

Education, Children and Families Policy Committee

Wednesday 21 June 2023 at 2.00 pm

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

The Press and Public are Welcome to Attend

Membership

Councillor Dawn Dale
Councillor Maroof Raouf
Councillor Mohammed Mahroof
Councillor Nighat Basharat
Councillor Jayne Dunn
Councillor Maleiki Haybe
Councillor Ian Horner
Councillor Talib Hussain
Councillor Ann Whitaker

PUBLIC ACCESS TO THE MEETING

The Education, Children and Families Policy Committee discusses and takes decisions on:

Education and Skills

- Schools
- Mainstream and specialist education (early years, children and young people)
- Learning and Skills policy, programmes and interventions (children and young people)

Children and Families

- Children and family support and social work
- Fostering and adoption
- Children in care, care leavers and corporate parenting
- Residential services
- Youth justice
- Child safeguarding

Meetings are chaired by the Committee's Chair Councillor Dale.

A copy of the agenda and reports is available on the Council's website at www.sheffield.gov.uk. 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 Policy Committee meetings and recording is allowed under the direction of the Chair. Please see the [Council's webpages](#) or contact Democratic Services for further information regarding public questions and petitions and details of the Council's protocol on audio/visual recording and photography at council meetings.

Policy 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 on the agenda.

Meetings of the Policy Committee have to be held as physical meetings. If you would like to attend the meeting, please report to an Attendant in the Foyer at the Town Hall where you will be directed to the meeting room. However, it would be appreciated if you could register to attend, in advance of the meeting, by emailing committee@sheffield.gov.uk, as this will assist with the management of attendance at the meeting. The meeting rooms in the Town Hall have a limited capacity. We are unable to guarantee entrance to the meeting room for observers, as priority will be given to registered speakers and those that have registered to attend.

Alternatively, you can observe the meeting remotely by clicking on the 'view the webcast' link provided on the meeting page of the [website](#).

If you wish to attend a meeting and ask a question or present a petition, you must submit the question/petition in writing by 9.00 a.m. at least 2 clear working days in

advance of the date of the meeting, by email to the following address:
committee@sheffield.gov.uk.

In order to ensure safe access and to protect all attendees, you will be recommended to wear a face covering (unless you have an exemption) at all times within the venue. Please do not attend the meeting if you have COVID-19 symptoms. It is also recommended that you undertake a Covid-19 Rapid Lateral Flow Test within two days of the meeting.

If you require any further information please email committee@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.

**EDUCATION, CHILDREN AND FAMILIES POLICY COMMITTEE AGENDA
21 JUNE 2023**

Order of Business

Welcome and Housekeeping

The Chair to welcome attendees to the meeting and outline basic housekeeping and fire safety arrangements.

1. Apologies for Absence

2. Exclusion of Press and Public

To identify items where resolutions may be moved to exclude the press and public

3. Declarations of Interest

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

(Pages 7 - 10)

4. Minutes of Previous Meeting

To approve the minutes of the last meetings of the Committee held on 8th March, 2023 and 17th May, 2023.

(Pages 11 - 16)

5. Appointment to Urgency Sub-Committees

(Pages 17 - 18)

6. Public Questions and Petitions

To receive any questions or petitions from members of the public.

(NOTE: There is a time limit of up to 30 minutes for the above item of business. In accordance with the arrangements published on the Council's website, questions/petitions at the meeting are required to be submitted in writing, to committee@sheffield.gov.uk, by 9.00 a.m. on Monday 19th June, 2023).

7. Work Programme

Report of the Director of Policy and Democratic Engagement

(Pages 19 - 32)

Formal Decisions

8. Sheffield Threshold of Need Refresh 2023

Report of the Director of Children and Families

(Pages 33 - 60)

9. Future of School Improvement – Sheffield City Council Activities and Contracting with Learn Sheffield

Report of the Strategic Director of Children's Services

(Pages 61 - 70)

Items for Noting

- 10. Annual update of the Building Successful Families Programme** (Pages 71 - 92)
Report of the Director of Integrated Commissioning
- 11. 2022/23 Financial Outturn** (Pages 93 - 102)

NOTE: The next meeting of Education, Children and Families Policy Committee will be held on Wednesday 27 September 2023 at 2.00 pm

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ADVICE TO MEMBERS ON DECLARING INTERESTS AT MEETINGS

If you are present at a meeting of the Council, of its Policy Committees, 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.

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

You have a personal interest where –

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

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

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

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

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

Further advice can be obtained from David Hollis, Interim Director of Legal and Governance by emailing david.hollis@sheffield.gov.uk.

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Education, Children and Families Policy Committee

Meeting held 8 March 2023

PRESENT: Councillors Dawn Dale (Co-Chair), Brian Holmshaw (Deputy Chair), Colin Ross (Group Spokesperson), Peter Garbutt, Mary Lea and Ann Whitaker

1. APOLOGIES FOR ABSENCE

- 1.1 Apologies for absence were received from Councillor Gail Smith and Councillor Mick Rooney.

2. EXCLUSION OF PRESS AND PUBLIC

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

3. DECLARATIONS OF INTEREST

- 3.1 No declarations of interest were received.

4. MINUTES OF PREVIOUS MEETING

- 4.1 The minutes from the meeting held on the 31st January 2023 were confirmed as an accurate record.

5. PUBLIC QUESTIONS AND PETITIONS

- 5.1 No petitions had been received and no questions from members of the public were asked at the meeting.

6. WORK PROGRAMME

- 6.1 The Committee received the Committee's Work Programme for consideration and discussion. The aim of the Work Programme is to show all known, substantive agenda items for forthcoming meetings of the Committee, to enable this Committee, other committees, officers, partners and the public to plan their work with and for the Committee. Changes since the Committee's last meeting, including any new items, had been made in consultation with the Co-Chairs, Deputy Chair and Group Spokesperson, via their regular pre-meetings, and these were set out at the beginning of Appendix A of the report. It was highlighted that the Committee had begun to consider items which would be included on agendas from March 2023 onwards.

- 6.2 **RESOLVED UNANIMOUSLY:** That the Committee's work programme, as set out in Appendix 1, be agreed, including the additions and amendments identified in Part 1, and with the addition of a report on the Opportunities Register pertaining to Education, Children and Families services being added to the work programme for submission at the next or subsequent meetings of the

Committee.

7. SCHOOL CALENDAR 2024/25

7.1 John Bigley was in attendance to present a report which sought to secure agreement of the school calendar for the 2024/25 academic year for Voluntary Controlled and Community Schools.

7.2 **RESOLVED UNANIMOUSLY:** That the Education, Children and Families Policy Committee approve: -

- The School calendar for the 2024/25 academic year.

7.3 Reasons for Decision

7.3.1 It is recommended that **Appendix A** be approved as the model school calendar for the 2024/25 academic year. The calendar applies to all Community schools, Voluntary Controlled Schools, Community Special Schools and maintained nursery schools. Voluntary Aided Schools, Trusts and Academies that are their own Admission Authority are recommended to adopt the model calendar to promote consistency across the City.

7.3.2 It is likely that Church Aided Schools will have their Easter Break around the religious festival. This has always been the case and Aided Schools will continue to set their own dates at Easter.

7.3.3 There was overwhelming support for fixing the Easter break at the beginning of April when the proposal was first consulted upon for the 2017/18 school calendar. It is accepted that there are many different views and opinions on the school calendar. The purpose of the consultation was to invite opinion and comment from all stakeholders. There have not been many responses to the proposed calendar, nor has there been any strong opposition to the proposed calendar for 2024/25 which indicates that the support expressed under last year's consultation continues.

7.4 Alternatives Considered and Rejected

7.4.1 In response to the overwhelming support for fixing the Easter Break during the 2017/18 consultation process the Authority has only consulted on this single model for 2024/25.

