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Tel: 07584 386 707

Report of: Executive Director of People Services, John Macilwraith

Report to: Cabinet Member for Culture, Parks and Leisure, Cllr Mary Lea

Date of Decision: xxxx

Subject: **Healthy Activities with Food Programme (HAF)**

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“The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended).”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

Purpose of Report:

The purpose of the report is to note and approve:

- The government's recent announcement that the Department for Education Holiday Activities and Food (HAF) programme will be expanded across the whole of England in 2021. The programme will provide healthy food and enriching activities during the summer holidays to children who receive benefits-related free school meals at Easter (1 week), Summer (4 weeks) and Christmas (1 week)
- Sheffield City Council has been awarded £2.6 million grant funding to coordinate free holiday provision, including healthy food and enriching activities. It will be optional for eligible children to attend this provision if they wish.
- A proposal to grant fund schools, Voluntary and Community and Faith organisations and organisations that will provide a vast range of cultural and sporting activities
- To compliment and align to HAF, Sheffield City Council will be funding all eligible free school meal families £15 food voucher at the Easter holidays (circa £360k)

Recommendations:

It is recommended that the Cabinet Member for Culture, Parks and Leisure:

1. Approves that Sheffield City Council will act as the Accountable Body and lead agent for the Department for Education (DfE) funded Holiday Activities and Food programme in Sheffield.
2. Approves the Council accepting £2,664,550 from the DfE for the Holiday Activities and Food programme.
3. Approves the Holiday Activities and Food approach and model and agrees in principle the grant funding of partners as outlined in this report.
4. Delegates authority to the Director of Strategy and Commissioning in consultation with the Director of Legal and Governance Services, Director of Finance and Commercial Services and the Cabinet Member for Culture, Parks and Leisure that following a successful grant application that grant agreements will be awarded and take such other necessary steps not covered by existing delegations to achieve the outcomes and objectives of this report.

Background Papers:

Dfe Guidance: Healthy activities and Food Programme 2021: Published December 2020.
<https://www.gov.uk/government/publications/holiday-activities-and-food-programme/holiday-activities-and-food-programme-2021>

Lead Officer to complete:		
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.	Finance: Helen Damon
		Legal: Gemma Day
		Equalities: Ed Sexton
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>		
2	EMT member who approved submission:	John Macilwraith
3	Cabinet Member consulted:	Cabinet Member for Culture, Parks and Leisure, Cllr Mary Lea
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	Lead Officer Name: Emma Dickinson Jessica Wilson Nicola Shearstone	Job Title: Strategic Commissioning Manager Health Improvement Principal Head of Commissioning for Prevention and Early Intervention (All Age)
	Date: 12/02/2021	

1. PROPOSAL

- 1.1 School holidays can be particular pressure points for some families because of increased costs (such as food and childcare) and reduced incomes. For some children that can lead to a holiday experience gap; with children from disadvantaged families less likely to access organised out-of-school activities; more likely to experience 'unhealthy holidays' in terms of nutrition and physical health and are more likely to experience social isolation.

The government has recently announced that the Holiday Activities and Food (HAF) programme will be expanded across the whole of England in 2021 to provide healthy food and enriching activities during the summer holidays to children who receive benefits-related free school meals.

It offers valuable support to families on lower incomes, giving them the opportunity to access rewarding and active activities alongside healthy meals over the school holidays.

There is no bidding process for the 21/22 HAF expansion and funding is being made available directly to Local Authorities and table below outlines the Sheffield allocation:

2020/21	2021/22	Total
£267,960	£2,396,590	£2,664,550

1.2 Current position:

Since 2017, the Place Portfolio Public Health Team has funded 'Healthy Holidays' projects in areas of significant deprivation (100k). These activities target families who are struggling financially over the school holidays, particularly those eligible for free school meals and are delivered through the People Keeping Well programme.

In summer 2020, Sheffield was part of the pilot phase of HAF and delivered this programme through Voluntary Action Sheffield (VAS) targeting 14 wards in the city.

1.3 Legal requirements/choosing to do:

In 2020, poverty is the day-to-day reality for many people in Sheffield and it affects all of us in the city. Our vision is for a Sheffield without poverty. The HAF programme will support families in need at a really difficult time

There are no legal requirements to deliver the Holiday Activities with Food Programme. It is, however, subject to satisfactory terms and conditions being agreed, the Council will become the Accountable Body and lead agent for the Project.

