. I have also been told by parents that they have moved primary schools to increase their chance of getting into a catholic secondary school. Therefore not all pupils at Catholic schools go there for religious reasons but to simply to ensure their children get the best education on offer. This needs to be addressed.

I would imagine that the people affected will voice their opinions but fear the ones that do not receive benefit will not be so inclined to do so. I would have to question, has every council tax payer been sent a letter to voice their opinions or just parents of children at catholic schools.

I think families on low income regardless of religion should be entitled free transport and this should continue.

It should also be noted that the Council only consulted with parents of children who currently attend a denominational school. It did not consult with the wider population. Consequently the majority of responses were heavily opposed to any change to the current arrangements, this is to be expected.

The Sheffield Star covered this issue on 23 November. In response to the article there were a significant number of responses from the wider population that were in support of the proposal.

4.3.6 **Schools & Governors in favour of the proposal**

A Governor from a Catholic School:

I do not feel that I can support the Diocesan position on this. I believe that parents who select particular schools, in this case Catholic schools, have to accept that this choice may come with certain conditions such as buying particular uniforms, contribution to Diocesan Building Fund, support of the Catholic ethos.

I do not think it is the Local Authority's responsibility to subsidise travel in this way. If there are hardship issues which need to be considered then I think this is down to the churches supporting these Catholic families and the Catholic schools themselves to look for solutions.

As the Catholic High Schools are both academies, I am sure that they would be able to find funds to support these families if they so wished.

Full responses are provided in the Leaders Office for Cabinet Members.

4.4 Financial Implications

- 4.4.1 The cost of providing free transport to denominational schools for the 2011/12 academic year was £275K. Of this £21K was statutory provision for children from Low Income families. Net discretionary expenditure was therefore £254K. This represents a significant saving in terms of the overall budget position for the Council which Members must consider in light of the need to find a further £50M of savings in 2013/14.

4.5 Legal Implications

- 4.5.1 As stated in earlier paragraphs of this report, the Council has responsibilities under section 508B of the Education Act 1996 to provide free transport to “eligible” children to the nearest “qualifying” school. Currently the Council also provides support on a discretionary basis, under sections 508C and 509AD of the 1996 Act, to some pupils that attend denominational schools but who are not eligible under section 508B.
- 4.5.2 Section 29 of the Equality Act 2010 requires the Council to have due regard to the need to eliminate discrimination and to promote equality of opportunity between different protected groups. However the Equality Act does not apply to the provision of transport on faith grounds as the discrimination provisions on the grounds of age and religion or belief do not extend to transport arrangements as stated in paragraph 11 of part II of part 2 of Schedule 3.
- 4.5.3 In light of the above statutory provisions the Council can lawfully decide either to withdraw the discretionary transport incrementally or to withdraw the support completely.
- 4.5.4 However before making any changes to the current discretionary arrangements, proper consideration must be given to the consultation and equalities impact assessment provided for in this report. The Council will also take account of the requirements of disabled parents and children in the application of the changes and make reasonable adjustments where required by individual circumstances.

4.6 Equalities Implications

4.6.1 An Equalities Impact assessment has been carried out.

5.0 REASONS FOR THE PROPOSAL

5.1.1 The current provision to fund denominational transport is discretionary. Under the current economic climate the Authority has a duty to explore all areas of potential savings and efficiency.

5.1.2 The proposed change in policy would also ensure that all children are treated more equitably. Under current arrangements a child may receive a free bus pass to attend a Catholic School even though that may not be their nearest school. If a non-Catholic student wishes to attend an out of catchment area school that is beyond the statutory walking distance they will not be provided with free transport.

6.0 REASONS FOR EXEMPTION (if a Closed report)

6.1 None

7.0 RECOMMENDATIONS

7.1.1 This report is to inform the Cabinet of the outcome of the consultation process. Cabinet is asked to make a decision based on the following options:

- i) To retain the current provision for funding discretionary transport for attendance at denominational schools.
- ii) To withdraw current provision for funding discretionary transport on a phased basis commencing with entry to Reception and Year 7 in September 2013 and each subsequent year. Under this option pupils currently receiving a pass under discretionary criteria would continue to receive it until they finish at their current school.
- iii) To withdraw all current provision for discretionary transport with effect from September 2013. This would include the withdrawal of passes for pupils who are currently in receipt of them under the current policy.

Author Jayne Ludlam
Job Title Executive Director, Children, Young People and Families
Date 5 December 2012.

Sheffield City Council Equality Impact Assessment



[Guidance for completing this form is available on the intranet](#)

Help is also available by selecting the grey area and pressing the F1 key

Name of policy/project/decision: Home to School Transport

Status of policy/project/decision: Amendment

Name of person(s) writing EIA: John Bigley

Date: 25 October 2012

Service: Inclusion and Learning Services

Portfolio: Children, Young People and Families

What are the brief aims of the policy/project/decision? To revise our Home to School Transport Policy to remove the discretionary provision for denominational transport .

Are there any potential Council staffing implications, include workforce diversity? No

Under the [Public Sector Equality Duty](#), we have to pay due regard to: “Eliminate discrimination, harassment and victimisation, advance equality of opportunity and foster good relations.” [More information is available on the council website](#)

Areas of possible impact	Impact	Impact level	Explanation and evidence (Details of data, reports, feedback or consultations. This should be proportionate to the impact.)
Age	None	Low	
Disability	None	Low	Any child that has a disability that requires them to receive assisted transport to and from school would not be affected by this proposal. The statutory duty on the Council in such circumstances would remain.
Pregnancy/maternity	None	Low	
Race	None	Low	
Religion/belief	Negative	High	<p>Currently in Sheffield free denominational transport is predominantly accessed by Catholic children as the only denominational secondary schools in Sheffield are Catholic. Families of other faiths could potentially see this as unequal and unfair, which could leave the Council open to claims for transport support for families to access other faith provision in neighbouring authorities. No children of other faiths receive free transport for attendance at their preferred schools in Sheffield unless they meet the statutory walking distance requirements. The proposed changes would ensure that all children and families are treated equally with regard to home to school transport.</p> <p>The proposed changes would directly impact on a limited number of families. Just over 1000 pupils currently receive free bus passes to attend denominational secondary schools, approximately 3% of the whole secondary school population.</p>

Areas of possible impact	Impact	Impact level	Explanation and evidence (Details of data, reports, feedback or consultations. This should be proportionate to the impact.)
			The proposed change will have no impact on families who meet the statutory “low income” criteria as the statutory requirement to provide free transport on grounds of religion or belief remains.
Sex	None	Low	
Sexual orientation	None	Low	
Gender reassignment	None	Low	
Financial inclusion, poverty, social justice cohesion or carers	Negative	Medium	<p>The proposed change will affect the Catholic community in particular, particularly with regard to their ability to access a place at a Catholic if that is their preference, or their expectation. . However, there will be no impact on families that meet the statutory “low income” definition. i.e. where the child is eligible for Free School Meals or the family is in receipt of the Higher rate of Working Tax Credit . Families meeting this criteria will still qualify for free transport on the grounds of religion and belief.</p> <p>There is a financial impact upon families that currently receive free transport, if it were to be withdrawn.</p> <p>However, the proposal to withdraw the discretionary element of this provision, will align our policy to mirror the arrangements to those where a parent who expresses their preference for their child to attend a non-catchment community school. They do not qualify for free transport.</p> <p>Any child that no longer qualifies for a free pass may still use the dedicated busses and pay the minimum fare, currently 60p a journey.</p> <p>Families who are currently in receipt of free transport may be forced to consider the current school placement of their child if they cannot afford to pay for transport. This may be perceived as divisive and creating social division whereby only those that can afford to pay for transport can attend denominational schools.</p>
Voluntary, community and faith sector	Negative	High	<p>There are some direct implications for Catholic and Church of England schools, families and both Diocesan Bodies. There may be a perception of discrimination against families wishing to attend schools on grounds of religion or belief.</p> <p>The Diocese of Hallam and Notre Dame School have explained that their understanding of the organisation of Catholic provision in the city was based on an</p>

Areas of possible impact	Impact	Impact level	Explanation and evidence (Details of data, reports, feedback or consultations. This should be proportionate to the impact.)
			<p>expectation that Catholic pupils attending the Catholic primaries would be able to transfer to the Catholic secondary schools. They make the point that if the free bus passes were withdrawn, it would be unequal for those Catholic families living three miles or more from a Catholic secondary school because they would not have zero fare bus pass to assist with their travel to secondary. Their view is that this would result in a narrower social intake at the Catholic schools which are located closer to the more affluent residential areas of Sheffield.</p> <p>Families with children already attending a denominational school applied for places under the current policy criteria. Many Catholic families would therefore be faced with a change in provision from that available at the time they applied to attend the school in the first year. One impact of this proposal could be that some Catholic families can no longer afford to send their children to a Catholic School.</p> <p>Any child that does no longer qualify for a free pass may still use the dedicated busses and pay the minimum fare, currently 60p a journey.</p>
Other/additional:	-Select-	-Select-	
Other/additional:	-Select-	-Select-	
Other/additional:	-Select-	-Select-	

Overall summary of possible impact (to be used on EMT, cabinet reports etc): Sheffield City Council is reviewing all areas of discretionary expenditure as areas for possible savings. This proposal is following the approach already taken by many local authorities. Within South Yorkshire Barnsley has already adopted a similar policy with Doncaster and Rotherham currently consulting on similar arrangements.

If you have identified significant change, med or high negative outcomes, you **must** complete the action plan.

Review date:

Reference number:

Entered on Qtier:

Action plan needed: -Select-

Approved (Lead Manager): Alena Prentice **Date:** 26 October 2012

Approved (EIA Lead person for Portfolio): Bashir Khan **Date:** 26 October 2012

Risk rating: High

Action plan

Area of impact	Action and mitigation	Lead, timescale and how it will be monitored/reviewed
Religion/belief	Consult on proposed withdrawal of discretionary denominational transport	29 October – 4 December 2012
Religion/belief	Submit responses and report to Cabinet	12 December 2012
Religion/belief	Notify prospective parents prior to their making application for school places in the 2013/14 academic year. Reception and Year 7	13 December 2012
Religion/belief	Implement new arrangements	September 2013
-Select-		
-Select-		
-Select-		
-Select-		
-Select-		
-Select-		
-Select-		
-Select-		
-Select-		

Approved (Lead Manager): Alena Prentice Date: 26 October 2012

Approved (EIA Lead Officer for Portfolio): Bashir Khan Date: 26 October 2012

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CALL-IN PROCESS FOR EXECUTIVE DECISIONS

I, COLIN ROSS..... (Name of Member in Block Capitals)
 under the provision of Scrutiny Procedure Rule 16, wish to call-in Item No. 18.....
 relating to Home to School Transport.....
 of the meeting of Cabinet..... (meeting title)
 on 12th December 2012..... (date) for consideration by the
Children, Young People & Families..... Scrutiny Committee.





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

Reason for Call-In

The impact on pupils already on courses at Notre Dame w All Saints,
 The potential impact on other secondary schools from in-year transfers.

Signed Colin Ross..... Date 18.12.12.....

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

Name (in Block Capitals)	Signature
1. <u>LUK BOB MCKEAM</u>	
2. <u>ANDREW SANGAR</u>	
3. <u>ROGER DAVISON</u>	
4. <u>IAN ANDERSON</u>	

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

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

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

The request will be logged and forwarded to the Director of Performance and Communications for action.

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Report to Children and Young People Scrutiny & Policy Development Committee

Report of: Executive Director Children Young People and Families

Subject: Safeguarding Children Board Annual Report 2011-12

Author of Report: Sue Fiennes, Independent Chair, SSCB

Trevor Owen, Senior Manager, Safeguarding Children Service/Independent Reviewing Service

Summary:

The Safeguarding Children Board Annual Report is intended to be informative about the work of the SSCB and to make the Board accountable to child protection professionals, to those who fund and support safeguarding services, to service users, to elected members and the public of Sheffield.

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

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

The Scrutiny Committee is being asked to:

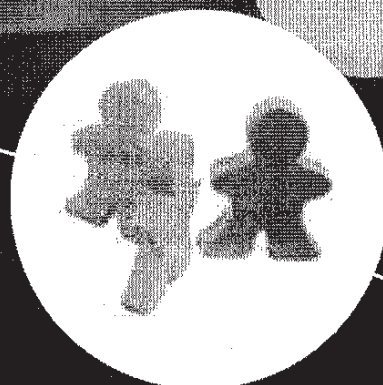
- Receive the Report and note its content
- Comment on and/or seek clarification of any issues raised

Background Papers:

List any background documents (e.g. research studies, reports) used to write the report. Remember that by listing documents people could request a copy.