8. FUTURE OF SCHOOL IMPROVEMENT AND THE LEARN SHEFFIELD COMMISSION

8.1 In response to the overwhelming support for fixing the Easter Break during the 2017/18 consultation process the Authority has only consulted on this single

model for 2024/25.

9. SHEFFIELD'S MENTAL HEALTH AND EMOTIONAL WELLBEING STRATEGY

9.1 Tim Gollins and Louisa King outlined the report.

RESOLVED UNANIMOUSLY: That the Education, Children and Families Policy Committee:

- Endorse the All-Age Mental and Emotional Health and Wellbeing Strategy and note that approval will be sought through the Strategy and Resources Committee in April 2023
- Request that an accompanying delivery plan is brought to the Committee in six months' time, along with an update of progress made

9.2 Councillor Dale asked that the Education, Children and Families Policy Committee be involved in the delivery plan. It was agreed that workshops would include members of the Committee.

10. CONVERSION PRACTICE - POSITION STATEMENT

10.1 Tim Gollins provided an introduction to the paper. Jeanette Munday gave an overview of the report's contents, which provided a position statement on Conversion Practice.

10.2 Councillor Garbutt asked that the Committee remove the term 'gender affirming' from the Position Statement. Sarah Bennett stated that the Position Statement had been created by the Adult Health and Social Care Policy Committee, and could therefore not be changed by the Education, Children and Families Policy Committee.

10.3 Councillor Garbutt declined to endorse the Position Statement. Andrew Jones stated that the Position Statement had previously been endorsed by the Council through the Safeguarding Committee. All other Members agreed to endorse the Position Statement.

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Education, Children and Families Policy Committee

Meeting held 17 May 2023

PRESENT: Councillors Dawn Dale (Chair), Mohammed Mahroof (Spokesperson),
Nighat Basharat, Ian Horner, Maleiki Haybe, Mike Drabble, Ann
Whitaker and Abtisam Mohamed

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1. APOLOGIES FOR ABSENCE

1.1 Councillor Maroof Raouf (Deputy Chair) sent his apologies.

2. ESTABLISHMENT OF THE URGENCY SUB-COMMITTEE

2.1 **RESOLVED UNANIMOUSLY:** That the Education, Children and Families
Committee:-

(a) agrees to establish an Urgency Sub-Committee to meet as and when required,
in accordance with the details approved at the annual meeting of the Council; and

(b) agrees to appoint Members to serve on the Sub-Committee (in addition to the
Chair and Deputy Chair of the Education, Children and Families Committee, and to
be drawn from the membership of that Committee), as follows:

- Councillor Dawn Dale
- Councillor Maroof Raouf
- Councillor Mohammed Mahroof
- Councillor Ann Whitaker
- Vacancy

Signed by the Chair:

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SHEFFIELD CITY COUNCIL

Education, Children and Families 21st June 2023 – Item 5

1. APPOINTMENTS TO THE URGENCY SUB-COMMITTEE

RECOMMENDED: That the Education, Children and Families Policy Committee: -

(a) agrees to appoint Members to serve on the Education, Children and Families Urgency Sub-Committee as follows:

Cllr Jayne Dunn to fill a vacancy

(b) as respects the appointment of Members to serve on the Urgency Sub-Committee or other Sub-Committees of the Education, Children and Families Policy Committee, where vacancies exist or in cases of urgency to ensure quoracy or representation, the Monitoring Officer, in consultation with the relevant political group whip, be authorised to appoint Members to serve on such Sub-Committees, as necessary, on the understanding that details of such appointments will be reported to the next or subsequent meetings of the Policy Committee.

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Report to Education, Children and Families Policy Committee

21st June 2023

Report of: Director of Policy and Democratic Engagement

Subject: Committee Work Programme

Author of Report: Fiona Martinez, Principal Democratic Services Officer

Fiona.martinez@sheffield.gov.uk

Summary:

The Committee's Work Programme is attached at Appendix 1 for the Committee's consideration and discussion. This aims to show all known, substantive agenda items for forthcoming meetings of the Committee, to enable this committee, other committees, officers, partners and the public to plan their work with and for the Committee.

Any changes since the Committee's last meeting, including any new items, have been made in consultation with the Co-Chairs, and the document is always considered at the regular pre-meetings to which all Group Spokespersons are invited.

The following potential sources of new items are included in this report, where applicable:

- Questions and petitions from the public, including those referred from Council
- References from Council or other committees (statements formally sent for this committee's attention)
- A list of issues, each with a short summary, which have been identified by the Committee or officers as potential items but which have not yet been scheduled (See Appendix 1)

The Work Programme will remain a live document and will be brought to each Committee meeting.

Recommendations:

1. That the Committee's work programme, as set out in Appendix 1 be agreed, including any additions and amendments identified in Part 1;
2. That consideration be given to the further additions or adjustments to the work programme presented at Part 2 of Appendix 1;
3. That Members give consideration to any further issues to be explored by officers for inclusion in Part 2 of Appendix 1 of the next work programme report, for potential addition to the work programme

Background Papers: None

Category of Report: Open

COMMITTEE WORK PROGRAMME

1.0 Prioritisation

1.1 For practical reasons this committee has a limited amount of time each year in which to conduct its formal business. The Committee will need to prioritise firmly in order that formal meetings are used primarily for business requiring formal decisions, or which for other reasons it is felt must be conducted in a formal setting.

1.2 In order to ensure that prioritisation is effectively done, on the basis of evidence and informed advice, Members should usually avoid adding items to the work programme which do not already appear:

- In the draft work programme in Appendix 1 due to the discretion of the chair; or
- within the body of this report accompanied by a suitable amount of information.

2.0 References from Council or other Committees

2.1 Any references sent to this Committee by Council, including any public questions, petitions and motions, or other committees since the last meeting are listed here, with commentary and a proposed course of action, as appropriate:

2.2 None received

3.0 Member engagement, learning and policy development outside of Committee

3.1 Subject to the capacity and availability of councillors and officers, there are a range of ways in which Members can explore subjects, monitor information and develop their ideas about forthcoming decisions outside of formal meetings. Appendix 2 is an example 'menu' of some of the ways this could be done. It is entirely appropriate that member development, exploration and policy development should in many cases take place in a private setting, to allow members to learn and formulate a position in a neutral space before bringing the issue into the public domain at a formal meeting.

3.2 Training & Skills Development - Induction programme for this committee.

| Title | Description & Format | Date |
|----------------|----------------------|------|
| None to report | | |

Appendix 1 – Work Programme

Part 1: Proposed additions and amendments to the work programme since the last meeting:

| New Items | Proposed Date | Note |
|---|----------------------------|------|
| NEW: Annual update of the Building Successful Families Programme | 21 st June 2023 | |
| NEW: Future of School Improvement – SCC activities and contracting with Learn Sheffield | 21 st June 2023 | |
| NEW: Early Years Strategy | TBC | |
| NEW: Commissioning intention- Supported Accommodation Framework for 16- and 17-year-olds in care | TBC | |
| Rescheduled Item | Proposed Date | Note |
| MOVED: Primary and Secondary School Sufficiency Plans | TBC | |
| MOVED: Commissioning Plan 2023-2026: Early Education & Childcare, Primary, Secondary & Post 16 Sectors | TBC | |
| MOVED: Commissioning Intention - Short breaks framework for disabled children and young people | TBC | |

Part 2: List of other potential items not yet included in the work programme

Issues that have recently been identified by the Committee, its Chair or officers as potential items but have not yet been added to the proposed work programme. If a Councillor raises an idea in a meeting and the committee agrees under recommendation 3 that this should be explored, it will appear either in the work programme or in this section of the report at the committee’s next meeting, at the discretion of the Chair.

