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

Monday 3 February 2020 at 10.00 am

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

The Press and Public are Welcome to Attend

#### **Membership**

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

#### **Education Non-Council Members**

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

#### Healthwatch Sheffield

Alice Riddell (Observer)

#### **Substitute Members**

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



#### 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 <a href="www.sheffield.gov.uk">www.sheffield.gov.uk</a>. You can also see the reports to be discussed at the meeting if you call at the First Point Reception, Town Hall, Pinstone Street entrance. The Reception is open between 9.00 am and 5.00 pm, Monday to Thursday and between 9.00 am and 4.45 pm. You may not be allowed to see some reports because they contain confidential information. These items are usually marked \* on the agenda.

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

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

If you require any further information about this Scrutiny Committee, please contact Alice Nicholson, Policy and Improvement Officer on 0114 27 35065 or <a href="mailto:email

#### **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 3 FEBRUARY 2020

#### **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

(Pages 1 - 4)

Members to declare any interests they have in the business to be considered at the meeting

#### 5. Minutes of Previous Meetings

(Pages 5 - 12)

To approve the minutes of (a) the meeting of Committee held on 2<sup>nd</sup> December, 2019 and (b) the special meeting of the Committee held on 17<sup>th</sup> December, 2019

#### 6. Public Questions and Petitions

To receive any questions or petitions from members of the public

# 7. Sheffield Inclusion Strategy 2020-25 and Special (Pages 13 - 56) Education Needs and Disabilities

Joint report of the Director of Commissioning, Inclusion and Learning, Sheffield City Council and Director of Commissioning and Performance and Deputy Accountable Officer, Sheffield Clinical Commissioning Group

#### 8. Work Programme 2019-20

(Pages 57 - 66)

Report of the Policy and Improvement Officer

#### 9. Date of Next Meeting

The next meeting of the Committee will be held on Monday, 2<sup>nd</sup> March, 2020, at 10.00 am, in the Town Hall



#### ADVICE TO MEMBERS ON DECLARING INTERESTS AT MEETINGS

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.

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

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

You have a personal interest where -

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

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

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

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

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

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

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#### SHEFFIELD CITY COUNCIL

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

#### Meeting held 2 December 2019

**PRESENT:** Councillors Mick Rooney (Chair), Mike Levery (Deputy Chair),

Olivia Blake, Mike Chaplin, Julie Grocutt, Kevin Oxley, Colin Ross,

Jim Steinke, Alison Teal and Cliff Woodcraft

Non-Council Members in attendance:-

Alice Riddell, (Healthwatch Sheffield, Observer)

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#### 1. APOLOGIES FOR ABSENCE

1.1 Apologies for absence were received from Sam Evans (Diocese Representative – Non-Council Voting Member) and Peter Naldrett (Parent Governor Representative – Non-Council Voting Member).

#### 2. EXCLUSION OF PUBLIC AND PRESS

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

#### 3. DECLARATIONS OF INTEREST

3.1 There were no declarations of interest.

#### 4. MINUTES OF PREVIOUS MEETING

4.1 The minutes of the meeting of the Committee held on 4<sup>th</sup> November 2019, were approved as a correct record and, arising therefrom, the Policy and Improvement Officer (Alice Nicholson) reported that (a) she was still awaiting information which had been requested from officers at the meeting held on 14<sup>th</sup> October 2019, and would chase this up, and circulate the information to Members of the Committee when received, and (b) the special meeting of the Committee to consider the 'Make Your Mark – UK User Consultation Outcomes', and which was to be attended by members of the Youth Council, had been arranged for Tuesday, 17<sup>th</sup> December 2019, at 4.30 pm to 6.30 pm, in the Town Hall.

#### 5. PUBLIC QUESTIONS AND PETITIONS

- 5.1 There were no questions raised or petitions submitted by members of the public.
- 6. SHEFFIELD SAFEGUARDING CHILDREN BOARD ANNUAL REPORT 2018-19

- 6.1 The Committee received a report of the Executive Director, People Services, attaching the Sheffield Children Safeguarding Board Annual Report 2018/19.
- In attendance for this item were David Ashcroft (Independent Chair, Sheffield Children Safeguarding Partnership), Victoria Horsefield (Assistant Director, Children and Families Service and Professional Advisor to the Partnership), Tina Gilbert (Manager, Sheffield Children Safeguarding Partnership) and Dan White (Sheffield Futures).
- David Ashcroft introduced the report, which contained information on the involvement of children and young people, the key roles, relationships, funding arrangements and achievements of the Sheffield Safeguarding Children Board, how the Partnership learned from what it did, safeguarding children in Sheffield and safeguarding priorities, and attaching as an appendix, a list of the Board partner agencies and Executive Board members.
- David Ashcroft, who became Independent Chair in April 2019, just prior to the Sheffield Safeguarding Children Board becoming the Sheffield Children Safeguarding Partnership in June 2019, provided a brief background to his professional career.
- 6.5 Members of the Committee raised questions, and the following responses were provided:-
  - The safeguarding training for taxi drivers was delivered by the Partnership, in conjunction with Sheffield College, and formed one part of the BTEC qualification which drivers were expected to attain as part of their licence application. Similar training was delivered to other licenced premises, such as hotels, takeaways and fast food restaurants. Such training was particularly welcomed as it also helped safeguard them in their role.
  - One of the reasons for the increase in the preliminary number of allegations received by the Local Authority Designated Officer (LADO) was due to improved reporting processes and a better collection of data. As well as delivering training to statutory and voluntary organisations to assist them recognising cases regarding allegations, the LADO also provided advice and guidance to such organisations.
  - The Youth Justice Service had recently been inspected, and had been rated a very strong Service with outstanding features. The increase in the number of young people who had been referred into the Service was mainly due to the increased use of out of court disposals, which diverted young people away from the criminal justice system.
  - The rate of increase in the number of children becoming subject to a Child Protection Plan was broadly in line with the national picture. Early intervention and prevention remained a priority area, with the aim of intervening in a family life at the earliest possible opportunity.
  - The importance of tackling bullying and the impact it had on a young

person was a key message from a Learning Lessons Review, which had been published in March 2019. The Partnership was currently planning further requests of schools with regard to how they applied their bullying policies. It had been accepted that more work was required in this area. The important thing was to recognise bullying as this was often difficult as it manifested itself in a number of different ways. The officers in attendance did not have the detail to hand with regard to how children in Sheffield were being affected by bullying, but there was no evidence that Sheffield experienced a more entrenched issue than that found nationally.

- A positive change following the introduction of the new safeguarding arrangements had seen additional responsibilities being placed on three key partner agencies, with South Yorkshire Police and Health, represented by the Clinical Commissioning Group, having equal responsibility with the Local Authority for the effective co-operation of the Safeguarding Partnership in Sheffield.
- Liquid Logic, an IT system, which was now used across both Children's Social Care and the Early Intervention and Prevention Services, was now becoming embedded. It aided compliance as it set out clear stages for progression through the system. There remained a level of IT support, including floorwalkers, who provided practical assistance as and when required. The system was considered an improvement on the previous system, and it was compatible with other local authorities, helping in terms of collecting data and benchmarking.
- Further detail on the issue of domestic abuse would be forwarded to Members of the Committee. Linked to the Strengthening Families Programme, there was a domestic abuse worker now working within the Substance Misuse Services.
- The excellent work carried out by staff at Aldine House Secure Children's Home, particularly with regard to transitions had been well documented. A report would be presented to the next Safeguarding Executive Board. Work in connection with transitions was viewed as a challenge across the City, with varying degrees of quality and success.
- The pilot scheme currently taking place in the north of the City by early Intervention Services would provide learning for work in other parts of the City. The Early Prevention Service attempted to target its resources in a specific area, in which a particular need had been identified. A decision would then be made as to whether resources could be allocated to similar initiatives in other areas.
- The Partnership does not have any resources itself, but relies on the
  partner agencies to manage and fund such initiatives. Challenge events
  were held annually with senior members of staff from partner agencies to
  review progress against the previous year's agreed actions and discuss the
  challenges and barriers they were facing.

- All the partner agencies are required to have a statement with regard to the thresholds of need, which should be clear for all partners and families. The Partnership was trying to encourage the agencies to be more flexible in terms of looking at what services a child should receive, based purely on their needs, as opposed to meeting certain thresholds.
- Whilst there were no specific concerns with regard to professionals' attendance at Child Protection Conferences, the Partnership was monitoring this, and feeding back to the partner agencies.
- Whilst there had been no concerns regarding the operation of the Child Death Overview Panel (CDOP), nationally, Panels had been encouraged to improve in terms of the collection of data. The new arrangements had resulted in the responsibility for this area of work transferring from the Department for Education to the Department for Health, which had been considered an appropriate change given the close link to health issues. National data will give us a clearer picture, and therefore hopefully result in sufficient data to identify trends and actions required to enable better outcomes.
- The Suicide Prevention Pathway was now established, and a programme had been developed with voluntary sector partners to help prevent self-harm, and a pilot had commenced in September 2019 in the north of the City, which included a school, college and youth centre, where the wellbeing café model would be introduced with therapeutic support for young people and skills development for staff supporting them. Early indications had shown that the pilot was working well, particularly in the college.
- It was important that appropriate training was provided in terms of the Management of Actual or Potential Aggression (MAPA), the method of restraint used in Aldine House, which benefitted both the member of staff exercising such restraint and the young person being restrained. Staff of Aldine House would be attending the Safeguarding executive to report on their use of restraints. The number of incidents where restraint methods were used was often dependent on the cohort in a secure children's home at any one time. A detailed report on all issues regarding restraint would be submitted to a future meeting of the Committee.
- The Independent Chair of the Partnership (David Ashcroft) had been encouraged by the joint working arrangements, and the high level of commitment from all partner agencies in the City. There were some minor concerns regarding changes in personnel in some of the partner organisations, which sometimes had an adverse effect on consistent working practices. It was clear from the Annual Report that significant progress was being made in terms of the aspirations of all partner agencies and, in those areas where progress had not been made, or had not been as effective as expected, there were clear recommendations as to what action was required. Specific reference was made to the positive input by the Chief Executive (John Mothersole).

- It was acknowledged that there would be turnover of staff within the partner agencies, which was often very difficult to manage. There was a need to ensure that the training provided by the agencies was effective, and that monitoring this was important. Recently, there had been a higher profile given to the effect of Adverse Childhood Experiences (ACEs).
- It was agreed that prevention was key in terms of safeguarding children and young people in the City. However, the factors, including poverty, education, housing and aspirations, which caused the problems, were often out of the control of the Partnership. The Partnership's role was to monitor the concerns, and work with the partner agencies in terms of addressing the issues.
- In terms of performance, it was considered that the City had well established partnership arrangements, and that all partner agencies had a good sense of the issues and a good track record in terms of involvement. As the new Independent Chair had only been appointed in April 2019, he was not in a position where he could identify any particular weaknesses in the arrangements. However, it had been acknowledged that more work was required in terms of coordinating and consolidating the work undertaken with schools, particularly at a strategic level, and further work was required in terms of transitions, both for individual cohorts of young people and transition to adulthood, together with recognition that it was a transition and not a continuation. Mental health provision in the City was seen as an area where more work was required.
- The link between the Partnership and schools was currently through Learn Sheffield, with Chief Executive (Stephen Betts) sitting as a member on the Executive Board (the Chief Executive of Sheffield College was also a member of the Executive). The Partnership was looking to establish some form of formal engagement with Head Teachers, but were experiencing difficulty due to the number of schools in the City. Education was not named as a statutory partner as part of new safeguarding arrangements, but the Partnership was intending to make use of the Head Teachers Forum to link into schools in the City. Each school in the City was also linked to an Education Safeguarding Advisor within Children's Social Care, who provide advice and training.
- Whilst any reduction in the numbers of young people going into the criminal justice system should be welcomed, the resultant increase in numbers open to the Youth Justice Service could create some difficulties with capacity for the Service.
- Whilst there were a number of different initiatives and programmes dealing with the issue of knife crime, with some not being as coordinated and effective as others, the Youth Justice Service would only get involved with the recognised programmes.
- Details of the effectiveness of the current arrangements regarding Female

Genital Mutilation (FGM) would be forwarded to Members of the Committee.