Category of Report: OPEN

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Sheffield Safeguarding Children Board
ANNUAL REPORT
2011 – 2012

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Chairs Introduction



Dear Colleagues

This is my third year as the Independent Chair of Sheffield Safeguarding Children Board and I am pleased to report consistent good performance over the last year. This is despite the current financial pressures that have led to reduced resources for both the Board and for our partner agencies.

At a time of considerable organisational change in the NHS, it was heartening to have such a good response to the GP learning event in Sheffield with 212 GPs in attendance. There was very positive feedback from those present on the content of the presentations and workshops.

The Business Plan for 2011-12 has progressed well with the majority of objectives being achieved. However the anticipated revision of 'Working Together to Safeguard Children' following the Munro Review was not received during this year and therefore Sheffield's response to this and the development of a local framework will go forward into next year's business plan. In addition to this, the work on improving pathways for young people (subject to safeguarding processes) who are moving on to adult services (transitions) requires a long term commitment. Therefore this action plan also forms part of the ongoing business plan.

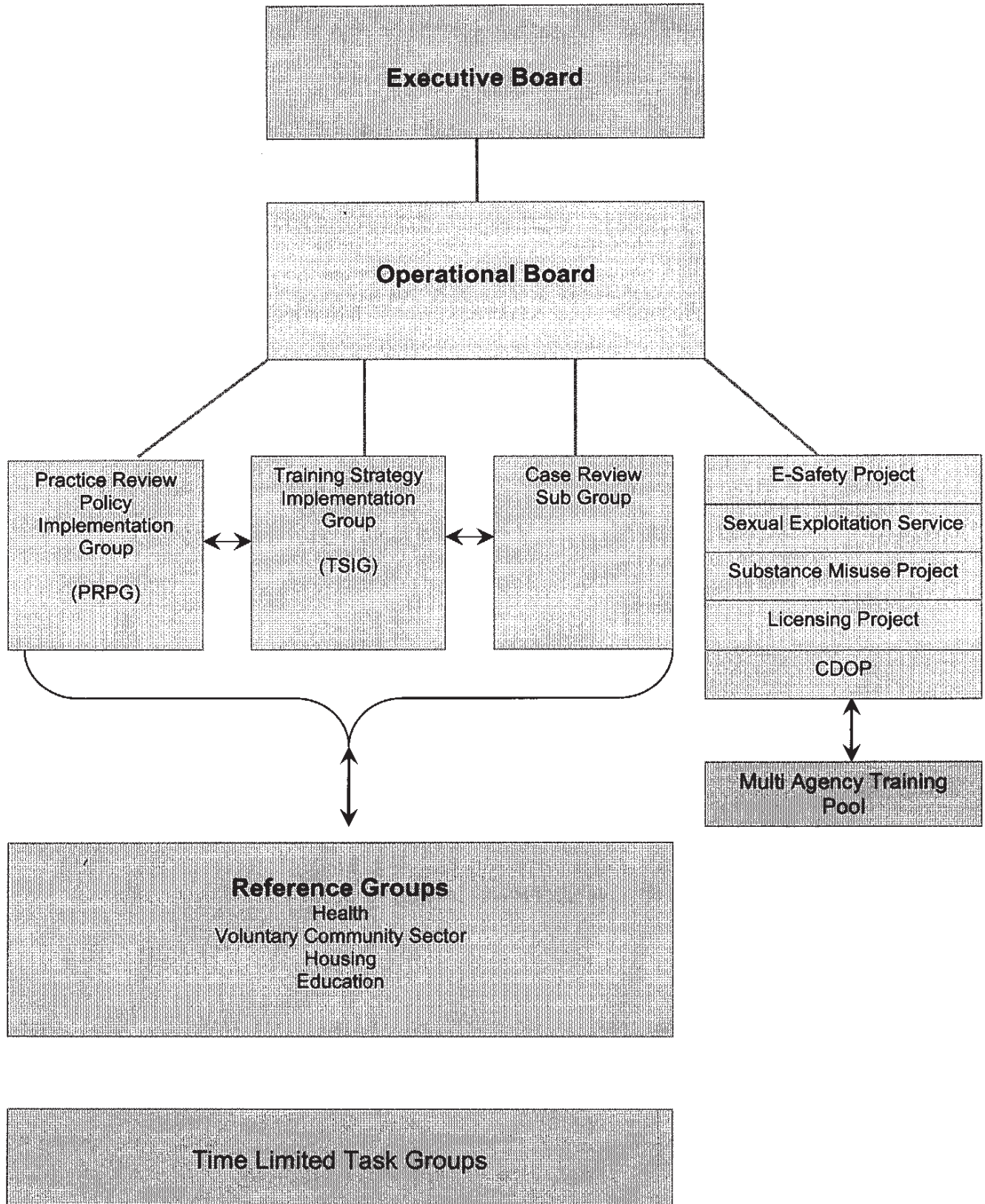
During the year, the Board launched its new web based safeguarding procedures which were well received by our partner agencies. In addition, Fact Sheets were produced that provide a quick and easy reference guide for specific issues such as Forced Marriage, Domestic Abuse and Substance Misuse amongst others. The Board's intention to provide training and development sessions on a more flexible and reduced time basis, while holding on to the multi agency focus, was commenced and will be evaluated at the end of 2012-13. To ensure effective performance monitoring we developed a data dashboard that is updated on a quarterly basis.

Finally, I would like to thank all staff for the good work over the year of this report and congratulate all agencies on open governance and willingness to test leadership and practice.



Sue Fiennes
Independent Chair

Sheffield Safeguarding Children Board Structure



Section One: Sheffield Agencies Working Together to Safeguard Children

Engagement, Participation and the Effectiveness of the Board

An effective Board is one where partner agencies fully participate and engage in Board business. In Sheffield good attendance is achieved from partner agencies at all meetings from the Executive Board through to the sub-groups and reference groups. This provides strong leadership, an effective dissemination of key safeguarding messages and a communication pathway from the operational front line through to strategic planning. Partner agencies have an open and honest engagement with learning from reviews, and work hard to implement recommendations in a timely and effective manner. They provide valuable resources to the multi-agency training pool and facilitate good attendance at learning events.

Successful LSCB's challenge in a supportive, clear and robust manner. Partner agencies felt this was a particular strength in Sheffield where they were held to account for their engagement in safeguarding processes but supported to achieve best practice. This is shown through the robust s.11 audit and the focussed action plan monitoring. (Further information about s.11 can be found on page 17.)

In October 2011 the SSCB undertook a self assessment exercise based on guidance in the Ofsted report *Good Practice by LSCBs (2011)*. Using facilitated workshops, we asked Board members to think about our current strengths and identify areas for future development, by focusing on five key areas identified by Ofsted as being central to good performance by LSCBs. These key areas were; governance, quality assurance, learning from SCRs and child deaths, multi-agency training and learning and measuring impact.

We recognised our strengths as;

- An effective, strong chair who is well respected in the city
- A comprehensive training programme
- Rigorous monitoring of the action plans from Serious Case Reviews and Case Reviews
- Senior leadership from all agencies represented at Executive Board level
- Well attended and clearly structured reference groups

We agreed areas for development included;

- More effective communication pathways from the Executive Board through to sub-groups and reference groups
- Better induction processes for new Board members
- Greater ownership of the SSCB Business Plan by providing regular progress updates

The results of the self assessment are being used by the Board to provide a structure for future planning.

Budget Information

SSCB Income and Expenditure 2011-12

Income		Expenditure	
c/fwd 10/11	£111157		
Contributions:		Employees	£266471
SCC	£112000	Multi Agency Training	£ 17850
Health (PCT)	£112000	Practice Review & Standards	
S.Y. Police	£ 45000	Document Production	£ 6704
Probation	£ 6500	Tri-X (Procedures)	£ 1910
Cafcass	£ 550	Board Running Costs	£ 24176
Income Generation	£ 10050	Serious Case Reviews	£ 0
Munro Grant	£ 41133	Independent Chair	£ 5279
Child Death Overview (CDOP)	£ 76000	Mosque Consultant	£ 12000
		SE Service	£ 10000
		c/fwd 2012/13	£128867
		+ Munro Grant	£ 41133
TOTAL	£514390	TOTAL	£514390

Projected Expenditure 2012-13

ACTIVITY	COST
Independent Chair	£8k
Secretariat	£18k
Operating Costs	£38k
1. Multi-Agency Training	
Manager + Business Support	£72k
Training Strategy & Programme	
2. Practice Review & Standards	
Manager + Business Support	£78k
Coordinator + Research & Performance Officer (Safeguarding Evaluation)	£63k
SCRs/Publicity/Campaigns	£30k
3. Policy & Procedure	
Tri X	£2k
Local Procedures & Policies	
4. E Safety Project / Manager (50%)	£28k
(50% Traded Services)	
5. Community Adviser Consultant	£10k
<i>SUB TOTAL – CORE BUDGET</i>	£347k
6. Child Death Overview Arrangements	£74k
(EIG)	
<i>OVERALL TOTAL</i>	£421k

Indicative Agency Contributions 2012-13

AGENCY	Formula %	2011-12	2012-13	Variation
SCC (CYPF)	40%	£112k	£101k	- 10%
HEALTH (PCT)	40%	£112k	£101k	- 10%
S.Y. POLICE	16%	£45k	£40.5k	- 10%
PROBATION	4%	£11k (6.5k Actual)	£10k (6.5k Actual)	- 10%
Sub Total	100%	£280k	£253k	-10%
C/F		£48k	£94k (est)	
TOTAL		£328	£347k	

Notes:

- Agency contributions were reduced by 10% in the budget setting round 2011-12
- A further 10% reduction 2012-13 can only be achieved by maximising the underspend, and therefore the carry forward, through efficiencies and retaining tight control over expenditure in the final third of the current financial year.

Sexual Exploitation Service

AGENCY	Sexual Exploitation 2011-12	Sexual Exploitation 2012-13	Variation
SCC (CYPS)	£27k (25%)	£27k (25%)	↔
HEALTH (PCT)	£22k (20%)	£22k (20%)	↔
S.Y. POLICE	£27k (25%)	£27k (25%)	↔
SHEFF FUTURES/ CONNEXIONS	<i>In Kind</i> (30%)	<i>In Kind</i> (30%)	↔
TOTAL	£76k	£76k	↔

Notes:

- A standstill position is illustrated, but only describes a baseline position that is subject to change, dependent on the new Strategy for the SE Service, agreement of the associated Business Plan, and clarity re the model going forward.

Training For Professionals and Volunteers

Local Safeguarding Children Boards are responsible for safeguarding and promoting the welfare of children; this includes ensuring that there are appropriate training and learning opportunities for people who work with children and families.

Training covering a wide variety of safeguarding issues is delivered by a range of projects and services, in line with the SSCB training strategy. Information regarding all the training offered during the year has been collated below. For more details on courses available, please see www.safeguardingsheffieldchildren.org.uk.

SSCB Multi Agency Training

The SSCB provides a comprehensive programme of high quality multi-agency training covering a range of issues including neglect, mental health, working with fathers and domestic abuse among others. The **key aims** are enabling participants to achieve:

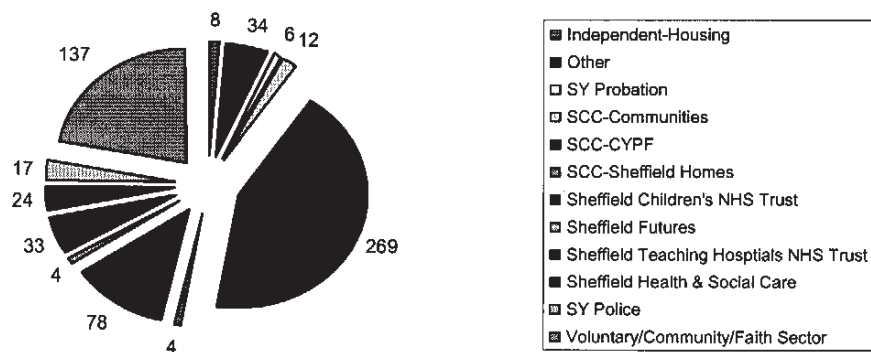
- a shared understanding of the tasks, processes, principles, roles and responsibilities for safeguarding children and promoting their welfare
- more effective working relationships and integrated service provision
- improved communication and information sharing between professionals.
- a common understanding of key terms, definitions and thresholds for action
- sound and child focused assessments and decision-making

The programme of training supports the SSCB Business Plan and is responsive to local need and emerging priorities. Courses are open to any practitioner in Sheffield working with children, including the voluntary and community sector.