| Topic | |
|-------------|--|
| Description | |

| | |
|---|--|
| Lead Officer/s | |
| Item suggested by | |
| Type of item | |
| Prior member engagement/ development required <i>(with reference to options in Appendix 2)</i> | |
| Public Participation/ Engagement approach <i>(with reference to toolkit in Appendix 3)</i> | |
| Lead Officer Commentary/Proposed Action(s) | |

Part 3: Agenda Items for Forthcoming Meetings

| Meeting 1 | 21 st June 2023 | 2pm | | | | |
|--|---|----------------|--|---|---|---|
| Topic | Description | Lead Officer/s | Type of item <i>Decision/Referral to decision-maker/Pre-decision (policy development)/Post-decision (service performance/ monitoring)</i> | Prior member engagement/ development required <i>(with reference to options in Appendix 1)</i> | Public Participation/ Engagement approach <i>(with reference to toolkit in Appendix 2)</i> | Final decision-maker (& date) This Cttee/Another Cttee (eg S&R)/Full Council/Officer |
| Sheffield Threshold of Need Refresh 2023 | The Department for Education sets out Local Authorities statutory duty to work with partners to produce a Threshold Document in its guidance 'Working Together to | Mark Storf | Decision | The usual engagement methods outlined in Appendix 1 are thought to be appropriate for this piece of work. | Changes to the Threshold of Need Guidance do not require public consultation. Extensive work has taken place with | Education, Children and Families |

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|---|--|-------------|------------------------|---|---|----------------------------------|
| | Safeguard Children, A guide to inter-agency working to safeguard and promote the welfare of children (2018)' Sheffield's Threshold of Need Guidance is held by Sheffield Childrens Safeguarding Partnership and was last reviewed in 2017. Changes in practice, partnership working protocols and new challenges means it is time to refresh Sheffield's Threshold of Need Guidance. | | | Further briefings can be arranged at Members request. | key partners to develop the Draft Threshold of Need Guidance. Practitioner Testing of the Guidance has taken place across a range of agencies, including, professionals and the voluntary, community and faith sectors. | |
| NEW: Annual update of the Building Successful Families Programme (<i>Referred to nationally as the National Supporting Families Programme</i>) | This report is to provide an annual update to the Education, Children and Families Committee on the Building Successful Families programme, referred to nationally as the Supporting Families programme. | Joe Horobin | Performance/Monitoring | Briefings with the Chair, Vice Chair and Spokesperson of the Education, Children and Families Committee will be undertaken. | Partnership workshops to discuss the Early Help System Guide Self-Assessment have been held in February 23 with a further workshop scheduled for May 23. | Education, Children and Families |
| 2022/23 Financial Outturn | | Jane Wilby | Monitoring | | | Education, Children and Families |

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|---|---|-------------------------|-----------------|------------------------|------------|---|
| <p>NEW: Future of School Improvement – SCC activities and contracting with Learn Sheffield</p> | <p>This follows the report presented to Committee on 13 December which presented options for the future funding of Sheffield City Council school improvement activities and outlined further investigative work that needed to be undertaken as to how best to deliver these activities. The purpose of this report is to update on the outcome of that further investigative work.</p> <p>The current contract for School Improvement activities with Learn Sheffield Expires on 31 August 2023. The report makes recommendations for the delivery of School Improvement activities from 1 September 2023 onwards.</p> | <p>Steven Middleton</p> | <p>Decision</p> | <p>Member briefing</p> | <p>N/A</p> | <p>Education, Children and Families</p> |
| <p>Standing items</p> | <ul style="list-style-type: none"> • <i>Public Questions/ Petitions</i> • <i>Budget Monitoring</i> • <i>Work Programme</i> | | | | | |

| Meeting 2 | 27 th September 2023 | 2pm | | | | |
|---|--|----------------|--|---|---|---|
| Topic | Description | Lead Officer/s | Type of item <i>Decision/Referral to decision-maker/Pre-decision (policy development)/Post-decision (service performance/ monitoring)</i> | Prior member engagement/ development required <i>(with reference to options in Appendix 1)</i> | Public Participation/ Engagement approach <i>(with reference to toolkit in Appendix 2)</i> | Final decision-maker (& date) This Cttee/Another Cttee (eg S&R)/Full Council/Officer |
| Child and Adolescent Mental Health Services | Overview of emotional health and wellbeing services and specialist CAMHS- for information and performance this is a collective report with the ICB, SCC and Sheffield Children's Hospital Foundation Trust (Awaiting Form 1) | Joe Horobin | Performance/Monitoring | | | Education, Children and Families |
| 2023/24 Q1 Budget Monitoring | Budget Monitoring | Jane Wilby | Monitoring | | | Education, Children and Families |
| Standing items | <ul style="list-style-type: none"> • <i>Public Questions/ Petitions</i> • <i>Work Programme</i> | | | | | |

| Meeting 3 | 2 nd November 2023 | 2pm | | | | |
|-----------|-------------------------------|----------------|--|---|---|---|
| Topic | Description | Lead Officer/s | Type of item <i>Decision/Referral to decision-maker/Pre-decision (policy development)/Post-decision (service performance/ monitoring)</i> | Prior member engagement/ development required <i>(with reference to options in Appendix 1)</i> | Public Participation/ Engagement approach <i>(with reference to toolkit in Appendix 2)</i> | Final decision-maker (& date) This Cttee/Another Cttee (eg S&R)/Full Council/Officer |

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| Standing items | <ul style="list-style-type: none"> • <i>Public Questions/ Petitions</i> • <i>Work Programme</i> | | | | | |

| Meeting 4 | 19 th December 2023 | 2pm | | | | |
|------------------------------|---|----------------|--|---|---|---|
| Topic | Description | Lead Officer/s | Type of item <i>Decision/Referral to decision-maker/Pre-decision (policy development)/Post-decision (service performance/ monitoring)</i> | Prior member engagement/ development required <i>(with reference to options in Appendix 1)</i> | Public Participation/ Engagement approach <i>(with reference to toolkit in Appendix 2)</i> | Final decision-maker (& date) This Cttee/Another Cttee (eg S&R)/Full Council/Officer |
| 2023/24 Q2 Budget Monitoring | Budget Monitoring | Jane Wilby | Monitoring | | | Education, Children and Families |
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| Standing items | <ul style="list-style-type: none"> • <i>Public Questions/ Petitions</i> • <i>Work Programme</i> | | | | | |

| Meeting 5 | 8 th February 2023 | 2pm | | | | |
|-----------|-------------------------------|----------------|--|---|---|---|
| Topic | Description | Lead Officer/s | Type of item <i>Decision/Referral to decision-maker/Pre-decision (policy development)/Post-decision (service performance/ monitoring)</i> | Prior member engagement/ development required <i>(with reference to options in Appendix 1)</i> | Public Participation/ Engagement approach <i>(with reference to toolkit in Appendix 2)</i> | Final decision-maker (& date) This Cttee/Another Cttee (eg S&R)/Full Council/Officer |
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| Standing items | <ul style="list-style-type: none"> Public Questions/ Petitions Work Programme | | | | | |

| Meeting 6 | 19 th March 2023 | 2pm | | | | |
|------------------------------|---|----------------|--|---|---|---|
| Topic | Description | Lead Officer/s | Type of item <i>Decision/Referral to decision-maker/Pre-decision (policy development)/Post-decision (service performance/ monitoring)</i> | Prior member engagement/ development required <i>(with reference to options in Appendix 1)</i> | Public Participation/ Engagement approach <i>(with reference to toolkit in Appendix 2)</i> | Final decision-maker (& date) This Cttee/Another Cttee (eg S&R)/Full Council/Officer |
| 2023/24 Q3 Budget Monitoring | Budget Monitoring | Jane Wilby | Monitoring | | | Education, Children and Families |
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| Standing items | <ul style="list-style-type: none"> Public Questions/ Petitions Work Programme | | | | | |

