

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

Thursday 4 July 2013 at 2.00 pm

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

The Press and Public are Welcome to Attend

Membership

Councillors Gill Furniss (Chair), Talib Hussain, Karen McGowan, Mohammad Maroof, Helen Mirfin-Boukouris, Lynn Rooney, Colin Ross, Andrew Sangar (Deputy Chair), Ray Satur, Nikki Sharpe, Diana Stimely, Stuart Wattam and Cliff Woodcraft

Education Non-Council Members

Jules Jones, Gillian Foster, Joan Stratford and Alison Warner

Substitute Members

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

PUBLIC ACCESS TO THE MEETING

The Children, Young People and Family Support Scrutiny Committee exercises an overview and scrutiny function in respect of the planning, policy development and monitoring of service performance and other general issues relating to learning and attainment and the care of children and young people within the Children's Services area of Council activity. It also scrutinises as appropriate the various local Health Services functions, with particular reference to those relating to the care of children.

A copy of the agenda and reports is available on the Council's website at www.sheffield.gov.uk. You can also see the reports to be discussed at the meeting if you call at the First Point Reception, Town Hall, Pinstone Street entrance. The Reception is open between 9.00 am and 5.00 pm, Monday to Thursday and between 9.00 am and 4.45 pm. on Friday, or you can ring on telephone no. 2734552. You may not be allowed to see some reports because they contain confidential information. These items are usually marked * on the agenda.

Members of the public have the right to ask questions or submit petitions to Scrutiny Committee meetings. Please see the Council's website or contact Democratic Services for further information.

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

If you require any further information about this Scrutiny Committee, please contact David Molloy, Scrutiny Policy Officer on 0114 2735065 or email david.molloy@sheffield.gov.uk.

FACILITIES

There are public toilets available, with wheelchair access, on the ground floor of the Town Hall. Induction loop facilities are available in meeting rooms.

Access for people with mobility difficulties can be obtained through the ramp on the side to the main Town Hall entrance.

**CHILDREN, YOUNG PEOPLE AND FAMILY SUPPORT SCRUTINY AND POLICY
DEVELOPMENT COMMITTEE AGENDA
4 JULY 2013**

Order of Business

- 1. Welcome and Housekeeping Arrangements**
- 2. Apologies for Absence**
- 3. Exclusion of Public and Press**
To identify items where resolutions may be moved to exclude the press and public.
- 4. Declarations of Interest**
Members to declare any interests they have in the business to be considered at the meeting.
- 5. Minutes of Previous Meetings**
To approve the minutes of the meetings of Committee held on 24th January, 27th February and 15th May, 2013.
- 6. Public Questions and Petitions**
To receive any questions or petitions from members of the public.
- 7. The Redesign of Early Years - Communication and Transition Plans**
The Interim Executive Director, Children, Young People and Families to report.
- 8. Work Planning 2013/14**
Report of the Policy and Improvement Officer.
- 9. Date of Next Meeting**
The next meeting of the Committee will be held on Thursday, 5th September, 2013, at 2.00 pm, in the Town Hall.

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ADVICE TO MEMBERS ON DECLARING INTERESTS AT MEETINGS

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

If you are present at a meeting of the Council, of its executive or any committee of the executive, or of any committee, sub-committee, joint committee, or joint sub-committee of the authority, and you have a **Disclosable Pecuniary Interest** (DPI) relating to any business that will be considered at the meeting, you must not:

- participate in any discussion of the business at the meeting, or if you become aware of your Disclosable Pecuniary Interest during the meeting, participate further in any discussion of the business, or
- participate in any vote or further vote taken on the matter at the meeting.

These prohibitions apply to any form of participation, including speaking as a member of the public.

You **must**:

- leave the room (in accordance with the Members' Code of Conduct)
- make a verbal declaration of the existence and nature of any DPI at any meeting at which you are present at which an item of business which affects or relates to the subject matter of that interest is under consideration, at or before the consideration of the item of business or as soon as the interest becomes apparent.
- declare it to the meeting and notify the Council's Monitoring Officer within 28 days, if the DPI is not already registered.

If you have any of the following pecuniary interests, they are your **disclosable pecuniary interests** under the new national rules. You have a pecuniary interest if you, or your spouse or civil partner, have a pecuniary interest.

- Any employment, office, trade, profession or vocation carried on for profit or gain, which you, or your spouse or civil partner, undertakes.
- Any payment or provision of any other financial benefit (other than from your council or authority) made or provided within the relevant period* in respect of any expenses incurred by you in carrying out duties as a member, or towards your election expenses. This includes any payment or financial benefit from a trade union within the meaning of the Trade Union and Labour Relations (Consolidation) Act 1992.

*The relevant period is the 12 months ending on the day when you tell the Monitoring Officer about your disclosable pecuniary interests.

- Any contract which is made between you, or your spouse or your civil partner (or a body in which you, or your spouse or your civil partner, has a beneficial interest) and your council or authority -
 - under which goods or services are to be provided or works are to be executed; and
 - which has not been fully discharged.
- Any beneficial interest in land which you, or your spouse or your civil partner, have and which is within the area of your council or authority.
- Any licence (alone or jointly with others) which you, or your spouse or your civil partner, holds to occupy land in the area of your council or authority for a month or longer.
- Any tenancy where (to your knowledge) -
 - the landlord is your council or authority; and
 - the tenant is a body in which you, or your spouse or your civil partner, has a beneficial interest.
- Any beneficial interest which you, or your spouse or your civil partner has in securities of a body where -
 - (a) that body (to your knowledge) has a place of business or land in the area of your council or authority; and
 - (b) either
 - the total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body; or
 - if the share capital of that body is of more than one class, the total nominal value of the shares of any one class in which you, or your spouse or your civil partner, has a beneficial interest exceeds one hundredth of the total issued share capital of that class.

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

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

You have a personal interest where –

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

Guidance on declarations of interest, incorporating regulations published by the Government in relation to Disclosable Pecuniary Interests, has been circulated to you previously, and has been published on the Council's website as a downloadable document at [-http://councillors.sheffield.gov.uk/councillors/register-of-councillors-interests](http://councillors.sheffield.gov.uk/councillors/register-of-councillors-interests)

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

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

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

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

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

Meeting held 24 January 2013

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

Non-Council Members in attendance:-

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

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1. APOLOGIES FOR ABSENCE

1.1 An apology for absence was received from Councillor Stuart Wattam and Councillor Geoff Smith attended the meeting as the duly appointed substitute.

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 Councillors Talib Hussain, Nikki Sharpe and Clive Skelton declared personal interests in item 6 'Call-In of the Cabinet Decision on the Redesign of the Early Years Service' as members of the Admissions Committee.

3.2 Councillor Karen McGowan and Jules Jones declared personal interests in Item 6 - Call-In of the Cabinet Decision on the Redesign of the Early Years Service - as Governors at schools which had nurseries.

3.3 Gillian Foster declared a personal interest in Item 7 - Call-In of the Cabinet Decision on the Home to School Transport Policy - as a representative of the Diocese of Hallam.

4. MINUTES OF PREVIOUS MEETING

4.1 The minutes of the meeting of the Committee held on 22nd November 2012 were approved as a correct record, subject to the addition of Joan Stratford in the list of apologies for absence.

5. PUBLIC QUESTIONS AND PETITIONS

- 5.1 A petition, containing 9929 signatures was submitted, objecting to the closure of 20 nurseries in Sheffield. As this had received more than 5000 signatures, this would be debated at a future meeting of Full Council.
- 5.2 A petition, containing 68 signatures was submitted, objecting to the closure of Darnall Community Nursery. It was agreed that this would be forwarded to Councillor Jackie Drayton, Cabinet Member for Children, Young People and Families.

6. CALL-IN OF THE CABINET DECISION ON THE REDESIGN OF THE EARLY YEARS SERVICE

- 6.1 The lead signatory to the call-in was Councillor Colin Ross and the co-signatories were Councillors Andrew Sangar, Jillian Creasy, Ian Auckland and Trevor Bagshaw.
- 6.2 The Committee scrutinised the decision of the Cabinet from its meeting held on 12th December 2012, setting out in principle the proposals to redesign early years services in Sheffield, and also received a report from the Interim Executive Director, Children, Young People and Families which had been submitted to that meeting:-
- 6.3 “That Cabinet (a) approves in principle:-
- (i) the proposed redesign and streamlining of the organisational structure in early years services in order to maximise access to high quality early learning and health services with the resources available;
 - (ii) the proposed action plan for a quality improvement programme for all early years settings;
 - (iii) the proposed reorganisation of the management and co-ordination of 36 Children’s Centres into 17 Children’s Centre Areas;
 - (iv) the proposal that existing contracts with providers (due to end in March 2013) are not renewed where services are no longer required or funding is not available, while, at the same time, specifications for procurement of new targeted services will be developed;
 - (v) the proposed cessation of grants to 16 childcare providers in the Private, Voluntary and Independent sector and 4 in the statutory sector; and
 - (vi) the proposed reduction and transfer of the maintained childcare provision; and
- (b) notes (i) the proposed further communication and consultation to be carried out on the Early Years’ Review and (ii) that a further report will be submitted to Cabinet in February, 2013 on the outcome of the consultation.

6.4 Attending this meeting for this item were Councillors Julie Dore (Leader of the Council), and Jackie Drayton (Cabinet Member, Children, Young People and Families), Jayne Ludlam (Interim Executive Director, Children, Young People and Families) and Dawn Walton (Assistant Director, Prevention and Intervention, Children, Young People and Families).

6.5 Reasons for Call-In

Councillor Colin Ross outlined his reasons for the call-in, indicating that the high level of public interest justified a full scrutiny of the decision. He also wished to clarify a number of issues in the report. Councillor Andrew Sangar supported the view that it was important to let the public have their say. He also did not believe it was clear from the Cabinet discussion which groups had been consulted, and he wanted to seek clarification on some of the detail such as the implication of moving to 17 areas.

6.6 Public Questions

6.6.1 Emma Chadwick informed Members that she was a parent of a child with a learning disability who currently attended Darnall Community Nursery. She commented that staff who worked in the nurseries were committed to the job and enjoyed the work they did. Her child had been diagnosed with autism and she was aware of a number of parents in similar situations who were grateful for the support. She therefore questioned the need for such changes and commented that the children may find it difficult to adapt. She believed that the £3.6m gap could be funded from elsewhere. The Multi-Agency Support Teams (MAST) were still being funded despite what she believed to be declining demand. In conclusion, Ms. Chadwick commented that she believed the proposed changes were putting children at risk and asked for the proposals to be reconsidered.

6.6.2 Chrissie Meleady commented that concerns had been raised throughout in respect of the consultation process which had formed the basis of the report submitted to Cabinet on 12th December 2012. The process had been flawed in respect of equalities where the focus had been on some selected equality characteristics and failed to take into account the Nolan principles, the Equalities Act and existing childcare legislation. Whilst the Council was stating that the proposed cuts in childcare were as a result of Government cuts, it was understood from central Government that funding was available through a range of budgets available to local authorities. Consultation meetings had also been flawed and parents and staff had often been segregated without their consent.

6.6.3 She further commented that she objected to the short period for the consultation process and that the cut-off date of 31st March Ms. Meleady objected to the Council's view that the market would prevail and commented that she did not believe this showed signs of fighting for Sheffield children. Parents and staff who had objected and attended meetings had done so off their own volition and not been commandeered, as had been suggested. She reported that offers had been made to Council officers to assist with bids for funding, but these had not been progressed. In conclusion, she asked that the Council be fair, transparent and put children first and asked that children's services be saved for future generations.

6.6.4 Sally Pearse referred to a briefing paper which had been circulated to Members. If no certainty on the future had been received by 31st March 2013, vulnerability notices would have to be issued to staff. The timescales being outlined were very tight and did not allow for proper consultation. Those centres which did not close would have to restructure and under 2's provision would be lost. She believed that parents were entitled to affordable, flexible childcare, and that the proposals would damage that.

6.6.5 Gwyn Fields commented that she believed that up to this point, the need had been identified by early years workers and was concerned how the need would be identified in the future. She questioned how the Council would ensure the children who would be moved would receive a place elsewhere when specialist nurseries were full. Her main issue with the Cabinet report was that it referred to equality for providers and not equality for children.

6.7 In response, Dawn Walton outlined the following:-

- It was important to hold discussions with parents individually and collectively.
- Every effort would be made to work with community sector providers to ensure consistency for parents and children.
- The MAST worked with children from pre-birth to 19 plus and supported a wide range of parents. A redesign of the service had taken place in 2011 and 2012, which had reduced duplication by adopting a whole family approach. Referrals were not reducing as had been suggested.
- There had been a wide call for views and opinions across the City around the future of early years. Officers were aware that some held the view that this didn't get to the heart of the issues for some sectors.
- The Council wanted as many people as possible to have their say. It was willing to adapt and change if necessary. The strength of feeling across the City was acknowledged and an effective response was important,
- There was a need to utilise universal services to identify early need.
- The current economic situation had resulted in the need to take a different approach in respect of child care across the City.
- In respect of bids to obtain funding, officers had chased up the bid for lottery funding and had just received an outline to express an interest. The voluntary sector providers would be brought together to work on the bid.
- No decisions had yet been taken and there was a need to undertake broad consultation before any final decisions.

6.8 The Cabinet Member for Children, Young People and Families (Councillor Jackie Drayton) commented that she welcomed the call-in as an opportunity for Scrutiny to

discuss the issues and the proposals in the Cabinet paper and saw it as an important part of the consultation process. She understood the importance of early years and that this helped to shape a child's future. She was committed to doing all she could to protect the most vulnerable across the City.

6.9 She commented further that the Early Years and MAST 0-5 review had been underway since 2011 and had consulted and drawn together the views of schools, providers, health colleagues, parents and carers, amongst others, to examine the local and national situation. Since the proposals in principal had been submitted to Cabinet further consultation had taken place and the Council was listening to people's views and would continue to listen. She was keen to highlight she had never stated that the proposals would not make a difference to early years provision, as having £3.5m of funding withdrawn from any service inevitably would have an impact. The Government had cut £6.8m from the Early Intervention Grant and this would impact on the most vulnerable in the City. The proposals to be made, where possible, showed savings in management, premises and administration costs whilst protecting services to children and families. The City Council had a duty to provide value for money for the taxpayers and to be an advocate for children and families.

6.10 Further Public Questions

6.10.1 A member of the public asked officers to confirm whether parents would be asked open and honest questions.

6.10.2 Di Chilvers, Independent Early Years Consultant, stated that she had previously been a nursery nurse and an early years lecturer so she was abreast of the key issues. She would be submitting a formal response to the consultation which would cover the following broad points:-

- She was not convinced that Sheffield's view of early intervention was one that fit. Sheffield focused on 0-19 year olds, but she believed the perspective of 0-5 year old children was very different to older children and families.
- The consultation on the Cabinet report had not been clear or transparent which was why there appeared to be such a large discrepancy between what the Council was hearing and saying and what was really being heard amongst the public.
- She was concerned about how the proposals would ensure the quality service provision currently on offer would be retained. It may be wise to research how Sheffield was able to maintain an excellent early years service in the 1980's despite a similar level of cuts.
- The vision around two-year olds was not clear and it was important to provide the best quality provision for them. There was a fear that the Council would look to schools to provide provision for two-year olds and this was too early in a child's development.
- If a 'slash and burn' approach was taken to early years, it would take years to

build back up the expertise and quality which was currently out there.