Numbers Trained

626 professionals

Attendance at SSCB Multi Agency Training - by Agency



E-learning

A number of on line courses are now offered allowing staff to study at a time and place that is most convenient to them. Courses currently available on line are:

- Basic Awareness of Child Abuse and Neglect - an introductory level course of particular benefit to staff in ancillary roles or community settings where access to single agency safeguarding training is limited.
- Hidden Harm – the effects of parental problem substance misuse on children.
- Safer Recruitment
- Runaways

Update and Refresher Events

Held twice a year, these provide a further opportunity for practitioners from all agencies to come together and share good practice, disseminate key messages and discuss lessons learned from practice reviews. This year they concentrated on:

- Asylum & Immigration and Safeguarding Children
This event included presentations from the UKBA, learning from the Child Z SCR and working with unaccompanied asylum seeking children.
- Learning from Serious Case Reviews
Included presentations by South Yorkshire Police on a 'South Yorkshire SCR'; 'Learning lessons from national reviews on fostered and adopted children'; learning from local Case Reviews and the launch of the new SSCB child protection and safeguarding procedures manual.

SSCB Annual Conference – *'From Struggling to Succeeding: The Impact of Child and Household Poverty and Identifying Solutions.'*

This was the first joint conference by the SSCB and Sheffield Adult Safeguarding Partnership. The conference reflected the priority given across the city to the implementation of the Child and Household Poverty strategy, and was very successful.

Early Years

The Early Years Advisors based in the Safeguarding Children Service offer introductory and advanced safeguarding and child protection training. In addition, they provide briefings and workshops in response to national or local SCRs to highlight issues relevant to Early Years' professionals or changes in legislation. The training is open to Childminders, Nurseries (Private, Voluntary and Independent sectors) and out of school clubs.

Numbers Trained

**2476 courses
allocated**

109 professionals

218 professionals

213 professionals

1028 professionals

Education

The Education Advisors offer a range of training for education staff including basic, advanced and refresher safeguarding courses.

Additional training for education professionals includes:

- A training package provided for the staff at 3 further education colleges.
- Training for Community Language Support Teachers & Volunteers
- Safeguarding training for Teachers & Imams from Mosques & Madrassahs (including the management of allegations)
- Safeguarding Children training for School Governors

Health

These include 'Safeguarding and promoting the welfare of the child for health practitioners', GP training (seminars, PLI (Protected Learning Initiative) event and in house training) which also involves other clinical and non clinical staff.

LADO (Local Authority Designated Officer)

Training provided regarding the procedure for managing an allegation against people who have contact with children (professionals and volunteers).

Licensing

The core training delivered by the licensing project is 'Safeguarding Children at Licensed Premises'. This training is delivered on a multi agency basis to licensees, with contributions from the youth service, police and trading standards. In addition, 'in house' training has also been provided to staff at supermarkets and independent pubs.

The project also delivered training raising awareness of illegal practices in relation to alcohol and tattoos to school staff as part of Education Advanced Refresher Training (see the education section above) and at the Evidence Informed Practice conference in November 2011.

Sexual Exploitation

Training events were held to raise awareness of sexual exploitation, including to staff at GU medicine in Sheffield, various police training events and other multi agency training.

Numbers Trained

3573 professionals

90 professionals

47 Teachers & Volunteers

45 Teachers & Imams

142 School Governors

977 GP, other clinical and non clinical staff

55 professionals & volunteers

136 staff

65 social care professionals

565 police, health and other professionals

Substance Misuse Service

The core training delivered by the service is the 'Substance Misuse and Safeguarding Children Multi Agency Training'.

In addition there were;

- Two practice seminars for Social Workers and substance misuse agency staff.
- Two half day refresher events that focused on:
 - Identifying and supporting young carers whose parents misuse drugs and alcohol.
 - The affect on pregnancy and neonates of maternal substance misuse and improving attachment, attunement and brain development in Infants whose parents misuse substances.

E Safety

The SSCB e safety project has delivered training and e safety awareness sessions to a wide range of organisations, including:

- Sheffield Library staff
- staff working with vulnerable adults,
- Early Years providers and staff working at primary, secondary, special, independent schools and FE colleges.
- School Governors
- South Yorkshire Police
- Lifelong learning and Skills staff
- Psychology services (children)

Numbers Trained

376 professionals

76 professionals

161 professionals

35 library staff

25 adult social care

520 school & 94 early years professionals

60 school governors

20 police

18 LL& S staff

15 psychological staff

Total number of training contacts in the year: 11,765¹

Feedback from the Annual Conference, 'Struggling to Succeeding'– Impact of Poverty on Children and Families and Identifying Helping Strategies

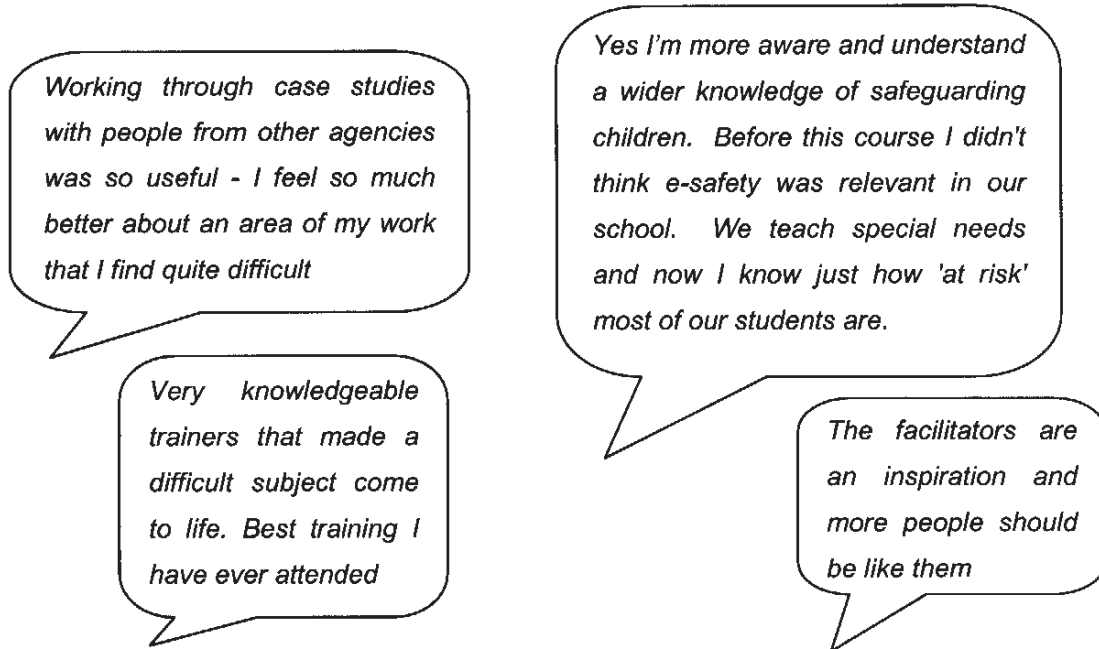
The Conference was framed within the context of, and provided an introduction to, the 'Sheffield Child and Household ~Poverty Strategy 2011-14' which aims to improve the life chances of all those in Sheffield living in, or in danger of falling into, poverty.

¹ This is the number of attendees at training, briefings, workshops and seminars. Some professionals will have attended more than one event.

Completed evaluation forms were returned by 66% of the delegates who attended and clearly indicated the value of the conference, with 99% reporting that their experience of the conference was 'excellent' or 'good' and 'relevant' or 'very relevant' to their role.

Delegates were able to attend two workshops during the day all of which evaluated highly, with 97% of attendees rating their workshop as 'very useful' or 'useful'.

Feedback from Training



Conferences (Regional & National)

Sexual Exploitation presented at the following conferences:

- Yorkshire Child Sexual Exploitation conference, Leeds
- 'Out of mind, out of sight', CEOP conference, London
- 'Children in Care', Capita Conference, London

Number of attendees
30 professionals
100 professionals
30 professionals

Raising Awareness – Seminars and Workshops for Parents and Young People

Although the majority of training delivered is for professionals and volunteers working with children, some seminars and awareness raising sessions have targeted parents and young people. These include:

- Parent e safety awareness
- Direct E safety work with pupils in 7 schools
- Licensing False ID awareness workshop
- Safeguarding workshop – Somali women's group at the Sheffield Somali Community Centre

Number of attendees
180 parents and foster carers
250 children
18 young people
40 mothers

Total number of training contacts with parents and young people:

488

Evaluation and the Impact of Training

In order to maximise the take-up of single and multi-agency training, a wider range of training methods have been employed in recent months and this has resulted in the SSCB being able to reach more practitioners from a variety of agencies. These include seminars, awareness-raising briefings, workshops, half-day update and refresher events, conferences as well as courses (one and two day).

The training has reached a broad range of professionals, including those working principally with children and families as well as professionals working with adults who are parents (e.g. substance misuse service) and others that are come into contact with young people (e.g. licensing).

All training has clear learning outcomes and are subject to evaluation, either immediately after training, through follow up questionnaires three months after a course, or by recording levels of confidence on a topic before, during and after training. At all events, participants are encouraged to inform us of any training they would like to see offered in future.

Priorities for 2012-13

- To deliver a programme of regular seminars open to all practitioners.
- To deliver a programme of Manager's seminars – to enable managers to identify staff training needs and ensure skills and knowledge acquired in training can be embedded in practice.
- To launch two new e-learning courses on the SSCB website: Safeguarding & Leadership and Safe Sleeping.
- To ensure Quality Assurance -The Training & Development Service will oversee the quality of single agency safeguarding training via the Training Strategy Improvement Group (TSIG.) Members of TSIG will be required to provide information relating to staff numbers completing single agency training and participate in agreed audit processes. Minimum standards required of single agency training have been agreed by TSIG and will be incorporated into future audit activity.

LADO - Managing Allegations Against Staff and Volunteers in the Children's Workforce

Each Local Authority must identify a senior officer to fulfil the role of Local Authority Designated Officer (LADO). All allegations against staff or volunteers working with children in the local area must be referred to the LADO. The role of the LADO is:

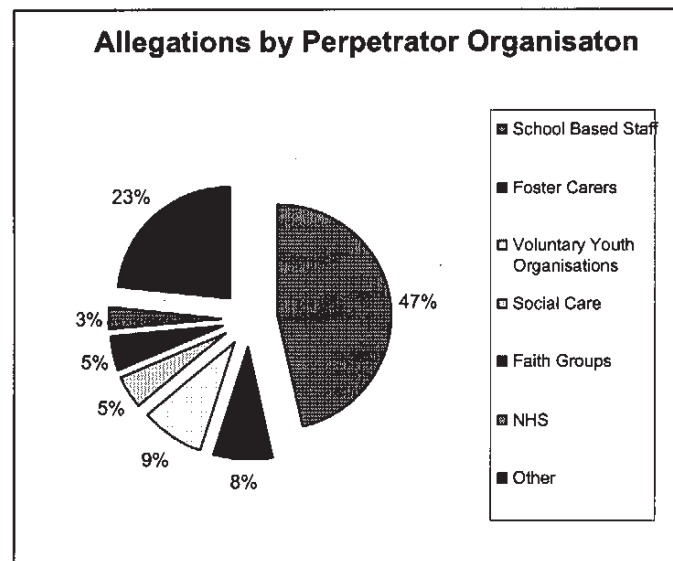
- To provide a consistent approach to the management and oversight of allegations against staff.
- To provide advice and guidance to employers and voluntary organisations about each referral, and liaise with the police and other agencies to ensure the case is dealt with promptly, fairly and thoroughly.
- To advise employers whether there is a need to make a referral to the Independent Safeguarding Authority (ISA) for consideration of the individual being barred from working with children.
- To monitor the progress of each case through to conclusion, keeping the child's welfare at the centre of all decisions.

Referrals must be made to the LADO whenever there is an allegation that a person who works with children has:

- behaved in a way that has harmed a child, or may have harmed a child;
- possibly committed a criminal offence against or related to a child; or
- behaved towards a child or children in a way that indicates s/he is unsuitable to work with children.

Notifications of Allegations

86 notifications were referred to the LADO during 2011-12, which was a reduction from 129 notifications received during 2010-11



Resolution

86 Allegations notified to the LADO over the year
13 (15%) allegations were deemed not to fall within the scope of the guidance
17 (20%) allegations were, following enquiries, deemed to be unfounded
11 (13%) allegations were found to be unsubstantiated
4 (5%) allegations were found to be malicious
30 (35%) allegations were proven
11 (13%) allegations are on going

Of the 30 allegations which were proven, action taken ranged from further training to disciplinary action against employees. In no cases were any persons dismissed and no persons were reported to their professional body or referred to the Independent Safeguarding Authority.