1.4 Introduction:

In 2021 the Dfe expanded the HAF programme and it is now available to all 'free

school meal eligible' children in every local authority in England. The funding is to cover the:

- provision of free holiday places
- coordination of the programme

The aim of HAF is to provide healthy activities and healthy food for at least 4 hours a day, 4 days a week for 6 weeks (Easter, Summer and Christmas). This is an extension on the previous 4 summer weeks offered in the 2018-20 pilot programmes. (NB HAF is for 2021 and doesn't cover May and October school holidays)

Local authorities and their partners have flexibility about how they deliver this level of provision to best serve the needs of children and families in their area. There will also be flexibility in how the programme can be delivered to older children.

1.5 Background/ Impact of COVID-19 Pandemic

Children affected by food poverty is an ongoing issue in Sheffield. The school holidays can bring additional pressures on families already struggling financially regarding food and activities. This can have a detrimental impact on children's and families physical and mental wellbeing

For some children that can lead to a holiday experience gap, with children from disadvantaged families:

- less likely to access organised out-of-school activities
- more likely to experience 'unhealthy holidays' in terms of nutrition and physical health
- more likely to experience social isolation

There are approximately 24,026 children in Sheffield currently eligible for free school meals (FSM). In addition, there are more families who survive on very low incomes but either do not claim or are not currently eligible for FSM.

The table below shows the distribution of families across the city:

Sheffield	Percentage across the City
North East	36
East	24
South	12
South East	9.7
North	8.7
Central	5.8
South West	3.8

COVID- 19 Pandemic:

Multiple recent studies have described the impact of covid and families struggling to cope financially and cover the costs of basic such as food, rent and utilities (Joseph Rowntree, Resolution Foundation)

1.6 Seeking Cabinet approval – SCC to act as an Accountable Body

Approves that Sheffield City Council will act as the Accountable Body and make grant payments for the HAF project to a range of organisations to support delivery

1.7 Seeking Cabinet approval – approach and model and grant funding of partners

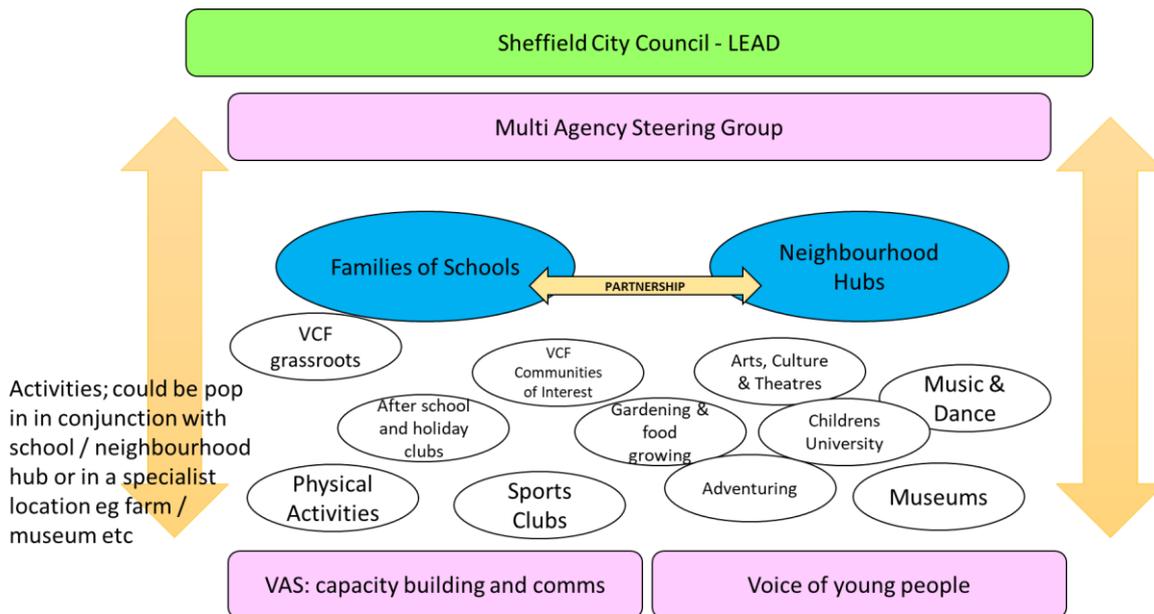
The Sheffield HAF model that we are proposing is based on existing knowledge of delivering the Council's Healthy Holiday programme and the Summer evaluation:

- Consider a city-wide partnership that fully involves all interested organisations in the design, delivery, evaluation and governance of future programmes.
- If using a hub model, consider some centralised commissioning and/or additional hubs to address 'cold spots'
- If using a hub model, increase involvement of Black, Asian and Minority Ethnic groups by creating an additional, centralised hub for city-wide Black, Asian and Minority Ethnic organisations.
- Keep eligibility to group activities wide to avoid stigmatising participants. Stigma is an important consideration, and pride and dignity were a common theme in discussions with families.
- Consider involving schools in a more central role as activity providers and hosts, given that they are local hubs that the majority of families are connected to.
- One alternative model would focus around schools rather than hubs as central points that most families are already connected to.

The model:

1. The Council as the Accountable body and lead organisation
2. A multiagency Steering Group which will be chaired by a Councillor and include; Childrens' and Youth Services, Voice of Young people, Schools, after school and holiday clubs, VCF organisations, Sports & Arts & Cultural delivery organisations and wider partners such as health and police
3. Voluntary Action Sheffield; capacity support for organisations to achieve the Dfe standards and continuation of the website / communication started last Summer (<https://sheffieldhealthyholidays.org/>)
4. Voice of young people: particularly to understand what older young people wish to do
5. A strong partnership of families of schools working with community voluntary organisation
6. A wide variety of organisations delivering activities either in schools, local community settings, outside or their own setting

The diagrams below describe the overall model and types of activities



Below is a flavour of the types and range of activities but is it not exhaustive – it will be influenced by the voice work and the children and communities where it will be delivered:

- Schools, after school / holiday clubs
- VCF - Picnics in Park – games, fun, packed lunch or hot lunch
- VCF – Indoor organised activities; games, crafts, packed lunch or hot lunch
- VCF – cooking and eating together
- VCF – self directed family fun – scavenger hunt, trails, outdoor fun (maybe hamper or grab bag)
- VCF – activity packs and games (maybe hamper or grab bag)
- Move More / Physical Activity – pre booked session linked to a sport, packed lunch
- Culture, Museums, Theatres, Music, Arts – either in community setting or museum / theatre, packed lunch
- Food growers / providers – growing / gardening, packed lunch or grab bag
- Libraries – activity packs, self directed, using the library as a venue
- Adventures / Activities in the Peak / outdoors (green or blue)

The approach at Easter:

Due to the current covid restrictions we are unable to deliver the project as we hoped for Easter. The details and diagram below describes what we will deliver

1. The Local Authority will fund a £30 food voucher (2x£15per week) for every free school meal child (24,026) – this process will be the same as previous holidays at Oct, Christmas and February of the 2020/2021 school year
2. People Keeping Well (PKW): continuation of the programme of delivery. We believe at such a transition time; it is important to maintain the relationships and support given by PKW with vulnerable families which started last summer and has continued throughout Autumn and Spring terms
3. Targeted support of food and activities for SEND and BAME families
4. Connecting and signposting families to new and existing provision: sport, Move