6.11 Mrs Kettleborough, a nursery worker, commented that her question around Special Educational Needs had not yet been answered. She believed some services would not be able to continue if the proposals were agreed. Children's Centres had not been allowed to build up reserves, so no funding would be available to roll over services. The timescale for the consultation was too short. She commented that vulnerable children and families shouldn't be treated as businesses.

6.12 Linda Edwards, Business Manager for Darnall Community Nursery, commented that if the proposals were taken up, support provided by charities would cease. She asked why the MAST were not part of the redesign of services and requested clarification on the cost of the MAST as she had received three different figures. She believed the Council had misused the Allen report and requested that it think again about the proposals being considered.

6.13 Co-Signatories to the Call-In

Councillor Ian Auckland commented that he believed if all organisations were "pushed together over the financial cliff" as he believed they would be there would be complete disorder across the City. He also raised issues about the lack of consultation and the view amongst many that the proposals did not represent a level playing field across the City.

6.14 Following public questions and representations from the co-signatories to the call-in, Councillors Colin Ross and Andrew Sangar, as the signatories and Committee Members outlined a number of concerns which they had, as follows:-

- The report and answers provided at the meeting still lacked detailed information about the proposals. Lines needed to be drawn to show which centres would be grouped together.
- The most vulnerable children in the City needed to be looked after and there was a danger that the proposals would negatively impact on them.
- It was crucial to provide a 'soft landing' for providers as cutting off the funding could prove catastrophic. Transitional arrangements were needed to provide a 'buffer' to enable childcare providers to survive in the City.
- There were concerns over the closed nature of some of the questions in the consultation and the vagueness of the Cabinet report.
- Without numbers and lines, there was no clarity and it was inevitable that vulnerability notices would have to be issued to staff.
- The Council should not move towards children's centres being attached to maintained schools.

6.15 Jayne Ludlam, Interim Executive Director, Children, Young People and Families

then responded to the public questions and Member comments as follows:-

- The anxiety which many felt around the future of early years was appreciated by officers.
- No consultation process could ever hope to be perfect, but this must continue and would inform the final Cabinet proposals.
- The Equality Impact Assessment would evolve throughout the process and grow as risks were identified.
- The only way to develop and maintain services was to make them sustainable for the future.
- Contracts would be reissued to third sector providers.
- It was important to ensure that children with disabilities were properly cared for and that the different funding streams available were utilised.
- The Council wanted to ensure that every child had a childcare place. However, at this stage, it was unclear where this would be and what it would look like.
- Drawing lines at this stage to group centres together would be pre-empting the outcome of the consultation.
- The figures in relation to the MAST would be clarified and provided to the questioner.

6.16 Councillor Drayton added that she hadn't expressed concerns at the whole consultation process, as had been suggested, but just with the quality and availability of the online questionnaire, and this would be addressed.

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

- The consultation process had begun following a report produced by an external consultant in 2010. This had led on to a broader consultation and the consultation outlined in the Cabinet report which focused on two different areas.
- The Council was committed to targeted early years intervention and had a range of interventions nationally researched.
- A communications plan was a key part of the proposals and an effective publicity campaign was crucial.
- The expertise which existed throughout the City was recognised and acknowledged by the Council.
- The Council was not expecting the NHS to fill the gap in providing services and

was working towards joint commissioning.

- There was a need to separate childcare and children's centres. Children's centre services would continue to be delivered from where they were delivered from.

6.18 Following Member questions, the Leader of the Council, Councillor Julie Dore outlined to the Committee why there was a need to redesign early years services. The main reason was the cuts which the Government was imposing. The Council was trying to realign services, whilst having the least impact as possible.

6.19 Childcare was essential and needed by parents to maintain employment and respite. It was important to design a service that met the needs of all and that everyone worked together. It was essential to spread the money amongst all and the Council was committed to protecting the most vulnerable in the City.

6.20 **RESOLVED:** That this Committee:-

(a) recommends that the Cabinet:-

(i) considers what transitional arrangements are needed to be put in place to ensure that good quality early years provision is able to be sustained; and

(ii) provides further detail of provision within the 17 areas, and gives assurances that a comprehensive communications plan is developed to inform parents of the locations of support, and the type of support available, in the 17 areas; and

(b) gives further consideration to these proposals when they are developed further and scrutinises the operation of the new system when it is in place.

7. CALL-IN OF THE CABINET DECISION ON THE HOME TO SCHOOL TRANSPORT POLICY

7.1 The lead signatory to the call-in was Councillor Colin Ross and the co-signatories were Councillors Bob McCann, Andrew Sangar, Roger Davison and Ian Auckland.

7.2 The Committee scrutinised the decision of Cabinet from its meeting held on 12th December 2012 to withdraw all current provision for discretionary transport with effect from September 2013, including the withdrawal of passes for pupils who were currently in receipt of them under the current policy, and also received the report of the Interim Executive Director, Children and Young People's Service which had been submitted to the Cabinet meeting.

7.3 Attending the meeting for this item were Councillor Jackie Drayton (Cabinet Member for Children, Young People and Families), Alena Prentice (Assistant Director, Inclusion and Learning Services, Children, Young People and Families) and John Bigley (Manager: Admissions, Children, Young People and Families).

7.4 Reasons for Call-In

Councillor Colin Ross outlined to the Committee that the reason the decision had been called-in was that he believed that the Cabinet selected the wrong option and did not feel that due consideration had been given to those already attending Catholic schools. Other local authorities who had introduced a similar policy had undertaken it on a more staged basis so as not to disadvantage children.

7.5 Co-Signatories to the Call-In

Councillor Roger Davison commented that Catholic schools provided some of the best schools in comparable localities and took pupils from all areas. The concerns of the signatories were not just about bus passes but the future viability of the schools if the policy was introduced.

7.6 Alena Prentice reported that the reasons for the proposals were that the Council needed to make significant savings. The current policy was not equitable for all children and could leave the Council open to challenge from parents from other faiths. The consultation had taken place between 29th October and 4th December, 2012, and 326 responses had been received.

Public Questions

7.7 John Martin, Headteacher at Notre Dame High School, commented that he objected to how the consultation process had been undertaken and did not believe the proposals were fair in terms of equality. He referred to a historic agreement which had been made with the Council when the last Catholic Secondary Schools had been closed, which stated that the Council would continue to fund transport to school for Catholic children and pointed out that there was no reference to this in the Cabinet report. If the proposals were agreed, the school would no longer be able to receive children from low income households and 95% of those affected would not be eligible for free bus passes.

7.8 Alan Dewhurst, Headteacher at St. Marie's Catholic Primary School, commented that 15-20% of pupils currently travelled to the school by bus and most would be negatively impacted by the proposals. He also questioned whether the principle of a catchment area still existed within the Council.

7.9 Chrissie Meleady questioned why, if the proposals aimed for equality across all faiths, why these proposals were not agreed when the Equality Act was introduced in 2010. No other faith had complained about Catholic children's transport being subsidised. The Equality Impact Process was highly flawed, for example, it stated that there were no issues of race at Notre Dame, despite having gypsy and traveller children as pupils. She also commented that it was believed Councillors had free bus passes and asked where the equality was in this circumstance.

7.10 A parent of a child who attended Notre Dame reported that she would no longer be able to afford to send her child to the school if the proposals were agreed. There would be no guarantee that her child would gain a place at King Egbert School, her local school, as she had been told that the school was full. Her child may then have to relocate to a school over 3 miles away where they would be entitled to a

free bus pass which would mean that there would be no cash saving. This was not an isolated case so surely the justification of cash savings would not be realised.

7.11 Alena Prentice reported that officers had no record of the historic agreement referred to by some of the questioners, which is why it was not referred to in the Cabinet report. The current arrangements existed within a discretionary transport policy which could be withdrawn. The catchment area was a defined geographical area which formed a priority for admissions.

7.12 Councillor Jackie Drayton commented that 80% of the children and families budget was spent on children and families, safeguarding and statutory responsibilities. The current economic situation had resulted in officers presenting savings proposals which would never have been considered in the past, which was why the proposals were not considered in 2010. The proposals were not about discrimination and the Council valued the work of Catholic schools in the City.

7.13 Members of the Committee then asked a number of questions and officers responded as follows:-

- If documentary evidence was made available of the historical agreement referred to this would be passed to the Head of Legal Services for consideration.
- If a Catholic school was giving priority to a catchment area within its admissions policy, this would be giving priority to local children and not necessarily Catholic children.
- The reason for the timescale for introducing the policy in September 2013 was that it would allow time for those parents who were in the process of applying currently to consider their options in terms of how they would be affected by the introduction of the policy.
- All schools received a Pupil Premium and the Catholic Schools could use this or other funding to make up the shortfall in funding for transport should they wish to.

RESOLVED: That the Committee recommends that no action be taken in relation to the call-in decision.

(Note. The votes on the decision to take no action were ordered to be recorded and were as follows:-

For the resolution (9) - Councillors Gill Furniss, Clive Skelton, Talib Hussain, Karen McGowan, Nikki Sharpe, George Lindars-Hammond, Mohammad Maroof, Lynne Rooney and Geoff Smith

Against the resolution (6) - Councillors Colin Ross, Andrew Sangar, Rob Frost and Gillian Foster, Jules Jones

and Joan Stratford

Abstentions (0) - Nil

8. ANNUAL SAFEGUARDING REPORT

8.1 **RESOLVED:** That consideration of the item be deferred to the next meeting of the Committee.

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SHEFFIELD CITY COUNCIL

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

Meeting held 27 February 2013

PRESENT: Councillors Gill Furniss (Chair), Rob Frost, Keith Hill, Talib Hussain, George Lindars-Hammond, Karen McGowan, Mohammad Maroof, Colin Ross, Andrew Sangar (Deputy Chair), Nikki Sharpe, Clive Skelton and Geoff Smith (Substitute Member)

Non-Council Members in attendance:-

Jules Jones, Education Non-Council Voting Member
Joan Stratford, Education Non-Council Voting Member

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1. PUBLIC QUESTIONS AND PETITIONS

1.1 The Committee considered a report of the Executive Director, Children Young People and Families Service, which was due to be submitted to Cabinet later that day, regarding the redesign of Early Years Services.

Officers in attendance included Jayne Ludlam (Executive Director, Children, Young People and Families Service), Dawn Walton (Assistant Director, Prevention and Early Intervention) and Julie Ward (Senior Manager).

In considering this matter, Councillor Gill Furniss (Chair) indicated that it was proposed to receive representations, in the form of petitions or public questions, prior to the Scrutiny Committee deliberations and that before any recommendations were made, points raised by the public would be answered by the aforementioned officers and Councillor Jackie Drayton (Cabinet Member for Children, Young People and Families) who was also in attendance.

1.2 Members of the public asked a number of questions which are summarised below:-

- Why had the Scrutiny Committee not responded to the paper submitted and questions raised at the last Scrutiny meeting?
- Why had the Scrutiny Committee, Cabinet and Council not had due regard to the research and evidence presented as to the importance of early years provision? Exception was taken to Paragraph 1.1.1 of the report which referred to an 'exaggerated perception of the impact of the proposals'.
- Why was the Labour led Council not adhering to Labour principles?
- A recently published report had referred to the exemplary practice of at least 2 settings in Sheffield, namely Broomhall and Tinsley Green – why was the voice of the child not being heard?

- How would the Council continue to work with providers following the withdrawal of funding? How would the Council carry out individual actions plans for all organisations? What was the purpose of these plans and who were they for?
- Could the Cabinet Member explain the comments she made regarding pay and salary levels at a recent trade union meeting?
- How could the proposals save costs and how could improvements be made to outstanding Ofsted provision?
- Parents would lose day to day access to support – where would savings be made?
- What would happen to those children on child protection plans once the nursery closed on 29 March? What reassurances could be given that children would be kept safe?
- The Council had failed to provide sufficient information for people to make an intelligent response, the questionnaire was not easily understood and parents had not being given a true picture of the consultation. How could the decision be made when the consultation was biased and flawed? It was stated that a session attended by 21 parents at Tinsley Community Nursery had led to frustration, in that officers had refused to record verbal feedback and parents were instead referred to the questionnaire.
- Why had there been no response to the issues previously raised and why was there no recognition of the voice of the child in the consultation? The Equality Impact Assessment (EIA) had blatant failures and had not paid due regard to distinct characteristics but instead referred to homogenous groupings. Reference was made to human rights and equalities breaches and that a consultation response included within the report was racist and should not have been repeated. It was also stated that there had been a series of intimidatory actions exemplified by the serving of an invoice to Darnall Nursery for £10k back dated when no invoice had been previously received, which had caused great distress.
- How could sufficiency duties be met when quality nurseries and staff expertise were being lost?
- Areas of deprivation needed subsidy and practical solutions were required to preserve services rather than political posturing.
- Paragraph 4.4.5 of the report referred to the overwhelming parental response from 1 area and stated that 'This was however noted in context of the City as a whole'. What did this mean? Had these parents from this area had their responses treated differently from other parents in the City? The Council should not be keeping their own services to the detriment of charities. Would the Council allow evidence to be examined by an independent group of

statisticians who would be able to look through the confusing evidence presented? What was the 'soft landing' for childcare providers?

- The questioner referred to 13 years experience as a consultant paediatrician and questioned whether the Multi Agency Support Team (MAST) approach outlined would meet the needs of vulnerable children, adding that early intervention was crucial for longer term outcomes. He stated that from his personal experience in another locality, the switch from early years to MAST provision had been a big mistake, adding that it was bureaucratic and a backwards step.
- Redundancy notices were due to be issued on 28 February 2013, what would happen to the 61 children who currently attended the centre? Detailed support and negotiation had not been offered
- Written questions in relation to the promotion and funding of MAST, the impact on communities of removing much needed services and the sense of putting more pressure on existing providers when these services had gone, were passed to the Executive Director for Children, Young People and Families.

1.3 In response, Dawn Walton outlined the following:-

- The responses to questions raised at the previous Scrutiny Committee, held on 24 January 2013, had been incorporated into the minutes for that meeting.
- There was a desire to continue to provide high quality early years provision in its broadest sense, incorporating health, child care and early learning. However, these were difficult financial times and a framework of support and delivery had to be managed within budgetary constraints.
- The Council wanted to work with providers and maintain quality of provision. However, there was inconsistency in provision which was reflected in results at foundation stage and it was important to look at results across the City at the earliest opportunity.
- With regards to action planning, it was recognised that organisations were working to manage the restraints of the budget envelope. It was hoped that following the consultation period there would be dialogue and proactive work with providers to maintain and build on services and manage reductions. This work had already commenced with the 20 centres identified.

In requesting staffing information, it was hoped to provide a fresh perspective and examine other ways of working. The Council had no desire to take over, but given the volume of activity and savings, it was important to work together with all partners to gain efficiencies across the board.

- Any child with a child protection plan would have a detailed plan in place and it would be a cause for alarm if this was not being overseen by a social worker. With regards to concerns over children not under an official care

plan, early identification was critical as was partnership working with partners such as midwives, health visitors, MAST and social care.