Priorities for 2012-13

- Over the coming year we will seek to address the issues which have contributed to some delay in the time taken to resolve cases.
- The NHS and police are currently under represented among cases reported to the LADO and work will be undertaken with the HR service at NHS Sheffield, Sheffield Children's NHS Foundation Trust, Sheffield Teaching Hospital NHS Foundation Trust and the Sheffield Health and Social Care NHS Foundation Trust to raise awareness of the guidance and their role in contacting the LADO.
- It is unclear at present whether the revised Working Together to Safeguard Children will impact on the role of the LADO. This will need to be explored following publication of the finalised document and local arrangements determined

Audit of Compliance with Section 11 (s.11) of the Children's Act 2004

Background

Working Together to Safeguard Children (2010) requires LSCB's to audit compliance with s.11 Children Act 2004. In March 2010, organisations covered by s.11 were contacted by the SSCB and asked to complete a self assessment. This asked for evidence of how these organisations complied with s.11 when carrying out their day to day business. The self assessment identified 13 'essential requirements' which all agencies were expected to meet and 29 'additional requirements'.

Following submission of completed self assessments, and identification of any gaps, organisations then developed action plans detailing the steps they would take to ensure full compliance with the requirements of s.11. These action plans have been monitored by SSCB at quarterly intervals throughout 2011/12.

Organisation	Date Action Plan Completed
South Yorkshire Probation Trust	August 2010
Sheffield Children's NHS Foundation Trust	November 2010
Sheffield Teaching Hospitals NHS Foundation Trust	December 2010
Cafcass	May 2011
South Yorkshire Fire and Rescue	May 2011
Sheffield Health and Social Care NHS Foundation Trust	May 2011
Sheffield Youth Offending Service	June 2011
South Yorkshire Police	June 2011
Sheffield City Council PLACE	August 2011 (SSCB agreed that remaining actions be pursued on council wide basis)
NHS Sheffield	October 2011
Sheffield Futures	November 2011
Community Services Directorate, Sheffield Children's NHS Foundation Trust	November 2011
Sheffield City Council Housing Solutions	March 2012 (SSCB agreed that remaining actions be pursued on council wide basis)
Sheffield City Council Adult Services	March 2012
Sheffield City Council Children and Families	March 2012
Sheffield Homes	April 2012
Sheffield City Council – Early Years	March 2012 (SSCB agreed that remaining actions be pursued on council wide basis)

SSCB Recommendation to Sheffield City Council

During the self assessment process, it became apparent that common issues were presenting across different departments within Sheffield City Council (SCC). In response the SSCB recommended that SCC develop a corporate response to a number of the s.11 standards. Doing this would support individual portfolios to meet the requirements of s.11 and provide a more consistent approach across the council.

Several issues have already been dealt with on a council wide. In addition the SSCB recommended that SCC address the following at a whole council level:

- Development of a corporate Safeguarding Policy

- Ensuring each portfolio has a safeguarding lead/champion, whose safeguarding responsibilities are detailed within their job description
- All staff who have individual contact with children/young people have access to supervision
- When services are commissioned from external sources, it becomes standard council policy to ensure those organisations are compliant with s.11
- Develop a corporate e-safety/acceptable use policy, similar to that already in place for schools

Common Themes Identified Across Organisations during Self Assessment Process

As well as the issues identified within SCC, a number of common themes emerged as 'sticking points' in different organisations across the city, these included:

- The identification of a safeguarding lead / champion whose responsibilities are set out in their job description.
- E safety and the use of digital media were identified as issues across many organisations, reflecting the more recent recognition of e safety as a safeguarding issue. (The s.11 self assessment has helped to promote e safety as a safeguarding issue and highlighted the importance of policies, procedures and training for staff around e safety.)
- When services are commissioned from another organisation, mechanisms must be in place to ensure they are also s.11 compliant. In response to this, information was provided to develop checklists for organisations to use when commissioning services.
- Safer recruitment training for staff involved in recruitment and induction training which covers safeguarding were highlighted as issues for a number of organisations when the self assessment was first completed in March 2010. Since this time, however, financial constraints have meant that in some organisations very little external recruitment has taken place. This has meant these actions have become less of a priority.

Follow up Audits

This year as a follow up from the main s.11 audit, the SSCB carried out a short 'quality assurance' survey with 129 professionals from a range of agencies. The aim of the survey was to provide reassurance that frontline staff are confident when working with safeguarding children issues.

Are you confident about what to do if you identify a child who could benefit from early help?	Yes	No	N/A*	
	84%	7%	9%	
Are you clear on the circumstances in which you can share information without consent?	Very confident	A little confident	Not very confident	Not at all confident
	65%	30%	4%	1%

Do workers who have individual contact with children and young people have access to regular, minuted supervision?	Yes	No	N/A*	
	61%	14%	25%	
Are you aware of your organisations safeguarding policies and procedures?	Yes	No		
	99.25%	0.75%		

* Denotes a response from adult workers who did not have contact with children and young people.

The responses provide assurance that frontline staff are largely confident and well supported when working with children and families.

Voluntary and Community Sector

Although Voluntary and Community Sector organisations were not included within the s.11 self assessment, the NSPCC have developed a set of 'safe standards' for the third sector, based directly on the Sheffield s.11 self assessment toolkit. Details of the safe standards can be found on the NSPCC Safe Network website (http://www.safenetwork.org.uk/resources/safe_network_standards/Pages/default.aspx)

The SCCB continues to provide support to any voluntary or community sector organisation wishing to check their existing policies and procedures against the safe standards.

Priorities for 2012-13

- The s11 self assessment will be repeated in 2013, this time jointly with the Sheffield Safeguarding Adults Partnership. The self assessment will provide the Board with important information on how well partner agencies have maintained their duties to safeguard and promote the welfare of children following an intense period of organisational restructuring and a challenging financial climate
- Consideration will be given along with NHS Sheffield to develop a self assessment toolkit for Sheffield GPs

Learning Lessons from Reviews

Sheffield Safeguarding Children Board is keen to learn from practice and although no Serious Case Reviews were commissioned during the year we undertook three Learning Lessons Reviews (LLRs). These were of cases that fell below the threshold for a Serious Case Review but where the Board felt learning across agencies would result from an in depth review.

All three reviews concerned young children (under 1 year old) who had suffered physical abuse from a parent or care giver. All three children and their families were known to universal services and had had some limited involvement from children's social care but none of the children were subject to formal child protection processes. The reviews were well supported by the partner agencies who provided honest and open analysis of their agency involvement. The issues arising from these reviews included;

- **Quality of assessment** - the assessments undertaken by all the agencies involved, both universal and specialist, lacked rigour, were too reliant on information provided by the parents and lacked curiosity and challenge
- **Recognising vulnerability**- The parents of the children had experienced difficult, abusive childhoods and were known to Children's Social Care due to the poor parenting they received. In addition ADHD was diagnosed at an early age; they experienced interrupted schooling and left with no formal qualifications. The reviews call into question how successful services were in recognising the parent's vulnerabilities, providing additional support and identifying any risk factors for the children.
- **Injuries in young children** – when the children were injured practitioners worked in 'silo', making decisions in isolation with no evidence of joint responsibility for the decisions being made. The policy decision made as a result of these incidents to hold mandatory strategy meetings on all children under 2 years old who present at the hospital with injuries that raise concern is entirely appropriate.
- **Working with uncooperative, hostile families** - There is no doubt that some families, for many different reasons, are difficult for professionals to engage with and a great deal of professional time can be spent 'getting through the door'. Professionals can be frightened and intimidated by parents or parents show passive compliance without making the required changes to their parenting.
- **Use of challenge** - Sheffield workers should be empowered to challenge the opinions and decisions of other workers, irrespective of status, role or organisation. Sheffield workers in all organisations need to have the necessary skills, knowledge, time and support to become practitioners that are curious, that are able to reflect and question the actions and the decisions of both themselves and others and where ultimately they feel able to challenge.

The Child Z Serious Case Review commissioned by Croydon LSCB and involving Sheffield agencies was published in September 2011 (for further details see SSCB

Annual Report 2010-11). Although this was not a Sheffield commissioned SCR it has been published on our website to ensure the learning is disseminated to Sheffield agencies and practitioners.

The primary purpose for conducting reviews is to embed the lessons learnt into the daily practice of frontline workers. The SSCB is keen to ensure this happens through rigorous monitoring of action plans arising from reviews. Agencies are expected to update action plans on a regular basis and once completed provide evidence to the SSCB to support the implementation. Where progress is delayed or evidence does not sufficiently address the recommendation, the agency is supported to make the required changes. Where this fails to result in action, the SSCB Independent Chair challenges the agency at a senior level to ensure action is taken.

The dissemination of key message from reviews is central and agencies are expected to share the findings with their workers. In addition, the SSCB provides learning briefs for use in training or supervision and shares the learning through presentations at key safeguarding events.

Following on from the Q Family SCR which identified the need for an expert panel the SSCB launched a Case Review sub – group. This group is made up of senior managers, of sufficient status to make decisions on behalf of their agency and who, in addition, have sufficient child protection knowledge and expertise. The group acts as a consultant for professionals who require independent advice about a case; they review individual cases when there are concerns that the professional networks have become 'stuck' and are failing to progress. They also review cases of 'best practice' where good inter-agency working has been demonstrated and, on an annual basis, they review a selection of Child Protection cases that have come back into the Child Protection arena (following removal from a plan) and those children subject to a Child Protection Plan for over two years.

Priorities for 2012/13

- The SSCB plans to extend its learning over the coming year by carrying out a thematic review of all Serious Case Reviews undertaken between 2005 and 2011 to identify themes emerging at both a local and national level that require a cultural shift in workers practice.
- To undertake an Appreciative Inquiry to learn from cases that have gone well.
- To pilot a new methodology for conducting case reviews as highlighted in the Munro review.

Child Death Overview Panel (CDOP)

Sheffield Safeguarding Children Board has to have specific procedures in place when a child, who is under the age of 18, dies. The key requirements are that we:

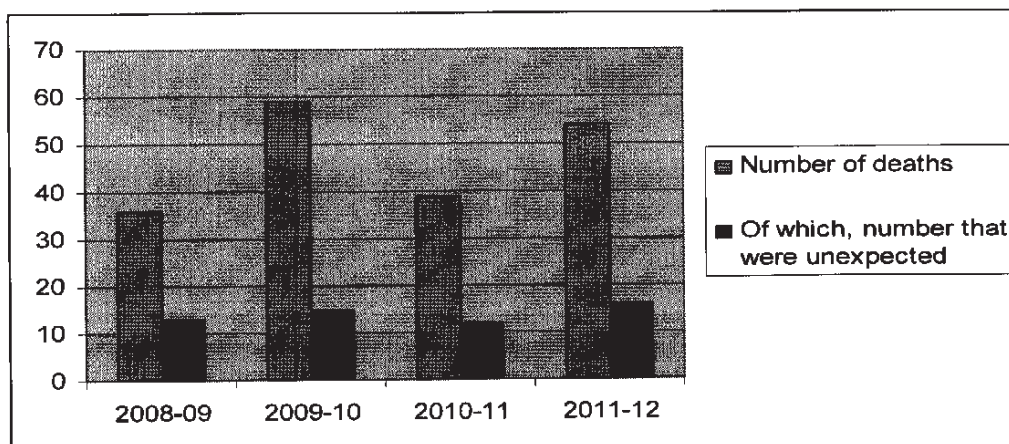
- have a rapid response by a group of key professionals who come together for the purpose of enquiring into and evaluating the unexpected death of a child
- have an overview panel of key professionals who come together to review the deaths of all children resident in Sheffield.