| Items which the Committee has agreed to add to an agenda, but for which no date is set. | | | | | | |
|--|--|-----------------|--|---|---|--|
| Topic | Description | Lead Officer/s | Type of item <i>Decision/Referral to decision-maker/Pre-decision (policy development)/Post-decision (service performance/ monitoring)</i> | Prior member engagement/ development required <i>(with reference to options in Appendix 1)</i> | Public Participation/ Engagement approach <i>(with reference to toolkit in Appendix 2)</i> | Final decision-maker (& date) <i>This Cttee/Another Cttee (eg S&R)/Full Council/Officer</i> |
| NEW: Early Years Strategy | | Marie McGreavey | Decision | | | Education, Children and Families |
| Sufficiency Strategy for Looked After Children | | Paul Johnson | | | | Education, Children and Families |
| Commissioning Intention Youth Justice Services | | | Decision | | | |
| NEW: Commissioning intention-Supported Accommodation Framework for 16- and 17-year-olds in care | | | Decision | | | |
| MOVED: Primary and Secondary School Sufficiency Plans | The purpose of this report is to provide Committee Members with an update on the citywide mainstream primary and secondary school places strategy, following the | Sam Martin | Strategy/Policy Development | Briefing with CSLT to take place 24/05/2023 | | Education, Children and Families |

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|--|---|--------------|----------|---|--|----------------------------------|
| | annual data review and planned actions. | | | | | |
| MOVED: Commissioning Plan 2023-2026: Early Education & Childcare, Primary, Secondary & Post 16 Sectors | To provide committee with the final version of the Commissioning Plan 2023-2026: Early Education & Childcare, Primary, Secondary & Post 16 Sectors. | Cathie Tandy | Decision | A draft version of the Commissioning Plan was presented to the January 2023 Education, Children and Families Policy Committee | At the June 2023 Committee meeting, we are seeking Committee approval to publish the final version of the "Commissioning Plan 2023-2026: Early Education & Childcare, Primary, Secondary & Post 16 Sectors". We consulted on a draft of the plan via a public consultation on the Council's engagement platform, Have Your Say Sheffield, from 6 th February to 15 th March 2023. We also held a consultation session with committee members as part of the consultation. | Education, Children and Families |
| MOVED: Commissioning Intention | Short breaks framework for disabled children and young people | | | | | |

Appendix 2 – Menu of options for member engagement, learning and development prior to formal Committee consideration

Members should give early consideration to the degree of pre-work needed before an item appears on a formal agenda.

All agenda items will anyway be supported by the following:

- Discussion well in advance as part of the work programme item at Pre-agenda meetings. These take place in advance of each formal meeting, before the agenda is published and they consider the full work programme, not just the immediate forthcoming meeting. They include the Chair, Vice Chair and all Group Spokespersons from the committee, with officers
- Discussion and, where required, briefing by officers at pre-committee meetings in advance of each formal meeting, after the agenda is published. These include the Chair, Vice Chair and all Group Spokespersons from the committee, with officers.
- Work Programming items on each formal agenda, as part of an annual and ongoing work programming exercise
- Full officer report on a public agenda, with time for a public discussion in committee
- Officer meetings with Chair & VC as representatives of the committee, to consider addition to the draft work programme, and later to inform the overall development of the issue and report, for the committee's consideration.

The following are examples of some of the optional ways in which the committee may wish to ensure that they are sufficiently engaged and informed prior to taking a public decision on a matter. In all cases the presumption is that these will take place in private, however some meetings could happen in public or eg be reported to the public committee at a later date.

These options are presented in approximately ascending order of the amount of resources needed to deliver them. Members must prioritise carefully, in consultation with officers, which items require what degree of involvement and information in advance of committee meetings, in order that this can be delivered within the officer capacity available.

The majority of items cannot be subject to the more involved options on this list, for reasons of officer capacity.

- Written briefing for the committee or all members (email)
- All-member newsletter (email)
- Requests for information from specific outside bodies etc.
- All-committee briefings (private or, in exceptional cases, in-committee)
- All-member briefing (virtual meeting)
- Facilitated policy development workshop (potential to invite external experts / public, see appendix 2)
- Site visits (including to services of the council)
- Task and Finish group (one at a time, one per cttee)

Furthermore, a range of public participation and engagement options are available to inform Councillors, see appendix 3.

Appendix 3 – Public engagement and participation toolkit

Public Engagement Toolkit

On 23 March 2022 Full Council agreed the following:

A toolkit to be developed for each committee to use when considering its ‘menu of options’ for ensuring the voice of the public has been central to their policy development work. Building on the developing advice from communities and Involve, committees should make sure they have a clear purpose for engagement; actively support diverse communities to engage; match methods to the audience and use a range of methods; build on what’s worked and existing intelligence (SCC and elsewhere); and be very clear to participants on the impact that engagement will have.

The list below builds on the experiences of Scrutiny Committees and latterly the Transitional Committees and will continue to develop. The toolkit includes (but is not be limited to):

- a. Public calls for evidence
- b. Issue-focused workshops with attendees from multiple backgrounds (sometimes known as ‘hackathons’) led by committees
- c. Creative use of online engagement channels
- d. Working with VCF networks (eg including the Sheffield Equality Partnership) to seek views of communities
- e. Co-design events on specific challenges or to support policy development
- f. Citizens assembly style activities
- g. Stakeholder reference groups (standing or one-off)
- h. Committee / small group visits to services
- i. Formal and informal discussion groups
- j. Facilitated communities of interest around each committee (eg a mailing list of self-identified stakeholders and interested parties with regular information about forthcoming decisions and requests for contributions or volunteers for temporary co-option)
- k. Facility for medium-term or issue-by-issue co-option from outside the Council onto Committees or Task and Finish Groups. Co-optees of this sort at Policy Committees would be non-voting.

This public engagement toolkit is intended to be a quick ‘how-to’ guide for Members and officers to use when undertaking participatory activity through committees.

It will provide an overview of the options available, including the above list, and cover:

- How to focus on purpose and who we are trying to reach
- When to use and when not to use different methods
- How to plan well and be clear to citizens what impact their voice will have
- How to manage costs, timescales, scale.

There is an expectation that Members and Officers will be giving strong consideration to the public participation and engagement options for each item on a committee’s work programme, with reference to the above list a-k.



Report to Policy Committee

Author/Lead Officer of Report: Mark Storf,
Assistant Director, Children & Families Service

Tel: 0114 2053326

Report of: Sally Williams (Director Childrens & Families)

Report to: Education Children & Families Committee

Date of Decision: 21st June 2023

Subject: Revision of Sheffield's Threshold of Need Guidance

| | | | | |
|---|-----|-------------------------------------|----|-------------------------------------|
| Has an Equality Impact Assessment (EIA) been undertaken? | Yes | <input checked="" type="checkbox"/> | No | <input type="checkbox"/> |
| If YES, what EIA reference number has it been given? 2131 | | | | |
| Has appropriate consultation taken place? | Yes | <input checked="" type="checkbox"/> | No | <input type="checkbox"/> |
| Has a Climate Impact Assessment (CIA) been undertaken? | Yes | <input type="checkbox"/> | No | <input checked="" type="checkbox"/> |
| Does the report contain confidential or exempt information? | Yes | <input type="checkbox"/> | No | <input checked="" type="checkbox"/> |
| If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:- | | | | |
| <p><i>“The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended).”</i></p> | | | | |

Purpose of Report:

Sheffield City Council is a key partner in Safeguarding the Children, Young People and Families of Sheffield. Safeguarding Children is everyone's responsibility. The Department for Education sets out Local Authorities' statutory duty to work with partners to produce a Threshold Document in its guidance 'Working Together to Safeguard Children, A guide to inter-agency working to safeguard and promote the welfare of children (2018)'. Sheffield's Threshold of Need Guidance is held by Sheffield Childrens Safeguarding Partnership and was last reviewed in 2017. Changes in practice, partnership working protocols and new challenges means it is time to refresh Sheffield's Threshold of Need Guidance. Revisions to the guidance will support professional, partners and individuals to make better decisions when identifying risk, identifying the appropriate level of interventions required and making more informed referrals.