#### 6.6 RESOLVED: That the Committee:-

- (a) notes the contents of the Sheffield Safeguarding Children Board Annual Report 2018/19, now submitted, together with the information now reported and the responses to the questions raised;
- (b) thanks David Ashcroft, Victoria Horsefield, Tina Gilbert and Dan White for attending the meeting and responding to the questions raised;
- (c) welcomes the progress being made by the Sheffield Safeguarding Children Board and, with effect from June 2019, the Sheffield Children Safeguarding Partnership;
- (d) places on record its thanks and appreciation for the excellent work undertaken by Jane Haywood, former Independent Chair of the Sheffield Safeguarding Children Board; and
- (e) requests that:-
  - (i) information on the new Domestic and Sexual Abuse Strategy for Sheffield be circulated to Members of the Committee, and more detailed information on this area of work be included in future Annual Reports; and
  - (ii) a report be submitted to a future meeting of the Committee, containing details of (A) the use of restraint in secure children's homes in the City and (B) the work being undertaken by the Partnership to establish and improve links with schools.

#### 7. SHEFFIELD SEXUAL EXPLOITATION SERVICE - ANNUAL REPORT 2018-19

- 7.1 The Committee received a report of the Chief Executive Officer, Sheffield Futures, attaching the Sheffield Sexual Exploitation Service Annual Report 2018/19.
- 7.2 In attendance for this item were Dan White (Sheffield Futures), David Ashcroft (Independent Chair Sheffield Children Safeguarding Partnership), Victoria Horsefield (Assistant Director, Children and Families Service and Professional Advisor to the Partnership) and Tina Gilbert (Manager, Sheffield Children Safeguarding Partnership).
- 7.3 Dan White referred to the introductory report, which contained information on the service user profile for 2018/19, key achievements and developments in 2018/19 and priorities for the Service for 2019/20.
- 7.4 Members of the Committee raised questions, and the following responses were provided:-

- The reference, under the Service User Profile 2018/19, to the added pressure of a further worker from another agency becoming involved with the young person being too much, was referring to pressure being placed on the young person in that they were having to explain their position to workers from different agencies each time they got involved. This was considered unnecessary, therefore the young person was now only required to give one interview, which was recorded, and used by the different agencies as and when required.
- The move of the Criminal Exploitation, Sexual Exploitation and Missing Persons Teams into one office at Star House, had resulted in improvements in information-sharing which, in turn, had resulted in action and decisions being taken much quicker.
- In terms of the pursuit of perpetrators of child sexual exploitation, if any
  particular 'hot spot' areas of the City were identified, through the
  intelligence focused, multi-agency meetings, this would trigger a collective
  response by the relevant agencies and resources would be targeted in
  these areas. As a result of the effective multi-agency working, no major
  issues in this regard had been identified.
- There was always an element of frustration when the threshold for prosecution was not met.
- General safeguarding training, which included child sexual exploitation, was provided in some schools in the City. The majority of schools had been involved in the recent 'It's Not OK' campaign, which had been organised by the NSPCC, and which comprised an awareness session for pupils.
- South Yorkshire Police shared intelligence with colleagues across the region, and the Exploitation Working Group, and there was a national working group which shared information across the country.

#### 7.5 RESOLVED: That the Committee:-

- (a) notes the information contained in the covering report and the Sheffield Sexual Exploitation Service Annual Report 2018/19, together with the information now reported and the responses to the questions raised;
- (b) thanks Dan White, Victoria Horsefield, David Ashcroft and Tina Gilbert for attending the meeting, and responding to the questions raised; and
- (c) requests the Chief Executive Officer, Sheffield Futures, to:-
  - circulate data on those 'hot spot' areas in the City in which criminal activity has taken place, and include such data in future Annual Reports; and
  - (ii) include details regarding information and intelligence-sharing

collaboration in Sheffield and South Yorkshire, and information on disruptions of criminal activity, in future Annual Reports.

#### 8. **WORK PROGRAMME 2019/20**

- 8.1 The Committee received a report of the Policy and Improvement Officer (Alice Nicholson) containing the Work Programme for 2019/20.
- 8.2 Ms Nicholson stated that she would follow up on the requests for information made at this meeting, and identify a suitable meeting for Members to receive such information.
- 8.3 Councillor Jim Steinke stated that he would be in a position to provide a report on the update on the Voice of Young People at the meeting to be held on 2<sup>nd</sup> March 2020.
- 8.4 The Chair reported that he had spoken to Councillor Ben Curran (Chair of the Safer and Stronger Communities Scrutiny and Policy Development Committee), who had agreed that the issue regarding knife crime be considered at that Committee.
- 8.5 RESOLVED: That the Committee approves the contents of the Work Programme for 2019/20, taking into consideration the comments now made.

#### 9. DATE OF NEXT MEETING

9.1 It was noted that the next meeting of the Committee will be a special meeting, and will be held on Tuesday, 17<sup>th</sup> December 2019, at 4.30 pm, in the Town Hall.

#### SHEFFIELD CITY COUNCIL

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

#### **Special Meeting held 17 December 2019**

**PRESENT:** Councillors Mick Rooney (Chair), Mike Levery (Deputy Chair),

Mike Chaplin, Julie Grocutt, Francyne Johnson, Alan Law, Joe Otten,

Kevin Oxley, Colin Ross, Jim Steinke and Cliff Woodcraft

Non-Council Members in attendance:-

Sam Evans, (Diocese Representative - Non-Council Voting Member)

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#### 1. APOLOGIES FOR ABSENCE

1.1 Apologies for absence were received from Alison Warner School Governor Representative – Non-Council Non-Voting Member) and Alice Riddell (Healthwatch Sheffield – Observer).

#### 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. PUBLIC QUESTIONS AND PETITIONS

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

#### 5. MAKE YOUR MARK 2019 RESULTS

- 5.1 The Committee received a report of the Sheffield Youth Cabinet, which outlined the findings from the "Make Your Mark" consultation which had been undertaken to decide what the Youth Cabinet priorities were locally, regionally and nationally for the year ahead.
- 5.2 Present for this item were members of the Youth Cabinet representing the North, East and West areas of the city.
- 5.3 The Chair, Councillor Mick Rooney, asked the Youth Councillors in turn what the two most important issues to them were. The responses were as follows:-

#### 5.3.1 Cameron Smith, Youth Councillor, East Area

- The Protection of the Environment Cameron said that young people were more aware about the issues surrounding the environment and climate change.
- Curriculum for Life Cameron said that, unless young people had family and friends to provide them with vital citizenship education, they don't learn about vital life skills and he felt that these should be taught as part of the curriculum to include political education; sex and relationships education (SRE); cultural awareness; community cohesion; finance skills; sustainable living and Citizenship Education.

#### 5.3.2 Nye Roberts, Youth Councillor, West Area

- Across West Sheffield, nine schools had taken part in the Make Your Mark ballot with over 4,500 young people casting their votes. The most important issue for him was to protect the environment and encourage schools to become more eco-friendly.
- On the issue of mental health, he didn't think there was enough support, both inside of schools and externally, given to children with mental health problems. He said the waiting lists for referrals were far too long.

#### 5.3.3 Muneera Al-Yafai, Youth Councillor, North Area

- She felt that not enough was being done towards dealing with Knife and Hate Crime. It was a major issue locally and nationally and there doesn't seem to be any help towards the prevention and reduction in violent crime. She said that people were afraid to contact the Police for fear of repercussions.
- 5.4 Members of the Committee raised questions, and the following responses were provided:-
  - Many young people had said "scrap Brexit" but it was not on the list of issues to be discussed. Although Brexit was a national issue, it was not considered to be a local one.
  - Following the outcome of the Make Your Mark consultation and vote which
    was announced at the end of October, members of the UK Youth
    Parliament visited the House of Commons on 8<sup>th</sup> November, 2019, to
    debate and decide upon two issues to become national campaigns for the
    year ahead.
  - On the issue of litter there are a lot of social clubs but none of these carry out litter picks. At one school in the city, recycling bins have been installed and this has been working well however, only plastic bottles can be recycled so a lot more could be done to encourage more general recycling. The school had also switched to a green energy provider.
  - It was felt that there should be some degree of parental responsibility for

young people dropping litter. Parents should teach their children how to dispose of litter responsibly. Young people were passionate about tackling the issue of litter and protecting the environment.

- Consultations had been held with South Yorkshire Police and the South Yorkshire Police and Crime Commissioner regarding knife crime and there were plans to hold other consultation meetings. A lot of work was done with the Police, but due to purdah, it had not been possible to publish a lot of what had been done nationally.
- Following funding received by the Police and Crime Commissioner, Project 0114 had been set up which will be delivered by Sheffield Futures in conjunction with delivery partners, Sheffield City Council, ACT Sheffield, The Unity Gym Project, St Marks Church in Broomhill, Manor Castle Development Trust, My Life Project, Princes Trust, and Change Grow Live (CGL). The Project was to include an education programme for all secondary school pupils across the city as well as year six pupils in primary schools in areas deemed to be most at risk. A second strand to the project will engage children aged 10-13 identified as at risk of grooming for gang involvement and serious violence with positive enrichment activities
- Videos had been shown in schools of people risking their lives but the police don't always resolve matters straight away.
- More pressure and funding for schools to be able to detect mental health problems and ways of prevention.
- In one school, local police officers had attended the school assembly and the children felt more able to engage with them It was felt that if the police were able to attend more school assemblies and engaged with young people, they might feel more comfortable at contacting them.
- Young people rely heavily on family, friends and parents for guidance on life issues such as paying taxes, insurance, learning to drive etc. If children haven't got anyone to ask, where do they go to. Personal, Social, Health and Economic (PSHE) lessons should form part of the curriculum and be compulsory in schools. Relationships were completely brushed over in schools and it was felt that they should be studied in more depth.
- The members of the Youth Cabinet said they would like to be more involved with the Council but were unaware of how to contact Councillors. They said that social media would be better than emails or letters as young people could relate more to Instagram, Facebook, Twitter, etc., and use it on a daily basis.
- Councillor Jim Steinke has been tasked with finding the best way to communicate with young people. He said that it was a generational thing and there was a need to get the right balance, even with younger children.
- There shouldn't just be one way to communicate. Schools should be

encouraged to produce a simple leaflet titled "This is how you contact the Council".