Achievements 2011/12

- A follow-up letter to parents, three months after the death of their child, is now sent by the CDOP Manager. This letter gives parents a further opportunity to contribute their thoughts and questions to the CDOP to help us review the child's death. This appears to have led to an increase in feedback from parents. We have also had comments from parents keen to praise those practitioners who cared for their child and family.
- An overview of bereavement support services available to families in Sheffield was presented to the CDOP. This highlighted some excellent levels of care provided to families by palliative care services, both during and after a child dies. Additional training for MASTs is planned to equip practitioners to support bereaved families.
- Agreement has been reached for Sheffield Children's Hospital to provide data on presentations at the Emergency Department as a result of accidental injuries to provide context to deaths resulting from accidents. This will help better identify any patterns or themes in these deaths and injuries which the CDOP can then address through the recommendations it makes.
- Work with the Trent Neonatal Network to improve the review of Neonatal death

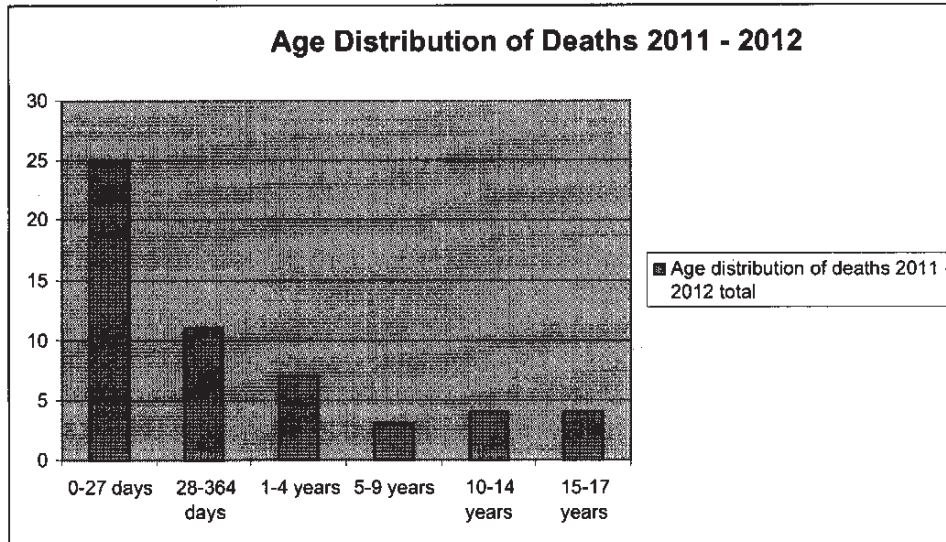
Cases

In 2011-12, the deaths of 54 Sheffield children (29 males and 25 females) were reported to CDOP, 16 of these (30%) were unexpected. Unexpected deaths require follow up by the Rapid Response Team (RRT) to ascertain the exact circumstances around a child's death to assist the Child Death Processes. The cover for RRT is currently being reviewed.



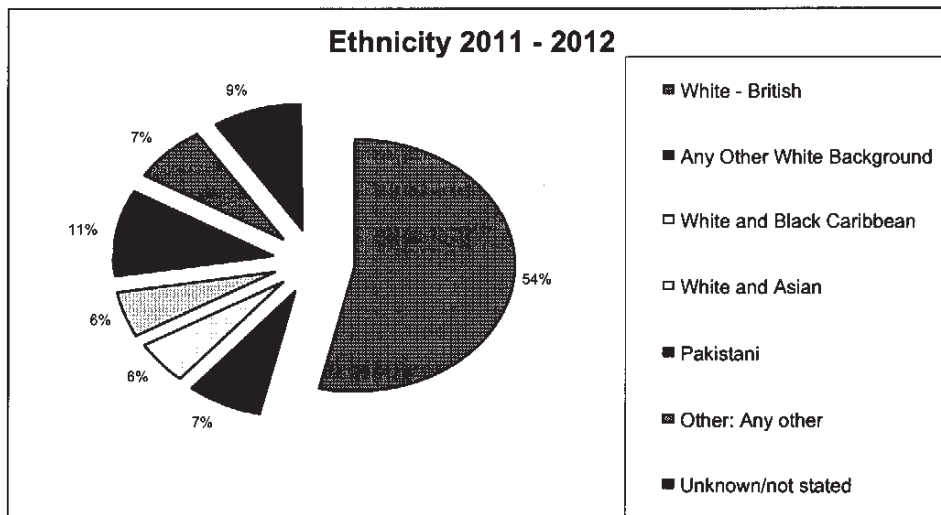
Age Distribution

A child that shows any signs of life at birth is classified as a live birth and therefore is reviewed by CDOP. This accounts for the relatively high numbers of neonatal deaths (babies dying between 0 – 27 days) some babies being born so prematurely that they are not viable. Children remain more vulnerable in the early years of life. The rates of child deaths decrease after the first year and then are likely to be due to accidents or life limiting conditions.



Ethnicity

The chart below illustrates the ethnic background of the 54 children that have died in the last year.



Panel Findings

The Panel reviewed 50 deaths at 6 meetings through the year. Members identified modifiable factors in 17 (34%) cases and no modifiable factors in 33.

A death where there are modifiable factors is one where the panel have identified one or more factors, in any domain, which may have contributed to the death of the child and which, by means of locally or nationally achievable interventions, could be modified to reduce the risk of future child deaths, e.g. parents not sleeping on a sofa with a young child. Occasionally the panel may feel there is inadequate information upon which to make a judgement, although this category should be used very rarely indeed.

The panel made a number of recommendations that are now being acted upon. These include:

- Increase the uptake of H1N1 immunisation in pregnant mothers
- Establish communication pathways between schools and GPs where ill-health is given as a reason for persistent absenteeism from school
- Messages about water safety to be promoted during Child Safety Week, 20th - 26th June 2011.
- Work to promote Safe Sleep practice across Sheffield is included in the Infant Mortality Strategy. There is an agreed policy document for professionals on the advice they should give to parents, and a training programme for all front-line practitioners who have contact with children and their families is being developed. A conference to learn from best practice throughout the UK is planned for September 2012. Following this we will look at further targeted work that could be undertaken, particularly with high-risk families. The Safe Sleep campaign material produced previously will also be evaluated and updated as required.

Priorities for 2012-13

- Reviewing the current Rapid Response provision in Sheffield, and consider options for extending the availability of health staff for this.
- Continue to liaise with colleagues in South Yorkshire and the Yorkshire & Humber region, and contribute to regional events and conferences to share practice and learning across CDOPs.
- Develop an audit tool of the Rapid Response to measure the quality and timeliness of the response.

Section Two: Work with Children and Families

Demographic Information

There are 106 000 children and young people aged 0-18 living in Sheffield².

The city's population is becoming increasingly diverse; the most recently available data for school age children shows that 28.4% of children and young people are from BME backgrounds; this figure is increasing year on year (it was 25.7% in 2010 and 26.9% in 2011.)

1 in 4 Sheffield children live in poverty with great disparity across the city. For example, just 2.9% of children and young people in the Fulwood Ward live in poverty, compared to 45.1% in the Manor Castle Ward.

23.5% of Sheffield children have special educational needs; although this figure has been falling since 2010, when it was 26.1%, it remains higher than the national figure of 19.8%.

864 adults who accessed drug treatment during the year reported that they were living with at least 1 child. This represents 31% of the Sheffield treatment population, compared to the national average which is 34%. In addition, 760 adults accessing drug treatment reported having a child not currently living with them. This equates to 27% of the Sheffield treatment population.

In 2011/12, 139 young people in the city accessed treatment for drug or alcohol misuse.

During the year a number of primary, secondary and special schools across the city took part in the annual Every Child Matters consultation. The consultation has been taking place since 2006 and seeks to find out the issues affecting children and young people living in the city. Key findings from this year include³:

- Indications that there are high numbers of young carers in the city (11% of respondents from Sheffield reported caring for someone in their family, compared to a national figure of 8%)
- Half of the children and young people surveyed said they had been bullied at some time in their lives
- A quarter of children in Y10 said they had given out personal information on line to someone they had not met.

² Source ONS Mid 2010 population estimates

³ For additional information on the Every Child Matters consultation go to www.sheffield0to19.org.uk/ecm

Un co-operative parent	43	1.8
Parental Concern	243	10.3
Historical Sexual Abuse / PPR	22	0.9

Where calls concerned individual children and families, the following issues were raised:

Child Welfare Concerns	Number	%
Physical Abuse	213	22.9
Sexual Abuse / Exploitation	165	17.8
Neglect	144	15.5
Poor Supervision	114	12.3
Concerns about Behaviour	88	9.5
Emotional Abuse	69	7.4
Mental Health	26	2.8
Missing Children	44	4.7
E Safety	17	1.8
Self Harm	16	1.7
Drugs Alcohol	17	1.8
School Attendance	16	1.7
Parent Welfare concerns	Number	%
Domestic Abuse	116	47.7
Drug / Alcohol Misuse	42	17.3
Disability	12	4.9
Mental Health	73	30.0

Most calls concern children aged 0-5 years. It is of interest that 14% of callers had concerns relating to young people over 16.

	Number	%
Unborn	11	1
0 - 5	430	33
6 - 11	384	30
12 - 15	283	22
16 +	178	14

Advice given - Advisors were generally able to respond to the caller's concern immediately (22%). Some (20%) were advised to refer the matter to Children's Social care and 12% were signposted to a more relevant organisation.

Early Intervention and Prevention

Sheffield Multi Agency Support Teams (MAST) provide early intervention and prevention services across the city. MAST teams work with the whole family to provide information and support on a range of issues including parenting skills, being healthy and happy and help with learning, behaviour and attending school.

During 2011/12, the MAST teams received **9055** requests for a service.

MAST Requests for Service by Age of Child

	Number	%
Unborn	413	5
0-5 years	3000	33
6-11 years	2517	28
12-15 years	2467	27
16+ years	658	7

MAST Requests for Service by Source of Referral

	Number	%
Children's Social Care	1673	18
Schools	3841	42
Health	2257	25
Police / YOS	747	8
MAST	242	3
Children's Centre	149	2
Voluntary / Community	130	1

A total of **2991** CAFs (common assessment forms) were received into the MAST teams during 2011/12. CAFs are sent to MAST teams when families being referred for support are more complex or vulnerable. Of those received:

- 16% were regarding unborn children
- 42% 0 – 5 year olds
- 17% for 6 – 11 years
- 5% regarding 12 – 15 year olds
- 20% for young people aged 16+

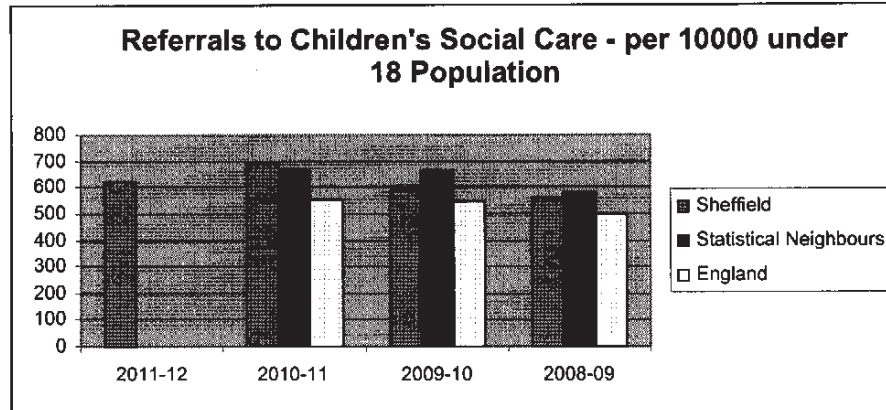
The majority of CAFs received by the MAST teams were sent by health agencies (53%) and schools (34%).

Feedback from families who have worked with the MAST teams is positive, and across the City 82% of respondents to a survey sent out on case closure thought the service had made 'some' or 'lots' of difference to their child/family.

Children's Social Care

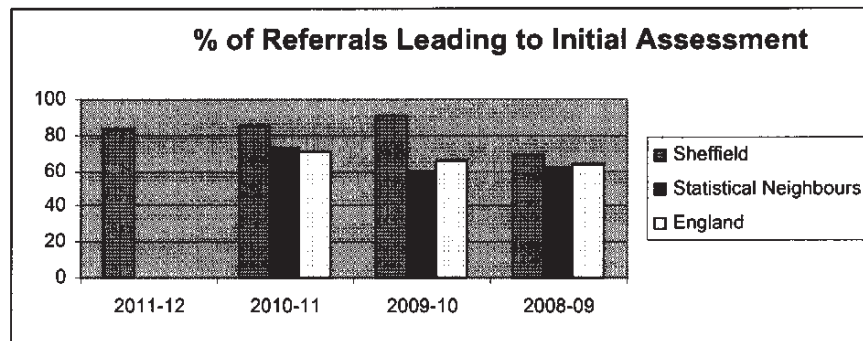
Referrals to Children's Social Care

In 2011/2012, children's social care received 6624 referrals, down 10% from the number received in 2010/11.



Referrals Leading to Initial Assessment

94% of referrals received during the year led to an initial assessment, an increase of 11% on the previous year. Sheffield has a much higher proportion of referrals leading to initial assessment than comparator authorities. Social workers completed 6210 Initial Assessments during the year.