Recommendations:

It is recommended that the Education Children and Families Committee approve the revised Threshold of Need Guidance for Sheffield City Council use and with a view to it also being adopted by partners across Sheffield.

Background Papers:

Appendix 1: Sheffield's revised Threshold of Need Guidance.

| Lead Officer to complete:- | |
|----------------------------|---|
| 1 | I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required. |
| | Finance: Kayleigh Inman (25/05/2023) |
| | Legal: Patrick Chisholm (02/06/2023) |
| | Equalities & Consultation: Bashir Khan (01/06/2023) |
| | Climate: Jessica Rick (16/01/2023) |
| | <i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i> |
| 2 | SLB member who approved submission: Andrew Jones |
| 3 | Committee Chair consulted: Cllr Dawn Dale |
| 4 | I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Committee by the SLB member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1. |
| | Lead Officer Name: Mark Storf |
| | Job Title: Assistant Director Children & Families |
| | Date: 02/06/2023 |

1. PROPOSAL

- 1.1 The Department for Education sets out Local Authorities' statutory duty to work with partners to produce a Threshold Document in its guidance 'Working Together to Safeguard Children, A guide to inter-agency working to safeguard and promote the welfare of children (2018)'. Sheffield's Threshold of Need Guidance is held by Sheffield Childrens Safeguarding Partnership and was last reviewed in 2017. Changes in practice, partnership working protocols and new challenges means it is time to refresh Sheffield's Threshold of Need Guidance.

The attached revised Threshold of Need Guidance (Appendix 1) has been developed by Sheffield City Council and its key partners. The revised guidance is being submitted to the Education, Children and Families Committee with a view to being approved by the Chair of the Committee and adopted by the City.

Sheffield Childrens Safeguarding Partnership Executive Board will also receive a copy of the proposed Guidance with a view to this being approved by Sheffield City Council's safeguarding partners.

The target date for publishing the updated Threshold of Need Guidance is 31st July 2023.

2. HOW DOES THIS DECISION CONTRIBUTE?

- 2.1 Sheffield City Council is a key partner in Safeguarding the Children, Young People and Families of Sheffield. Safeguarding Children is everyone's responsibility and revisions to the Threshold of Need Guidance will support professionals, partners and individuals to make better decisions when identifying risk, identifying the appropriate level of interventions required and making more informed referrals (*this supports improving the customer experience*).

Approval of Sheffield City Council's involvement in the publication of the updated Threshold of Need Guidance will reduce inequalities and contribute to Sheffield Safeguarding Children's Partnerships meeting its objectives. Namely,

- To strengthen local partnership working, which is dependent on safeguarding partners working collaboratively together.
- To achieve improvements by developing, disseminating, and embedding good practice based on what we know works well.
- To support a culture where everyone involved in safeguarding children and young people welcomes scrutiny and challenge.

3. HAS THERE BEEN ANY CONSULTATION?

- 3.1 Sheffield City Council does not have a statutory duty to consult on the Threshold of Need Guidance. It is however good practice to engage with key partners in the development of the guidance. Significant engagement has been undertaken with partners through the establishment of a multi-agency Threshold of Need Steering Group.

The Threshold of Need Steering Group includes included membership from:

Sheffield Children Safeguarding Partnership
Sheffield City Council – Children’s Social Care
Sheffield City Council – Education
Sheffield City Council – Communities
Sheffield Teaching Hospitals NHS Foundation Trust
South Yorkshire Integrated Care Board
South Yorkshire Police
Education – Headteacher Tapton Multi-Academy Trust
Sheffield Childrens Hospital

The group met on 4 occasions in the second half of 2022 and will continue to meet throughout the first half of 2023. The Steering Group is supported by Structure & Content and Implementation Task & Finish Groups.

Two draft Threshold of Need Documents were produced and circulated for a period of Practitioner Testing. This ran from 13th January 2023 to 26th January 2023 and feedback from the practitioner testing was incorporated into the final draft. Partners involved in the practitioner testing included,

Sheffield City Council, MAST Practitioners, Hub Social Workers, Youth & Community Workers, Housing, colleagues working with Domestic Abuse, Substance Misuse, Strengthening Families and Missing Young People.

Education, Inclusion & Attendance colleagues, Designated Safeguarding Leads in a variety of schools, Community Early Years Practitioners, Early Years Triage & Screening Coordinators, Special Education Needs Coordinators, a Secondary Headteacher Representative and a Consultant.

Health, Health Safeguarding Named Professionals, Child and Adolescent Mental Health Service representative, Midwifery Team representative, School Nurse and Health Visitors.

Police, Safeguarding Hub Police Officers

Voluntary, Community & Faith Sector, SayIT, Haven, Door 43, Sheffield Womens Aid, the Young Womens Housing Project.

Other, a representative from Workforce, Development & Training in SCC and the Probation Service.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality Implications

4.1.1 Decisions need to take into account the requirements of the Public Sector Equality Duty contained in Section 149 of the Equality Act 2010 which identifies the need to:

- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act
- advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it
- foster good relations between persons who share a relevant protected characteristic and persons who do not share it

The Equality Act 2010 identifies the following groups as a protected characteristic: age; disability; gender reassignment; marriage and civil partnership; pregnancy and maternity; race; religion and belief; sex and sexual orientation.

An Equality Impact Assessment (EIA) has been developed and highlights that the Threshold of Need Guidance will enhance the City's approach to safeguarding. The EIA notes positive impacts on children and young people of all characteristics who are at risk of adverse outcomes. The enhanced approach to safeguarding will also positively impact on our partners and the Voluntary Community Sector across Sheffield.

4.2 Financial and Commercial Implications

4.2.1 No direct financial or commercial implications arise from this report. Regular reviews of costs associated with safeguarding young people are undertaken between Children and Families, Business Strategy and Finance. Any changes in the funding requirements for services will be subject to a separate report which will need to go through the appropriate approval processes.

4.3 Legal Implications

4.3.1 The Department for Education sets out Local Authorities' statutory duty to work with partners to produce a Threshold Document in its guidance 'Working Together to Safeguard Children, A guide to inter-agency working to safeguard and promote the welfare of children (2018)'. That guidance is issued pursuant to section 7 of the Local Authority Social Services Act 1970, which requires local authorities in their social services functions to act under the general guidance of the Secretary of State and means that the guidance should be complied with unless exceptional

circumstances arise. Sheffield's Threshold of Need Guidance is held by Sheffield Childrens Safeguarding Partnership and was last reviewed in 2017. Changes in practice, partnership working protocols and new challenges means it is time to refresh Sheffield's Threshold of Need Guidance.

Signing up to Sheffield's revised Threshold of Need Guidance reaffirms the Council's existing commitments to meeting the duty.

Sections 10 and 11 of the Children Act 2004 places a duty of co-operation on the Council (and a range of organisations and individuals) when making arrangements for ensuring that their functions, and any services that they contract out to others, are discharged with regard to the need to safeguard and promote the welfare of children.