- The topic of Brexit has caused a massive surge in interest in politics and produced a lot of debate in class. Young people were ready to get engaged and become more involved as Brexit and whatever happens, is their future.
- It was almost impossible to think of ways to stop cyber bullying on social media. There should be more support given in schools to reduce pressure on those who were vulnerable and in danger of being bullied.
- 5.5 The Chair asked members of the Youth Cabinet to sum up the issues that matter to them. These were as follows:-
  - In some schools, after school clubs can cost up to £8 per session, and holiday clubs £20 per day, these were unaffordable for many families
  - There was only one school in the city that teaches "A" level politics. It was felt that politics should be taught at a much younger age. If not, people just don't know how to get involved.
  - There was an issue about different parts of the city and how things get reported and are dealt with. If an incident occurs in the east of the city, it gets reported in depth but in the west of the city, things tend to get brushed over.
  - The Council should contact the schools that didn't participate in the ballot and ask for their reasons why and encourage them to be more pro-active in teaching democracy and politics in schools.
- The Chair thanked members of the Youth Cabinet for their attendance at the meeting and said that he and the Deputy Chair of the Committee looked forward to attending meetings with the Youth Cabinet whenever possible. The Chair said he would write to schools to encourage them to participate in future Make Your Mark consultation and would write to Cabinet Member about young people's priority of a Curriculum for Life.
- 5.7 RESOLVED: That the Committee recommends:-
  - (a) to relevant Cabinet Member that Youth Cabinet have at least one place on the Citizens Assembly for Climate Change;
  - (b) the Committee's Task Group *Voice and Influence of Children and Young People*, led by Councillor Jim Steinke, work with the Youth Cabinet with regard how best to connect and work with the Council governance system;
  - (c) that City Council Cabinet Members be asked to address a meeting of the Youth Cabinet;

### Meeting of the Children, Young People and Family Support Scrutiny and Policy Development Committee 17.12.2019

- (d) the Youth Cabinet find out through their arrangements what topic young people in Sheffield would like Sheffield Scrutiny to take up; and
- (e) Young People through Youth Cabinet feed back to the Committee, solutions to issues of importance to them in the city.

#### 6. DATE OF NEXT MEETING

6.1 It was noted that the next meeting of the Committee would be held on Monday, 3<sup>rd</sup> February, 2020, at 10.00 a.m., in the Town Hall.





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

Report of:	Dawn Walton,	Director of	Commissioning,	Inclusion &

Learning and Brian Hughes, Director of Commissioning and Performance and Deputy Accountable Officer,

Sheffield CCG

**Subject:** SEND & Inclusion update

Author of Report: Tim Armstrong, Head of SEN (SCC), Joel Hardwick, Head

of commissioning – Inclusion & Schools (SCC), Sapphire Johnson, Head of commissioning – Children, Young

People and Maternity (SCCG)

#### **Summary:**

To provide scrutiny committee an update on the inclusion strategy development and commissioning intentions

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

<b>71</b>	
Reviewing of existing policy	
Informing the development of new policy	
Statutory consultation	
Performance / budget monitoring report	
Cabinet request for scrutiny	
Full Council request for scrutiny	
Call-in of Cabinet decision	
Briefing paper for the Scrutiny Committee	X
Other	

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

consider the proposals and provide' views, comments and recommendations

**Background Papers:** 

Category of Report: OPEN

# Report of the Director of Commissioning, Inclusion & Learning — Inclusion strategy and commissioning

#### 1. Introduction

To provide scrutiny committee an update on the development of the inclusion strategy in response to the local area SEND inspection, including the development of joint commissioning intentions

#### 2. Main body of report, matters for consideration, etc

The local area inspection of SEND was completed in November 2018. The inspection report identified 7 areas of significant weakness and required the development of a written statement of action in response. This was published earlier this year. Inspectors are due to return in October 2020.

The purpose of this report is to provide an update in regards to the development of the inclusion strategy and commissioning intentions.

#### 2.1 Inclusion strategy development

A formal consultation on the draft Inclusion Strategy has been taking place since 11th November 2019. This is due to end on 26<sup>th</sup> January 2020, just prior to this committee meeting. From the consultation responses to date we have been able to see the percentages of people who agreed or disagreed with various elements of the strategy and also to theme comments and identify parts of the strategy that could be written more clearly or focused differently. For example, common themes that have appeared include:

- Language and tone too much jargon
- Lack of provision available
- How to make it a reality
- Timescales
- Role of schools and SENCO
- Early years

During the first four weeks of the consultation we listened to what people told us and re-drafted the strategy commitments in plain English. We re-issued these alongside the original draft strategy for further comment in December for the remainder of the consultation period. Final re-drafting of the strategy will take place w/c 27<sup>th</sup> January and early February once the consultation has closed.

The strategy continues to contain 5 commitment areas:

- Effective identification of needs with appropriate assessments across Education, Health and Care
- A wide range of services across Education, Health and Care that meet the needs of our young people (Provision)

- Smooth transition across Education, Health and Care at every stage of a young person's life, and particularly to adult life (Transition)
- Excellent communication and engagement between young people, families, education, health and care services including schools (Communication)
- Skilled leader and staff capabilities to deliver the services across Education, Health and Care (Workforce)

We continue to aim to take the strategy to Sheffield City Council cabinet in February 2020. The commitments used for consultation are appended to this report and copies of the updated commitments will be available to the committee on the day in agreement with the chair. This is due to the extension of the deadline to the consultation to enable time to ensure that all views have been incorporated.

#### 2.2 Joint commissioning developments regarding SEND and Inclusion

The inspection highlighted commissioning as one of the seven areas of weakness, specifically:

 Weaknesses in commissioning arrangements to remove variability and improve consistency in meeting the education, health and care needs of children and young people aged zero to 25 with SEND

In the approved Written Statement of Action, the Local Authority and the Clinical Commissioning Group committed to the following areas of focus to address this weakness:

- Understand Needs: Develop a full and shared understanding of children and young people's education, health and care needs to inform commissioning planning and decisions, resulting in more effective SEND support
- Mapping Commissioning and Provision Requirements: Ensure a clear understanding of existing commissioning requirements for children and young people with SEND and how current commissioning arrangements align; identify where we have gaps and inconsistencies; and engage with children, young people and families for feedback as part of the commissioning cycle
- A Consistent & Improved Citywide Programme: Develop a joint local area commissioning programme for SEND support and a consistent approach to the way we commission services, to ensure the development of more effective support

The draft Inclusion Strategy that is out for consultation as described above contains further strategic steer around the commissioning needs, most specifically under the commitment related to provision:

- We will make provision and support easy to find and access
- We will give the right support for children and young people at all levels of need

- We will provide support as early as possible
- We will create sufficient high quality local provision that meets local need
- We will work together with services and schools to improve inclusion

#### Overall level of needs and demand:

- Around 12,000 school-age pupils with identified SEND in Sheffield fits the nationally expected level
- The more complex children with identified SEND have an Education, Health & Care Plan (EHCP) in Sheffield 3,275 (October 2019) children and young people (0-25) have an EHCP this has grown from 2,500 in January 2017 and at the last point of published data remained slightly lower than the national proportion (2.5% vs 2.9% nationally)
- The SEND code of practice has four areas of need: Cognition & Learning; Communication & Interaction; Social, Emotional & Mental Health (SEMH); and, Sensory & Physical – Sheffield follows nationallyrecognised trends in seeing growing numbers of children with identified needs across communication & interaction and behavioural needs linked to SEMH
- Referrals to Child & Adolescent Mental Health Services (CAMHS) increased by 46% between 2018/19 and 2019/20.
- Developmental Language Disorder (DLD) affects 7% of the population (approx. 2 children in every class).
- 60% of pupils referred to Secondary Inclusion Panel in Sheffield in 2018-19 were found to have Speech, Language and Communication Needs (SLCN).
- 50% of pupils with SLCN have associated social, emotional and mental health needs.
- Over a quarter of the city's children with EHCPs are in two of Sheffield's 18 postal districts - S5 & S2

In order to deliver against these strategic steers and the current patterns of increasing need we must develop further our commissioning intentions and we must also reshape the system. We must create a system that is:

- Integrated: across education, health and care
- Graduated: from universal up to the offer for the most complex
- Preventative and flexible: around the family with a focus on causes
- Engaged: with individuals, families, and services
- Consistent & available: the offer is sufficient, consistent, clear and timely
- All-age: with seamless multi-agency transitions

Within this approach we have developed a shared vision of the integrated and graduated approach:

#### SPECIALIST PROVISION: High level of need & complexity

Integrated Resources & Hubs, Special Schools, Hospice, Tier 3 and 4 CAMHS, tertiary specialist services, acute inpatients, Ryegate

#### TARGETED SUPPORT: Crisis prevention

Fast-track assessment, alternative provision, and intervention to prevent escalation to specialist

#### EARLY HELP: Pro-active & preventative

Tracking and review of vulnerable children (Vulnerable Learner Reviews) – General and Community Paediatrics, MAST, Primary Mental Health Workers

#### UNIVERSAL PLUS: Integrated support at local level

Integrated locality support teams based around schools - Ed Psych, Community Therapies, 0-19 service, Community Nursing, Healthy Minds

#### UNIVERSAL: Core city-wide offer

Successful inclusive nurseries and schools, 0-19 service, Primary Care/GPs, promotion of healthy lifestyle

We are seeking to develop a shared outcomes framework that follows from the Inclusion Strategy, once finalised and approved. The phrase in the strategy that every vulnerable learner in the city is "safe, settled and ready to learn" could be combined with some simple overall performance measures that we as a city, and every service within the city, could align around in our outcomes, commissioning intentions and monitoring.

Our commissioning intentions link to the above model as follows:

#### Universal

Commissioning in this area is intended to support:

- Strategic leadership and a shared vision across providers/services
- Clarity, consistency and shared accountability of processes and tools including routes to flag and raise issues within the system
- Increased ability of mainstream education settings to be inclusive through training & support to embed inclusive practice and environments in the everyday offer

Some examples of current and developing commissions in this space:

 Education sector leadership for Inclusion & SEND: A leadership and delivery team to include Headteacher leads for inclusion gateway,

- locality SEND funding, and inclusion, Inclusion & SEND School Improvement Partner, and five citywide SENCO roles.
- Community Nursing: Development of community nursing service, including health input into schools
- Consistent training, support, and toolkits for schools across the four areas of the SEND code of practice
- Trauma-informed schools and settings: Develop a shared understanding and core training offer to create a trauma-informed education system across the city

#### Integrated Support Offer: Universal Plus/Early Help/Targeted Support

Commissioning in this area is intended to support:

- Increased ability of mainstream education settings to be inclusive through early integrated identification and external support/funding for children with additional needs
- Pupils with additional needs in mainstream schools are safe, settled, and ready to learn
- Stabilising of the current increase in demand for specialist education and services
- Fast and appropriate support for pupils at points of crisis

Some examples of current and developing commissions in this space:

- Locality SEND Funding: Increase top up funding for SEND learners in mainstream schools from £2.1m per year to £3.4m. Using improved data through Sheffield Support Grid to enable consistent targeting of funding to pupils through localities.
- Increased and consistent external support offer to schools schools across the four areas of the SEND code of practice
- Mentoring Support: A support offer to create trusted, lasting relationship with vulnerable learners and their family, working with partners to ensure that delivery is consistent and tailored to each individual
- Family/ Parenting: Priority areas for 2020 development of the parenting offer are targeted support to families with SEND; Sleep; Parental Conflict; Support to schools

#### Specialist

Commissioning in this area is intended to support:

- Increased specialist provision closer to home
- Bespoke/person centred access to mainstream curriculum where appropriate
- Sufficient and successful special school places
- Greater clarity and outcomes focus on pupils accessing the independent sector
- Young people with SEND achieving their potential and moving on to fulfilled lives beyond education

Some examples of current and developing commissions in this space:

- Integrated Resources & Hubs: Grow from 200 to 270 places growth in primary integrated resources places and secondary special-led hubs based in mainstream schools
- Special School Places: Increase existing capacity for secondary (focus on communication & interaction needs and Cognition & Learning), primary (focus on communication & interaction needs), alongside the development of two new special schools
- Post-16 health provision: Describe existing post-16 provision, identify and address gaps and develop clear and smooth transition pathways and processes between pre- and post-16 services
- Post-16 care offer: Develop more flexible packages to complement a 3 day education offer and support successful transition beyond education

#### 2.3 CCG developments and responses

The inspection and subsequent action plan identified a number of areas for improvement in relation to CCG commissioning (in addition to that described above) and health service provision. The following provides a brief update on progress against those actions:

#### Strategic Oversight

Governance arrangements and data flows have been significantly strengthened within the CCG, with regular SEND updates being received by Governing Body and its sub-committees such as Strategic Patient Engagement, Experience and Equality Committee. SEND is referenced in the CCG's draft commissioning priorities for 2020/21 and CCG representation has formed part of the core membership of the Inclusion Strategy Development Group.