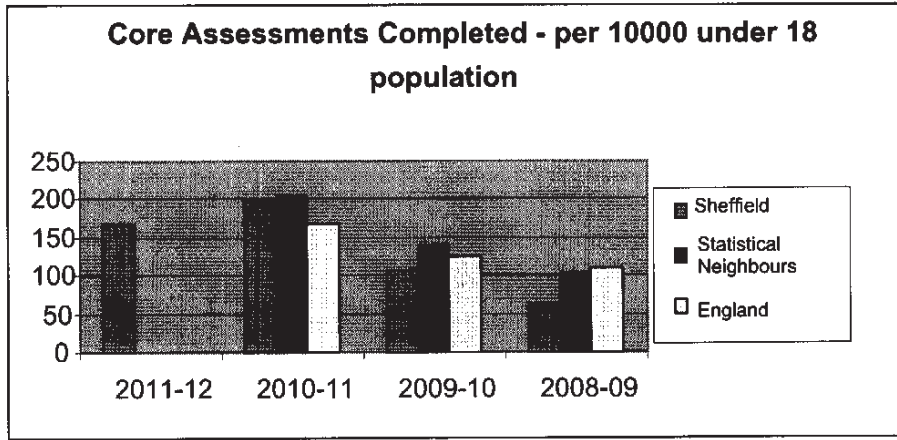


Initial Assessments in Timescale

Working Together to Safeguard Children (2010) requires initial assessments to be completed within a maximum of 10 working days from the date of referral. This timescale has attracted widespread concern, and under the proposed revisions to Working Together to Safeguard Children, authorities will be able to develop their own guidelines and frameworks for the completion of assessments. It is likely that the distinction between initial and core assessments will be removed. During 2011/12, 75% of Initial Assessments were completed within 10 working days.

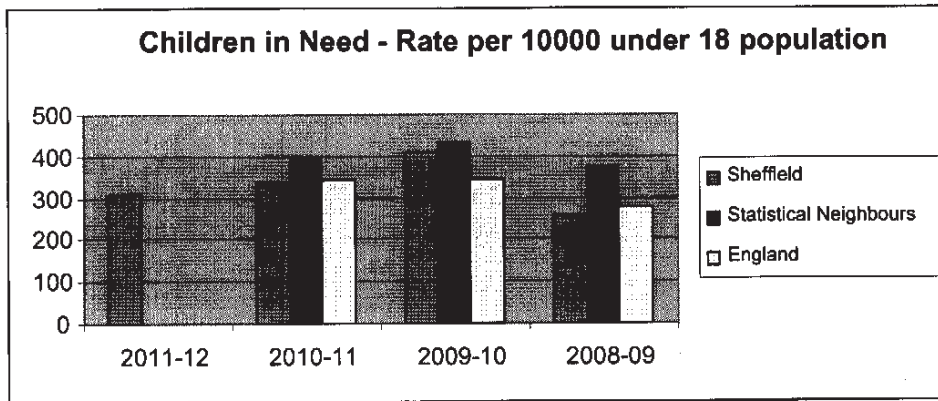
Core Assessments

During 2011/12, Children's social care completed **1799** core assessments, down 14% on the previous year.



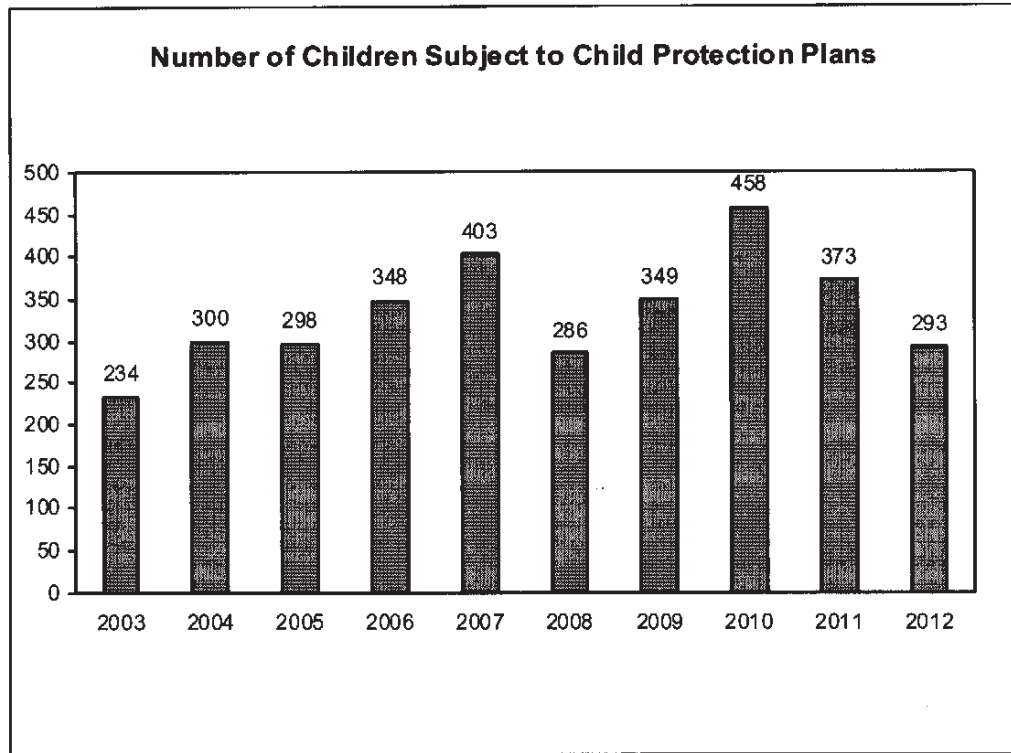
Children in Need

The total number of children in need at 31 March 2012 was **3256**; down 9% from the number in 2010/11.



Children Subject to Child Protection Plans

The total number of children subject to a child protection plan at 31st March 2012 was **293**



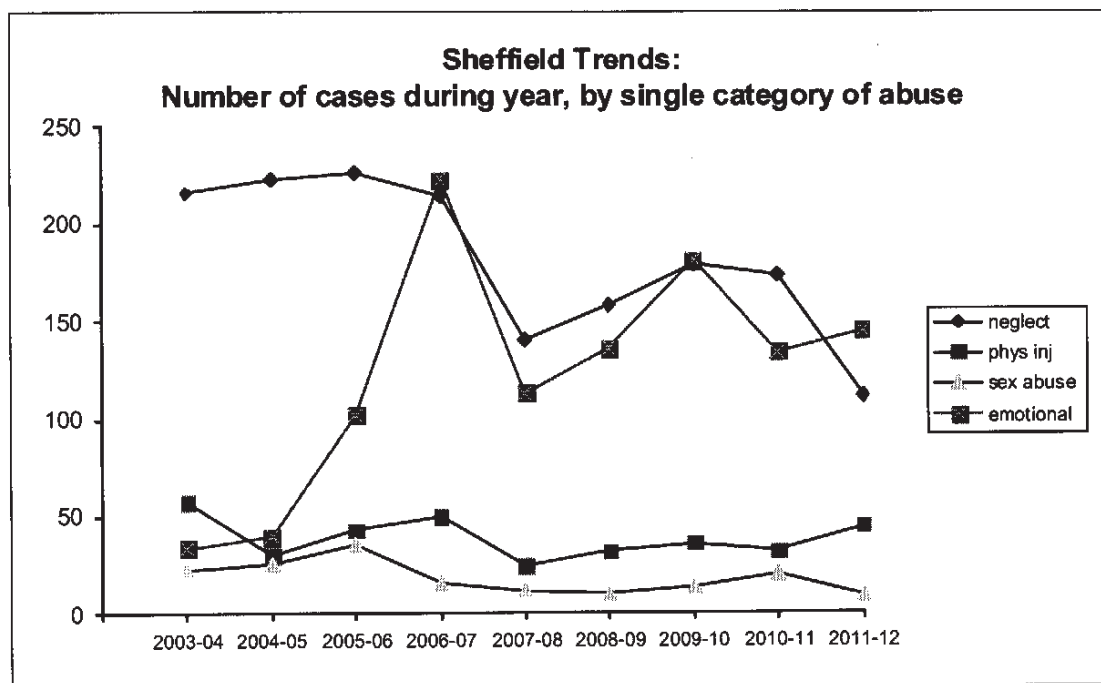
This represents a decrease of **21.4%** since 31 March 2011.

The number of children subject to a child protection plan, measured as a rate per 10,000 of the population under 18, gives a rate for Sheffield of **27.6**. This is lower than the England rate of 38.3 and lower than the rate for our statistical neighbours (53.8) and core cities (59.5)⁴

In England there were 42,330 children who were subject to a child protection plan at 31 March 2011, compared with 35,700 in 2010, an increase of 18.6% This is a much larger increase than in 2009/2010 when the total number of children subject to CPP in England increased by 4.7%.

⁴ **NB** All comparative figures are based on Department for Education Referrals, assessments and children who were the subject of a child protection plan (2010/11 Children in Need census, Provisional) Data for some local authorities was missing and therefore excluded from any analysis.

Category of Abuse: Reasons for CP Plans during Year



Locally in recent years, neglect has been the most frequent reason for children requiring a CP plan; this year however, emotional abuse was the most common reason for plans being made (n = 145, 46.6% of all plans made.) Neglect accounted for 36% of all plans made, physical injury 14.4% and sexual abuse 2.9%.

Comparisons with national data on reasons for CP plans are no longer possible, as for the last 2 years the Department for Education have not made this information available for all authorities.

Children who Became the Subject of a Child Protection Plan during the Year

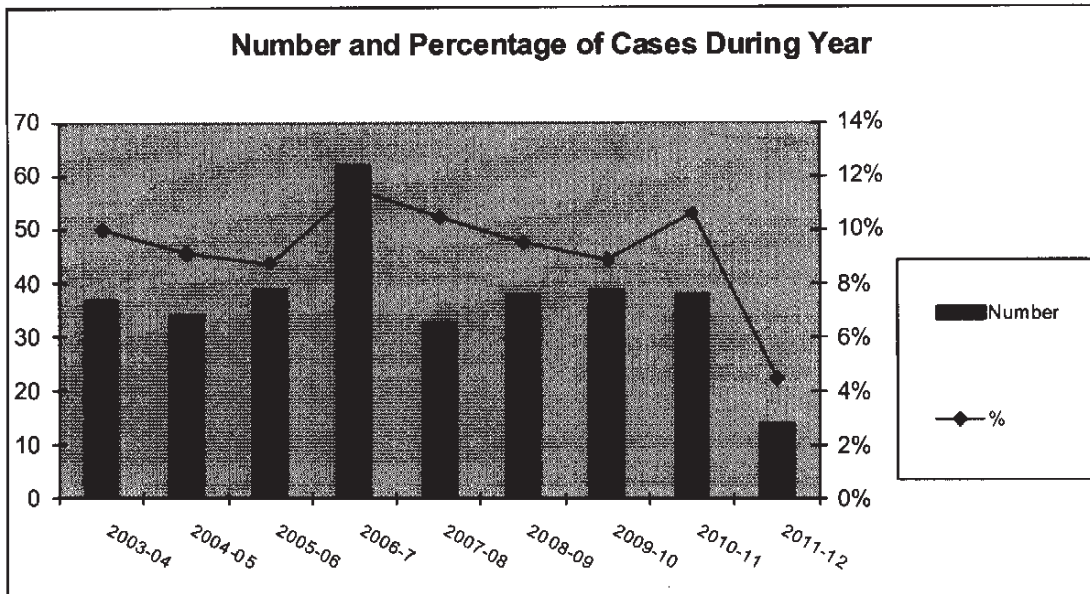
In Sheffield 311 children became the subject to a CP plan during 2011/2012 (compared with 359 in 2010/2011) – a decrease of 13.4% on the previous year.

That gives a rate per 10000 of 29.3 which is below the rate for all authorities (43.9), as well as core cities (67.3) and statistical neighbours (63.8).

The gender split was 152 boys (48.9%), 133 girls (42.8%) and 26 unborn babies (8.4%). Unborn babies are down from 64 last year, a reduction of 59% over 12 months.

There was a fairly even distribution between age groups: Under 1s accounted for 27%; 1-4yrs = 30.5%; 5-9yrs = 24.5%; 10-15yrs = 17.0%. Young people over 16yrs who were made subject of a CP Plan represented 1% of the total.