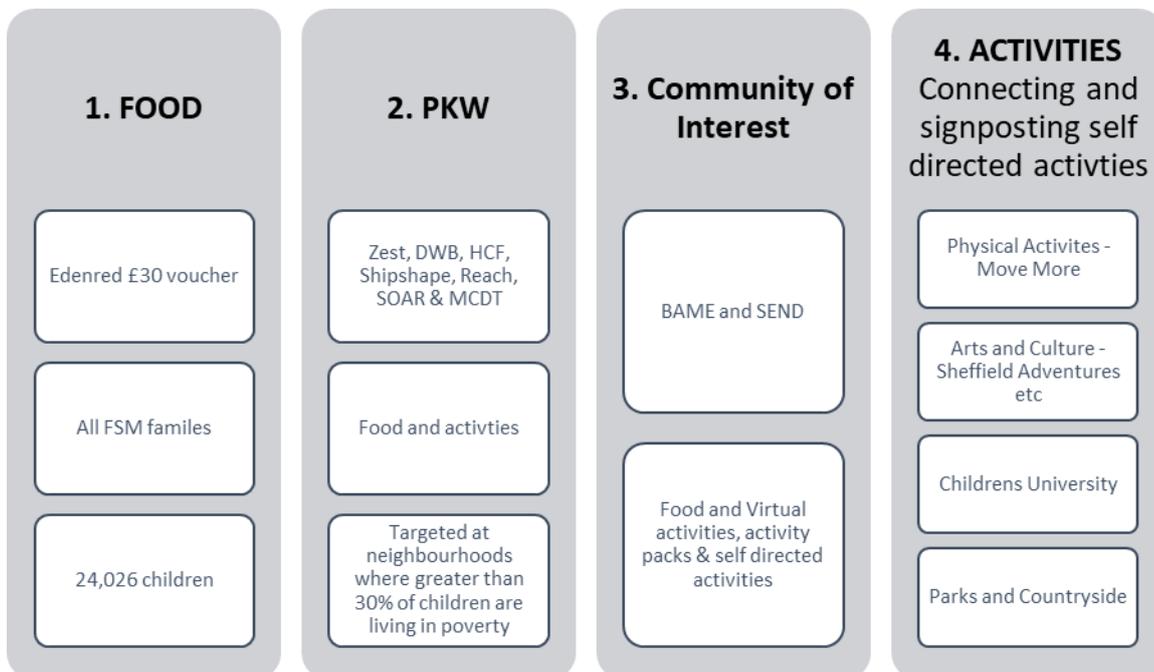
More, Arts and Culture, outside etc.

Within our activity offer we aim to cater for older and younger age children. We have considered other languages, accessible formats and seek to overcome barriers, for example Digital Exclusion. Activities will be:

- Self- directed (e.g., Nature Trail)
- Activity included in hamper (e.g., Craft Materials, Sports equipment)
- Activity Packs e.g., Crafts
- Virtual / Online Activities
- Utilise and advertise existing activities that are happening across the city

When the mixed activity offer is finalised a full menu of activities on offer will be devised and circulated to all families and schools. Furthermore, we are working in partnership with VAS on our Communications strategy and plan to utilise and expand on the existing health holiday website and social media platforms and print media

<https://sheffieldhealthyholidays.org/>



2. HOW DOES THIS DECISION CONTRIBUTE?

2.1 This proposal contributes to all 5 priorities in the Corporate Plan:

An in-touch organisation

The HAF programme will support approximately 24,026 children eligible for Free School Meals in Sheffield. This number may rise when both the furlough scheme and the £20.00 Universal Credit Top-Up Scheme ends. The successful delivery of this programme is essential to ensure our children and families are supported throughout the school holidays.

We know from our existing work and FSM voucher scheme our children and families greatly depend on this support and really value it. Now more than ever we need to deliver a coordinated response to school holidays and support our children to have an enriching school holiday experience.

Strong economy

This programme supports the children and families in Sheffield eligible for the HAF programme by providing access to healthy nutritious food and access to enriching mixed offer of activities. This should result in a reduction in financial strain and food insecurity for families over the school holiday periods.

Thriving neighbourhoods and communities

This programme will be delivered in partnership with our families, our schools, our statutory services including social care and youth services, and our VCF sector organisations. We will utilise our existing partnerships in local areas and build new ones. We acknowledge the excellent relationships that already exist between local organisations and families and will use this expert local knowledge to ensure we reach all our families. The programme will aim to promote social inclusion and reduce anti-social behaviour

Better health and wellbeing

The outcomes for children who attend this programme can contribute to better health and wellbeing. Participating children will:

- eat more healthily over the school holidays
- be more active during the school holidays
- take part in engaging and enriching activities which support the development of resilience, character and wellbeing along with their wider educational attainment
- be safe and not to be socially isolated
- have a greater knowledge of health and nutrition
- be more engaged with school and other local services

Tackling inequalities

The HAF programme promotes equity and inclusion. Diversity and equity of access will be key considerations of our delivery plan. We are working closely with SEND, BAME and other communities of interest organisations to ensure we have adequate provision and that our food and activities offer is accessible for all. The programme has an explicit focus on tackling socio economic inequalities and will contribute to breaking the cycle of poverty.

3. HAS THERE BEEN ANY CONSULTATION?

3.1 We have taken account of the evaluation report and worked with VAS to understand

and learn from them how they delivered this programme in 2020. We used this information to ensure we are successful with our delivery model.