The CCG has also increased its clinical oversight by appointing a Designated Clinical Officer (DCO), who is a registered children's nurse by background. The Designated role has been increased from what was previously a 2 day per week post up to 5 days per week.

Service Specifications and Key Performance Indicators

The CCG has established a rolling programme of service specification development to ensure that all commissions have robust descriptions and performance monitoring arrangements in place to support effective contract management processes. In some cases, where the need for service development and/or improvement is indicated, a full service review project has been initiated. This involves undertaking a more detailed and in-depth approach to the commissioning cycle of assessing need, reviewing existing service delivery, implementing new service delivery and then reviewing on an ongoing basis. This work has already been started for Speech and Language

Therapy, Occupational Therapy and Physiotherapy and further work is planned for next year.

Health input into the Education Health and Care Plan (EHCP) process

The CCG have commissioned 2 new posts into the SEND Statutory Assessment and Review Service (SENSARS) team – one administrative and one clinical. The clinical post will have a role in supporting the Designated Clinical Officer in coordinating, monitoring and quality assuring both the health information that goes into plans and also the delivery of the health provision as set out in the plans. This will help to strengthen quality assurance processes and ensure that the information contained within plans is sufficiently detailed, built around needs and contains the voice and aspirations of the child or young person. It will also ensure that provision detailed within plans is being appropriately delivered so that children and young people have their needs met.

The Designated Clinical Officer (DCO) now sits on a number of panels and decision making committees and can provide health advice, input and direct access where required to health services and processes. The DCO has also started a programme of training and development with health service staff to ensure they have the right knowledge and support to effectively contribute to the EHCP process.

Priority Service Areas for Improvement

Particular service delivery issues were highlighted with long waiting times for the Autism Assessment and Therapy Pathway (delivered at Ryegate Children's Centre), Child and Adolescent Mental Health Services (CAMHS) and Wheelchair and Specialist Seating Service.

Commissioning arrangements for the Autism pathway will transfer from NHS England to the CCG in April 2020. This will enable a local, more joined up approach to commissioning autism services in the city, working closely with education and social care. In anticipation of this, the CCG have already worked with the service provider to develop an action plan to reduce existing waiting times and look at future models of service delivery.

The CCG has recently commissioned a new service to provide training and support for sensory needs, which are often associated with autism spectrum conditions. This builds on the pilot project delivered in Locality C and will provide training for all schools and Special Educational Needs Coordinators (SENCos), as well as support to make the education environment autism and sensory friendly and workshops for teenagers to help them manage their own sensory needs.

Referrals continue to increase for CAMHS and there is a large, ongoing programme of work to support the service and reduce waiting times. The CCG has invested additional funding into CAMHS and examples of actions the service provider is taking include recruiting additional staff, undertaking weekend clinics, undertaking telephone assessments and looking at new models of staffing and service delivery.

Considerable work has taken place with the team at Sheffield Teaching Hospitals to address issues in the Wheelchair and Specialist Seating Service. There is now a detailed service specification (in line with the national model service specification) and monthly performance monitoring arrangements in place. The % of children waiting <18wks for a wheelchair or specialist seating for was reported as 75.9% in September 19. However, there has been a general issue about data quality so the CCG is continuing to work with the provider to address this. We are still collectively aiming for 92% of children and young people to wait less than 18 weeks by April 2020.

Joint Commissioning Arrangements with the Local Authority

In addition to the work on commissioning set out above, there are several projects where progress has already been made in terms of a joint approach between the CCG and Local Authority, including:

- The CCG has contributed financially to the SEND engagement contract
- The CCG and LA have jointly funded and commissioned a project to update managing health needs in schools guidance and scope what future health delivery in schools should look be

Work has also commenced to align the CCG's 2020/21 commissioning intentions with Sheffield City Council 2020/21 plans across both adults and children's services. This will result in identification of which intentions align within the aims of Joint Commissioning Committee. The expectation is that this will result in a jointly owned commissioning plan for 2020/21.

#### What does this mean for the young people of Sheffield?

Sheffield children will have a more fit for purpose system across Education, Health and Care to ensure that their additional needs are effectively met in a timely manner

#### 4. Recommendation

The committee is asked to consider the update on progress made



#### **Sheffield Inclusion Strategy – Consultation document – Commitments**

This document should be read alongside the original consultation document for the Sheffield Inclusion Strategy.

Following initial feedback from the consultation that identified that some of the language used in the consultation document was not clear, we have re-written the five commitments in the consultation.

Whilst we have re-written to make the language clearer, the content has and intention has not been changed.

#### Commitment 1: Effective identification of needs with appropriate assessments

#### Our challenge:

- We need to identify children and young people's needs earlier so that we can provide support as soon as possible.
- We need to assess children and young people based on their overall individual needs rather than their medical diagnosis.
- We need to improve our assessment processes so that we are clear about who should do what and when.

#### What it looks like now:

Families, Services and schools tell us:

- We focus more on a diagnosis than on an individual's specific needs.
- They do not always know how to access assessment and support.
- Processes can be hard to understand and are not clear and consistent.
- There is too much focus on a services standard offer rather than an offer that is tailored to a need.
- It takes too long to wait for any diagnosis and families have to wait too long to get support whether they have a diagnosis or not.
- They want services to work together and want to have better services in local areas.

#### What we have done so far:

- We have developed tools to support assessment processes. This includes tools for SEN Support linking the Family Common Assessment Framework (FCAF) and Education, Health and Care Needs Assessments.
- We have improved the number of Education Health and Care needs assessments completed in the statutory timescales.

#### Our priorities:

- 1. We will identify children and young people as early as possible so that they and their families get the right support at the right time.
- 2. We will assess children and young people based on their individual needs and we will work with families to understand what works and what needs to change.
- 3. We will have clear assessment and review processes that describe who does what and when.
- 4. We will work together with other services to identify and assess need.
- 5. All our plans will have a focus on long term aspirations and outcomes

#### What we will change:

**Priority One** - We will identify children and young people as early as possible so that they get the right support at the right time.

- We will create clear referral routes for assessment and support.
- We will use the resources we have available to have the right people, knowledge and funding in place to identify and assess needs in a timely way.
- We will work with schools and nurseries to make sure they have the knowledge and skills to identify needs early.
- Services across education, health and care will work together to support the early identification of needs.

**Priority Two** - We will assess children and young people based on their individual needs and we will work with families to understand what works and what needs to change.

- We will include the family and people who work with the family throughout the assessment process.
- We will ask and listen to the child and family's views, about what is working and what needs to change in order to build better relationships between service and families.
- We will create evidence-based tools and easy-to-read resources to support assessments so that all children and young people can take part including those that communicate non-verbally.

**Priority Three -** We will have clear assessment and review processes that describe who does what and when.

- We will create clear documents and visuals that show assessment and review processes.
- We will review our school locality processes and make sure we are supporting the 'graduated approach' cycle where children and young people's needs are regularly reviewed (the 'graduated approach is a cycle of assess, plan, do, review).
- We will review decision making processes, including resource allocation panels, to make sure they are clear and accountable.
- We will create a quality framework to ensure all assessments, plans and reviews are of high quality including MyPlans and EHC Plans.

**Priority Four -** We will work together with other services to identify and assess need.

- We will set up joint teams/hubs of services around the city.
- We will work with schools to improve SEND knowledge and access to assessment and clinical support.
- We will make sure that schools are ACE (Adverse Childhood Experience) aware.

**Priority Five –** All our plans will have a focus on long term aspirations and outcomes.

- We will make sure that assessments are 'person-centred' (meaning they place the child at the centre of planning) and include the views and aspirations of the child/young person and their family
- We will make sure that all plan writers are trained in how to identify aspirations and outcomes and include them in plans

#### The impact this will have:

- Children and young people will have their needs assessed at the right time to get the support they need.
- Children and young people will be at the centre of all assessments so that they are meaningful to their lives.
- Families, schools and services will understand and implement assessment and review processes.
- Services will work well together to assess children and young people.

## Commitment 2: A wide range of services that meet the needs of our young people (Provision)

#### Our challenge:

- We need to work together to commission services based on the needs of children and young people.
- We need to make sure our services are available to all children and young people
  who need them. This includes universal (services open to all), targeted (services
  for those with some additional needs) and specialist services (services for those
  with the most complex needs).
- We need to make sure our systems and processes are easy to understand and use.
- We need to make sure that mainstream settings are inclusive and are able to focus on early intervention, particularly before a child is school aged.

#### What it looks like now:

- Children, young people and families are not always involved in developing services.
- Our systems and processes are difficult to use and understand.
- We have growing numbers of children and young people that need services and not enough funding.
- We do not have enough specialist education places; all our special schools are full.
- Mainstream schools do not have the right expertise and enough resource to support all children and young people.
- Our services are very busy and are not able to support all the children and young people who need them.
- Our advisory services, such as health services and educational advice givers, are not joined up and are not able to support all those who need them.

#### What we have done so far:

- Two new special schools have been commissioned and are due to open in 2021 and 2022.
- We have increased funding to mainstream schools from April 2020 but there is still not enough.
- We are increasing the number of integrated resource places throughout the city.
- We are working with schools to help them have more inclusive practice.
- We are promoting better use of the Sheffield Support Grid, locally developed guidance for schools and services, to provide consistent guidance on how needs should be met. This includes a parent guide.
- We are improving health services by prioritising SEND when we commission and review services
- We are increasing local social care support by reviewing our offer of short breaks provision and provision for young adults in adult life.

#### Our priorities:

- 1. We will make provision and support easy to find and access.
- 2. We will give the right support for children and young people at all levels of need.
- 3. We will provide support as early as possible.
- 4. We will create sufficient high quality local provision that meets local need.
- 5. We will work together with services and schools to improve inclusion.

#### What we will change:

**Priority One -** We will make provision and support easy to find and access

- We will create funding models for provision that are clear and easy to understand.
- We will commission advice, guidance and advocacy services for children, young people and families.
- We will have a 'key worker' approach to supporting families who need it.
- We will reduce waiting times so that they are in line with national and local targets.
- We will have a clear referral process and sufficient provision for short breaks and respite care.

**Priority Two -** We will give the right support for children and young people at all levels of need.

- We will make sure there are enough specialist school, integrated resource and alternative provision places.
- We will commission sufficient advice services to support the needs of children and young people in the city
- We will review existing provision and increase provision that works well.
- We will improve support to access education so that all children and young people can have a full time and appropriate education placement.
- We will develop a flexible model of support in our localities so that needs can be met quickly when they arise.

**Priority Three -** We will provide support as early as possible.

- We will focus on early intervention starting with Early Year's teams and early intervention services.
- We will move budgets towards providing support as early as possible and towards mainstream settings.

**Priority Four -** We will create sufficient high quality local provision that meets local need.

- We will work together with children, young people and families to plan our local offer of provision.
- We will revise our post-16 offer with a focus on access to employment, life skills and community participation.
- We will review and further commission our short break and respite provision.