Signing up to Sheffield's revised Threshold of Need Guidance reaffirms the Council's existing commitment to promote co-operation between key stakeholders.

4.4 Climate Implications

- 4.4.1 No direct climate implications arise from this report. The Sustainability and Climate Change Team has been consulted and are in agreement no further action is required on CIA.

5. ALTERNATIVE OPTIONS CONSIDERED

- 5.1 Not to approve Sheffield City Council's involvement in the publication of updated Threshold of Need Guidance. This option was rejected. In Sheffield safeguarding children is everyone's responsibility and revisions to the Threshold of Need Guidance will support professional, partners and individuals to make better decisions when identifying risk, identifying the appropriate level of interventions required and making more informed referrals. The revision will also support Sheffield Safeguarding Children's Partnership realise it's objectives.

6. REASONS FOR RECOMMENDATIONS

- 6.1 Sheffield City Council is a key partner in Safeguarding the Children, Young People and Families of Sheffield. Safeguarding Children is everyone's responsibility and revisions to the Threshold of Need Guidance will support professional, partners and individuals to make better decisions when identifying risk, identifying the appropriate level of interventions required and making more informed referrals.

Approval of Sheffield City Council's involvement in the publication of the updated Threshold of Need Guidance will reduce inequalities and contribute to Sheffield Safeguarding Children's Partnerships meeting its objectives.

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Foreword & Strategic Overview

Sheffield Children's Safeguarding Partnership comprising representatives from key services within Sheffield City Council, South Yorkshire Police, Sheffield Teaching Hospitals Trust, Sheffield Children's Hospital and others have developed this document to support practitioners at all levels working in early help and statutory services in Sheffield.

The document is intended to enable practitioners:

- to make decisions about how best to respond to the needs of children and young people and families.
- to support getting families access to the right help at the right time.
- to feel safe and confident in their decision making

Working Together to Safeguard Children (2018) states that.

“Providing early help is more effective in promoting the welfare of children than reacting later. Early help means providing support as soon as a problem emerges, at any point in a child's life... Early help can also prevent further problems arising”.

“Effective early help relies upon local organisations and agencies working together to:

- *identify children and families who would benefit from early help.*
- *undertake an assessment of the need for early help.*
- *provide targeted early help services to address the assessed needs of a child and their family which focuses on activity to improve the outcomes for the child.*

This requires all practitioners, including those in universal services and those providing service to adults with children, to understand their role in identifying emerging problems and to share information with other practitioners to support early identification and assessment.”

Our vision is for every child, young person and family, regardless of ethnicity, disability or other protected characteristic, to recognise their strengths and to be supported to build their capacity and resilience. This will lead towards sustained independence that enables them to reach their potential now and in the future despite any disadvantages that they may face.

On reading this document you will note the references to the continuum of need, rather than the threshold of need, this is because ‘thresholds’ can be static and unhelpful to a family. We know family life is fluid and changes can occur at any time, therefore services need to be flexible, timely and creative to move towards positive and sustained change. In doing this we are able to be responsive to the family by ensuring the right support at the right time in the right place to meet need at the earliest point of presentation.

The revised levels of need and provision have been developed with stakeholders and with key partners and provides support and clear definitions of need and how to recognise the risk of harm to any child. The 4 levels of need reflect a ‘whole family’ approach to providing support and guide when issues and needs require an Early Help response and when needs may instead require a statutory response.

This document will be reviewed regularly with key partners and any updates or amendments needed will be incorporated as they emerge. We hope that this guidance supports your work with Children and their Families in Sheffield.

APPENDIX 1

We want Sheffield to be an inclusive city where we work together to ensure that all children and their families receive the right support at the right time so that they live a happy and fulfilled life.

The outcomes we want for Children & Young people in Sheffield are.

SAFE & NURTURED – Children & Young People are safe, secure & nurtured within their home.

SAFE COMMUNITIES – Children and young people are safe and supported in their community so that they are not at risk of harm.

GOOD HEALTH - Children and young people have good physical health.

EMOTIONALLY HEALTHY – Children and young people are resilient and emotionally healthy.

ENGAGING EDUCATION & ACTIVITIES – Children and young people access and engage in their education, employment, and their local community.

Throughout all of these we seek to ensure that Children and young people with additional needs are identified and receive appropriate support in a timely manner.

Keeping Sheffield's children and young people safe is at the heart of our work together. It can be challenging at times, but we know that when we work together to safeguard children, we can make a real difference to their lives.

Children and young people live in diverse and sometimes complex family systems, in communities and with peer groups that they may or may not feel safe in. Most children will have their day-to-day needs met by their parents or carers and from within their own community. These children will access **universal services** that are aimed to support all children.

For some children and their families however, there are times when they will require additional or intensive help and support and a further smaller number of children will require specialist intervention, including protection from likely or actual significant harm.

This guidance is an important element of our work, and it has been agreed by all partners in Sheffield through the Sheffield Safeguarding Children Partnership.

This framework describes potential indicators of need for children, young people and their families and so provides the basis for services to have a good and shared understanding of the "lived experience of the child".

The framework can also be used to inform "professional conversations" between services and practitioners and so promote collective understanding of the type and nature of support that is needed to enable children and young people to achieve their potential.

The guidance helps us all to think about the child or young person and their individual needs. It helps us to think about how we can best support them, ensuring that we intervene early and make the right referral at the right time.

Key principles

APPENDIX 1

- Children's welfare, education and safety is **everyone's responsibility**. Children and young people have the right to an education, to safety and to protection from abuse and neglect.
- We listen to and value the 'voice of every child', hearing their worries and concerns and placing them at the centre of everything we do.
- Wherever possible, children and families' needs will be met by universal services. As soon as any professional is aware that a child has any additional needs, he/she will talk to the child and their family and **offer advice and support** to meet that need.
- **Prevention and early intervention** to manage problems and needs at the earliest opportunity achieves better outcomes for children.
- Families will be encouraged to identify their own strengths, needs and solutions.
- In most families, outcomes for children will only be improved by **supporting and assisting parents and carers** to make changes.
- Partners and professionals should consult one another, **share information and work together** to ensure that the child and their family get the most appropriate and effective support. The '**Team Around the Family**' and use of Early Help Assessment is essential to ensure that support is coordinated, working effectively with the family.
- Support and services will be offered to **help families to find their own enduring solutions**, engaging, enabling and empowering families to be independent. Once improvements happen, services will reduce or end so as not to create a dependency on services.
- Supporting children effectively involves **building on strengths** in addition to identifying difficulties.
- Assessments and interventions must be:
child-centered (overriding principle)
family focused.
holistic in approach, taking account of the child/families broader social and community network
clear about outcomes
based on a good understanding of child development
regularly reviewed with plans and service provision amended accordingly
- Children and young people are unique members of the community and should be **valued and respected** whatever their ability, ethnic origin, gender, health, sexuality or religion.
- **A conversational approach** that builds trust, understanding and co-operation should be used across the Continuum of Need. In early help the conversational approach should take place directly with families as part of a Team Around the Family approach to discuss and agree next steps for support which may include assessment and if necessary, onward referral. For concerns about risk of significant harm to a child, a conversational approach between the concerned professional and a Safeguarding Hub social worker is essential to clarify the concerns, consent, the support already provided and to give the opportunity for respectful professional challenge in the best interests of children.

Practice Framework: Signs of Safety

Each child and family member is an individual, each family is unique in its make-up and reaching decisions about levels of need and the best intervention requires discussion, reflection and professional judgement in collaboration with the family.

'Signs of Safety' provides a framework for us to do this together, by considering seven domains in any assessment:

- What is the harm (past and present) that we are worried about in respect of a child?
- What are we worried is going to happen to the child in the future if nothing changes?
- What are the complicating factors in this family?
- What are their strengths and positive attributes?
- Is there any existing safety or protection?
- What needs to happen to keep the child safe now?
- What does the family want to happen?