- Jayne Ludlam stated that work was ongoing to avoid redundancies but a different way of working was required. Whilst the childcare subsidy would not be there, the Council wanted to work with providers to access other funding streams.
- Consultation had been looked at in a broader sense with 1:1 discussions and a range of meetings held in conjunction with the questionnaire, which staff had been made available to assist and complete. In the instance at Tinsley referred to by the questioner, it was explained that an officer would have attended the session to discuss concerns if they had been made aware of this in advance.
- Consultation analysis had been carried out by another team within the Authority.
- No officer would want to make significant changes to policy without consideration of the potential impact. The EIA attached to the Cabinet report was overarching and had been produced in conjunction with providers. The EIA could not be a document that stood still, but had to be reflective and change as communities and families changed and encompass discussions with providers, families and partners.
- With regards to the invoice sent to Darnall Nursery, it was noted that a letter had been sent out from the Chief Executive to clarify that no action would be taken.
- The requirements of the Council's sufficiency duty would be met. The Council were aware of where the demands were, had reflected on the needs on the community and would ensure that the childcare market responded actively to these demands. The Council would provide information to potential child care providers as to the shape of demand and its' role was not to provide services but to manage the market and provide the right data.
- Jayne Ludlam stated that the Council did not want to lose childcare providers, but wanted to work with them in a way that was financially sustainable in a changing environment. Income streams were available, but as from 1 April 2013, families would access the same services but in a different way. She added that there were transitional arrangements in place.
- Early years provision was valued and was part of a broader intervention and prevention strategy around specific and complex needs. This was an important stage in a child and family's life and early years provision played a significant role in this. However, this could not be a 1 size fits all approach. There was a strong commitment and shared vision across the partners, with a whole family approach and a focus on the identification of risk factors at the earliest opportunity.

- The MAST process involved working with partners and universal services to provide the right support.
- With regards to a 'soft landing' for child care providers, Jayne Ludlam stated that there would be a transitional phase and individual planning for organisations, each of whom had differing circumstances and needs. She was not able to quantify the support at the current time but referred to a 3 month waiver in relation to contracts and the potential room for manoeuvre therein. It was noted that of the 200 providers in the City, 4 were considered to be at high risk, which was a small minority in relation to the City.
- With regards to the reference to consultation responses from 1 area, it was noted that the reference was factual and it had been the intention to acknowledge the strength of feeling in particular areas within the report.

As to whether parents from a particular area had their responses treated differently from other parents in the City, Jayne Ludlam clarified that there had been no prioritisation. The statement in the report had been intended to acknowledge that certain areas had contributed and to thank them for their contribution. All responses were taken into consideration and views reflected.

- Information in relation to MAST funding was provided to the previous Scrutiny Committee meeting and this was much less than that allocated to Early Years.

1.4 The Cabinet Member for Children, Young People and Families made the following responses:

- She was very aware of how important the early years of a child's life were and she was not disregarding the evidence presented or the importance of the work that had already been carried out to shape the service.
- This was a political choice, in that the Government had changed how childcare would be delivered. Its' flagship policy was free early learning and the City would receive £3.8m through the Dedicated Schools Grant to facilitate this. However, this funding would follow the child and could only be released as the child presented in the system. The Government had cut the Early Intervention Grant by £6.8m which included the cuts in the Early Years' budget. Furthermore, from 2013/14 funding would be incorporated into the main budget and no longer ringfenced.
- To try to protect services to children and families, savings had been made through reducing management administration and reducing premises costs.
- In relation to the question raised as to the prioritisation of Council provided services, it was noted that up to 50 Council job losses were outlined in the report, so it was not true to say that Council services had been protected.
- With regards to the GMB meeting, Councillor Drayton clarified that she had made a general comment in the meeting which was not personal and no names were mentioned. She had referred to the fact that the Council had

reduced and reviewed their management structure in order to protect services as far as possible and asked that organisations looked at their management structures, reducing the number of managers and staff who did not work directly with children, to consider if this was the best possible way to make savings to protect services, the organisation and families.

- Consultation had not been solely through the questionnaire.

2. APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillors Lynne Rooney and Stuart Wattam. Councillor Geoff Smith attended the meeting as the duly appointed substitute for Councillor Wattam.

Apologies for absence were also received from Paulette Kennedy (Parent Governor Representative) and Alison Warner (School Governor Representative).

It was noted that Rt. Hon. Michael Gove, MP (Secretary of State for Education), Elizabeth Truss, MP (Under-Secretary of State for Education and Childcare) and the Rt. Hon. Nick Clegg, MP (Deputy Prime Minister) had been invited to attend the meeting. Apologies had been received from Mr Gove and Ms Truss and Mr Clegg had agreed to meet with campaign representatives at a date to be arranged.

3. DECLARATIONS OF INTEREST

Councillor Talib Hussain declared a personal interest as a member of a local Advisory Board.

Jules Jones declared a personal interest as a governor at a school which had a Sure Start Centre attached.

4. OUTCOME OF CONSULTATION ON THE EARLY YEARS' REVIEW

4.1 Members of the Committee asked a number of questions, the officers' responses to which are summarised below:

- The Early Intervention Grant covered a range of activities such as Area Based Grant funding and Sure Start. There had been changes to that funding and the free early learning entitlement had gone to 2 year olds.
- With regards to transitional arrangements, the waivers were in relation to contracts around family support.
- There were 200 child care providers in the City, 20 of which were in receipt of grant and 4 had deemed themselves to be at risk of closure. The Council were currently working with 2 providers to resolve rent issues and it was hoped to work with all providers to produce a good transitional plan, identify alternative providers if required, or if necessary the local authority could step in to provide services.

- The Service had started to put together a comprehensive plan to promote the take up of 2 year old places to ensure that early access was taken up and maximised. Dialogue was important to increase the take up of the 2 year old provision, as many parents were not aware that they could receive up to 15 hours of childcare per week. If this was used, centres could then claim funds which would assist in maintaining sustainability.
- A series of briefing sessions were being arranged and support offered to assist providers to reorganise and utilise their facilities for 2 year olds, this was timely in that the majority of 4 years olds would be moving into school education.
- Capital funding was available to help providers make structural arrangements to adapt to providing for 2 year olds.
- Since the publication of the Cabinet report there had been a lot of interest from child care providers interested in forging new partnerships. It was also noted that child minders had expressed an interest in supporting 2 year olds.
- Discussions were ongoing with various partners in the South West of the City and it was hoped that if the recommendations outlined within the report were agreed by Cabinet, a hub would be identified as soon as possible.
- It was important to recognise that families could suddenly become vulnerable and have immediate needs. A Crisis Fund was in place as a safety net, so that if a family presented in crisis, the local MAST would be contacted and there would be an immediate release of what was required to support the family.
- There was not currently a set amount identified for the Crisis Fund, but it was intended to do so if the proposals were accepted. Work had already begun to look at the financial implications of the aforementioned waivers.
- In relation to the proposed hub and outreach centre at Sharrow and Broomhill, it was noted that extensive data, such as footfall, had been collected in this respect. Sharrow was more spread out with a lot of activity and Broomhall would continue as a satellite.
- Several Members expressed concerns that the report and answers provided at the meeting lacked detailed information as to transitional support and timescales, local authority intervention and the Crisis Fund budget allocation.

It was confirmed that 4 centres had identified themselves at risk of closure. Councillor Jackie Drayton stated that the Cabinet decision had not yet been made and that she did not wish to name the organisations concerned due to commercial sensitivities. She referred to the fact that actions plans belonged to the organisations and they did not have to share them with the Council. The Authority would work on an individual basis with the organisations concerned.

Dawn Walton added that the Authority would do whatever it could to assist in looking at organisational structures, business planning and the identification of other opportunities, but could not enforce this support on the providers.

- It was recognised that there were a number of children with special educational needs across the 20 centres and it was important to ensure that the child had access to provision in the local area, alongside a holistic approach around the family to provide specialist support from a range of professions in an inclusive way.
- Whilst the Local Authority would step in with its' own resources if necessary, dialogue would always be the starting point.
- The advisory boards would transform into local area forums linked to each children's centre area. These would have a have a fuller view of the locality.

4.2 **RESOLVED:** That the Cabinet Member for Children, Young People and Families, Executive Director and appropriate officers be requested to report to a July meeting of this Committee in order to:

- (a) report back on the transitional arrangements offered to various affected organisations; and
- (b) provide an update on the Communication Strategy and its' effectiveness.

(NOTE 1: Prior to the passing of the above resolution, an additional resolution was moved by Councillor Colin Ross, seconded by Councillor Frost, namely that:-

- (c) That the Scrutiny Committee reiterates the need:
 - (i) for substantial transitional support, including time limited financial support, to ensure that all high quality providers are able to survive;
 - (ii) to publicise free early learning for 2 years olds to encourage take up; and
 - (iii) to indentify the amount set aside in the crisis fund

On being put to the vote, the additional resolution was negatived).

(Note 2: The votes on the additional resolution ((c) (i) – (iii)) were ordered to be recorded and were as follows:-

Against the resolution (8) - Councillors Gill Furniss, Clive Skelton, Talib Hussain, Karen McGowan, Nikki Sharpe, George Lindars-Hammond, Mohammad Maroof and Geoff Smith

Meeting of the Children, Young People and Family Support Scrutiny and Policy Development Committee 27.02.2013

- | | |
|------------------------|--|
| For the resolution (6) | - Councillors Rob Frost, Keith Hill, Colin Ross, Andrew Sangar, and Jules Jones and Joan Stratford |
| Abstentions (0) | - Nil |

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SHEFFIELD CITY COUNCIL

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

Meeting held 15 May 2013

PRESENT: Councillors Gill Furniss (Chair), Talib Hussain, Karen McGowan, Mohammad Maroof, Lynn Rooney, Colin Ross, Andrew Sangar (Deputy Chair), Nikki Sharpe, Diana Stimely and Cliff Woodcraft

.....

1. APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillors Helen Mirfin-Boukouris, Ray Satur and Stuart Wattam

2. APPOINTMENT OF CHAIR AND DEPUTY CHAIR

RESOLVED: That Councillors Gill Furniss and Andrew Sangar be appointed Chair and Deputy Chair of the Committee, respectively

3. DATES AND TIMES OF MEETINGS

RESOLVED: That meetings of the Committee be held on dates and times to be determined by the Chair

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Report to Children Young People and Family Support Scrutiny & Policy Development Committee 4th July 2013

Report of: Matthew Borland, Policy and Improvement Officer
Tel: 2735065, Email: matthew.borland@sheffield.gov.uk

Subject: Work Planning 2013/14

Summary:

This report outlines an approach to Work Planning for 2013/14 has been focused on a single question – how can the Scrutiny Committee achieve a greater impact than it did last year?

The report makes proposals to focus on a more in depth approach on a smaller number of issues and suggests some practical next steps.

Recommendations:

The Scrutiny Committee is asked to:

1. Agree the approach to Scrutiny outlined in the report.
 2. Agree to set up a Task and Finish Group to undertake the tasks set out below in section 2.
 3. Suggest which topics should be on the long list of potential areas for the Task and Finish Group to consider for the first in-depth piece of work.
 4. Agree which members would be on the Task and Finish Group.
-

Background Papers: None

Category of Report: OPEN

Work Planning

1. **Style of Scrutiny Work**

- 1.1. The approach to Work Planning for 2013/14 has been focused on a single question – how can the Scrutiny Committee achieve a greater impact than it did last year?
- 1.2. It is proposed that the focus shifts towards a more in depth approach on a smaller number of issues. This approach will enable the Committee to hear a wider range of differing perspectives and consider a wider range of evidence on a particular issue.
- 1.3. It is also hoped this approach will allow the Committee to do more of its work 'out and about' rather than in the Town Hall. This could involve more direct involvement with people who are affected by the issue the Committee is looking at.
- 1.4. Looking at issues in greater depth will require Committees to look at fewer issues overall. It is proposed this is done by moving away from a large number of one-off monitoring reports.
- 1.5. It might also mean that some items would be circulated to Members of the Committee for information, rather than allocated time on a meeting agenda. If a Member felt an item in this category required a discussion of the whole Committee then they could make this request to the Chair.
- 1.6. That is not to suggest urgent issues should not be considered by the Committee. For clarity, this paper is not proposing any changes to how the Scrutiny Committee approaches the Call-In procedure to review a decision. The Call-In process would continue as it currently does.

2. **Next Steps**

- 2.1. It is proposed the Committee establishes a Task and Finish Group to make progress on an in-depth piece of work before the Committee's next full meeting on 5th September. The proposed Task and Finish Group would be made up of a maximum of 6 Members, including the Chair of the Scrutiny Committee.
- 2.2. It is not proposed the Task and Finish Group would be responsible for the totality of the in-depth work and the recommendations on a specific issue. Rather, it would have responsibility for making progress on work between full meetings of the Committee. The full Committee would be involved in developing the work as it progressed.
- 2.3. It is proposed that the Task and Finish Group be given the following tasks:
 - 1) Agree the **topic** for the first in-depth piece of work for this municipal year from the long list produced at the meeting of the full Committee on 4th July. The Task and Finish Group will need to consider on which topic the Committee can have the most impact.

- 2) Discuss and agree a **Terms of Reference** for the work. It is proposed the Terms of Reference would include two or three key questions for the work to focus on.
 - 3) Discuss and agree the **evidence** the Committee would require to answer the questions in the Terms of Reference. This would include who the Committee would benefit from hearing from and where this would best take place.
- 2.4. It is proposed that the Task and Finish Group undertake this work in July. This would mean that the Committee's meeting on 5th September can include the people relevant to the issue the Committee is considering. It is proposed that the in-depth piece of work would be an item on every agenda of the full Committee meetings. This could be to hear evidence from people identified by the Task and Finish Group or to have an update on progress.
- 2.5. If the approach is agreed the initial step would be to consider which issues might be appropriate for the in-depth work. Members are asked to suggest which topics should be on the long list of potential areas for the Task and Finish Group to consider for the first in-depth piece of work. The Child and Household Poverty Strategy is attached as Appendix A to stimulate thinking on ideas for potential topics for the in-depth piece of work.

3. Future meetings

- 3.1. Future meeting dates of the Committee are:
- 5th September 2013
 - 3rd October 2013
 - 5th December 2013
 - 6th February 2014
 - 3rd April 2014
- 3.2. Items from the 2012/13 work programme that the Committee might wish to consider for the 2013/14 work programme are:
- Annual meeting with young people
 - Overview of the use of the Pupil Premium
 - Annual Safeguarding report
 - Attainment
 - Young Carers

4. Support for Scrutiny

- 4.1. The support arrangements for Scrutiny have changed. Scrutiny will be supported by two Policy and Improvement Officers in the Elections, Equalities and Involvement Team in the Policy, Performance and Communications Service. The capacity of the new support arrangements will enable each of the Council's four subject specific Scrutiny Committees to undertake one piece of in-depth work at a time.

- 4.2. Brief guidance will be available for people attending scrutiny on what the purpose is and what they can expect. This will include keeping introductions to reports or presentations brief and to the point to enable more time to be spent on the discussion.

5. Recommendations

- 5.1. The Scrutiny Committee is asked to:

- 1) Agree the approach to Scrutiny outlined in the report.
- 2) Agree to set up a Task and Finish Group to undertake the tasks set out above in section 2.
- 3) Suggest which topics should be on the long list of potential areas for the Task and Finish Group to consider for the first in-depth piece of work.
- 4) Agree which members would be on the Task and Finish Group.