**Priority Five -** We will work together with services and schools to improve inclusion.

- We will develop a city wide approach to inclusion in schools that is led by the schools sector and supports whole school practice.
- We will develop a quality framework to ensure that services are of high quality and meet young people's needs.
- We will monitor and quality assure the impact of services to make sure that children and young people's needs are being met.

#### The impact this will have:

Families will be able to access the advice, provision and support that they need.

- Children and young people will have the right support at the right time.
- Children and young people will be supported earlier and services will be better joined up.
- Children and young people will have access to local provision that meets their needs.
- Children and young people will be in more inclusive schools, making them happier and more able to learn.

## Commitment 3: Smooth transition at every stage of a young person's life, and particularly to adult life (Transition)

#### Our challenge:

- We need to make sure that it is easy for children and young people to move between different educational stages and into adult life.
- We need to make sure that services across education, care, health and employment work well together.
- We need to have more opportunities for young people moving into adult life.
   These include education, employment, being a part of their community, independent living and the ability to manage health needs.

#### What it looks like now

- The move through education stages and into adult life is one of the greatest areas of concern for families, schools and services.
- Our services do not work well together and there is no city wide transition policy with joined up system and processes.
- We have not always communicated well with families about what is happening.
- Transition reviews are not joined up and do not focus enough on what the next stage of adult life will be like.

#### What we have done so far:

- We have begun to develop transition pathways for age 2 (pre-school), age 9 (Year 4) and age 14 (Year 9).
- We are working with young people to improve EHCP (Education and Health Care Plan) annual reviews and the pathways for moving to adult life.
- We are working with young people to look at post-16 provision with a focus on their outcomes.
- We have improved transition routes between health providers and are working on producing clearer pathways for care services.

#### Our priorities:

- 1. We will have clear pathways for children and young people as they move through education stages and into adult life.
- 2. We will have a clear plan to support young people to move into adult life that covers all parts of their life. This includes employment and meaningful activity, independence, being a part of their community and managing their health.
- 3. We will address the current gaps in provision for young people aged 16-25 across education, health and care.
- 4. We will ensure we have enough opportunities for young people across their whole life. This includes opportunities in employment, day activities, housing, health support, and life skills.
- 5. We will ensure that young people and families are able to access the right support, to enable them to succeed in adult life.

#### What we will change:

**Priority One** - We will have clear pathways for children and young people as they move through education stages and into adult life.

- We will develop our pathways of support and intervention for young people at age 2, age 9 and age 14.
- We will create clear documents on these transition pathways which will show what support is available at each stage.
- We will develop a clear governance structure around transition including a strategic multi-agency transition group.
- We will have clear roles and responsibilities around transitions.
- We will combine health transition actions plans to improve the journey between children's and adult health services.

**Priority Two -** We will have a clear plan to support young people to move into adult life that covers all parts of their life. This includes employment and meaningful activity, independence, being a part of their community and managing their health.

- We will have a joint review process for all young people with additional needs from age 14 onwards with a focus on what adult life will look like and what support they will need.
- We will work with schools and colleges to review the curriculum for those with complex needs, to ensure that it is fit for purpose in preparing young people for adult life.
- We will make sure social care teams begin transition planning early and have a
  pathway plan which includes employment, housing, training, health and financial
  support.

**Priority Three** - We will address the current gaps in provision for young people aged 16-25 across education, health and care.

- We will create a 5 year plan to ensure we have enough provision for young people including health, care, community provision, and housing.
- We will use available data to inform commissioning so that we have the right provision in place that meets the needs of young people.

**Priority Four** - We will ensure we have enough opportunities for young people across their whole life. This includes opportunities in employment, day activities, housing, health support, and life skills.

- We will work with employers to develop employment opportunities for young people with SEND including supported internships and job coaching.
- We will ensure that there is a 5 day offer of opportunities including commissioned and community activities so that young people can have a varied and meaningful life.

**Priority Five** - We will ensure that young people and families are able to access the right support to enable them to succeed in adult life.

• We will make sure there that we target our available resources in services so that young people get the right support to plan and move into adult life.

- Young people will have a smooth transition between different educational stages and services.
- Young people and families' experience of transition will be good.

- All young people with SEND will have a clear plan to move into adult life that covers all parts of their life.
- We will have sufficient provision for young people to move successfully into adult life.
- Services will have the skills and tools to support young people through identifying their needs and plan for adult life

## Commitment 4: Excellent communication and engagement between young people, families, services and schools (Communication)

#### Our challenge:

- We need to build mutual trust and relationships between children, young people, families, schools and services across the city.
- We need to make sure our services are based on the needs of the children, young people and families we support.
- We need to clearly communicate, with families and services about who should do what, when and how.
- We need to make it easy for children, young people and families to find information.

#### What it looks like now:

- Families tell us that our communication systems do not work. They find it difficult to understand what should happen and hard to get answers.
- They have told us that they do not know where to go to for help when there are gaps in support.
- Our systems are not easy to use and there is not enough transparency.
- Our communication is not consistent and there is poor 'customer care' when families are going through difficult processes.
- We have some good practice of communication but it is in pockets across the city, is dependent on individual SENCO's or officers, and is not consistent.

#### What we have done so far:

- We have produced new guidance and videos to explain how things work.
- We are consulting with children, young people and families on what we should improve.

#### Our priorities:

- 1. We will make sure that the voice of the young person and their family will be at the centre of all our services.
- 2. Services and schools will work together to ensure good communication with children, young people and families that is focused on the individual child.
- 3. We will make sure that assessment and support processes are clear and easily available to all.
- 4. We will have a clear and consistent way of working with families from day one. Families will know what is happening and what will happen next.
- 5. Our services and schools will be open and honest with families about what support is available.

#### What we will change:

**Priority One** - We will make sure that the voice of the young person and their family will be at the centre of all our services.

- We will recognise, listen and respond to the family as an equal partner who are the experts of what daily life is like for their child.
- We will develop a citywide 'tell us once' approach so that young people do not have to repeat their story. Appropriate information will be shared. This will link to a 'family journey' through SEND and Inclusion.

- We will develop an engagement approach with under-represented communities to ensure that their voice is heard. This will include Roma, BAME, and those families with their own learning needs.
- We will create communication tools that we can use with all children and young people including those that are non verbal. This will mean that we can get their views and find out what is important to them.

**Priority Two -** Services and schools will work together to ensure good communication with children, young people and families that is focused on the individual child.

- We will develop a 'customer approach' in services that prioritises good communication and ensures that agreed actions are completed.
- We will ensure that our IT systems talk to one another to share appropriate information. This will include looking into the development of a central data system across services.

**Priority Three -** We will make sure that assessment and support processes are clear and easily available to all.

- We will re-design our local offer website to make it easy to use so that everyone can find the information they need easily.
- We will outline clear detailed assessment and support processes in different formats for all to use. This will include posters, animations and diagrams.
- We will put in place a marketing strategy to ensure that information about SEND and inclusion is widely available. We will look at putting information in public places and doctor's surgeries. We will look at how we use social media to get information out to families.

**Priority Four –** We will have a clear and consistent way of working with families from day one. Families will know what is happening and what will happen next.

 We will use individual agreed methods of communication with children, young people and their families. Services and schools will agree this with them when they are first involved.

**Priority Five** – Our services and schools will be open and honest about what support is available.

 We will develop standards and best practice guidance on how and when to communicate with families. This will include written and verbal communication from teachers, SENCO's and services.

- The child and young person's voice will be central to the way all our services work
- Services and schools will work well together and families will know what is happening and when.
- Children, young people and families will understand the support available to them.
- Families, schools and services will have better relationships.
- Professionals will have the tools available to them to communicate well with families.
- It will be easier for families to get the information and help they need.

## Commitment 5: Skilled leader and staff capabilities to deliver the services (Workforce)

#### Our challenge:

- We need to have a workforce that works well together with shared values and trust.
- We need to ensure that leaders have the skills to make the right decisions to support children, young people and families. They need to have clear roles and responsibilities. We need to have decision making processes that are clear and accountable.
- Our workforce needs to be supported with training so that they have the right skills and knowledge.
- We need to have systems that are easy to use for our staff.

#### What it looks like now:

- We have a committed and hardworking workforce who we want to support to do their job as well as possible.
- Our families tell us that some staff go the extra mile to help but that not all staff have the skills they need.
- We have a range of expertise across the city but it is not consistently available to all.
- We have had issues recruiting and retaining staff which has changed how well services run.
- Our leaders tell us that systems and processes do not join up and the pressures on individual services are preventing change.
- We have some good joint working but it is not consistent across Sheffield. We know that cases involving many teams can be a difficult experience for families.

#### What we have done so far:

- We have developed training on processes that are being rolled out to schools and services across the city.
- The Accountable Care Partnership (a group of health and social care organisations that work together to deliver care for people living in Sheffield) has developed a workforce strategy.
- We have created school-sector leadership across SEND. This has helped education providers' work together more but we need to join with health and care services.
- We have held events including the 2018 SEND Leaders conference to promote inclusion.

#### Our priorities:

- 1. We need to know how many people need our services and understand where we have gaps in staffing and skills.
- 2. We need to make sure our workforce has the skills they need to understand and support inclusion.
- 3. We need to develop shared values, language and knowledge so that we can work together well.
- 4. We need to make sure that support is joined up. We will use a keyworker approach to do this where possible.
- 5. We need to ensure we value and support our staff so that we can recruit and retain the right people.

#### What we will change:

**Priority One** - We need to know how many people need our services and understand where we have gaps in staffing and skills.

- We will make sure we use data to tell us how many people need our services and what our services need to provide.
- We will develop and train staff to make sure that our services are able to support the people who need them.

**Priority Two** - We need to make sure our workforce has the skills they need to understand and support inclusion.

- We will develop clear roles and responsibilities for leaders and will make decision making processes clear and accountable.
- We will develop standards for staff across services and we will use these to check how well our staff is performing.
- We will create a programme of training for all schools, services, young people and families in the city that covers inclusion and SEND.
- We will train our assessors and plan writers so that they have the skills to create high quality, accurate and specific plans.
- We will explore how to develop a 'charter mark' for inclusion so that we can evidence that leaders are developing good inclusive practice.

**Priority Three** - We need to develop shared values, language and knowledge so that we can work together well.

- We will develop a knowledge hub so understanding and experience can be shared across the city.
- We will develop a skill sharing approach so different staff can come together to share skills and knowledge.
- We will undertake peer reviews and service evaluations so that we can keep improving our services.
- We will develop a set of shared values and common language so that everyone can work together well.
- We will use the city's Inclusion Improvement Board to lead the whole programme in making changes across services and schools.

**Priority Four** - We need to make sure that support is joined up. We will use a keyworker approach to do this where possible.

• We will develop a keyworker approach so that our most vulnerable and complex children, young people and families are well supported.

**Priority Five** - We need to ensure we value and support our staff so that we can recruit and retain the right people.

- We will develop a citywide understanding of recruitment and retention issues.
- We will make jobs in inclusion attractive to people so that we can recruit and retain high quality staff.

- Services will have the right skilled staff to support the people that need them.
- Staff will be skilled and well trained, make better decisions and give better support.
- Leaders will have clear roles and responsibilities and will be accountable.

- Services will work well together and will share values, language and knowledge. Services will be able to recruit and retain high quality staff and morale will be high.

# Sheffield Inclusion Strategy, 2020-2025 – Consultation document





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#### Introduction

As a city we are working to co-produce a clear vision and strategy for inclusion, including Special Educational Needs and Disabilities.