In Sheffield, we are committed to developing collaborative working relationships with families to help us to understand the circumstances of each family, to be professionally curious and rigorous in making judgements and to maintain a clear and relentless focus on safety and protection.

Safe & Together

In 2021 The Domestic Abuse Act recognised that children who experience domestic abuse in their family are victims in their own right. The Act also recognised post separation abuse in legislation e.g., in relation to coercive control continuing after the parents have separated.

Sheffield is committed to ensuring children and young people are safe from Domestic Abuse. To enable a whole system change in how we approach this the Safe and Together model is being rolled out. The model is based on 3 core principles:

1. Keeping children safe and together with non-offending parent. Recognising children and young people are victims of domestic abuse. Ensuring their safety, support for the trauma they have experienced and stability with the non-offending parent.
2. Partnering with non-offending parent as a default position. Building on strengths and protective factors of the survivor to build child focused plans.
3. Intervening with perpetrator to reduce risk and harm to child. Engaging with and holding the perpetrator accountable for the parenting choices they are making around their abusive behaviours.

More information about Safe and Together can be found here [About the Safe & Together™ Model | Safe & Together Institute \(safeandtogetherinstitute.com\)](https://www.safeandtogetherinstitute.com)

Consent and information sharing

All practitioners need to work honestly and openly with families, discuss needs and concerns with them and ensure that they are involved in decision making about next steps. **To support trusted relationships, parental consent should be the accepted norm unless in gaining their consent to share information and to make enquiries would create risk or further risk of harm to a child.**

APPENDIX 1

If a practitioner believes a child is at risk of significant harm, they have a duty to make a referral. These referrals do not require consent, but it is good practice to inform an adult with parental responsibility that the referral is being made, UNLESS doing so would place the child at risk of significant harm or may lead to the loss of evidence.

To share information effectively, all practitioners should be confident of the processing conditions under the Data Protection Act 2018 and the General Data Protection Regulation 2016/679 (GDPR) which allow them to store and share information for safeguarding purposes, including information, which is sensitive and personal, and should be treated as 'special category personal data'.

Where practitioners need to share special category personal data, they should be aware that the Data Protection Act 2018 contains 'safeguarding of children and individuals at risk' as a processing condition that allows practitioners to share information. This includes allowing practitioners to share information without consent:

- If it is not possible to gain consent.
- It cannot be reasonably expected that a practitioner gains consent, or.
- If to gain consent would place a child at risk, e.g., suspected familial child sexual abuse and Fabricated & Induced Illness

In cases where consent is not given, practitioners should consider how the needs of the child might be met. If at any time it is considered that the child may be a child in need, as defined in the Children Act 1989, or that the child has suffered significant harm or is likely to do so, a referral should be made immediately to local authority children's social care. This referral can be made by any practitioner.

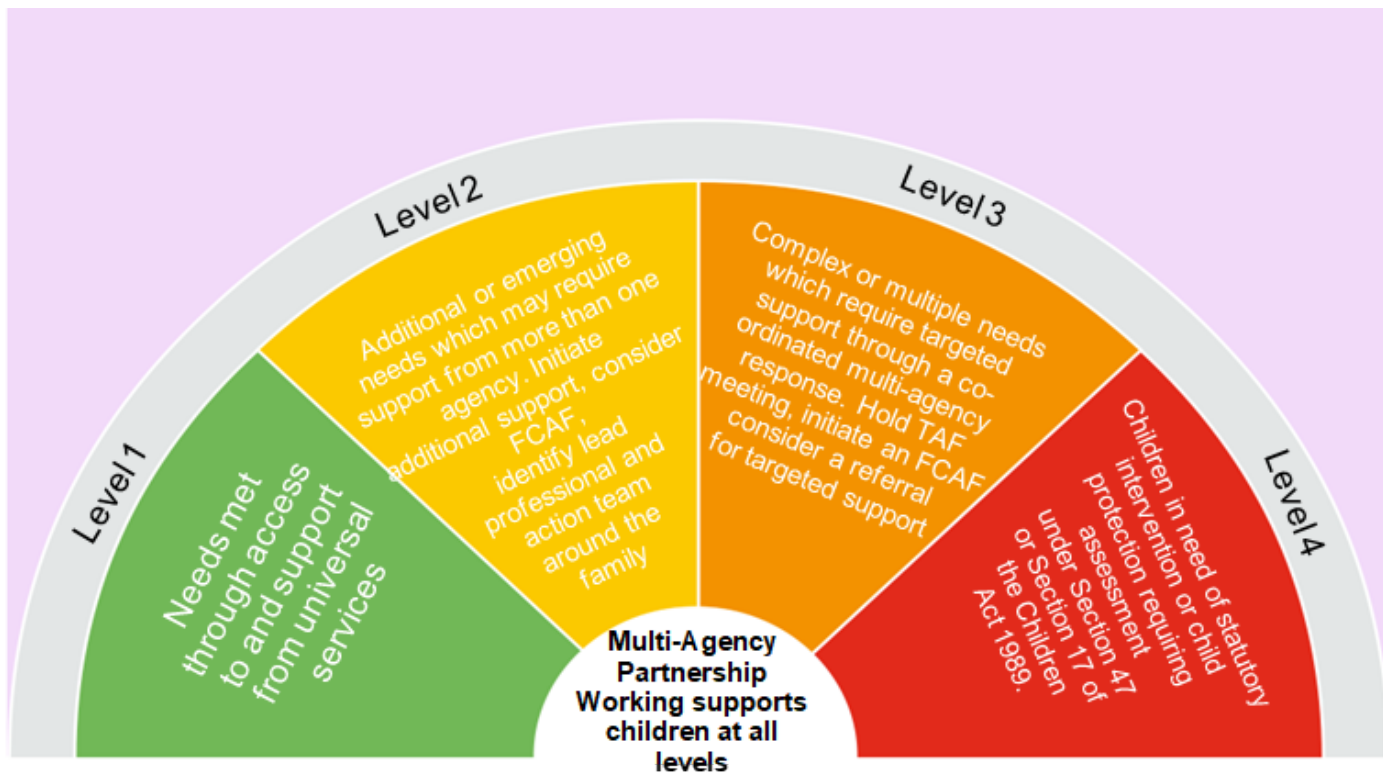
Consent and Information Sharing can be a tricky topic. Where the child's capacity (16-17yr olds) should be considered and the appropriateness of sharing certain disclosures (e.g., in cases where gender identity/sexual orientation has been discussed) a [one-minute guide](#) had been prepared.

The 4 levels of need

The four levels of need reflect a whole family approach to providing support for children, young people and families which is flexible and responsive.