From Struggling to Succeeding

Sheffield's Child and Household Poverty Strategy

2012-14

FINAL version 2.0

The partners to the Strategy are:

- Charities
- Faith Groups
- Financial Inclusion Services (Yorkshire)
- Job Centre Plus
- Social Landlords including Sheffield Homes
- NHS Sheffield
- Schools
- Sheffield Advice Centres
- Sheffield City Council
- Sheffield NHS Foundation Trusts
- South Yorkshire Fire and Rescue Service
- South Yorkshire Passenger Transport Executive
- South Yorkshire Police
- South Yorkshire Probation Service
- Voluntary Organisations

Contents

Contents	2
1. Aims	3
2. Introduction	3
3. The scale of the challenge	4
4. Poverty in Sheffield	5
5. What works in tackling child and household poverty	9
6. Sheffield's approach to tackling child and household poverty	11
7. Translating Policy into Action	12
Challenge1: Increase our understanding of poverty and what can be done to tackle it	13
Challenge 2: Improve the aspiration, participation and achievement of children and young people	14
Challenge 3: Raise the expectations and skills of adults both as individuals and as parents and carers	16
Challenge 4: Build resilient communities	17
Challenge 5: Improve access to good quality jobs for those facing the greatest barriers to work...	18
Challenge 6: Reduce health inequalities	19
8. Appendix	21
8.1. The National Child Poverty Strategy	21
8.2. Definitions of poverty	21
8.3. Evidence base by life cycle stage – additional detail and references	22
8.4. Performance management plan and governance	28
8.5. Consultation on the draft strategy	34
8.6. References for 'life spiral' diagram:	35

1. Aims

We aim to create a fairer Sheffield and we want to do this by improving the life chances of those children, families and households who are already living in, or who are in danger of falling into poverty.

We will do this:

- by tackling poverty today - mitigating its worst effects
- by addressing some of the root causes of poverty through
 - improving life chances for children and adults - reducing the divide in the social, economic, educational and health outcomes that currently exist between the population as a whole and those who are living in poverty
 - strengthening individual and family resilience as a prerequisite for breaking the cycle of intergenerational poverty.

We recognise that, in most cases, poverty has multiple causes and manifestations and we will, therefore, adopt a personalised, holistic, and coordinated approach to meeting need. We call this the whole household approach.

2. Introduction

In the UK, 4 million children live in poverty and around 27,000 of these live in Sheffield. This means that in our city a quarter of children under the age of 16 are growing up in households where there isn't always enough money to pay for what most people would consider the essentials such as a healthy diet, a decent, warm home, a winter coat or the opportunity for children to take part in school trips and activities.

It is self-evident that tackling poverty adequately means addressing income inequality and that the best route out of poverty for any household is for those of working age and who are able to secure well paid and sustainable employment. Those who have grown up poor have been shown, in many cases, to have worse employment prospects and will, as adults and parents, earn less than the average over the duration of a working life thereby perpetuating the cycle of intergenerational poverty.

However, poverty is not exclusively about money. It is also about health and education, community and aspiration, good parenting and resilience. There is a growing body of evidence demonstrating that income inequality results in a range of poorer outcomes for everybody. However, a reduction in income inequality, as well as being largely outside the scope of local government, is not in itself enough to close the gap between the life chance of the haves and the have-nots. The Joseph Rowntree Foundation has shown that children from deprived households have lower educational attainment and worse health outcomes than those who have had a better start in life. By the age of seven, substantial gaps have, in general, opened up in the self-esteem, cognitive, behavioural and health outcomes between children from poor and better off homes and these gaps continue to widen as children progress through school.

The Review of Poverty and Life Chances, commissioned from Frank Field by the Coalition Government, asserted that poverty is both the cause and the effect of poor outcomes across a whole range of areas and it is this that traps people in a cycle of intergenerational deprivation. Field drew on research from the Effective Provision of Pre-School Education (EPPE) longitudinal study to demonstrate the strong correlation between child poverty and educational attainment where, by the age of 16, just over a third of children living in poverty are likely to get five or more good GCSEs

compared to over 80% of the richest quintile. He goes on to observe that ‘Policies to improve poorer children’s outcomes are more likely to be successful if they target a wide range of issues – such as parents’ education, positive parenting, relationships and the home learning environment as well as physical and mental health.’ He concludes ‘The key to improving outcomes for children lies in addressing issues associated with the educational and home environments’

Poverty can blight lives and prevent both children and adults from fulfilling their potential. The Child Poverty Act 2010, as reaffirmed by the Coalition, placed a duty upon local authorities to undertake both an assessment of need and to produce, with other agencies, a local strategy for tackling child poverty.

In Sheffield, we are already committed to this agenda. One of the City Strategy’s five key ambitions is to be: Inclusive; a city which ensures that everyone has a chance to succeed and fulfil their potential, and where people feel welcomed, valued and can fully participate in the life of the city. The Child & Household Poverty Strategy will contribute directly to this ambition. Tackling Poverty & Increasing Social Justice is at the heart of Sheffield City Council’s latest corporate plan and this strategy is a critical part of that approach. Sheffield’s Fairness Commission has been set up to look at the nature, extent, causes and impacts of inequalities in the City and to make recommendations for tackling them.

Sheffield recognises that child poverty cannot be addressed in isolation and we seek therefore to go further by re-stating our commitment to promoting fairness and tackling poverty as experienced by not only the city’s children, but by the families and households in which they live. As Field concludes ‘The key to improving outcomes for children in the long-term lies in addressing issues associated with the educational and home environments through a ‘whole family support programme’.

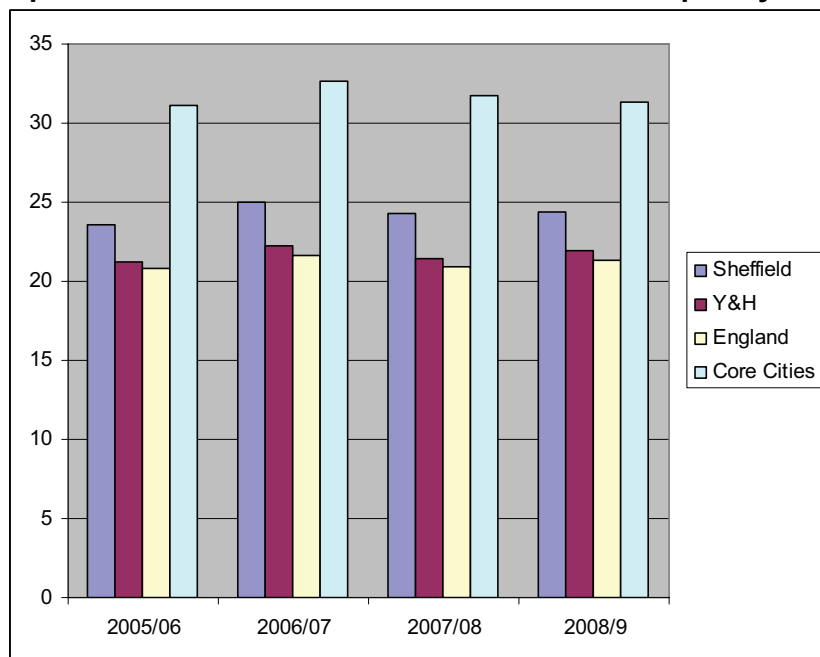
However, we also recognise that there are those resident in the city, including single people, childless couples and older people who also experience poverty and their needs must be met in any strategy we develop. These people are encompassed by our whole household approach to poverty.

3. The scale of the challenge

The scale of the challenge involved in meeting the aspirations expressed in the Child Poverty Act and the targets set out in the National Strategy cannot be underestimated (for more information on the National Strategy see the appendix). There are both long-term factors and more immediate reasons why the achievement of these goals will require extraordinary efforts at a national level:

- The proportion of children living in poverty in the UK has doubled in the past generation and the UK has proportionally more children in poverty than most rich countries. Child poverty did fall by almost a quarter to 2004-5. This was largely as a result of improving levels of household income, historically low price levels and the introduction of tax and benefit changes, including initiatives such as tax credits, but the recession and the measures taken to reduce the deficit have subsequently resulted in falling household incomes, significant changes in the fiscal system and the benefits regime and accelerating food and fuel price inflation which has led the Institute of Fiscal Studies to conclude that the gains made in beginning to reduce child poverty in recent years will be reversed by 2013 at the latest.

NI116 - proportion of dependent children in a Local Authority who live in households whose equivalised income is below 60% of the contemporary national median



Source: Nomis (2010) / HMRC 2011

	2005/06	2006/07	2007/08	2008/9
Sheffield	23.6	25	24.3	24.4
Y&H	21.2	22.2	21.4	21.9
England	20.8	21.6	20.9	21.3
Core Cities	31.1	32.7	31.7	31.3

Source: Nomis (2010) / HMRC 2011

- In the same way, the buoyant labour market before 2007 and consecutive annual falls in unemployment helped reduce child and household poverty but the onset of the recession and rapidly rising levels of joblessness have neutralised this effect. However, even in the best of years, whilst there were significant falls in those who were seeking work and claiming Jobseekers Allowance, the number of adults in receipt of other work-related benefits such as Incapacity Benefit, fell much more slowly. The result was that even in the most buoyant economic period, at least one fifth of the working age population nationally was in receipt of some form of out of work benefit and a majority of these recipients had not been in work for more than two years. This was and remains the source of much inter-generational poverty.
- Moreover, whilst parental employment is important, this alone cannot eradicate child poverty. In-work poverty has been on the increase over the last decade and this increase has not been dampened by the recession. The proportion of poor children living in working households increased to 61 per cent in 2008/09, up from 50 per cent in 2005/06¹.

4. Poverty in Sheffield

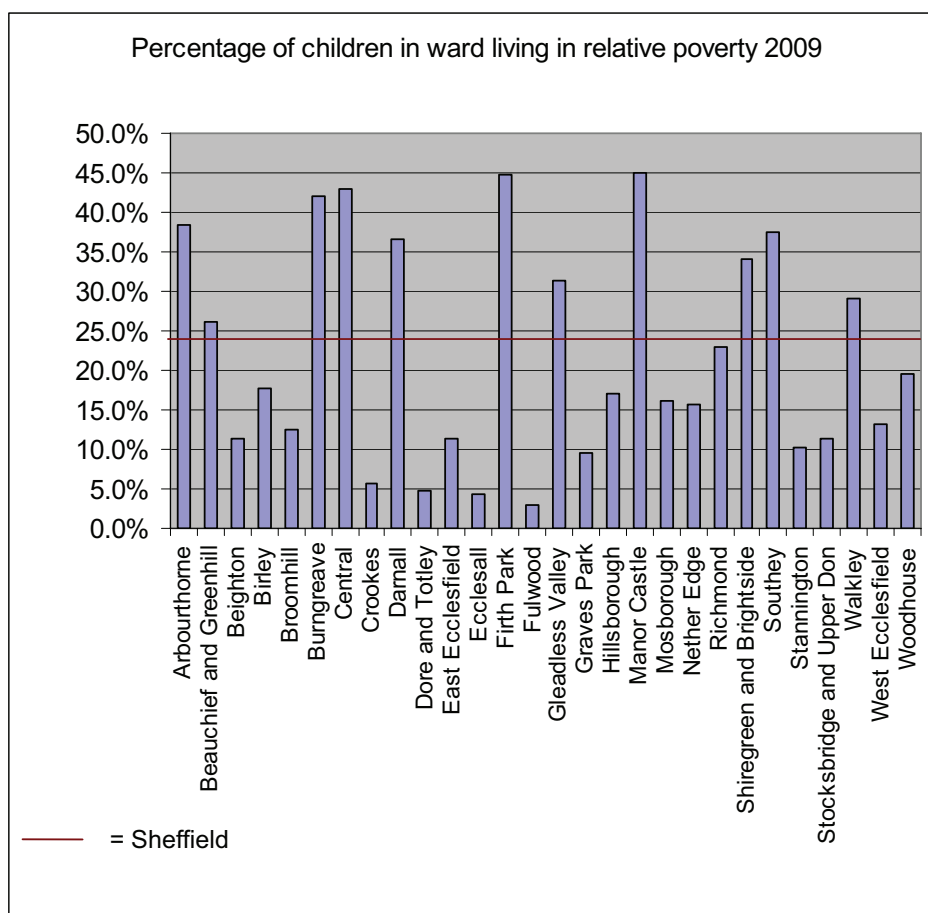
The statutory Child Poverty Needs Assessment for Sheffield was undertaken by the City Council in partnership with key stakeholders including NHS Sheffield, Jobcentre Plus, SYTPE, SY Police and relevant organisations in the voluntary, community and faith sectors.

¹ In-work poverty in the recession, a briefing paper by the Institute for Public Policy Research, 2010

Children in the UK are officially considered to be living in poverty if they are in a household with an income less than 60% of the national average (median). More information about definitions of poverty is contained in the appendix. Using this measure of relative poverty, 24.4% of children under the age of 19 were living in poverty in Sheffield in 2009. This is the latest date for which we have verified data. This is higher than the figures for both England (21.3%) and the Yorkshire & Humber region (21.9%) but a proportion that is second lowest, after Leeds (22.7%) when compared to the core cities.

Poverty is unevenly distributed across Sheffield. In a city where the geographical distribution of income is so markedly different, there are seven wards with noticeably higher levels of child poverty:

- Central (43%)
- Firth Park (45%)
- Manor Castle (45%)
- Burngreave (42%)
- Darnall (37%)
- Southey (38%)
- Arbourthorne (38%).



However, poverty affects children and households in all parts of the city. Our needs assessment and national evidence show that children are more likely to live in poverty if:

- they live in families with more than three children (45% of all children in poverty in Sheffield compared with 16% of all children in Sheffield²)

² CLG (2010) using data from 2008

- they live with only one of their parents (over half of all children in poverty nationally live in lone parent households³)
- they have a teenage parent (nationally, children of teenage mothers have a 63% increased risk of being born into poverty compared to babies born to mothers in their twenties⁴)
- they are from Black and minority ethnic (BME) families (77% of Somali and 61% of Yemeni children in Sheffield are eligible for Free School Meals compared to 18.5% of all children in poverty in Sheffield)
- they live in a household where a family member has disabilities (Research by IPPR showed that 29% of people with one or more disabled children in the household lived in poverty, compared with 21% of households with no disabled children⁵, DWP data shows that around a quarter of all children living in poverty have a disabled parent⁶)
- they have learning difficulties (29% of children with SEN in Sheffield are eligible for Free School Meals compared with 18.5% of all children in Sheffield⁷)
- they live in a household where one or more parents is in low paid or part-time work (Nationally, among households where the only paid work being done is part time, 40% of children are in poverty)
- they live in a household where the parent or parents are not in work (The risk of being in low income is 90% for unemployed families, 75% for other workless families⁸).

Clearly, not all children living in households with these characteristics experience poverty, but their chances of so doing are that much higher if they do. Additionally, there is a significant body of evidence to demonstrate that multiple disadvantage (normally measured simply in terms of a count of a number of risk factors present) results in compounded problems. For example, a recent study considering multiple risk factors in terms of young children's development found that 59% of children whose family income was higher lived in families with at least one risks and 27% with two or more risks whereas for children in low income households, 80% experienced at least one risk and nearly half lived with two or more risks. This study also demonstrated that the greater the number of risks experienced by the child, the greater the problems that the child will face during their lifetime⁹

The life chances diagram below that was drawn up as a result of the city's child poverty needs assessment provides some illustrations of the inequalities that children and young people living in poverty in Sheffield face. The life chances of any individual or group are not pre-determined. It is possible, as many case histories demonstrate, for an individual or group to break free from the circumstances that they inherit, to overcome obstacles and to achieve their potential. This spiral does not show those examples where people have broken the trend, but it is important that we remember them and do not allow this to become deterministic. Partners to this strategy can help break the cycle of inequality and disadvantage at any number of points over an individual's life time and our strategy is aimed at giving us the best chance of doing just that.