This draft strategy has been developed through a number of focus groups and sessions, building on information already available.

We now seek views on the draft strategy which will be finalised after the consultation and published in early 2020.

#### **Key terms**

Throughout this strategy we use a number of key terms as follows:

- By 'young people' we mean all children and young people from birth up to age
   25
- By' families' we mean all parents, carers and family members
- By 'services' we mean any service across Education, Health and Care supporting young people
- By 'schools' we mean all education providers including early years, nursery, school, colleges and training providers
- By 'assessments' we mean a wide range of assessments to meet needs across education, health and care services, including diagnosis and co-ordinated plans such as EHC plans
- By 'transition' we mean every stage that a young person moves through including into school, from primary to secondary and into adult life

Throughout our strategy we recognise that areas overlap and so we have only included these in one specific area rather than repeating and replicating information.

#### **Summary and context**

Inclusion is important to ensure that all young people and their families, regardless of their needs, get the opportunity to access the best life chances. The challenges to addressing inclusion, particularly around Special Educational Needs and Disabilities (SEND), are growing nationally with growing demand, changes in the complexities of needs, a new academic curriculum and financial pressures across sectors. The SEND reforms introduced through the children and families act, 2014, created an aspiration that those with additional needs would be at the centre of all decision making and that services would be more able to meet needs in a timely and coordinated manner.

Within Sheffield the views of our young people and their families are clear; we are not doing this well enough. The local area SEND inspection in November 2018 identified significant weaknesses and this is confirmed by feedback from families. Our schools have struggled to balance pressures and remain focused on good inclusive practice whilst support services have struggled to keep pace with growing demand.

The aspiration across the city is to change our systems so that we act early to identify, assess and meet needs, work in partnership and establish integrated and local based processes and services that make Sheffield an inclusive city.

This strategy will build on changes and developments over the past 4 years including:

- Closer school sector working with schools supporting each other to address needs and improve access to support through work such as the Sheffield Support Grid, Primary and Secondary Inclusion Panels, locality working and a developed graduated approach to meeting needs
- Piloting approaches to address needs locally, for example through addressing sensory needs or sharing of skills
- A strategic joint commissioning approach to plan support and provision at all levels of need, including a focus on all age disabilities
- Ensuring that young people and parent voices are central to developments with an evolving approach to co-production
- Developing pathways for assessment, support and provision, particularly through the development of vulnerable learner reviews and early years partnership
- Improvement in the timeliness of EHC Needs Assessments
- A focus on key transition points at age 2, 9 and 14 focusing on planning two years in advance
- Successful improvement of our social care systems to build quality frameworks that address safeguarding needs
- Improving integration of health advice to co-ordinated needs through commissions including speech and language support via Primary Inclusion panel and pilots around addressing sensory needs

 Improving the use of data, policies and procedures to ensure access to education for all young people, including around elective home education, partial timetables and agreeing school places

While this has all driven forward improvement, there is a clear recognition that more needs to be done to reach the aspirations that the local area has for its most vulnerable young people, including where families feel change is not rapid enough. This strategy provides the overarching focus for that to be achieved, covering all areas of inclusion, including SEND.

#### The voice of Inclusion in the city

We have listened to our key stakeholders:

- Children & Young People
- Parents, Carers and families
- Front line professionals
- Leaders across the city

They have told us previously, and as part of developing our strategy, what we need to do differently. We have built on work since the introduction of the SEND reforms, the outcome of the local area SEND inspection and the 2018/19 'State of Sheffield' questionnaire, conducted by the Sheffield Parent Carer Forum, to ask our stakeholders what our priorities should be and how we should be changing and improving inclusion across the city.

In order to develop our vision and strategy - using all the information gained through consultation and previous surveys – we worked with Dr Kamal Birdi from The University of Sheffield University, using the CLEAR IDEAS model. This enabled us to co-produce our priorities and solutions working with over sixty individuals from our key stakeholders. This proved successful in identifying positive solutions and priorities which has formed the basis of the strategy.

A priority for our strategy is to better listen to, and act on, the voice of children and young people. We ran a number of group discussions with young people as part of developing our strategy, but we know we need more in future as young people must be the heart of our strategy and the focus of everything we do.

#### Our strategic priorities 2020-2025

#### **Our vision**

Sheffield will be an inclusive city where we work together to ensure that children and young people get the right support at the right time so that they can live a happy and fulfilled life.

#### **Our five commitments**

The information and consultation we received fits into five overarching commitments:

- 1. Effective identification of needs with appropriate assessments (Assessment)
- 2. A wide range of services and opportunities that meet the needs of our young people (*Provision*)
- 3. Smooth transition at every stage of a young person's life, and particularly to adult life (*Transition*)
- 4. Excellent communication and engagement between young people, families, services and schools (*Communication*)
- 5. Skilled leader and staff capabilities to deliver the services (Workforce)

Our co-production identified a number of broad cross-cutting values that, alongside our commitments, underpin our strategic approach:

- Person centred approaches and effective engagement 'No decision about us, without us'
- Consistency across the city
- Accountability and trust
- A culture of working in partnership
- All children and young people should be safe, settled and ready to learn

#### What success will look like?

We will know inclusion is improving in Sheffield if we see:

- Increased satisfaction from young people and families in the support and services for those with SEND
- Reduced waiting times for access to specialist support and provision
- Increased participation at school for those with SEND
- Improved educational attainment and progress for pupils with SEND
- More young people with SEND moving into meaningful activity into adulthood

#### **Next steps**

Please note this strategy sets the direction and priorities for future work. Detailed action plans will be developed in line with this strategy but are not included within this document.

## Commitment 1: Effective identification of needs with appropriate assessments

Our challenge:

- We need to ensure our assessment processes follow a 'person centred' approach rather than a 'clinical led' approach
- We need greater clarity about who should do what and when, including how our assessments processes work and interact with one another
- Improving early identification to provide support as soon as possible

#### What it looks like now

Families, Services and schools tell us we need to be 'needs led', understanding an individual's needs and not 'diagnosis led' to best support young people.

Families, schools and services tell us that they don't always know how to access assessment and support, don't understand the process, and often have to wait too long to get help. They tell us that processes aren't clear or consistent Families tell us that we need to start with the need, and right support to meet that need rather than the service 'standard offer' or approach. There is a desire to integrate services and improve locality based services.

We have started to develop some clearer tools to support assessment processes, particularly for SEN Support (incorporating the FCAF) and Education, Health and Care Needs Assessments. Our compliance around statutory processes has substantially improved, but a challenge remains over the quality of assessments and plans to ensure that they accurately reflect young people's aspirations and provision to meet their needs and ensuring successful implementation of plans.

#### Our priorities:

- 1. A focus on earliest identification of needs to ensure young people, and their families, get the right support at the right time
- 2. Assessments focus on the young people and what daily life is like what is working, what's not working and what needs to change
- 3. Plans contain a 'golden thread' that connects the young person's aspirations, achievable outcomes, needs and provision, written in plain English
- 4. Assessment and review processes describe who does what and when so that they are clear, consistent and understandable
- 5. Services are integrated, joined up, work well together and jointly identify and assess need

#### What we will change

1. We will review and revise referral routes so that there is clarity about assessment and support processes

- 2. We will have the right resource (people, expertise and funding) in place to identify and assess needs at the right time in a timely way, so that pressures on the system are minimised.
- 3. Services will develop person-centred assessment processes that include the whole family – including considering the CYP views and aspirations, what's working/not working, the team around the child and understanding what the family feels is both the challenge and the solution so that we know the right information about the CYP
- 4. We will create, in easy to understand language and visuals, clarity about when and how a need should be assessed and reviewed and the process for this
- 5. We will commission and develop integrated teams/hubs across the city so that we can implement joint assessment at the right time
- We will update our school locality processes to support a graduated approach so that we have good and consistent decision making and access to assessment and clinical support
- 7. We will create a shared bank of high quality evidence-based assessment tools that support successful outcomes, including those that allow young people to communicate in the way that works best for them (eg. for those who are non-verbal) so that we remove barriers to assessment and focus on a positive strengths based approach
- 8. We will revise decision making processes around assessment and provision to meet needs, including resource allocation panels, so that they are transparent and accountable
- 9. We will create a Quality Framework to ensure that all assessments, plans and reviews are high quality, holistic and person- centred, including MyPlans and EHC Plans
- 10. When developing assessment and support processes we will ensure that we consider and pre-empt conflict so that we are able to build better relationships between services and families
- 11. We will embed a whole school approach to SEND and adverse childhood experiences (ACES) so that schools have the expertise to identify needs early

- Young people will have their needs assessed at the right time to get the support they need to access education
- Young people will be at the centre of all assessments so that they are meaningful to their life
- Services assessing young people will work together to ensure a co-ordinated assessment process so that their experience is better

## Commitment 2: A wide range of services and opportunities that meet the needs of our young people (Provision)

Our challenge:

- Support must be centred on the needs of the young people and their family by ensuring they are at the heart of the commissioning process. Our services need to work together to provide consistent and easy to understand systems.
- We need sufficient expertise, support and provision across universal, targeted and specialist services to meet demand, to make the most effective use of our existing resources.
- We need to increase the inclusivity of mainstream settings, supporting schools and services to be successful and inclusive for all children within the current accountability framework, with a focus on early intervention.

#### What it looks like now:

Young people and families are not consistently involved in the development of provision through agreed co-production methods. Service delivery is not person centred or joined up enough, leading to inconsistency. Families and practitioners report that support systems are difficult to understand and navigate.

We have a growing level of need and demand within the city, based on changing need and growing population and not enough funding to meet this need. This means that there are not enough specialist education places to meet demand, putting significant pressures on the provision we have. Currently all our special schools are at maximum capacity and our services are stretched with large caseloads. Families report that young people are not getting enough support from specialists. Two new special schools are currently planned and due to open in 2021 and 2022 but this will not meet demand alone. We are working to improve the support young people receive in mainstream education by increasing the number of integrated resource places, redesigning health services and increasing local social care support to reduce out of area placements.

Our schools tell us that they do not have the right resource and expertise to manage needs. We are working with schools to increase resources. Funding has increased this year, however the funding situation remains challenging and further resource is needed. We are supporting school leaders to develop more inclusive practices including those aimed at reducing exclusions. We are focusing on consistency through promoting consistent use of the Sheffield Support Grid. Whilst we have a range of advisory services across Education, Health and Care, they are not integrated and of sufficient capacity. Schools struggle to be flexible in addressing needs due to the pressures they face.