The programme will have a Councillor chaired system wide Steering Group which will enable us to continue to be agile and have a continuous listening approach

Young People VOICE: As part of our implementation of the we work with a number of organisations to hear the voice of young people and communities of interest. This is to ensure we have their voice at the heart of everything we do. We will use their views to shape the content and structure and to ensure we are catering for all, e.g., BAME, SEND, older children etc

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality of Opportunity Implications

Approximately we have 24,026 families eligible for FSM in Sheffield. This number is not static as new claims are made daily. Delivering the HAF programme will not cause any adverse risk or implications in terms of equality of opportunity for eligible families. The overall impact of delivering the HAF programme should be positive for all groups with protected characteristics.

The Council will continue to monitor indicators e.g., Black, Asian minority ethnic engagement to ensure those accessing Council funded support are reflective of the diverse Sheffield population profile.

As a Public Authority, we have legal requirements under sections 149 and 158 of the Equality Act 2010. These are often collectively referred to as the 'general duties to promote equality'. Section 149(1) contains the Public Sector Equality Duty, under which public authorities must, in the exercise of their functions, have due regard to the need to:

- Eliminate discrimination, harassment, victimisation, and any other conduct that is connected to protected characteristics and prohibited by or under this Act.
- Advance equality of opportunity between those who share a relevant protected characteristic and those who do not.
- Foster good relations between those who share a relevant protected characteristic and those who do not.

The report sponsor has considered the Council's obligations under these statutory duties in this report and the Council is committed to ensuring that all citizens, particularly those who are most vulnerable or in need of support, have access to the information and support they need to access services and make decisions about their lives. The proposal submitted complies with the above aims/duties.

4.2 Financial and Commercial Implications

Holiday Activities and Food (HAF) Programme

Organisations and partners will be grant funded to deliver the programme through the HAF programme grant provided by Dfe.

Financial details of the programme are:

Food and Activities	<ul style="list-style-type: none"> • Schools • VCF hubs • VCF delivery partners • Sports, Arts, Culture etc (co-ordination and delivery) 	2,579,550
Programme management	<ul style="list-style-type: none"> • Voice • Council • Voluntary Action Sheffield – communications and capacity building 	85,000
Total		£2,664,550

There will be 2 approaches for the grant funding and delivery:

1. **School neighbourhoods:** an allocation of grant funding for each partnership of local schools and community organisations (maximum partnerships 40). The allocation will be based on the number of eligible ‘free school meal’ children on roll of the schools within the partnership. The lead partner in conjunction with partners will be required to complete a delivery plan and give assurances that they can comply with the Dfe HAF guidance.
2. **Grant pot:** this is an open pot for voluntary community organisations who are city wide or not part of a partnership and other delivery organisations eg arts, culture, museums, theatres, sports, physical activities, dance, music etc. We will put an open call out for organisations to apply up to a capped amount. Organisations will have to complete a delivery plan outlining how they will reach the eligible children and families and comply with the Dfe HAF guidance.

Key features (not exclusive) of the DFE grant terms and conditions are summarised as follows:

- Grant funding of £2,664,550
- The purpose of the grant is for local authorities to make free places at holiday clubs available in the Easter, summer and Christmas holidays 2021 to children in their local authority who receive benefits-related free school meals
- The holiday club places will be available for the equivalent of at least 4 hours a day, 4 days a week, 6 weeks a year. This covers four weeks in the summer, plus a week’s worth of provision in each of the Easter and Christmas holidays. Local authorities have flexibility about

how they spend this grant and deliver this provision to best serve the needs of the children and families in their areas.

- The clubs should meet the programme standards and should meet the core aims and objectives as set out in the grant Guidance.
- The Authority can spend up to 10% of its funding on its administration costs for the local coordination of the Programme. At least 90% of the funding must be spent on the provision of free holiday club places for eligible children.
- The Authority must indicate that the programme is funded by the Department for Education in any publicity or press materials.
- Payments will be made by Department for Education following satisfactory receipt of reports at each milestone as set out in the guidance.
- If the Authority has not spent and does not plan to spend its maximum allocation, the Department will reduce the overall payment to the Authority to reflect the actual expenditure. The overall annual payment will not exceed the maximum allocation listed for each Authority
- The Authority's nominated responsible officer must confirm at the end of each financial year that the funding has been properly expended.
- If the Authority fails to comply with any of these conditions, or if any overpayment is made under this grant or any amount is paid in error
- The Secretary of State may reduce, suspend or withhold grant payments or require the repayment of the whole or any part of the grant monies paid, if the terms and conditions are not complied with.
- Comply with all relevant EU/UK law - Procurement, Value for Money and State Aid
- The Authority must maintain reliable, accessible and up to date accounting records with an adequate audit trail for all expenditure funded by grant monies
- The Department acknowledges that delivery of the programme at Easter could potentially be impacted by COVID-19. In some cases, face-to-face delivery of holiday clubs may not be possible in the Authority's area and remote delivery of the programme may, in some circumstances, be more viable.
- If the Authority cannot hold face-to-face holiday clubs as a result of COVID-19, the Authority may operate flexibly to ensure that eligible children still receive the type of support detailed in paragraph 7. For example, this may involve children receiving healthy meals and/or