³ Department for Work and Pensions. 2010. Households Below Average Income 2008/2009

⁴ Mayhew E and Bradshaw J (2005) 'Mothers, babies and the risks of poverty' Poverty, No.121 p13-16

⁵ DISABILITY 2020: Opportunities for the full and equal citizenship of disabled people in Britain in 2020. This data is from 2003-3. The paper was written in 2005 and uses the most up-to-date information that was available at the time.

Permission to publish from the Disability Rights Commission was received in 2007.

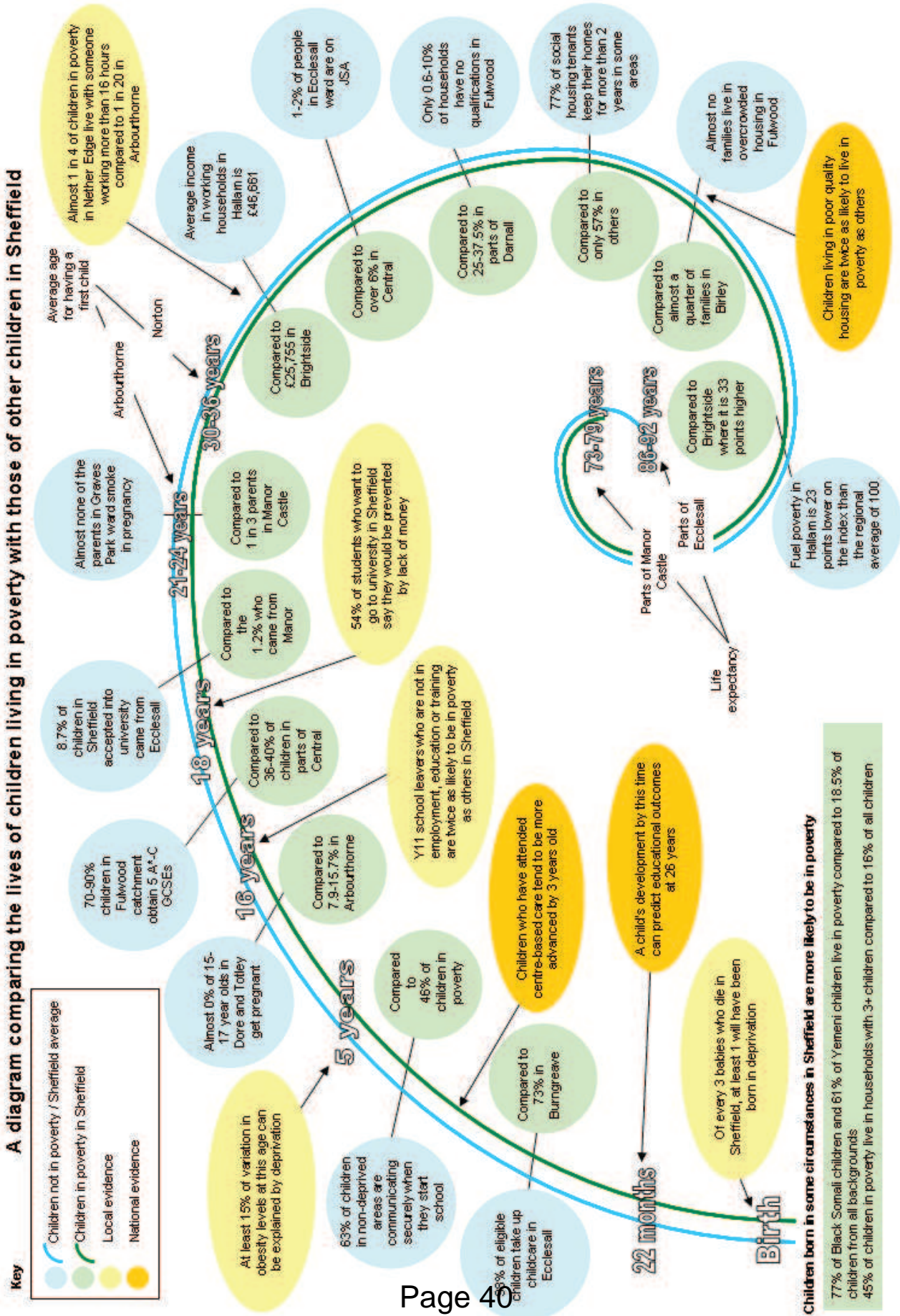
⁶ DWP 2006, Households below average income. London: Corporate Document Services. Indicates that after housing costs 24% of the 3.4 million poor children in Great Britain (around 816,000 children) lived with one or more disabled adult in 2004/05.

⁷ SCC, January School Census 2010

⁸ Department for Work and Pensions. 2010. Households Below Average Income 2008/2009

⁹ Sabates, R. and Dex, S. (2012). Multiple risk factors in young children's development. CLS Working Paper 2012/1. London: Centre for Longitudinal Studies.

A diagram comparing the lives of children living in poverty with those of other children in Sheffield



Whilst children remain more likely than adults to live in low income households, there are still large numbers of adults experiencing poverty. A third of all people in low-income households are working-age adults without dependent children. This is the only group in poverty where the percentage has risen over the last decade.

Some older people, particularly when they are reliant on the state pension and pension credit are more likely to be in poverty. Similarly, we know that women working full time are paid, on average, 15.5% less an hour than men for doing work of equivalent value. Women pensioners also therefore tend to be poorer than their male counterparts.

Women are at greater risk of poverty than men¹⁰ and more likely to experience recurrent and longer spells of poverty¹¹. This can in part be explained by lower earnings (both in terms of per hour rates and due to the fact they are more likely to work part-time). This is important in terms of the impact on themselves and their children. Economic dependency has been linked to domestic violence, which is in itself linked to an increased likelihood of poverty¹².

Sheffield is an unequal city with some of the most affluent communities in the country and also some of the most severely deprived. Of 326 local authorities Sheffield is now the 56th most deprived, a very minor deterioration on the previous position, and inequalities in the city appear to be worsening. Between 2007-2010 more parts of Sheffield have become more deprived - of 339 separate small areas in the city 48 are now in the 5% most deprived in the country, however there are now only 2 small areas in the most deprived 1%, down from 7 in 2004.

5. What works in tackling child and household poverty

International evidence shows that the only countries that have achieved a significant reduction in the link between family background and children's outcomes are the Nordic countries. They have achieved this through a combined approach, involving measures to both narrow gaps in children's early years experience... and efforts to achieve reductions in economic inequality... through a combination of financial transfers and active labour market strategies.

G. Esping-Andersen, *A Welfare State for the Twenty-First Century*

The critical drivers of child poverty were considered through the Needs Assessment and subsequent consultation, along with the evidence base for action that could be taken locally and which would have a positive impact on these drivers. This information has fed into the development of our strategy. The responses to the consultation on our draft Strategy have also now been fed into this final version. A summary of changes made as a result are shown in the appendix.

Evidence base by life stage

This section summarises the areas where evidence indicates we should focus if we are to address child and household poverty. More detail is provided in the appendix.

Pre-natal:

- Improved maternal health including nutrition and reductions in smoking
- Sensitive and responsive interactions with primary care giver
- Increased income levels

¹⁰ Bradshaw et al. 2003

¹¹ Ruspini, 1998, 2001; DWP, 2004a

¹² HM Treasury, 2004

Early years:

- High quality home learning environment
- Sensitive and responsive interactions with primary care giver
- High quality early years provision
- Childcare as an enabler for parents to access learning and employment

School years:

- Solid foundations (at each stage, the gap between those who are not achieving and the average widens, the more we can do earlier on, the more effective subsequent provision is)
- Interventions to improve educational attainment (in particular parental engagement in learning)
- Effective school provision
- Interventions that specifically 'narrow the gap' rather than just driving up attainment across the board, in particular consideration of particularly vulnerable groups

Adulthood and Family life:

- Improving skills and qualification levels for all
- Improving parents' skills
- More secure employment with routes for progression and decent pay
- Increasing income and reducing outgoings
- Improving housing quality
- Improving health including mental health
- Reducing risk factors and multiple disadvantage (including substance misuse, domestic violence)

Cross-cutting themes

Several cross-cutting priorities were identified from the consultation, which have been built into our strategy:

- Workforce development
- Whole household approach
- Home learning environment
- Building on strengths within communities
- Working together to intervene earlier.

In addition, the priorities that were ranked highest by respondents to our consultation have all been included within this strategy. Sheffield's Parents' Assembly consulted with parents and families living in Sheffield about their experiences of poverty in Sheffield as well as their priorities for action in the Strategy. Professionals working across the partnership were also asked about priorities for the strategy. The results (in alphabetical order) were:

- Improving benefit and tax credit take up
- Improving educational achievement for all children and young people
- Improving health outcomes: parents & children
- Improving housing quality and options
- Increasing numbers of parents in employment (including lone parents and 2nd earners in household)
- Improving parental skills (including practical skills such as budgeting, parenting, employment related skills and academic)
- Reducing NEET levels

6. Sheffield's approach to tackling child and household poverty

Macro-economic factors including the performance of the global economy and the impact of British fiscal and benefit changes are very likely to lead to a continued rise in child and household poverty for some years to come. Many critical factors, such as the performance of the global economy and the impact of national policies from fiscal and benefit changes to education reform and the Work Programme, might be well outside the influence of the Council and its partners in the city but it is within our power to intervene to address some of the barriers that prevent people from enjoying rewarding lives such as poverty, poor education and skills, unhealthy and damaging behaviours, underdeveloped social and emotional skills, lack of aspiration and, for some, discrimination. In this situation it is important to develop local interventions that seek to mitigate the impact of these on those individuals and households that are most affected whilst also seeking to give children exposed to poverty a fairer start in life. To do this we need to make sure that both children and adults are equipped with the skills, support, self-belief and aspiration to take advantage of those opportunities in education, employment and active citizenship that will help them to break the cycle of intergenerational poverty and despair. However, we do not believe that it is possible to sustain improvements made at an individual level without also improving wider economic, environmental and social conditions. It is therefore important that 'place-based' work continues and is explicitly focused on tackling poverty. It will take longer to address entrenched neighbourhood poverty and therefore, although these are longer term ambitions, will need to progress in tandem with our work with individuals.

As part of our strategy we have drawn on the conclusions of our own needs assessment and national research including the most recent reports from Graham Allen and Frank Field, as well as detailed work on child poverty undertaken by the Joseph Rowntree Foundation, Barnados, Save the Children and Lisa Harker in London. This body of evidence points to what works in tackling child and household poverty and from it we have developed a strategic plan for Sheffield that details not only what partners, working together, can do immediately to tackle the pernicious effects of poverty on both children and adults but also the mid to long term interventions needed to break the cycle of intergenerational impoverishment. These include:

Short term – tackling poverty today through maximising income and reducing outgoings

We will do this by:

- raising awareness of those actions that can be taken to alleviate poverty
- maximising the take up of benefits and entitlements
- offering support to improve money management
- raising awareness of lower tariff rates
- providing access to affordable credit
- supporting progression into and within work for the most vulnerable including those furthest from the labour market

Medium term - improving life chances for children and adults

We will do this by:

- supporting the aspirations and self-belief of *all* children and adults
- focusing on family literacy, numeracy, communication and family learning for those who need it most
- strengthening parenting skills and the quality of the home learning environment
- improving attendance and attainment at school and preventing disengagement from education, employment and training
- helping adults acquire the skills and qualifications they need to secure sustainable, well paid work

- ensuring that early intervention and prevention services (including health) provide enhanced support to people living in poverty to support healthy lifestyles in relation to smoking, breastfeeding, healthy eating and exercise
- supporting people to have more housing choice, maintain quality and reduce the numbers of people leaving tenancies within the first two years
- creating family-friendly jobs for those with caring responsibilities

Long term - breaking the cycle of intergenerational poverty

We will do this by

- targeted work to reduce youth offending, levels of young people not in employment, education or training
- aligning plans and resources to support those most at risk of poverty through appropriate whole household approaches, this includes the Successful Families & Communities project, which will improve further the effectiveness and efficiency of services, using a 'community budget' methodology and focused on five key principles: working in a more multi-agency way, working with the whole family / household, working with key workers, intervening earlier before outcomes deteriorate and costs escalate, and personalising budgets, where appropriate / making budgets work in a more co-ordinated way
- school and partners' roles in preparing children for their futures
- early intervention through better targeting of those most at risk of being parents of children living in poverty in the future (including specialist support for teen parents)

Throughout all of our interventions, we must maintain a watchful eye on how those groups we have identified as being particularly at risk of poverty are being supported and assess whether interventions designed to meet the specific needs of the 'at risk' groups are required.

7. Translating Policy into Action

We are not starting anew. The extensive, city-wide consultation for the child poverty needs assessment highlighted much good practice both in statutory agencies and in local communities. We need to harness this expertise and experience and build on it. We have also learnt from previous experience, including the city's *Progress Together* employability model, that individuals facing fundamental social and economic challenges such as worklessness and poverty often experience connected and multi-faceted issues including personal, financial, behavioural, learning, housing and health issues that require an holistic approach to meeting their needs those of other family members. We describe this as the whole household approach and it underpins all that we will do to tackle poverty.

No single service, agency or organisation can deliver this approach in isolation. Strong and coordinated partnership working is required to deliver interventions and support tailored to the needs of the person and the individual household.

Tackling Poverty & Increasing Social Justice partnership group

Overseeing work in this area is a partnership of organisations coming together as the Tackling Poverty & Increasing Social Justice Group. This group has four overarching aims

- To maintain strategic oversight and ensure delivery of the Tackling Poverty and Increasing Social Justice business framework
- To address some of the root causes of poverty and social exclusion and to be responsible for implementing the recommendations of the Fairness Commission

- To oversee key strands of work including the Whole Household and Key Worker approaches and the Child and Household Poverty Strategy. To oversee any Community Budget approaches in Sheffield around work with families with complex needs and other priorities.
- To take a lead on issues of equality and social justice, including becoming a Guarantor of Equality for the city.

This group has responsibility for the governance of our Child & Household Poverty Strategy as well as the implementation of Sheffield Fairness Commission recommendations, overseeing the whole household approach and community budget plan, the Advice Services review, work to understand the impact of national welfare changes for Sheffield, overseeing the introduction of new duties under the Equality Act and links to the draft City wide Unemployment Strategy. The Fairness Commission has been set up to look at the nature, extent, causes and impacts of inequalities in the City. Future strategies and action to tackle poverty will take account of its recommendations. This governance structure will ensure that all of these areas are joined up. It will be the vehicle for exploring how we could implement ambitious options. Critically, it provides strong senior leadership from across the key partners and reflects the commitment that all partners have made to maintain their focus on this vital area of work.

Interventions must be framed so that they can be delivered at critical points and in key areas that impact on people's life chances. We have therefore organised our strategy around six critical themes which require action to improve the resilience and wellbeing of children and adults living in poverty.

Challenge1: Increase our understanding of poverty and what can be done to tackle it

What is the problem?

Poverty can be invisible and too often agencies and institutions do not fully take into account the far reaching impact it can have on the life chances of children and adults when they are planning provision, delivering services and acknowledging the needs of individuals. Tackling poverty necessitates a change of culture that requires partners to place fairness at the heart of all they do.