#### Our priorities:

1. To make provision and support easy to find and access

- 2. To provide support as early as possible
- 3. To ensure there is enough of the right support for young people and families at all levels of need. Our focus will be to move resources to providing support at the earliest point and towards mainstream settings
- 4. To create sufficient clearly defined, high quality, local provision
- 5. For services and schools to work together locally to improve inclusion

#### What we will change:

- 1. We will put the voice of young people and families at the heart of our commissioning processes, working with them to coproduce our local offer of provision so that we have the right provision to meet needs.
- 2. We will focus on early intervention, particularly in the early years, so that provision is in place as soon as it's identified as a need.
- 3. We will ensure that we have the right support in place at the right time, including the right advice, support and expertise across services with appropriate funding to do this so that our system is fit for purpose. We will look to pool resources and further commission advisory services.
- 4. We will develop integrated flexible approaches in localities and around schools, so young people and families can access support locally and quickly
- 5. We will systematically review provision to identify where resources could be more effectively used and where provision needs to be increased so that we use our resources to the best effect.
- 6. We will develop a sector led approach to supporting whole school practice which leads to more inclusive schools and a consistent approach to inclusion across the city. This will include approaches to being flexible in how provision is put in place to meet need.
- 7. We will ensure there are enough suitable specialist school and integrated resource places and high quality alternative provision to support the needs of all young people in the city so that all young people can access an education that is right for them.
- 8. We will better support young people moving into adulthood, working with the school-sector and employers, by recommissioning our post-16 provision so that it leads to access to employment, developing life skills and improved educational outcomes
- We will develop clearly defined and consistent funding models for provision so that schools and services are clear about the resource requirements to implement appropriate support
- 10. We will commission appropriate levels of advice, guidance and advocacy for young people and families to enable co-ordinated support. We will focus on effective key working as the approach to this
- 11. We will review our commissions, services and processes to ensure that waiting times are limited so that they are in line with nationally and locally agreed timeframes

- 12. We will develop systems to monitor how provision to meet needs, particularly that in EHC Plans, is being delivered so that we can be assured that where assessments identify needs they are being met and lead to successful outcomes
- 13. We will review and improve support to access education, focused on attendance, exclusions and access to school, so that all young people get access to a full time and appropriate education placement
- **14.** We will review and further commission our short break and respite provision so that clear information is available with clear referral pathways and so that there are sufficient levels available to address individual unmet needs

- Children and young people will be in more inclusive schools, making them happier and more able to learn.
- Children, young people and families will:
  - Access the right high-quality support, provision and placement to meet their needs at the point when it is needed
  - o Be supported earlier by services that are built around them.
  - o Be part of co-producing provision

## Commitment 3: Smooth transition at every stage of a young person's life, and particularly to adult life (Transition)

Our challenge:

- We need to ensure effective transition into school, between school stages and into adult life for all children and young people
- We need to simplify the current fragmented system which has different transition processes and provision, and ensure education, health, care and employment work collaboratively and effectively
- Improving opportunities for young people moving into adult life. Providing choice, through employment and meaningful opportunities, increasing independence, community participation and the ability to manage health needs is essential

#### What it looks like now

Families, schools and services tell us that the move through education stages and into adulthood is one of the greatest areas of concern. Although work has been initiated to improve things, young people and families feel this has had a marginal impact on practice.

Work has taken place to address some of these challenges. This includes development of transition pathways from age 2 (pre-school), 9 (Year 5) and 14 (Year 9), coproducing the process of transition annual reviews of EHC Plans from Year 9 to focus on preparation for adulthood, and auditing and planning changes to post-16 provision to focus on progression pathways and outcomes. Health services have worked to establish transition routes between health providers, and work is ongoing to develop clearly defined care pathways.

Whilst work has taken place, this has not been clearly communicated and embedded. There is poor collaboration with services working in silos meaning the system is fragmented with no system wide transition policy and protocols. This means that whilst transition reviews are undertaken, they are not integrated, personcentered or linked to aspirations and clear outcomes that focus on what the next stage or adult life will be like. There is a joint aspiration across partners to improve this, including a focus on supporting all age disability.

#### Our priorities:

- 1. Clear integrated transition pathways as young people move into school, into secondary education and into post-16 education and adult life
- 2. All young people will have a clear plan to move to adult life that is focused on employment and meaningful activity, independence, access to their community and managing their health
- 3. Address the current gaps of education, health and care provision around the 16-25 age range.

- 4. Ensure sufficient and appropriate opportunities for young people with additional needs that are focused on their whole life. This includes employment, day activities, housing, health support, and opportunities to have the right relationships and support
- 5. Ensure that young people and families are able to easily access the right support, including funding, to enable them to succeed in adult life

#### What we will change

- 1. We will develop and clearly communicate pathways of support and intervention for young people at age 2, age 9 and age 14 so that there is clarity about the support that is available to enable good transition
- 2. We will establish and communicate roles and responsibilities around transitions, so that there is better understanding and more effective governance, including a strategic multi-agency transition group
- 3. We will create a five year plan to ensure services and providers are available to children and young people, utilising intelligence from My Plans and EHCP amongst other data to inform commissioning, so there is sufficient provision including services for adult life for health services, care and community provision and housing
- 4. We will roll out a clear, comprehensive, multi-disciplinary, outcomes focused and person-centred review process for all CYP with SEND from age 14 onwards so that there is a focus on what adult life will look like and the pathway and support that is needed to get there
- 5. We will develop a process to ensure that a 5 day offer of opportunities across a varied market place combining commissioned services with community led ones, is in place so that young people enjoy a varied and meaningful life during and beyond education.
- 6. We will work with schools and colleges to review and revise the curriculum, for those with complex needs, to ensure that it is fit for purpose in preparing young people for adult life
- 7. We will ensure social care have transition plans and pathways embedded into over-arching plans so that they are effective, timely and lead to sustainable outcomes
- 8. We will combine health transition action plans to improve the transition pathways from paediatric to adult health services, particularly between age 16-18, so that there is clear planning to support managing health in adult life
- 9. We will promote the employment of young people with SEND through the development of partnerships with employers, developing supported internships and employment and job coaching so that more CYP can earn a wage
- 10. We will ensure sufficient resources are available within services to allow for effective transition planning so that CYP get the right support to plan and move to adult life

- Transition points will become smoother and less stressful for young people and families
- Young people will move easily and smoothly between services that are focused on children to those designed for adults without feeling like they are hitting a cliff edge.
- Services will be better equipped to support young people and families by fully understanding their needs and preferences for adult life

## Commitment 4: Excellent communication and engagement between young people, families, services and schools (Communication) Our challenge:

- We need to build mutual trust and relationships between young people, families, schools and services across the city
- Our approach to service delivery and development needs to be person centred rather than focused on the individual service or school
- The process of communicating what, who, how and when action should be taken has to be consistent. It should be easy and interesting for young people and families to find information

#### What it looks like now

Families tell us that our communication systems don't work. They find it difficult to understand what should happen and hard to get answers. They feel that communication is not consistent and that there is no 'customer care' when they are going through difficult processes.

We know we have some pockets of good practice and lots of work is taking place to improve this process. This is often based on the individual SENCO or officers' knowledge and ability to communicate. It is not consistent.

Families and practitioners have told us that they want to know how systems work and for there to be more transparency. They have told us that they don't know where to go to for help when there are gaps in support. There is a real desire to improve communication which is often hindered by lack of knowledge; feedback on new recorded processes and information put in place is good but does not go far enough.

#### Our priorities:

- 1. The voice of the young person and their family will be at the centre. We will recognise, listen and respond to the family as an equal partner who is the expert of what daily life is like
- 2. Services and schools will work together to ensure consistent communication with a focus on the child so that services are joined up.
- 3. Assessment and support processes are clearly defined and easily available to all
- 4. From day one there is clear and consistent engagement with the family that goes throughout life so that they know what is happening and what will happen next
- 5. There is an open and honest relationship between young people, families, services and schools about what can and can't be done

#### What we will change

1. We will develop a citywide 'tell us once' approach so that young people do not have to continually repeat their story so that appropriate information is shared and available. This will link to a 'family journey' through SEND and Inclusion

- 2. We will develop an engagement approach with underrepresented communities to ensure that their voice is heard in how their young person is supported eg. Roma, BAME, those with their own learning needs
- 3. We will embed routes to hear the voice of young people in the city, including those who are non-verbal, so that we are clear about what is important to them and for them
- 4. We will develop and embed a 'customer approach' in services that prioritises good communication and ensures that agreed actions are completed
- 5. We will develop and consistently follow best practice guidance and minimum standards on how and when to communicate with families. This will include from teachers, SENCO, services as well as content of formal letters so that families are clear about how they should be informed and be reviewed through evaluation questionnaires
- 6. We will use individual agreed methods of communication with young people and their families so that they can understand how they are being supported. Services and schools will agree this with them when they are first involved. This will include how services will advise that they've worked with a young person.
- 7. We will ensure that our IT systems talk to one another so that everyone has the information they need with clear guidance on sharing personal information. This will include investigating the development of a central data system across agencies and across children and adult services to ensure effective communication
- 8. We will redesign our local offer website to make it fit for purpose so that everyone can be signposted to and find the help they need easily
- 9. We will have clearly detailed assessment and support processes, in different formats, for all to use, so that families and services know how to get help. This will include posters, animations and detailed descriptors.
- 10. We will put in place a marketing strategy to ensure that the profile of SEND and support available is raised through mediums such as posters in GP surgeries and use of social media, so that families are aware of how they find out information

- Young people and families will have a greater understanding about how they can be supported with SEND – leading to improved relationships and increased trust in the system
- Professionals will have the tools available to them to communicate well with families
- It will be easier for families to get the information and help they need

## Commitment 5: Skilled leader and staff capabilities to deliver the services (Workforce)

Our challenge:

- We need to have a sufficient workforce that works together with shared values and trust
- We need to ensure that leaders are empowered to make the right decisions to support young people and families. To do this, we need to ensure leaders have clear roles and responsibilities with decision making processes that are effective and accountable
- Our workforce needs to be supported with training to embed the right skills and knowledge, backed up by the systems they need to be efficient and effective.

#### What it looks like now

Sheffield has a committed and hardworking workforce, who we want to support to do their job as effectively as possible. Our families tell us that individuals who are effective go the extra mile to help but that the workforce is not sufficiently available or skilled to help everyone. Whilst we have a range of expertise across the city, it is not sufficient enough and substantial change and challenge around recruitment and retention has made the implementation of high quality assessment and provision challenging. A system of consistent, citywide training on processes and support has been developed and is being rolled out to support schools and services, particularly at locality level; however more needs to be done. The Accountable Care Partnership has developed a workforce strategy.

Our leaders tell us that systems and processes don't join up and the pressures on individual services are preventing change. We have created a system of school-sector leadership across SEND through localities and the inclusion gateway that is developing joined up education provision but requires health and care integration. Events have taken place such as the 2018 SEND Leaders Conference to promote SEND & Inclusion across the city.

There are some examples of effective joint working across Sheffield, however it is inconsistent and trust, shared values and language is lacking between teams. We know that cases involving multiple teams can be a difficult experience for families.