Children Becoming the Subject of a Child Protection Plan for a Second or Subsequent Time



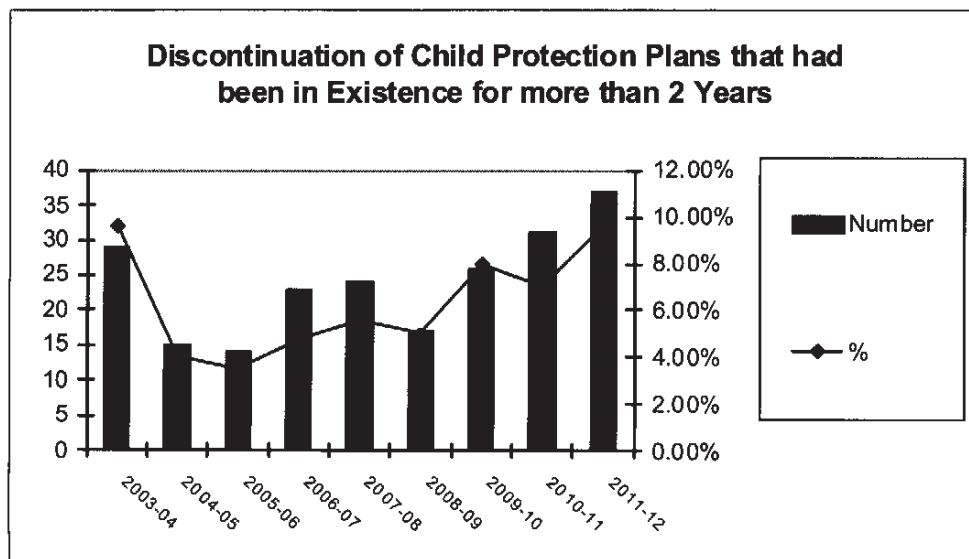
During 2011-12, 14 children became the subject of a second/subsequent CP plan. That represents **4.5%** of all CP plans made during the year. Sheffield's performance is considerably better than the national average for all authorities (13.3%), statistical neighbours (10.8%) and Core City comparators (14.5%).

Discontinuation of Child Protection Plans

During 2011/2012, 387 Sheffield children had their CP plans discontinued; a decrease of 8.7% on 2011/12 when 424 children had their CP plans discontinued.

That represents a rate per 10000 of **36.5**. The national average for England = 40.6; the average for statistical neighbours = 40.1; and core cities = 52.3

Child Protection Plans Lasting More Than 2 Years



During 2011/12, 37 children (9.6% of all discontinued plans) had a CP plan discontinued that had been in existence for more than 2 years. This figure is higher than the number in the previous year (31, 7%).

It is also higher than the national average for all authorities which was 6.0%, our statistical neighbours 4.2% and core city comparators 7.4%.

Review of Children Subject to Child Protection Plans for Longer than 2 years

In 2011, SSCB completed a review of all children in the city who had been subject to child protection plans for longer than two years. Paper files held in the Safeguarding Children Service were reviewed, along with information held electronically to try and identify whether there were any common characteristics or themes to help explain these 'chronic' cases. A comparison group of children who had been on plans over one year but less than two years was also selected.

Previously subject to child protection plans – almost twice as many children in the 2 year+ group had previously been subject to child protection plans (37% compared to 20 %) Furthermore within the 2 year+ group of children and young people, over half had been subject to (often lengthy) child protection plans in other authorities before moving to Sheffield.

Family size - Families in the 2 year+ sample were larger on average than those families where the child protection plans ended before the 2 year mark. Almost half of the long term cases were families with four or more children.

Ethnicity – 80% of the 2 year+ sample were White British, compared to 58% of those families with plans that ended before two years. Overall in Sheffield during 2011/12 64% of children with child protection plans were White British. There were therefore more White British families within the long term group than among the population of children with child protection plans as a whole.

Age of child when plan commenced – a quarter of children in the long term group were aged between 9-12 years at the time the plan commenced. Just 3% of children in the less than 2 year group fell within this age group at the time their plan commenced. It is important that when older children are made the subject of child protection plans, professionals are alert to the possibility that there can be a risk of drift in these cases and that good outcomes may be harder to achieve. A well written child protection plan which is closely monitored by the core group should help avoid this.

Almost 50% of the children who had been on child protection plans for longer than two years were aged 5 years or under. Parents of young children must be able to demonstrate to professionals that they can bring about the required changes quickly.

Reasons for plans ending (between 1 – 2 year cases) – In 55% of cases the plan was ended as all the outcomes had been achieved. In 15% of cases the plan ended as there had been a change in the family situation (e.g. parents separated) and in 30% of cases the plan ended as legal proceedings were commenced.

Reasons for continuation of plans (2 year+ cases) – Reasons given for the continuation of child protection plans were: no improvements in the child's circumstances (19%), parental non co-operation with professionals (19%), changes

made but not sustained (19%) and a change in family circumstances (31% e.g. family moved, new baby, new partner).

Within the long term cases there was evidence on file and in minutes of child protection conferences of legal proceedings being considered by professionals, and discussed with family members, but then not followed up. The use of legal proceedings within this group could have been more decisive.

Parental issues - Substance misuse was identified as a factor affecting parenting capacity in twice as many of the long term cases than the comparison group. High levels of parental non co-operation also featured in the long term group. In addition, missing medical appointments relating to a disability or illness affecting the child was a major concern in 50% of the long term cases but did not feature at all in the comparison group.

Lessons for Practice

- 1) Cases coming into Sheffield from Other Authorities – Professionals must ensure that when families move into Sheffield from other authorities, proper account is taken of their previous history. There was evidence in this study of re assessment and over optimism when child protection cases were transferred into the city - even with children who had been subject to lengthy plans elsewhere.
- 2) Non co-operative families – families who are un co-operative and / or obstructive need to be identified by professionals and recognised as being a factor for potential drift in cases. The SSCB protocol for working with non co-operative families is a useful resource and should be promoted among all workers (www.safeguardingsheffieldchildren.org.uk)
- 3) Changes in Family Circumstances – in 31% of cases, child protection plans continued due to a change in circumstances. Better planning by the core group and professionals working on the case might have enabled some of these changes to have been accommodated (for example with a new pregnancy or where an offender is due to be released from prison.)
- 4) Avoiding 'empty threats' – Where legal options have been considered, and change is not being effected by the plan, then those options should always be progressed. Families should not be threatened with legal action which is then allowed to drift as happened in a number of the long term cases in this study.

Child Protection Reviews in Timescale

During 2011/2012, 100% of review child protection conferences were held within timescale.

Ethnicity and Child Protection Plans

Over recent years, the possible over and under representation of some ethnic groups within the population of children subject to child protection plans has been a recurring source of concern. It has, however, been very difficult to draw any firm conclusions as information on the demographic make up of the city from the 2001 census is now considered very out of date. We are still waiting for demographic

information from the 2011 census to be released. The table below shows the changes in the percentage of children subject to CP plans from different ethnic groups since 2003.

White British	81.7%	81.2%	82.8%	79.9%	79.0%	74.8%	71.4%	71.8%	64.2%
Mixed Ethnic Origin	7.3%	10.7%	9.8%	11.7%	15.0%	17.4%	15.3%	10.7%	12.6%
Asian or Asian British	6.3%	4.0%	4.0%	5.5%	1.5%	2.6%	5.9%	5.1%	9.2%
Black or Black British	4.7%	4.0%	2.9%	1.7%	3.1%	3.4%	4.6%	3.8%	6.5%
Other Ethnic Groups	0.0%	0.0%	0.8%	1.5%	1.4%	0.9%	1.5%	8.0%	4.8%

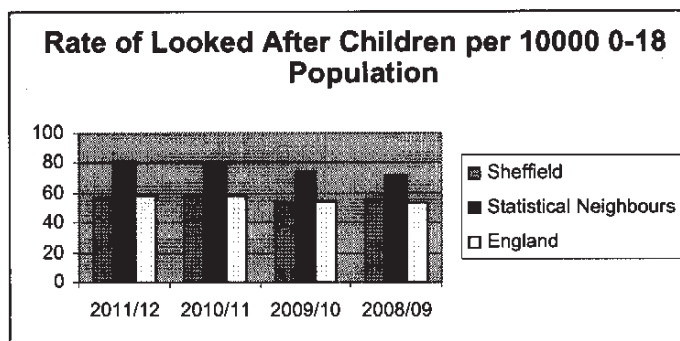
Since 2003/04, the percentage of children subject to CP plans who are White British has fallen from 81.7% to 64.2%.

Over the last twelve months the percentage of children who are of Mixed, Asian or Black ethnic origin and subject to CP plans has increased.

In 2011, the SSCB conducted an in-depth review looking at the possible over and under representation of children from different ethnic groups within the population of children subject to CP plans. We found that (when compared to the Sheffield school age population), children from White and Black Caribbean, any other Black background, Gypsy / Roma and Mixed ethnicity were over represented among children subject to CP plans. Pakistani and Black African children were under represented. These analyses will be re-run using demographic information from the 2011 Census on release.

Looked After Children

On 31 March 2012, **610** children from Sheffield were looked after by the Local Authority (LAC). The rate per 10 000 children has changed very little since 2010/11, and remains considerably lower than our Statistical Neighbours.



16% of children who ceased to be looked after during the year were adopted, down from 20% in 2010/11.

Care Leavers – 83% of care leavers were in suitable accommodation, down from 94% in 2010/11. 63% of care leavers were in employment, education or training; down from 80% in the previous year.

Placements – 68% of looked after children during the year were placed with foster carers, 6% were placed for adoption, 11% were in secure residential units and 6% were placed with their parents. 9% of children had three or more placements over the year, down from 11.7% in 2010/11. Three quarters of children were placed within 20 miles or less of their home address.

LAC Demographics

	% Male	% Female	% Under 1	% 1 to 4	% 5 to 9	% 10 to 15	% 16 and over
Sheffield 2012	57	43	8	20	17	36	20
Sheffield 2011	57	43	8	20	15	34	23
England	56	44	6	18	18	37	21

Involving Parents, Carers and Young People in Our Work

Sheffield has consistently achieved a high level of parental participation in child protection conferences – for a number of years it has been around 90%. During 2011/12, parents / carers attended **88%** of initial child protection conferences.

During the year a number of developments were introduced to ensure that children's wishes and feelings are heard clearly during child protection conferences. The first of these is the Child's Wishes and Feelings form which is sent to all social workers prior to the child protection conference. Social workers are asked to complete the form with the child / young person and bring to the conference to share with other professionals. The form asks the young person six simple questions including whether they understand why they have a social worker, what they like at home, what is important to them and what would make their family better.

To coincide with the launch of the children's wishes and feeling forms, four 'communicate' training sessions were run during the year. The 'communicate' training introduced a range of different tools and practical techniques which professionals can use to engage children and young people and help explore their wishes and feelings.

In addition the SSCB has this year begun joint working with two groups of young people, Sheffield Young Advisors and SOVA Northern SPACE group. Working with these groups will increase the opportunities for young people to influence and comment on the Board's work, and is a very positive development. Several projects are now on going and will be reported in next year's Annual Report.

Section Three: Achievements and Progress in our Priority Areas

Private Fostering

Under the Children Act 2004, private fostering is defined as a child under 16 (or under 18 if they are disabled) who is looked after for at least 28 consecutive days, by someone other than a close relative. It is a legal requirement for the Local Authority to ensure that any privately fostered child is safeguarded and their welfare promoted. This is achieved by:

- offering support and guidance
- undertaking assessments and checks
- carrying out regular visits to the child and their carer

The number of private fostering notifications in Sheffield has varied over the last 3 years:

Year	Number of Notifications
2009 - 10	17
2010 - 11	27
2011 - 12	15

An advertising campaign has been run to promote awareness of private fostering and increase notifications. Posters and leaflets have been distributed widely (GP services, schools, libraries and children's centres). Nonetheless, almost all of the referrals being made to FACT (Families, Adopters & Carers Team) continue to come from professionals working within Children Young People and Families. Early discussions with FACT Duty staff about potential private fostering arrangements, together with a continuing understanding among professionals of what constitutes private fostering has resulted in clearer identification of these arrangements. Inappropriate notifications are identified at an early stage and where required a suitable service is signposted to

Priorities for 2012-13

- Make continued efforts to alert the public and others to their responsibilities in regard to notifying the local authority of private fostering arrangements (the advertising campaign should provide a platform for this)
- Evaluate the advertising campaign to establish its effectiveness.
- Hold further discussions regarding resources allocated to private fostering particularly if there is an increase in notifications.
- Continue to strengthen the links with the MAST areas to secure support and resources for children who are privately fostered in the local community.
- Make continued efforts to engage and raise the profile of private fostering with professional bodies throughout the council and their partners.