activity packs at home if they are unable to congregate in holiday clubs due to COVID-19.

The Project Manager will need to read understand and comply with all of the grant terms and conditions.

Other Financial and Commercial Implications

The Council will provide food vouchers to families in receipt of Free Schools Meals to cover the two weeks Easter holidays, at a cost of £722k (£361k per week). These will be funded from within existing Council resources. Procurement of the food vouchers will take place through existing contractual arrangements with Edenred which comply with Public Contracts Regulations 2015 and Contract Standing Orders.

The funding provided through HAF for food hampers for 1 week of the Easter holidays will be carried forward and used to provide healthy meals and/or activities for the remaining holidays covered by the programme.

4.3 Legal Implications

Sheffield City Council will act as the Accountable Body and lead agent for the DfE funded Holiday Activities and Food programme

The legal power for the Council to establish, administer and make awards from the various grant funds as described in this report is provided by the general power of competence contained in Section 1 of the Localism Act 2011. Subject to certain statutory restrictions, none of which apply in this case, Section 1 gives the Council “power to do anything that individuals generally may do”.

In considering this report Cabinet must be mindful of the requirements imposed by the public sector equality duty enacted in Section 149 of the Equality Act 2010. Some of the proposals in this report involve the taking of action to assist persons sharing ‘protected characteristics’ within the meaning of the 2010 Act to overcome or minimise disadvantage or otherwise meet their needs. This is permitted by Section 158 of the 2010 Act.

By accepting the grant funding of £2,664,550 from the DfE, the Council is agreeing to comply with the conditions detailed in the grant determination letter. These include what is deemed to be eligible expenditure.

Payments are made to the Council in accordance with milestones and the DfE will not pay unauthorised overspends.

Records and monitoring requirements must be complied with.

The Secretary of State may reduce, suspend, or withhold grant payments or require

the repayment of the whole or any part of the grant monies paid in specific circumstances.

Officers must ensure that they are aware of and comply with the Councils obligations.

The Council must comply with all applicable legislation and regulations including but not limited to UK GDPR, the Data Protection Act 2018 and Subsidy Control.

5. ALTERNATIVE OPTIONS CONSIDERED

Alternatives	Comments as not considered
Deliver in house by the Council	<ul style="list-style-type: none"> The Council does not deliver holiday or food activities currently for children and young people It is recognised that Council Services do not always reach into all communities and groups A council service would struggle to be flexible and responsive and deliver a personalised approach of many differing organisations
Do not accept the Dfe HAF grant	As described, we have 24,026 families eligible for free school meals, without this funding we would be unable to provide good quality activities and food at Easter, Summer and Christmas holidays

6. REASONS FOR RECOMMENDATIONS

6.1 The reasons for the recommendations:

Recommendation	Reason
Sheffield City Council will act as the Accountable Body and lead agent for the Dfe funded Holiday Activities and Food programme	<ul style="list-style-type: none"> The Local Authority has been allocated this money by a national roll out of Dfe of the HAF programme Sheffield has 24,026 children eligible for free school meals, we would not be able to provide an offer of holiday activities without this funding
Holiday Activities and Food approach and model and grant funding of partners	<ul style="list-style-type: none"> The model is based on SCC previous experience of commissioning Healthy Holidays with community organisations Evaluation report from the Summer 2020 programme Building a legacy of partnership working between schools and local community organisations Building capacity in multiple organisations to deliver good quality activities and food to Dfe standard Connecting and joining sports, culture, arts etc etc organisations with

	community organisations that will ultimately benefit all people not just young people
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