#### Our priorities:

- 1. We need to understand overall demands on services and identify shortages and gaps in capacity
- 2. We need to ensure our workforce has the sufficient skills to understand an support inclusion across the city
- 3. It is essential that we develop shared values, language and knowledge to be more collaborative
- 4. We need to ensure that support is co-ordinated and joined up, utilising a key worker approach to do this as early as possible

5. In order to ensure we have a high quality workforce we need to ensure high quality staff recruitment and retention

#### What we will change

- We will develop and embed a keyworker approach so that our most vulnerable and complex young people and families have the right support to navigate their offer of support, including developing approaches to advice and guidance and advocacy
- 2. We will develop a knowledge hub so understanding and experience can be shared across the city
- 3. We will develop a skill sharing approach so different parts of the workforce can come together to share skills and expertise
- 4. We will identify and create a programme of core training for all schools, services, young people and families in the city around inclusion and SEND so that there is a consistent knowledge base
- 5. We will systematically review the demand that services are under and the expectations on them so that we can identify where gaps in capacity need to be addressed and commission appropriate staffing and training
- 6. We will undertake peer reviews and service evaluations across the city and with different areas so that we can share best practice and integrate practice
- 7. We will develop a set of shared values and common language, so that children and young people are at the heart of what we do
- 8. We will develop a citywide understanding of recruitment and retention issues across the city so that we can inform how we transform and change our workforce to make roles in inclusion attractive for the workforce
- 9. We will develop minimum standards within services for how their staff operates so that we can effectively manage the performance of staff and service and monitor the impact on systems across the city
- 10. We will audit and train our assessors and plan writers so that they have the skills to create high quality, holistic, accurate and specified plans
- 11. We will explore how to develop a 'charter mark' for inclusion and inclusive practice so that we can evidence that leaders are developing good inclusive practice
- 12. We will utilise the city's Inclusion Improvement Board to drive forward leadership of inclusion in the city in a way that removes barriers to system change so that our system is clearly led and transformed

- Clarity on leader's roles and responsibilities will lead to better accountability and understanding with clearly defined decision making
- We will have a sufficient and equipped workforce to meet the demands of the city, leading to better decisions, better support and increased morale
- Trust between teams will increase, leading to better joint working



### Agenda Item 8



# Report to Children, Young People & Family Support Scrutiny & Policy Development Committee Monday 3<sup>rd</sup> February 2020

Report of: Policy and Improvement Officer

**Subject:** Work Programme 2019/20: Children, Young People & Family

Support Scrutiny & Policy Development Committee

Author of Report: Alice Nicholson, Policy and Improvement Officer

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The current work programme for 2019/20 is attached at Appendix 1 for the Committee's consideration and discussion. The work programme has been updated and items scheduled for some of the meetings. The work programme includes a list of items and the Committee is asked to prioritise and agree remaining items to be scheduled in line with the sections of this report that refer to role of scrutiny, determining the work programme. Where an issue is not appropriate for inclusion on a meeting agenda, but there is significant interest from members, the Committee can choose to request a written briefing. Note there is one meeting remaining this municipal year on 2<sup>nd</sup> March 2020.

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

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

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

Prioritise and agree items for 2<sup>nd</sup> March 2020

**Background Papers:** Sheffield Council Constitution

Category of Report: OPEN

## Work Programme 2019/20: Children, Young People & Family Support Scrutiny and Policy Development Committee - Monday 3<sup>rd</sup> February 2020

#### 1.0 What is the role of Scrutiny?

- 1.1 Scrutiny Committees exist to hold decision makers to account, investigate issues of local concern, and make recommendations for improvement. The Centre for Public Scrutiny has identified that effective scrutiny:
  - Provides 'Critical Friend' challenge to executive policy makers and decision makers
  - Enables the voice and concern of the public and its communities
  - Is carried out by independent minded governors who lead and own the scrutiny process
  - Drives improvement in public services and finds efficiencies and new ways of delivering services
- 1.2 Scrutiny Committees can operate in a number of ways through formal meetings with several agenda items, single item 'select committee' style meetings, task and finish groups, and informal visits and meetings to gather evidence to inform scrutiny work. Committees can hear from Council Officers, Cabinet Members, partner organisations, expert witnesses, members of the public. Scrutiny Committees are not decision making bodies, but can make recommendations to decision makers.

#### 2.0 Determining the work programme

- 2.1 Attached to this report at Appendix 1 is current work programme 2019/20.
- 2.2 It is important the work programme reflects the principles of effective scrutiny, outlined above at 1.1, and so the Committee has a vital role in ensuring that the work programme is looking at issues that concern local people, and looking at issues where scrutiny can influence decision makers. The work programme remains a live document, and there will be an opportunity for the Committee to discuss it at every Committee meeting, this might include:
  - Prioritising issues for inclusion on a meeting agenda
  - Identifying new issues for scrutiny
  - Determining the appropriate approach for an issue e.g. select committee style single item agenda vs task and finish group
  - Identifying appropriate witnesses and sources of evidence to inform scrutiny discussions
  - Identifying key lines of enquiry and specific issues that should be addressed through scrutiny of any given issue.
- 2.3 Members of the Committee can also raise any issues for the work programme via the Chair or Policy and Improvement Officer at any time.

#### 3.0 Meeting Dates 2019/20

- 3.1 Meetings have been scheduled on the following dates:
  - 2<sup>nd</sup> March 2020 (Monday 10-12pm)

#### 4.0 Recommendations

- 4.1 The Scrutiny Committee is being asked to:
  - Prioritise and agree items for 2<sup>nd</sup> March 2020

# Children, Young People & Family Support Scrutiny and Policy Development Committee CURRENT WORK PROGRAMME 2019/20

**Last updated:** 23<sup>rd</sup> January 2020

**Please note:** the work programme is a live document and so is subject to change.

Children, Young I	People & Family Support	Mondays 10am-12pm	
Topic	Reasons for selecting topic	Lead Officer/s	Agenda Item/ Briefing Paper/Task Group
Monday 15th July 2019 10am-12pm			
Draft Work Programme 2019/20 ର	Setting a work programme - priorities for inclusion in the work programme - informal session - statutory and good practice to scrutinise, SEND Action Plan, Adoption and Fostering, Task and Finish.		Agenda Item
Monday 16th September 10am-12pm			
OFSTED report of Inspection of Sheffield children's social care services - July 2019	Consider the report of this OFSTED inspection, judgement and what needs to improve (improvement journey)	Jackie Drayton, Cabinet Member for Children and Families; John Doyle, Director of Business Strategy	
Home Schooling	Hear an update on SCC submission to the national consultation and response, statutory responsibilities of an LA with regard home school children and what SCC do, future plans of the service provision	Cabinet Member for Education and Skills; Joel Hardwick and Andrew Jones, Commissioning, Inclusion and School Services	

Inclusion Update	Hear about the work towards an inclusion strategy	Cabinet Member for Education and Skills; Tim Armstrong, Head of SEN	
Monday 14th October 10am-12pm			
Adoption Service - Annual Report	Holding to account – consider annual report; and how service works for 'keeping families together'	Cabinet Member for Children and Families, Carly Speechley and Paul Dempsey; Children's Care Council; Sheffield Care Leavers Union	Agenda Item
Post adoption monitoring	Follow up on specific ask when Committee considered the previous annual report	Cabinet Member for Children and Families, Carly Speechley and Paul Dempsey	Agenda Item
Progress with Regional Agency for adoptions ປັ	Follow up on specific ask when Committee considered the previous annual report	Cabinet Member for Children and Families, Carly Speechley and Paul Dempsey	Agenda Item
တြေostering Service - Annual Report တ	Holding to account – consider annual report	Cabinet Member for Children and Families, Carly Speechley and Paul Dempsey; Children's Care Council; Sheffield Care Leavers Union	Agenda Item
Monday 4th November (10am-12pm)			
Inclusion Update – including SEND inspection Action Plan	Update on emerging SEND and Inclusion Strategy; Monitoring of the SEND Action Plan in response to OFSTED & CQC inspection	Cabinet Members for Children and Families and for Education and Skills; Dawn Walton (Tim Armstrong & Joel Hardwick); CCG; Schools SEND (Learn Shefield)	
Pupil Outcomes, City Context and School Performance 2018/19	Pupil Outcomes, City context and school performance	Cabinet Member for Education and Skills; SCC lead officer; Learn Sheffield	

Learn Sheffield – Review of the previous school improvement strategy and sharing the new strategy	A follow-on request of the Committee November 2018 and March 2019 - pupil outcomes 2018 reporting for more detail on school locality action plans	Learn Sheffield	
Monday 2nd December 10am-12pm			
Safeguarding Children's Board Annual Report  Page Sheffield Sexual Exploitation Service	Holding to account - consider Annual Report; and impact of new safeguarding policies and practices	David Ashcroft (Independent Chair of Sheffield Children Safeguarding Partnership); Victoria Horsefield (Assistant Director Safeguarding & QA) and Tina Gilbert (Safeguarding Board Manager); Jackie Drayton, Cabinet Member for Children and Families; TBC: Young Advisors; Children's Care Council; Sheffield Care Leavers	Agenda Item
Sheffield Sexual Exploitation Service		Union  Dan White (Head of Targeted Services & Health – Sheffield Futures)	Agenda Item
Tuesday 17th December 4:30-6:30pm			
Make Your Mark outcomes 2019 - UK youth consultation		Youth Council/Cabinet;	Agenda Item

Monday 3rd February 10am-12pm			
Sheffield Inclusion Strategy (includes SEND commissioning)	Consideration of the developing co-produced strategy post consultation; and information on commissioning plan and joint commissioning,	Cabinet Members for Children and Families and for Education and Skills; SCC - Tim Armstrong & Joel Hardwick; CCG - Sapphire Johnson and Brian Hughes	
Monday 2nd March 10am-12pm			
Pupil Outcomes/School Performance2018/19 – analysis, data and School Improvement Strategy	Issues from 4.11.2019: Additional data - do we know the increase in deprivation impact at primary level, is this a proxy of impact of social changes, are there any schools that have high level of deprivation that have high results (is there a good practice/case study); and how the data as evidence supports change through school improvement strategy	Cabinet Member for Education and Skills; Lead - Stephen Betts, Learn Sheffield; Andrew Jones (SCC lead)	
လိုင်hools Funding Formula တိုင်	Update on funding position following Schools Forum 12 <sup>th</sup> February 2020	Cabinet Member for Education and Skills; Lead Officer - Mark Sheikh	
Voice and influence of Children and Young People	Reporting of the task and finish group to the committee		
TBC (Move to July 2020) - Children and Young People's Mental Health Transformation Programme	An update for the Committee 12 months after their consideration of the programme March 2019	Cabinet Member for Children and Families, Jackie Drayton; Dawn Walton (SCC); CCG; CAMHS	
TBC if required - Sheffield Inclusion Strategy	Further update on this co-produced strategy should it be required following 3rd February	Cabinet Members for Children and Families and for Education and Skills; Dawn Walton (Tim Armstrong & Joel Hardwick); CCG; Schools SEND (Learn Sheffield)	

TBC (Move to next municipal year 2020/21) - Children's Social Care Improvement and Recovery Plan Update	Update provided to Committee 16th September recovery plan update scheduled for May 2019 - date for consideration of scheduled update at CYP&FS to be confirmed		
Items still to be prioritised and likely to	be scheduled 2020/21		
Information Brief: Update on services and support, for Gypsy and Travelling, and Roma Families	Receive an update on services and data - a follow on from last year's report	Cabinet Members for Neighbourhoods and Community Safety, Education and Skills, Children and Families	
<b>Information Brief:</b> Post 16 – breakdown by localities	Information on post 16 in the city by locality of home and point of study;		
TBC - Probably next municipal year (2020/21) - Children's Social Care Thorovement and Recovery Plan Update	Update provided to Committee 16th September recovery plan update scheduled for May 2019 - date for consideration of scheduled update at CYP&FS to be confirmed		
Scheduling TBC - MAST and Early  Pears	update on this multi-agency approach in Sheffield; and an update on Early Years Services/Family Centres/Great Start in Life; working with schools	Jackie Drayton, Cabinet Member for Children and Families, Carly Speechley, Director of Children and Families	
TBC when: Leader's Review of Young People's Services; and universal youth provision - including youth clubs;	Policy development - Update on Leader Review and an Integrated Approach to Supporting Young People; this links with commissioning and provision. Child Criminal Exploitation and work of Safer and Stronger Communities Scrutiny and Policy Development Committee	Sam Martin	

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Outcomes of University graduates; and post 16 in the city - 'A' level and degree apprenticeships (see information brief on Post 16)	Want to understand if there is a gap across provisions in the city that impacts on outcomes - inequality; progress in university and job outcomes by characteristics, school type, place (Sheffield young people) - BME progress in university and job outcomes	to be scoped
Other areas of work - not agenda items		
Voice and influence of Children and Young People	task and finish group of the committee to co-work with children and young people to input to the work programme; and on a top topic(s) identified by young people	Scrutiny Task and Finish Group

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