What is more, individuals and families living in poverty often find it hard to determine those steps they can take for themselves to begin to break free from its constraints. For instance, one of the most significant pressures faced by those who are poor but living in one of the most affluent societies in the world is the costs of borrowing to pay for those things which most of us would consider essentials e.g. white goods. Those without ready resources or a strong credit rating often borrow to pay for these goods at a rate of interest that only compounds their impoverishment. In this situation the provision of impartial advice, support for financial literacy and access to fairer means of borrowing, such as credit unions, is all important.

What will we do?

We will improve our awareness and understanding of poverty in order to mobilise staff to take action to tackle it and we will develop an effective and accessible infrastructure capable of helping individuals and families to help themselves. We will do this by:

- locating leadership and responsibility for delivering this strategy and its targets in Tackling Poverty and Increasing Social Justice Strategic Core within the Council
- ensuring that future strategies to address poverty in the city take on board the recommendations of the Fairness Commission
- working to understand the impact of national welfare reforms for Sheffield, what the mitigating actions might be, and to look at the opportunities these changes present

- establishing a checklist and accompanying toolkit (including some sector-specific work, for example, working with schools to look at how they can make best use of the pupil premium) that helps partner organisations to assess and then 'poverty proof' the services that they deliver. This means helping agencies redesign services to take into account the impact of poverty and to maximise opportunities to improve the lives of those who live with it, including particular emphasis on the groups identified as being most at risk
- developing a set of training modules that the whole partnership can embed in their standard staff induction to promote an understanding of household poverty and to identify those at risk (for example embedding economic status into assessments) – through improved understanding of the interrelatedness of issues surrounding poverty, we will support work to make every contact count
- maximising people's income – through ensuring that families have easy access to information and advice on all their rights and entitlements- from maternity pay, housing rights, and minimum wage to in and out of work benefits as well as benefits for families where there are long-term health problems including children with disabilities and support with debt management
- refreshing the financial inclusion strategy and reviewing advice services to ensure they are effective in tackling poverty and increasing social justice by being accessible to people wherever they live and whatever their access needs may be and targeting the most intensive advice support at those people with the most complex problems who are the least able to resolve the issue themselves and continue to improve people's financial capability, giving them the life-skills to participate in the economy, as well as greater self-esteem and mental wellbeing
- extending the availability of alternative, robust, accessible fair sources of lending, including credit unions

How will we measure success?

We will measure our success through the following indicators:

- demonstrating how training is included in workforce development / induction processes of 0-19 partnership organisations
- creating a culture where poverty proofing is integral to service planning and redesign, by March 2013
- 2,000 parents and families will have received advice (though one to one support or courses) annually (dependent on funding contract renewal)

Challenge 2: Improve the aspiration, participation and achievement of children and young people

What is the problem?

The social gradient in attainment between children living in poverty and those who do not increases and becomes more entrenched at every key stage:

- by age 3, national research indicates, that children who have attended centre-based care tend to be more advanced but children from disadvantaged backgrounds are less likely to be in formal childcare
- by age 5, only 46% of Sheffield children who are living in poverty are communicating securely compared to 63% of children resident in the rest of the city
- by age 16, the gap between the proportion of children who are eligible for free school meals that achieve five good GCSEs and the cohort as a whole is 27 percentage points. Those school leavers who live in poverty are then twice as likely to not be in education, employment or training (NEET) as those 16 year olds in better off households
- by 19, the gap between level 3 achievement for young people who were previously eligible for free school meals and the cohort as a whole is 26.8%

This growing differential in performance by age group is both symptomatic of and contributes to the poverty of aspiration and serial underachievement that destroys the self-esteem and blights the life chances of too many of those young people who should and could be the city's greatest resource. Targeted intervention, particularly in the Early Years is crucial if this differential is to be successfully addressed. Moreover, access to affordable childcare is key to reducing child poverty by enabling parents to work. High quality childcare also boosts the life chances of the most disadvantaged children and helps prevent poverty in the next generation.

What will we do?

We will focus on individual learner progress, identifying the needs of those children and young people who are at risk of falling behind and taking action to address their underachievement. We will do this by:

- linking with the review of Early Years, which will contribute significantly to this agenda, in particular through the development of innovative childcare support and new ways of working, including ensuring children centre delivery services integrate with other key strategies and focus on early engagement to inspire, support and enable parents to improve their child's life chances and their own by being involved in local governance, planning and implementation of services
- offering child care to the parents and carers of some of the most disadvantaged two year olds along with a wrap-around package of support for them to embed a high quality learning environment at home and a campaign to increase the numbers taking up free early years places - both in terms of the targeted places at age 2 and the universal offer at ages 3 and 4
- making available through contact with childcare providers and housing officers, 'Sheffield's Talking' training to improve communication language and literacy in early years settings and the home
- adopting recovery strategies to help children and young people close their performance gap e.g. Reading Recovery and English as an Additional Language
- building on the city-wide Family Time campaign to ensure that its messages are targeted at those most at-risk of poverty
- make effective use of the pupil premium to improve the life chances of children in poverty through consideration of the needs in Sheffield, evidence informed spend and opportunities to link the work of schools and partners
- working with selected schools, through the Multi-Agency Support Teams to improve attendance
- focusing on a learner entitlement in support of smooth transition between all Key Stages and post-16 transfers up to the age of 19
- developing a vulnerability matrix (Risk of NEET Indicator) to identify and intervene early in support of those young people at risk of not progressing to post-16 education, employment or training.

How will we measure success?

We will measure our success in the following ways:

- Communication Language and Literacy practice in Early Years settings will have improved as measured through the Charter for Quality and through the Early Years Foundation Stage Profile (EYFSP) results for Communication Language & Literacy Development (CLLD) at the end of Foundation stage on an annual basis
- reducing the gap between lowest attaining children and the city average in the Foundation Stage by 3% each year for the next two years
- reducing the attainment gap at Key Stage 4 between children eligible for free school meals and the city average on an annual basis
- 500 families will have been targeted in disadvantaged areas / at risk groups through the 'Family Time' campaign

- ensuring the proportion of 16-19 year olds who are NEET is no more than 1% above the national average
- reducing the gap in the achievement of Level 3 (equivalent to two or more A level) between those students who would previously have been eligible for free school meals and the cohort as a whole so that it is on track to be at least in line with the national average by 2017

Challenge 3: Raise the expectations and skills of adults both as individuals and as parents and carers

What is the problem?

Too often the cycle of inter-generational poverty is self-perpetuating. Research has shown that those who live in poverty as children are most likely to have their life chances limited, as measured by almost all of the key indicators of well-being. They are more likely to suffer periods of prolonged worklessness and although over 60% of children in poverty live in a household where one adult is in work, this is too often fragile, low paid and sometimes casual or part-time employment. The same adults are more likely to suffer ill health and to die earlier. Crucially, they are least likely to have the skills, qualifications and expectations necessary to break the cycle of deprivation for themselves or for their own children when a major determinant of success at school is the quality of support given to learning in the home.

As the number of low skilled jobs continues to reduce, skills and qualifications become increasingly important in giving our citizens access to sustainable employment yet in the most disadvantaged parts of the city a quarter of households have no adult with a qualification¹³. In turn, in many of these households, the next generation is subject to a life of underachievement and impoverishment but it doesn't have to be like this. In every generation children grow to defy the pre-determination of their limiting circumstances and virtually every parent wants the best for their children.

What will we do?

Our aim therefore is to equip adults, as individuals and as parents, with the self-belief, skills and expectations for their children that are necessary to break the cycle of intergenerational poverty. We will do this by:

- adopting intelligent commissioning so that adult and community learning opportunities, including English for Speakers of Other Languages, better target the most disadvantaged communities and those individuals with the lowest skills levels
- recruiting and training volunteers as Language and Literacy Champions to support families, linked to the work of the Early intervention and Prevention strategy and the MAST teams.
- developing a partnership with housing in a targeted area of the city, offering literacy awareness training and helping housing officers support literacy in the home
- organising parenting courses and broader Family Learning tied to good parenting and home learning for those who need it most as well as ensuring that brief interventions more suited to universal services can make every contact count in terms of opportunities to improve parenting and home learning environment and identify those with greater levels of need, we will implement the recommendations of the parenting review and deliver and embed the new Baby Incredible Years programme
- adopting the whole household approach to identify the multi-dimensional needs of the family and the key worker to connect individuals and families to the required services and support.

¹³ Axicom 2010 (using 2009 data)

How will we measure success?

We will measure our success by:

- reducing the proportion of the working age population with no qualifications to below 10% by December 2014
- providing ninety parenting programmes and improving retention rates so that we achieve an average of 10 attendees per course by March 2013
- organising 245 family learning courses in target communities with an average of 9 learners per course by 2013 as well as bespoke courses targeted at grandparents for 100 learners per year to 2015

Challenge 4: Build resilient communities

What is the problem?

Access to decent housing is another key determinant of life chances for both children and adults. Homelessness, living in overcrowded conditions or in unfit housing are factors that are closely correlated with the incidence of poverty. In some areas of Sheffield almost a quarter of children are living in overcrowded conditions and housing 'churn', where families move from one property to another, can disrupt the education of children and cause instability in local communities. The correlation between poverty and other aspects of social fragmentation are also evident. As is the case across the country, it is those areas of the city with the highest levels of poverty that also experience, amongst other things, the highest levels of crime, domestic violence, child protection concerns and sexual exploitation. It is by no means the case that every person who is poor or living in a disadvantaged community is the victim or perpetrator of unacceptable and damaging behaviour but it is the case that poverty is corrosive and militates against social stability and successful neighbourhoods.

What will we do?

Our goal therefore must be to strengthen the resilience of individuals and the communities in which they live. We will do this by:

- creating sustainable tenancies, reducing high turnover in social housing and preventing homelessness through improved housing support
- reviewing the lettings system so that it is 'poverty proofed' (assessed in terms of its impact on child and household poverty)
- improving standards in social and private rented accommodation used to house vulnerable people, including support to reduce fuel bills, such as practical approaches to energy efficiency in the home – both physical measures and how we use the energy we pay for, fuel bills, fuel debt and switching suppliers and the Free Insulation Scheme
- targeting prevention and early intervention services at our most disadvantaged families to reduce the link between poverty and offending, domestic violence, child protection concerns and sexual exploitation. This including our Successful Families & Communities project, which will improve outcomes for families including: reducing crime and antisocial behaviour, improving educational outcomes, including attendance and attainment, improving health, including mental health, increasing numbers of people in work and with the skills for work, reducing poverty, improving access to and quality of community facilities and housing, increasing individual and family resilience and family functioning and increasing customer satisfaction and engagement with services (moving people towards universal services where appropriate).
- improving the accessibility of transport and awareness of transport options for households subject to poverty
- supporting the creation of a cadre of youth and adult community leaders who will spearhead the drive to strengthen individual and community resilience.

How will we measure success?

We will measure our success by:

- reducing the proportion of Sheffield Homes' tenants moving during their first two years of tenancy from 35% to 30% by 2014
- increasing homelessness prevention from 3.5 to 5 preventions per thousand households by 2013
- reducing the number of 16 and 17 year olds accepted as homeless to less than 20 by 2013
- making 39,000 homes decent by March 2014
- insulating 10,000 additional lofts and cavities by December 2012
- increasing the take up of early intervention and prevention services focused on offending, domestic abuse and child safeguarding at a faster rate in our most deprived communities than the city average
- making 100 relevant staff aware of poverty proofed transport options by 2013
- identifying and supporting community leaders in the seven most disadvantaged wards

Challenge 5: Improve access to good quality jobs for those facing the greatest barriers to work

What is the problem?

Worklessness remains a major cause of poverty and is set to become even more of a factor in acute household impoverishment as a result of planned changes to the national benefits system. In Sheffield more than 29,000 adults are not in work and for them access to employment is critical in improving their material circumstances. At a time when the labour market has tightened following the recession and its aftermath it is:

- young people without a work history, many of whom are set to become new parents
- those in middle age who are being made redundant for the first time
- those from vulnerable groups, such as job seekers with mental health problems and learning difficulties and disabilities
- as well as those facing specific barriers to employment such as ex-offenders, lone parents and residents from some of our BME communities
- who are finding it most difficult to secure work and who are therefore the target of our efforts.

However, unemployment, although a very significant factor, isn't currently the major cause of poverty. Over 60% of those households experiencing poverty include at least one individual who is in work. The problem is that this work is low paid and low skilled, usually fragile and often casual or part-time.

What will we do?

We will seek focus on improving the employability of those facing the greatest barriers to work and equipping those in low paid, fragile employment with the skills to get better jobs by:

- using the Sheffield 100 apprenticeship programme to provide to jobs with training for the most vulnerable and disadvantaged young people
- commissioning bespoke provision to address the barriers to employment faced by our target groups
- developing more integrated support and framework around opportunities for volunteering to develop skills and experience
- organising around the Work Programme and the ESF Support for Families Programme, a range of support services provided within the city e.g. 'better off' calculations, debt advice, substance misuse support etc
- providing key worker support

- engaging local employers through Opportunity Sheffield to provide entry to work and 'family friendly' flexible opportunities for our most vulnerable and disadvantaged job seekers
- promoting 'it's good to work' message and improve awareness of benefits changes and job opportunities for disadvantaged families
- connecting to the city's skills strategy to ensure those in low skilled, low paid work are encouraged to pursue lifelong learning in key sectors of the local economy as route to career progression and better jobs.

How we will measure success?

We will measure our success by:

- creating an additional 100 new apprenticeships targeted at those most in need by 2013
- Reducing the number of lone parent households dependent on out-of-work benefits by 10% (which equates to 565) by August 2013
- Maintaining a gap of not more than 10% between the Sheffield BME employment rate and the national average
- Maintaining a gap of not more than 5.5% between the Sheffield adult employment rate and the national average
- Engaging 3,000 employers, providing at least 12 hours of support to 1,800 employers, safeguarding 865 jobs and creating 20 jobs through Opportunity Sheffield
- Increasing the proportion of the working age population holding at least level 2 qualifications to 76.7% by December 2014

Challenge 6: Reduce health inequalities

What is the problem?

The Marmot Review made clear that tackling the causes of social inequality is critical to a reduction in health inequalities. There are significant health inequalities between different communities in Sheffield including life expectancy, obesity and infant mortality. These health inequalities have a strong correlation to social and economic inequalities, especially poverty.

The link between having better health and a higher socioeconomic position in society is known as the social gradient in health. Marmot stated that

“There is a social gradient in health – the lower a person’s social position, the worse his or her health. Action should focus on reducing the gradient in health.”

Maternal health is a critical factor in child development. Maternal health and nutrition and behaviour, such as not smoking during pregnancy, are critical factors affecting foetal development and low birth weight. Birth weight decreases steadily in relation to the social class of the mother and the effects of being born underweight stay with the child and tend to have an adverse effect health attainment and future earnings.

Although maternal health requires a particular focus, improving health in general can contribute to an individual's or a family's ability to move out of poverty through improved wellbeing leading to improved earnings potential.

What will we do?

We will maintain a focus on addressing health inequalities through Fairer Sheffield, Healthy Lives – Sheffield's Health Inequalities Action Plan 2010-13. This plan, with its commitment to reduce teen pregnancy and smoking, provide mental health support and to tackle alcohol and substance misuse,

complements and supports the strategy, the whole household approach and the actions set out here to address poverty in Sheffield.

How we will measure success?

