

SHEFFIELD CITY COUNCIL

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

Meeting held 2 March 2020

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

Non-Council Members in attendance:-

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

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1. APPOINTMENT OF CHAIR

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

2. APOLOGIES FOR ABSENCE

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

3. EXCLUSION OF PUBLIC AND PRESS

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

4. DECLARATIONS OF INTEREST

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

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

5. MINUTES OF PREVIOUS MEETING

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

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

5.2 Arising therefrom:-

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

6. PUBLIC QUESTIONS AND PETITIONS

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

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

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

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

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

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

7.6 RESOLVED: That the Committee:-

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

reported to the Committee;

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

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

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

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

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

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

up to work on other cases and more complex cases.

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

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

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

8.6 RESOLVED: That the Committee:-

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

responding to the questions raised.

9. VOICE AND INFLUENCE OF CHILDREN AND YOUNG PEOPLE

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

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

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

10.4 RESOLVED: That the Committee:-

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

11. SCHOOL FUNDING - NATIONAL FUNDING FORMULA UPDATE

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

12. DATE OF NEXT MEETING

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