Sexual Exploitation

The main achievements this year have been:

- The ongoing work through the Sexual Exploitation practitioner group which covers partner agencies in Sheffield and has excellent commitment.
- The establishment of a co-located service with the police and Taking Stock (Sheffield Futures), situated within Star House
- Development of new resources and a leaflet for foster carers
- Positive feedback from parent and young people evaluations
- The development of a boys group.
- Established links with the Brathay Trust and offered a girls group, 'On side'
- South Yorkshire Police placing Child Sexual Exploitation (CSE) as a force strategy.
- Providing the most comprehensive data (in the country) for the CEOP report 'Out of Mind, Out Of Sight' and was cited as an example of good practice.
- Contributing to the government's national action plan through the University of Bedfordshire Research, 'What's going on to Safeguard Children and Young People from Sexual Exploitation.'
- Assisting with the Children's Commissioners' enquiry into CSE.
- Continuing close links with CROP (Coalition for Removal Of Pimping)

The main safeguarding concerns, identified this year, are that there have been increases in:

- Young people being exploited by young similar aged males not the traditional 'older boyfriend' scenario.
- Internet referrals, in particular referrals of a younger age (11-13 years) with issues linked with using social networking sites.
- The level of risk around sexual exploitation, with more people now selling sex and swapping sex for favours than reported in previous years.
- Sexual exploitation in relation to gangs and groups.
- Young people at risk who have been forced into criminal behaviour by offenders.
- The number of young people disclosing rape / sexual assault
- Cannabis / alcohol use amongst young people

Priorities for 2012-13

- Update the resource 'Friend or Foe'
- Progress a new model of working as an integrated team to intervene early and reduce the sexual exploitation of children and young people
- Contribute to the deputy Children's Commissioner Review of Sexual Exploitation

Domestic Abuse

The main achievements this year have been:

- The Domestic Abuse Helpline has completed its second year of operation with referrals and calls up 79% on the previous year. This is encouraging as domestic abuse is often known to go unreported.
- The Community Youth Team Prevention Officer (formerly YOS) continues to work with children and young people who are at risk of offending due to their experience of domestic abuse. This work supports the young people in exploring their experiences, talking through fears and concerns and it encourages them to develop safe and healthy relationships themselves.
- The IDVA (Independent Domestic Violence Advocacy) service for adult victims has extended into A & E and the Genito-Urinary Medicine Clinic. GP training has also begun. Consideration is always given to the safeguarding needs of children in the household and appropriate referrals made.
- Sheffield conducted its first Domestic Homicide Review (DHR) this year. This highlighted lessons to be learned regarding the services offered to children who are known to agencies and may be living with domestic abuse. Sheffield's 'Adult A' DHR was quality assured as 'excellent by the Home Office'

The main safeguarding concerns identified this year are the:

- Impact of domestic abuse on children and young people. It can manifest itself as emotional vulnerability and is often not picked up on until it becomes more problematic (e.g. putting them at risk of exclusion from school, anti social behaviour or other offending).
- Risks of physical injury to children and young people, as well as emotional impact, when living in a family where there is domestic abuse.
- Ability of the parent to cope with issues, faced by children and young people, especially if they also have additional needs e.g. substance misuse or mental health difficulties.

Priorities for 2012-13

- Training colleagues in the 'group work' model
- To work in partnership with the Parenting Service so that parenting support is offered at the same time as the young people attend their support group.

E Safety

The main achievements this year have been:

- Leading an Early Years Implementation Group to produce an E-safeguarding policy template and other documents which will be available through the SSCB website.
- Engaging with a wide range of children's services and supporting them to develop an e-safeguarding strategy to protect children and staff when communicating through digital and mobile technologies.
- Developing a structured programme of e-safety training and a complete set of e-safeguarding policy templates and supporting documents for the education sector.

The main safeguarding concerns identified this year are:

- The increase in under 13 year olds using social networking sites.
- The increasing number of young children with mobile phones that have a private messaging service.
- Young children (5yrs upwards) playing violent 18 yrs classification online games.
- Parents giving young children new technology without understanding the capability of the device and therefore, not applying controls to keep their children safe.
- Creating and sending sexually explicit images.

Priorities for 2012-13

- To launch the Early Years E-safeguarding policy template
- Further consultation with a range of children and young people (using questionnaires, school councils and focus groups).
- Develop participation of young people through peer mentor projects in schools/colleges
- Work with specialists from Special Schools to develop appropriate e-safety resources for their pupils.
- Create an E-safeguarding resource on the SSCB website.

Licensing

The main achievements this year have been:

- To establish a joint working protocol between the project, South Yorkshire Police (SYP) and the Sexual Exploitation Service (SES) to ensure a consistent response to premises identified as presenting a risk of child sexual exploitation.
- To pilot an 'awareness raising' campaign in relation to young people caught using false identification. The multi-agency campaign ran from August 2011 to March 2012 and informs young people about the legal, social and personal risks of using false ID to purchase alcohol or access adult venues. It was commended by the Home Office and is based on a restorative justice model.
- To improve partnership work with the Adult Protection Service by:
 - Including information about vulnerable adults into the training programme
 - Consultation in relation to gambling and licensed premises
 - The production of training materials for the taxi trade to raise awareness and improve practice around children and vulnerable people.
- Attending 'Safety Advisory Group' meetings for large scale public events, working with a number of agencies to identify potential safeguarding issues and agree risk management procedures.
- Chairing the 'Tackling Underage Sales Group' meetings. This multi-agency group shares information in relation to problem premises. It also develops and delivers new initiatives and evaluates the training that is provided by this group to the licensed trade to promote safeguarding children at licensed premises.
- Representing the SSCB on the DAAT's Alcohol Sub Group within the Woodhouse and Mosborough SNA. Representatives from local services meet to specifically address issues raised at the Community Assembly in relation to the local community and alcohol. The success of this local partnership group has been recognised by the 'Leaders in Action' partnership scheme and the Licensing Project will receive an award as a key partner on 21st June 2012.
- Contributing to the city's partnership bid for the Purple Flag quality award, through its work with licensed premises and the promotion of materials such as 'The Children's Charter' and the False ID scheme which contribute to making the city centre a safer environment for children and young people. Sheffield has been successful in its bid for Purple Flag status and will receive its award on 3rd July 2012 when the Licensing Project Manager will be representing the SSCB with partners at the national award ceremony.
- Working proactively with private sector partners, advising event organisers, promoters and local retailers (including large corporate organisations)
- Attending Licencewatch Committee and Pubwatch meetings and consulting with the trade when producing best practice guidance and toolkits.

The main safeguarding concerns identified this year are:

- The increased number of complaints to the Licensing Project and Health Protection Service in relation to young people having illegal tattoos.

Priorities for 2012-13

- Improve partnership work and awareness raising with social care and schools staff.
- Pilot the training and information sharing campaign with the taxi trade (locally and regionally)
- Review existing training to find a way of providing cost effective in-house or 'bite sized' sessions to the trade
- Roll out educational resource pack(s) in relation to the risks associated with body modification (body piercing, illegal tattoo, branding, scarification, etc)
- Develop an educational resource pack for schools and sixth form colleges to discourage young people in their attempts to use false identification.
- Update existing materials and republish, including an update of the website.

Safeguarding Children Who Live in Households with Substance Misuse

The main achievements this year have been:

- The three year Hidden Harm strategy, 'Preventing Hidden Harm – a strategy to safeguard and improve the health and well-being of children affected by drug and alcohol misuse in their families' entered its first full year of implementation during 2011-12. This strategy is intended to improve the outcomes for all children in Sheffield where drug and alcohol misuse is a factor and is relevant for all agencies who come into contact with families. Sheffield Safeguarding Children Board has overall responsibility for the governance of the strategy and the action plan developed by the Hidden Harm Implementation Group is monitored by the Board.

The three key objectives are:

- 1) Identifying problems earlier to ensure:
 - That when adults enter drug or alcohol treatment routine information gathering takes place about their family and children
 - That competency frameworks for social work staff and substance misuse treatment staff include competency in identifying risks to children from parental drug and alcohol misuse
 - 2) Providing earlier and more joined up support to prevent problems getting worse
 - Funding for the 'So what about me' project was secured for a 12 month period
 - 3) Working more closely together
 - Ensure that Hidden Harm was included in the Children & Young People's Plan 2011-14
- Ongoing work has been undertaken through MAPLAG (Multi-Agency Pregnancy Liaison and Assessment Group). This is a local screening / risk assessment system prenatally for all pregnant women who disclose drug and alcohol misuse. During the year 102 pregnant women were referred into the MAPLAG system of assessment. Of the 91 babies that were born, 78% were discharged home with their mothers.
 - Professional awareness was raised through offering advice and support. This ensures good multi-agency working and information sharing, which increases the prospects of a positive outcome with the family. The service provided 755 consultations relating to improving outcomes for children whose parents / carers misuse drugs and / or alcohol.

The main safeguarding concerns identified this year were:

- Despite training being delivered, well attended and well evaluated, workers from across agencies often still ignore the possible impact of maternal drug / alcohol misuse during pregnancy on the baby making them more vulnerable and often with additional needs.

Priorities for 2012-13

- Safeguarding refresher events for substance misuse services to be run jointly with social care workers to improve communication and understanding of both fields of work
- Hidden Harm Strategy refresh and data dashboard
- Universal drug and alcohol screening for all parents accessing services (child, family and adult). Update training to be delivered across the city to ensure all services understand the appropriate referral routes. Whole family approach.
- Updated web pages that will provide services with information relating to current trends in drug and alcohol misuse and safeguarding children.

Children Who Run Away and Go Missing From Home or Care

Sheffield Runaway Action Group [SRAG] was set up in 2008, and produced an action plan to meet the needs of young people who runaway or are missing from home or care.

Sheffield's multi-agency procedures outlining joint working arrangements between social care and South Yorkshire Police for children missing from home or care are currently under review. Key aspects of this review are:

- Reducing the number of children in care who are placed outside of Sheffield.
- Improving data collection and information sharing.
- Meeting the specific needs of trafficked children who are missing from care.
- The police response to children missing from care.
- Focus on children's homes.

Priorities for 2012-13

- Report to the Children's Trust Executive Board [CTEB].
- Revision of multi-agency procedures.
- Continued partnership working with South Yorkshire Police including a review of information sharing, recording and mapping. This will include a risk factor analysis comparing children missing from care with the general population in Sheffield and identifying key factors which lead to running away.
- Review of the Sheffield Runaway Action Group [SRAG] Terms of Reference, membership and develop options for a clear strategic structure for the council.
- Improvements in data collection, recording, and analysis in order to identify specific themes and issues to inform specific action planning.
- Improve communication between local authorities where Sheffield is placing children and where children from outside of the city are placed in Sheffield.
- Continued monitoring of the quality of care in children's homes and a review of service policy and procedures.
- Strengthen joint working with the Sexual Exploitation Service in respect of looked after children who are missing and their high level risk of vulnerability to being sexually exploited.
- Develop an awareness raising communication strategy for all professionals working with children who run away or have the propensity to run away, based on the principles of prevention, protection and provision.
- Sign off of the Runaway Action Partnership Protocol by SSCB.
- Respond directly to the government recommendations expected in September 2012.

Section 4: SSCB Priorities for 2012/13

Every child and young person in Sheffield should be able to grow up free from the fear of abuse or neglect. The SSCB is committed to improving the safety of all children and young people in Sheffield. If children are not safe, they cannot be healthy, happy, achieve or reach their full potential. We recognise and promote the concept that keeping children safe is everybody's responsibility.

Sheffield has an effective Safeguarding Children Board with strong partnership working and arrangements and this will continue to be built on and strengthened. However, we acknowledge that this all takes place during a time of change for both child protection, through the Munro Review and for many of our partner agencies, through governmental changes to health and education. It is also a time when finances and resources need to be used effectively to ensure we meet the needs of the most vulnerable in our city.

All of these changes have been taken into consideration in the development of the priorities for 2012/13.

An effective LSCB demonstrates good practice by:

- Identifying and agreeing a small number of priorities and concentrating on doing those well
- Undertaking regular reviews and updates of the Business Plan

Priority Areas 2012-13

A number of objectives within the Business Plan for 11-12 were either long term objectives that could not be fulfilled within 12 months or were reliant on government implementation. As a result some objectives from the previous business plan will be rolled over, including:

- Implementation of the Munro Review Recommendations and 'Working Together' – this remains reliant on the publication of 'Working Together to Safeguard Children' (expected date autumn 2012)
- Ensure partners maintain their duties to safeguard children during this period of organisational change and in the development of new structures – this remains a key objective with the anticipated changes to health and education structures and in line with continued financial constraints on organisations
- Implementation of the Sheffield Hidden Harm Strategy – the timescale for this objective was 2014
- Transitions agenda – this was an ambitious timescale and as progress has been made the proposal has grown to include other key areas of transition as agreed by Operational Board members. Further time is required to fulfil the remit.

Other key objectives identified are:

- To undertake a review of SSCB training to ensure it best meets the needs of the multi-agency workforce. The review will include looking at innovative delivery models and at the impact and effectiveness of training on the workforce.

- To develop a SSCB social media policy
- To undertake an Appreciative Enquiry into a case where good safeguarding practice has been identified
- To ensure information on the 'child's journey' is obtained and acted upon and feedback from children and young people is used to develop the work of the SSCB
- That we ensure that key safeguarding messages, challenges and the work of the SSCB reaches all members of the Sheffield community and that different methods of communication are utilised to achieve this
- Undertake a thematic review of SCR/CR and disseminate the key learning