The Fairer Sheffield, Healthy Lives – Sheffield Health Inequalities Action Plan 2010-2013 sets out the targets for this area across a basket of indicators. The targets for infant mortality and life expectancy at birth are indicators of particular significance for this area of work and so should be monitored to assess the success of the strategy in this area of work. The fundamental and overarching target is to have reduced the gap in health outcomes between those in our most deprived communities and the city average.

8. Appendix

8.1. The National Child Poverty Strategy

In April 2011, the Coalition published the National Child Poverty following its reaffirmation of the commitment made in the Child Poverty Act a year earlier to seek to eradicate child poverty by 2020 (see below for the targets by which eradication is defined). It commits to breaking intergenerational cycles of poverty by tackling the root causes. The strategy has five core principles:

- strengthening families
- encouraging responsibility
- promoting work
- guaranteeing fairness
- supporting the most vulnerable.

The focus of the strategy is to reduce and then eliminate child poverty by:

- making work pay
- reducing welfare dependency
- providing specific support to help the most vulnerable back into the labour market, including families with multiple problems
- encouraging economic growth and employment opportunities
- improving financial capability
- delivering educational success from the early years through to further and higher education
- increasing educational opportunities for disadvantaged children and young people
- supporting good parenting and strong family relationships
- narrowing health inequalities
- addressing welfare dependency.

The success of the strategy will be measured through a range of indicators:

- Family resources –income-related indicators linked to families living in poverty
- Family circumstances - indicators measuring levels of worklessness, in-work poverty and 18-24 participation in employment and training
- Children's life chances – measures of birth weight, development, attainment, progression, teenage pregnancy and young offending

The current national targets are that by 2020:

- Less than 10% of children will be in relative poverty (this has been set because it is the lowest level of relative poverty recorded in a European country)
- Less than 5% of children will be in absolute low income
- Less than 5% of children will experience material deprivation (see appendix for definitions of poverty)

8.2. Definitions of poverty

In the UK, a child is officially considered to be living in poverty if s/he:

- lives in a household with relative low income: this measures whether the poorest families are keeping pace with the growth of incomes in the economy as a whole. This indicator measures the number of children living in households below 60 per cent of contemporary median equivalised household income;
- lives in a household with absolute low income: this indicator measures whether the poorest families are seeing their income rise in real terms. The level has been fixed as equal to the

relative low-income threshold for the baseline year of 1998-99 expressed in today's prices but is to be updated to 2010/11 prices as soon as these become available;

- lives in severe poverty: proportion of children who experience material deprivation and live in households where income is less than 50 per cent of median household income;
- lives in material deprivation and low income combined: this indicator provides a wider measure of people's living standards. This indicator measures the number of children living in households that are both materially deprived and have an income below 70 per cent of contemporary median equivalised household income;
- lives in persistent poverty: this means that his or her family has had its equivalised net income for the year at less than 60% of median equivalised net household income for the past 3 years

Equivalised income takes account of variations in the size and composition of the families in which children live. This reflects the common sense notion that, in order to enjoy a comparable standard of living, a family with, say, three children will need a higher income than a single person living alone.

In monetary terms, less than 60% of median income is currently £19,000 per year for a family with two adults and two children before any housing costs are taken off – or £365 per week before any bills for housing or other expenses are paid.

8.3. Evidence base by life cycle stage – additional detail and references

Pre-natal:

Improved maternal health including nutrition and reductions in smoking

Poor nutrition is most frequently associated with family poverty, little or no parental education, and unstable working conditions or unemployment for families (Karp, Cheng, & Meyers, 2005). Poor nutrition affects fetal health outcomes in developed countries (Chapin et al, 2004) where rising rates of obesity are observed amongst poor and uneducated populations that can be traced back to maternal fetal nutritional habits (Drewnowski & Specter, 2004).

Mothers who smoke during pregnancy will have smaller babies – typically 5.4% (6.5oz) lighter than other babies. The effects of being born underweight stay with a child throughout its life, affecting its health, education and earnings potential (see Behrman and Rosenzweig, 2004, and Black et al, 2007). Maternal Smoking During Pregnancy and Early Child Outcomes' by Emma Tominey¹⁴, shows that in order to lower the incidence of underweight births, stopping a mother from smoking must be combined with helping her to be healthier in other areas of her life. It also shows that the harm to the baby is essentially reduced to zero if the mother quits by month five of the pregnancy.

Sensitive and responsive interactions with primary care giver

The process of development is influenced not only by a child's nutritional and health status but also by the kind of interactions - beginning in utero - an infant/child develops with care givers in their environment¹⁵

Increased income levels

Studies have consistently shown that birthweight decreases steadily with decreasing social status. This decrease in birthweight between the most privileged and the most deprived socio-economic groups can be shown among babies born in 2000 enrolled in the UK Millenium Cohort Study. Mothers living in the most privileged socio-economic group had an average birthweight 200gm heavier than those living in the most disadvantaged households (workless households). Because of the close association of birthweight with infant mortality, a reduction in mean birthweight of the

¹⁴ CEP Discussion Paper No. 828 (<http://cep.lse.ac.uk/pubs/download/dp0828.pdf>).

¹⁵ Analytic and Strategic Review Paper: International Perspectives on Early Child Development, prepared for World Health Organization's Commission on the Social Determinants of Health, December 2005

magnitude of 200 gm is associated with higher rates of perinatal death (stillbirths and deaths in the first week of life). In a study of more than half a million births in the former Trent health region of England in the ten years from January 1994 to December 2003, the rate of very pre-term birth was 16.4 per 1000 births in the most deprived tenth compared with 8.5 per 1000 births in the least deprived tenth.³⁰ Thus, infants living in poor areas were twice as likely to be born very early. Had all infants had the same risk of very pre-term birth as the most privileged ten per cent, the overall rate of very pre-term birth in the former Trent health region would have been reduced by 35% (2513 births).

Poverty and low socio-economic status have a profound effect on child health. Infants of poor women are at a disadvantage before they are born and are more likely to be stillborn or born too early or too small. They are more likely to die within the first week of life and in infancy¹⁶.

We know that poverty is associated with increased risk of infant mortality. In Sheffield, depending on the definition of deprivation between c.30-48% of Sheffield's infant deaths occur in deprived families¹⁷.

Early years:

High quality home learning environment

There is a clear link between improved achievement for children and the quality of the home learning environment¹⁸ and this extends into school years. This is critical because it has been shown that this can counteract the effects of disadvantage.

Sensitive and responsive interactions with primary care giver

'The bottom line message from developmental psychology and developmental neuroscience is that the most important feature of the care children receive in early childhood is its sensitivity and responsiveness.'¹⁹

High quality early years provision

High quality early years provision has been shown to improve outcomes for children (particularly those facing disadvantage)²⁰. Staff qualifications have been shown to have the biggest impact on the quality of settings and therefore on children's outcomes²¹.

Childcare as an enabler for parents to access learning and employment

Childcare plays a vital role in enabling parents to work and increase household income. This is important because of the links between education, work and poverty. See later sections on adulthood / family life. We know that in-work poverty is a significant problem: over half of all children in poverty live in a household where at least someone is working some of the time.

An IPPR report²² using Households Below Average Income 2008/09 data considered the breakdown of households in poverty including children. It showed that couple families with children where both partners are working have a very low risk of poverty. This risk is higher for families with children where only one adult is working; and half of couples where no one works full-time are poor. Less than

¹⁶ Health consequences of poverty for children, By Professor Nick Spencer published by End Child Poverty with the support of GMB

¹⁷ NHS Sheffield Public Health Analysis Team 2010

¹⁸ The Effective Provision of Pre-School Education (EPPE) a longitudinal study funded by the DfE 1997-2003, 2003-2008, 2008-2011 and the final study will cover 2008-2013

¹⁹ Waldfogel, What Children Need, 2006

²⁰ Waldfogel, What Children Need, 2006 quoting various studies and The Effective Provision of Pre-School Education (EPPE) a longitudinal study funded by the DfE 1997-2003, 2003-2008, 2008-2011 and the final study will cover 2008-2013

²¹ Goddard and Knights, 2009

²² In Work Poverty and the recession, 2010, IPPR

10 per cent of lone parents who are in full-time work are below the poverty line, but this doubles to 20 per cent for lone parents working part-time.

School years

Solid foundations (at each stage, the gap between those who are not achieving and the average widens, the more we can do earlier on, the more effective subsequent provision is)

The cognitive and non-cognitive skills developed throughout childhood are strongly associated with how children do at school and with their prospects of employment²³. The EEPSE study found that variations in children's social/behavioural outcomes in Year 6 (i.e., 'Selfregulation', 'Pro-social' behaviour, 'Hyperactivity' and 'Anti-social' behaviour) can still be accounted for by Child, Family and Early years Home Learning Environment (HLE, when children were ages 3-4) characteristics. The results are broadly in line with findings on the influence of these factors when children were younger.

Interventions to improve educational attainment (in particular parental engagement in learning)

A Joseph Rowntree Foundation report due to be launched in April is due to cite parental engagement in learning (defined more specifically by characteristics of interventions that do this successfully) is the area with the strongest evidence base behind it in driving educational attainment. Peer mentoring and extra curricular interventions show promising signs but require more rigorous evaluation. Activities designed to raise aspiration are shown to be unsuccessful – rather this research demonstrates that children already have high aspirations but require the support and opportunities to realise this.

Effective school provision

Effective school provision has been demonstrated to be important in continuing the positive impact of high quality home learning environment and effective early years provision in terms of social and behavioural and cognitive development (thus far in the EPPE study – up to KS2). It also has a significant positive impact on variation on children's attainment in reading and mathematics at age 10. Whilst it has not been demonstrated to have a statistically significant impact when considered alone in terms of the social / behavioural aspects, it does prevent the fall-off of positive impacts achieved through earlier positive experiences and is therefore critical to the sustainability of these.

A statistically significant impact of attending an academically effective primary school was evident for certain groups of children: those who were identified as having SEN during primary school and children of mothers with low qualifications.

Interventions that specifically 'narrow the gap' rather than just driving up attainment across the board, in particular consideration of particularly vulnerable groups

Despite average overall improvements in test scores, large differences in educational achievement according to socio-economic status persist, with family income and status by far the most significant indicator of success in the school system (Mongon and Chapman 2008; Strand 2008). Because the majority of interventions to improve attainment work for most children, it can be difficult to reduce inequalities in outcomes.

²³ Marmot, M (2010) 'Fair Society, Healthy Lives' Baroness Newlove (2011) 'Our vision for safe and active communities' Feinstein, L and Duckworth, K (2006) 'Development in the Early Years: Its Importance for School Performance and Adult Outcomes' Carneiro, P et al. (2006) 'Which Skills Matter.' Centre for the Economics of Education. Discussion Paper 59 Carneiro, P et al. (2007) 'The impact of early cognitive and non-cognitive skills on later outcomes.' Centre for the Economics of Education. Discussion Paper 92 Blanden, J. Gregg, P and McMillan, L (2006) 'Explaining Intergenerational Income Persistence: Non-cognitive Skills, Ability and Education' Centre for Market and Public Organisation

Adulthood and Family life

Improving skills and qualification levels for all

Higher qualifications have two important effects: one from the associated lower risk of poverty, irrespective of other factors, and the other through their impact on the employment rate²⁴

Success in education and training is an increasingly important route to well-paid and more secure jobs. With the decline of the traditional craft apprenticeships, the labour market opportunities for those young people who gain little or no educational qualifications are often low paid and insecure. There is evidence of increasing polarisation between those who stay on in education or training and gain qualifications and those who do not²⁵.

Improving parents' skills

Improved parental / primary carers' skills (in their widest sense including parenting ability, financial, academic and softer skills) can have an impact in the following ways:

- Parents' / Carers' ability to provide a high quality home learning environment²⁶ as well as their educational level²⁷ have significant effects on children's outcomes
- Increased skills improve opportunities for employment and progression within employment²⁸

More secure employment with routes for progression and decent pay

Employment and pay are important both for their immediate impact on household income (explored in more detail below) and their impact on the future earning potential of children. Around half of children's earning levels can be explained by parent's earnings²⁹.

A systematic review commissioned by the Department for Work and Pensions showed that across 18 separate studies in the UK, the USA, Germany, Sweden and Australia, wages/household income, employment participation and working hours have the greatest potential to reduce in-work poverty³⁰

Moving between core and peripheral labour markets is difficult and this greatly reduces the effectiveness of work as a ladder out of poverty – we need to prioritise strategies that focus on support to move people from peripheral to core labour market. Low paid jobs do not act as stepping stones to better paid jobs and instead result in a low pay no pay cycle, consistent with dual labour market theory (Cappellari and Jenkins, 2008; Dickens, 1999; Ray, et al., 2010; Stewart, 1999; Stewart and Swaffield, 1999).

It is important to remember that increased per hour wages help those in full time work more than those working part time or not at all. This has a potential impact on equality bearing in mind the issues raised earlier about the greater risks of poverty for those working fewer hours or not at all.

Increasing income and reducing outgoings

Maximising income is ultimately what moves children and families out of poverty albeit in some cases they may not move above the threshold for relative poverty. This can be achieved through:

- Parental employment - for a child in a workless household, the risk of being in relative poverty (59%) is far higher than the risk for children in families where all adults work (8%) . Recent research showed that households are lifted out of poverty when someone gets a job in 56% of cases; this rises to 66% if it is a full-time job. When looking only at households in persistent poverty, 28 per cent are lifted out when someone gets a job and 42 per cent if it is full-time .

²⁴ Modelling work for the Joseph Rowntree Foundation in 2008 by Andy Dickerson and Jo Lindley

²⁵ Routes out of poverty, Joseph Rowntree Foundation

²⁶ The EPPE study quoted in Frank Field and Graham Allen

²⁷ De Coulon et al. (2008). 'Parents' Basic Skills and their Children's Test Scores.' National Research and Development Centre for Adult Literacy and Numeracy

²⁸ Modelling work for the Joseph Rowntree Foundation in 2008 by Andy Dickerson and Jo Lindley

²⁹ Inequality and the State, Hills, 2004 using information from NCDS and analysis by Machin (1998)

³⁰ Tripney, J. et al. (2009) *In-work poverty: a systematic review*. London: Department for Work and Pensions

- Progression through employment - in-work poverty is rising: the proportion of poor children living in working households increased to 61% in 2008/09, up from 50% in 2005/06.
- Take up of entitlements – by ensuring families are aware of and accessing all the benefits, grants and social rate tariffs etc that they are entitled to

In addition to maximising income, reducing outgoings will improve the amount of money available to spend on necessities. Some families may have enough money coming into the household to manage on - but after outgoings (some of which could be reduced) there is not enough left over.

Improving housing quality

Children who are homeless, living in overcrowded conditions and unfit housing are more likely to be in poverty, suffer poor health and have reduced educational opportunities³¹

Improving health including mental health

We know that improving health can contribute to people's ability to move out of poverty through:

- Increased earning potential
- Improved wellbeing leading to improved outcomes³²

Reducing risk factors and multiple disadvantage (including substance misuse, domestic violence)

There is a significant body of evidence to demonstrate that multiple disadvantage (normally measured simply in terms of a count of a number of risk factors present) results in compounded problems. Some examples of this (specifically in relation to income deprivation where possible) are outlined below.

Of those children whose family income was higher than £10,400 per annum in 2001, 59 per cent lived in families with at least one of these risks and 27 per cent with two or more risks whereas 80 per cent of the children living in low income households (less than £10,400 p.a.) experienced at least one risk and nearly half lived with two or more risks.

Some studies have suggested that income may be more important for cognitive outcomes than other features of the family. We found that both low income and the experience of other risks in the family are important for child development, but more important are the problems associated with compounding risks. The greater the number of risks experienced by the child, the greater the problems that the child will face during the lifecourse³³.

Offending behaviour in families negatively impacts on children's life chances with evidence showing that children who have a parent in prison have twice the risk of developing behavioural problems and poor psychological health than children who have not had a parent in prison³⁴. Ex-offenders (in terms of children, young people and their parents / carers) have reduced employment prospects.

Families and couples in poverty may be more likely to experience domestic violence, due to increased stress and conflicts about finances and other aspects of life within poverty³⁵. In Sheffield the wards with the highest rates of domestic violence coincide with the wards with the highest rates of child poverty.

³¹ Natcen research for Shelter 2006, Shelter, Temporary Accommodation Survey 2004, Shelter, Against the Odds, 2006, Harker, L (2006) 'Chance of a lifetime: The impact of housing on children's lives'. London: Shelter

³² HM Government (2011) 'No Health Without Mental Health,

³³ Sabates, R. and Dex, S. (2012). Multiple risk factors in young children's development. CLS Working Paper 2012/1. London: Centre for Longitudinal Studies.

³⁴ Murray J, et al (2009) 'Effects of Parental Imprisonment on Child Antisocial Behaviour and Mental Health: A Systematic Review.' Campbell Collaboration.

³⁵ Jewkes, Rachel (April 20, 2002). "Intimate partner violence: causes and prevention". *Lancet* 359 (9315): 1423–9

Children who have experienced the care system do worse on average than their peers³⁶. Young people who have been in care are at greater risk of not being in employment, education or training³⁷, which we know puts them at greater risk of poverty. In terms of safeguarding, there are significantly higher numbers of referrals to the Multi Agency Allocation Meetings from the most deprived wards in the city, suggesting a greater need amongst children in these areas for support in order to live successfully within their families and communities.

³⁶ See <http://www.poverty.org.uk/29/index.shtml> for a variety of indicators demonstrating this also Department for Education (2010) 'Outcomes for Children Looked After by Local Authorities in England, as at 31 March 2010'

³⁷ Department for Children, Schools and Families (2009) 'Children Looked After in England (including adoption and care leavers) year ending 31 March 2009'

8.4. Performance management plan and governance

The Child & Household Poverty Strategy will be governed by the Tackling Poverty & Increasing Social Justice partnership group. We will monitor progress and performance through the following action plan and monitoring framework

Challenge	What will we do?	How we will measure success	By when	Who will deliver this	Lead officer for reporting purposes
Increase our understanding of poverty and what can be done to tackle it	<ul style="list-style-type: none"> support key services and organisations to make use of the set of training modules developed to promote understanding of household poverty and to have the skills to identify those at risk establish a checklist and accompanying toolkit that helps partner organisations to assess and then 'poverty proof' the services that they deliver. 	<ul style="list-style-type: none"> training included in workforce development / induction processes of 0-19 partnership organisations creating a culture where poverty proofing is integral to service planning and redesign 	March 2013	Sheffield City Council and all partners	Anna Brook, Sheffield City Council
	<ul style="list-style-type: none"> maximise people's income – through ensuring that families have easy access to information and advice on all their rights and entitlements improve people's financial capability extend the availability of alternative, robust, accessible fair sources of lending, including credit unions. 	<ul style="list-style-type: none"> 2,000 parents and families will have received advice (through one to one support or courses) 	Annual target (dependent on funding contract renewal)	Sheffield City Council, Advice Sheffield and partners (including in particular making use of landlords, health staff, schools, specialist services etc to promote)	Frances Potter, CLASSY

Challenge	What will we do?	How we will measure success	By when	Who will deliver this	Lead officer for reporting purposes
<p>Improve the aspiration, participation and achievement of children and young people</p>	<ul style="list-style-type: none"> offer child care to the parents and carers of some of the most disadvantaged two year olds along with a package of support adopt strategies to help children and young people close their performance gap make available 'Sheffield's Talking' training to improve communication language and literacy in early years settings and the home build on the city-wide Family Time campaign to ensure that its messages are targeted at those most at-risk of poverty 	<ul style="list-style-type: none"> reducing the gap between lowest attaining children and the city average in the Foundation Stage by 3 % each year Communication Language and Literacy (CLL) practice in Early Years settings will have improved as measured through the Charter for Quality and through the Early Years Foundation Stage Profile results for CLL Development at the end of Foundation stage 500 families will have been targeted in disadvantaged areas through the 'Family Time' campaign 	<p>Annually</p>	<p>Sure Start Implementation Board (SSIB) Children and Young People and Families (CYPF) workforce development team, MAST, Early Years department and providers, Voluntary and Community Sector, private sector, schools, parents and young people</p>	<p>Maureen Hemmingway and Helen Fidler / Catherine Ellison, Sheffield City Council</p>
	<ul style="list-style-type: none"> work with selected schools, through the Multi-Agency Support Teams to improve attendance focus on a learner entitlement in support of smooth transition between all Key Stages and post-16 transfers up to the age of 19 	<ul style="list-style-type: none"> reducing the attainment gap at Key Stage 4 between children eligible for FSM and the city average reducing the gap in the achievement of Level 3 between those students who would previously have been eligible for FSM and the cohort as a whole to be in line with the national average 	<ul style="list-style-type: none"> Annually 2017 		<p>Alex Sutherland, Sheffield City Council</p>
	<ul style="list-style-type: none"> develop a vulnerability matrix (Risk of NEET Indicator) to identify and intervene early in support of those young people at risk of not progressing to post-16 education, employment or training. 	<ul style="list-style-type: none"> ensuring the proportion of 16-19 year olds who are NEET is no more than 1% above the national average 	<p>Annually in January</p>		<p>Dee Desgranges, Sheffield City Council</p>

Challenge	What will we do?	How we will measure success	By when	Who will deliver this	Lead officer for reporting purposes
<p>Raise the expectations and skills of adults both as individuals and as parents and carers</p>	<ul style="list-style-type: none"> adopt intelligent commissioning so that adult and community learning opportunities, including English for Speakers of Other Languages, better target the most disadvantaged communities and those individuals with the lowest skills levels recruit and training volunteers as Language and Literacy Champions to support families, linked to the work of the Early intervention and Prevention strategy and the MAST teams. develop a partnership with housing in a targeted area of the city, offering literacy awareness training and helping housing officers support literacy in the home adopt the whole household approach to identify the multi-dimensional needs of the family and the key worker to connect individuals and families to the required services and support. organising parenting courses and broader Family Learning tied to good parenting and home learning for those who need it most 	<ul style="list-style-type: none"> the proportion of the working age population with no qualifications will be below 10% 	December 2014	<p>Sheffield City Council, Voluntary and Community Sector (ZEST, MCDT), training providers, Skilled in Sheffield, Adult and Community Learning, Family Learning, parents, mentors, Childrens Centres, Volunteers, Community Centres, Community Groups</p>	<p>Matthew Teale, Sheffield City Council</p>
	<ul style="list-style-type: none"> organising parenting courses and broader Family Learning tied to good parenting and home learning for those who need it most 	<ul style="list-style-type: none"> providing 90 parenting programmes and improving retention rates so that we achieve an average of 10 attendees per course organising 245 family learning courses in target communities with an average of 9 learners per course as well as bespoke grandparents' courses for 100 learners 	Annually (subject to continuation funding)		<p>Tracy Watson and Karen Hanson, Sheffield City Council</p>

Challenge	What will we do?	How we will measure success	By when	Who will deliver this	Lead officer for reporting purposes
Build resilient communities	<ul style="list-style-type: none"> • create sustainable tenancies, reducing high turnover in social housing and prevent homelessness through improved housing support • review the lettings system so that it is 'poverty proofed' • improve standards in social and private rented accommodation used to house vulnerable people, including improved insulation to reduce fuel bills • target prevention and early intervention services at our most disadvantaged families to reduce the link between poverty and offending, domestic violence, child protection concerns and sexual exploitation • improve the accessibility of transport and awareness of transport options for households subject to poverty • support the creation of a cadre of youth and adult community leaders who will spearhead the drive to strengthen individual and community resilience. 	<ul style="list-style-type: none"> • reducing proportion of Sheffield Homes' tenants moving during their first two years of tenancy to 30% • increasing homelessness prevention from 3.5 to 5 preventions per thousand households • reducing the number of 16 and 17 year olds accepted as homeless to less than 20 • making 39,000 homes decent • insulating 10,000 lofts and cavities • increasing the take up of early intervention and prevention services focused on offending, domestic abuse and child safeguarding at a faster rate in our most deprived communities than the city average • making 100 relevant staff aware of poverty proofed transport options by 2013 • identifying and supporting community leaders in the seven most disadvantaged wards 	<ul style="list-style-type: none"> • 2013-14 • 2011-14 • December 2012 <p>ongoing</p> <p>2013</p> <p>March 2014</p>	<p>FirstPoint, Sheffield Homes, RSLs, Housing Solutions and Private rented sector team (SCC), Homelessness and housing support providers in VCS, private landlords SYEC, Place portfolio, Children's Centres, Schools, community centres, Multi-Agency Support Teams, Domestic Abuse Partnership (including helpline, outreach and IDVAS), Community Youth Teams, Police</p>	<p>Dean Butterworth, Sheffield Homes, Viv Wright and Jenny MacPhail, Sheffield City Council</p> <p>Gail Gibbons / Sally Willoughby / Alison Higgins</p> <p>Gill Greensitt</p> <p>Dee Desgranges</p>

Challenge	What will we do?	How we will measure success	By when	Who will deliver this	Lead officer for reporting purposes
Improve access to good quality jobs for those facing the greatest barriers to work	<ul style="list-style-type: none"> use the Sheffield 100 apprenticeship programme to provide to jobs with training for the most vulnerable and disadvantaged young people 	<ul style="list-style-type: none"> creating 100 new apprenticeships per year targeted at those most in need 	June 2012 and March 2013	Sheffield City Council, Colleges, SCC adult learning, Voluntary and Community Sector, employers, private sector, employers in Sheffield	Laura Hayfield, Sheffield City Council
	<ul style="list-style-type: none"> commission bespoke provision to address the barriers to employment faced by our target groups organise around the Work Programme that range of support services provided within the city e.g. 'better off' calculations, debt advice, substance misuse support etc providing key worker support promote 'it's good to work' message and improve awareness of benefits changes and job opportunities for disadvantaged families 	<ul style="list-style-type: none"> We will reduce number of lone parent households dependent on out-of-work benefits by 10% (which equates to 565) Maintaining a gap of not more than 10% between the Sheffield BME employment rate and the national average Maintaining a gap of not more than 5.5% between the Sheffield adult employment rate and the national average 	August 2013		Matthew Teale, Sheffield City Council
	<ul style="list-style-type: none"> engage local employers through Opportunity Sheffield to provide entry to work and 'family friendly' flexible opportunities for our most vulnerable and disadvantaged job seekers 	<ul style="list-style-type: none"> Engaging 3,000 employers, providing at least 12 hours of support to 1,800 employers, safeguarding 865 jobs and creating 20 jobs through Opportunity Sheffield 	March 2012		Laura Hayfield, Sheffield City Council
	<ul style="list-style-type: none"> connect to the city's skills strategy to ensure those in low skilled, low paid work are encouraged to pursue lifelong learning in key sectors of the local economy as route to career progression and better jobs. 	<ul style="list-style-type: none"> Increasing the proportion of the working age population holding at least level 2 qualifications to 76.7% 	December 2014		Matthew Teale, Sheffield City Council

Challenge	What will we do?	How we will measure success	By when	Who will deliver this	Lead officer for reporting purposes
Reduce health inequalities	Continued focus on addressing health inequalities through Fairer Sheffield, Healthy Lives – Sheffield's Health Inequalities Action Plan 2010-13.	The Fairer Sheffield, Healthy Lives – Sheffield Health Inequalities Action Plan 2010-2013 sets out the targets for this area across a basket of indicators, of particular relevance are Infant Mortality and Life Expectancy at Birth. The fundamental and overarching target is to have reduced the gap in health outcomes between those in our most deprived communities and the city average.	2013	NHS Sheffield, Sheffield City Council, Sheffield NHS Trusts, Voluntary and Community Sector	Sue Greig

8.5. Consultation on the draft strategy

We would like to thank all those who responded to the consultation on the draft strategy, including:

- 0-19+ Partnership Board
- CLASSY
- Domestic Abuse Partnership
- Great Places Housing Group
- Heeley City Farm
- Foxhill & Parson Cross Advice Service
- JobcentrePlus
- Maternal & Child Health Planning & Commissioning Group
- Scoopaid
- Sheffield City Council's: Sustainable Development Team, Early Intervention & Prevention Service, Early Years Service, Executive Management Team, Policy, Partnerships & Research team
- South Yorkshire Energy Centre

The priorities and general approach were welcomed by those who responded and changes that we have made as a result of the consultation related to:

- ensuring greater joining up between strategies and pieces of work, for example clarity over the relationship with the Fairness Commission
- reflecting the contribution of some additional pieces of work / partners to the agenda and giving more detail about others, for example volunteering and affordable warmth
- giving greater emphasis to certain at risk groups
- updating some information including forward targets and indicators.

8.6. References for 'life spiral' diagram:

Ethnicity and free school meals comparison statistic - SCC, January School Census, 2010
3+ children statistic - HMRC, Families receiving Child Benefit in each local authority, August 2008 and CLG 2010 (using 2008 data)
Infant mortality statistic - from 2005-2009 reference NHS Sheffield Public Health Analysis Team 2010
22 months – 26 yrs prediction reference Millennium Cohort Study 1997
Centre based care reference - Jane Waldfogel: What Children Need, 2006 quoting various studies
Childcare stats - SCC 2010
Communication at school start – ref
Obesity and deprivation – Public Health analysis team 2010 (data from National Child Measurement Programme 06/07-08/09)
Teen pregnancy statistic - 06-08 data produced by Public Health analysis team 2010
NEET school leavers statistic - SCC and Sheffield Futures 2009
A*-C GCSEs statistic – SCC 2010
Aspiration around university compared with what would prevent people – ECM consultation 2009
Smoking in pregnancy - 09/10 data from ??Public Health Analysis team
Average age of Mother at first delivery - 06-08 data from Public Health Analysis team 2010
Working more than 16 hours statistics - CLG 2010
Average household income information - axicom ltd research opinion poll 0608 from Yorkshire Forward Local Area Briefing 2009
JSA statistics - ONS 2010
No qualifications data - Yorkshire Futures/Acxiom 2009
Social housing data – Sheffield Homes Tenancy Strategy 2010
Overcrowding data - Housing Market Assessment 2007 & English House Condition Survey 2007
Poor quality housing risk – Natcen for Shelter 2006
Fuel Poverty Indicator - the index is built up from Super Output Area level, and takes account of five key factors: total household spend on fuel bills, total household spend on other fixed costs e.g. mortgage, water, council tax etc, household debt, unemployment and the proportion of retired households living in poverty. These factors are built into an overall composite fuel poverty indicator which allows comparison of each area to the overall figure for the Yorkshire and Humber region.
Life expectancy taken from Total Life Expectancy at Birth 2004-2008, Public Health Analysis Team 2009

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