APPENDIX 1

The needs of children and families do not move through the levels in a structured way, but rather across a continuum of need. Children and families may experience a range of different needs at different times and as such will move backwards and forwards through the continuum as needs are met.



| | |
|--|--|
| <p>Level 1: Universal Parental Consent may be required to access services</p> | <p>Children and young people at this level are largely achieving expected outcomes. Need is low level and can be met by the universal services or with some limited additional advice or guidance.</p> <p>Typical Services who provide Support at this level include Midwifery, 0-19 Health Services, GPs, Early Years settings, Schools & Colleges, Universal Youth Services, e.g., Youth Clubs, Family Hubs and 0-19 Packages of Care</p> |
| <p>Level 2: Getting Help – Early Support 2-3 services work together to meet child/ family needs, coordinated by the service who knows the child/family best. It may be helpful for these professionals to complete an Early Help Assessment (not essential at L2) Parental Consent is required to access services</p> | <p>Some emerging needs that require support of another service alongside universal provision. Likely to require early help for a time limited period, to help them towards wellbeing goals and reduce the likelihood of needing more intensive support. Sign posting to an additional service likely to be helpful. Appropriate services may be found at Sheffield Directory and/or Parenting groups are described here Positive parenting Sheffield City Council When emerging needs arise due to a child’s having additional needs or being disabled make use of Sheffield’s Local Offer for SEND https://www.sheffieldSEND.local.offer An Early Help Assessment may be appropriate for some children at this level and an appropriate Lead Practitioner should be identified within the services currently supporting the family.</p> <p>Typical Services who provide Support at this level include Universal services with additional input from specific Early Help Services (e.g., Inclusion & Attendance), or SEN Advisory Services, or Specialist Health Clinics, or Information, Advice and Guidance services.</p> |
| <p>Level 3: Targeted Support</p> | <p>More complex needs and need targeted support without which they would not meet their expected potential. Live in families or circumstances where there is greater</p> |

APPENDIX 1

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|---|---|
| <p>Early Help Assessment to be completed by the agency which knows the family best or who the family trust with an outcome-based support plan agreed by the family. There will be an identified Lead Practitioner/Key Worker who will be the main link for the family and hold all the agencies involved to account to deliver their agreed support. Parental Consent is required to access services.</p> | <p>adversity and a greater degree of vulnerability. An Early Help Assessment and a Team around the Family (TAF) meeting required to assess the strengths and needs of the family and to establish who needs to be involved in the multi-agency support package. Best Practice to do these with partner agencies and face-to-face with the family (ideally at TAF meeting) and to incorporate the voice of the child. Requires a targeted coordinated response. Consider need for referral to targeted Early Help services. Likely to require longer term help. When complex needs arise due to a child having additional needs or being disabled make use of the Graduated Approach and Sheffield's Local Offer for SEND (Link)</p> <p>Typical Services who provide Support at this level include: CAMHS tier 3, adult mental health, or drug/alcohol team, Domestic Abuse Services, Parenting Support, Family Intervention Service, Community Youth Prevention Services or others.</p> |
| <p>Level 4: Statutory & Complex Needs Referrals at this level include Section 17/Child in Need and Section 47/Risk of Significant Harm. Referrals must be made to services with the power to undertake statutory non-voluntary intervention and services with specialist skills. In some cases, Parental Consent is required to access services. In other cases, cases where there are significant safeguarding needs involved Parental Consent is not required. It would however be best practice to share information unless this would place child at further risk.</p> | <p>Children and young people who have suffered or are likely to suffer significant harm as a result of abuse or neglect, including victims of child exploitation and trafficking, those at risk of female genital mutilation (FGM) and those at risk of forced marriage.</p> <p>Children in the Criminal Justice System</p> <p>Children with significant or complex impairment of function/learning and/or life limiting illness.</p> <p>Specialist and/or statutory services are required where Children, young people and their families are experiencing very serious or complex needs that are having a major impact on their expected outcomes or there is serious concern for their safety. This may be a Social Work intervention through a comprehensive statutory assessment under Section 17 of the Children Act 1989 or intervention under Section 47 of the Children Act 1989 may be required for those children who are at immediate risk of significant harm and legal action may need to be taken or the Local Authority may need to accommodate the child/ young person in order to ensure their protection. Or a specialist service from another agency e.g., Children and Adolescent Mental Health Service (CAMHS) A Section 17 assessment is required for children with disabilities who may require statutory intervention to meet their needs.</p> <p>Typical Services who provide Support at this level include Children's Social Care, Youth Justice, CAMHS, In-patient and continuing healthcare, Fostering, Residential Care, Looked After Children, Health Care for children with life limiting illness and services for children with profound and enduring disability. (Plus, the services involved at Level 3 e.g., domestic abuse, substance misuse and mental health.)</p> |

The Continuum of Need Guidance is a tool to support practitioners in identifying a child's needs and the appropriate level of response. It should be used as part of a holistic assessment and considered alongside other assessment tools and guidance as appropriate e.g., SCSP Neglect Strategy, Hackett Tool (Harmful Sexual Behavior), YP DA Risk Assessment and the NSPCC Graded Care 2 Profile Tool. Links to these can be found on the website SCSP Website <https://www.safeguardingsheffieldchildren.org/scsp>

SCSP Neglect Strategy

Sheffield is committed to ensuring early recognition of neglect and improve assessment and intervention to address the harm and improve the life-chances of children living in neglectful situations. The Graded Care Profile 2 from NSPCC will be a key tool in achieving this aim and

APPENDIX 1

should be used in conjunction with this Continuum of Need document where there are concerns about the quality of care that a child is receiving.

<https://www.safeguardingsheffieldchildren.org/scsp/topics/neglect-and-the-graded-care-profile-2-gcp2>

The indicators in the tables on the following pages have been grouped into levels of concern which reflect Sheffield's delivery model. Although these levels are not used as a means of deciding if a child or family should or should not receive a service, these indicators aim to support practitioner decision making when undertaking assessments. They will help practitioners develop a shared understanding of factors that might impact on the welfare of children and families and help to ensure consistency of response.

In all cases, the indicators are examples only and not intended to be a comprehensive list, nor are they to be seen as definitive categories of concern. Neither can they ever replace professional judgement and analysis, which remain central to the assessment process.

Assessment framework

At whichever level an assessment is being completed, the purpose of the assessment is always to gather information, analyse need and decide on appropriate actions to improve child's outcomes. A high-quality assessment should be child centered, rooted in child development, outcome focused, holistic, strengths based and inclusive of the child, family and those supporting them. The Framework for the Assessment of Children in Need and their Families (P27-32 [Working Together to Safeguard Children 2018 \(publishing.service.gov.uk\)](#)) provides a systematic basis for collecting and analysing information to support professional judgements about how to help children and families in the best interests of the child. Practitioners should use the framework to gain an understanding of a child's developmental needs; the capacity of parents or caregivers to respond appropriately to those needs, including their capacity to keep the child safe and gain an understanding of their lived experience.

Categories and Levels of Need

Physical Abuse

| Universal | Getting Help – Early Support | Targeted Support | Statutory & Complex Needs |
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| <p>Mobile children may experience minor injuries through play and activities, whilst exploring their environment. Injuries are likely to be sustained on bony prominences (e.g., knees, shins, elbows) and are usually minor.</p> <p>Sometimes children will have a birth mark which can appear to be an injury. A specific health led pathway has been developed to assist professionals to differentiate between birth marks and injuries.</p> <p>Context and professional judgement and are key to the assessment and understanding of any accidents or injuries. This should include the developmental stage of the child, patterns of concerns, previous injuries, the voice of the child. This should also include the explanation for the injury given by parent/carer or child and whether this is consistent with the injury.</p> | <p>Frequent accidental injuries/ concerning patterns of injuries which indicate a lack of parental supervision (Also see Neglect and Parenting Capacity).</p> <p>Inappropriate parenting/ behaviour management strategies which potentially impact emotional well-being</p> <p>Girl may be vulnerable to FGM or Breast Ironing practice due to links with their community or family, where family views are known and there is no risk</p> | <p>Threats of physical chastisement from parent, carer or sibling.</p> <p>Escalating pattern of accidents causing injury (Also see Neglect and Parenting Capacity)</p> <p>Environmental factors which place child at risk of physical harm.</p> <p>Inappropriate and overuse of physical chastisement</p> <p>Girl may be vulnerable to FGM or Breast Ironing practice due to links with their community or family, where family views are unknown.</p> <p>Child may be vulnerable to forced marriage or honour-based abuse.</p> | <p>Physical harm has occurred/ suspected: non-accidental injury (e.g., fractures, bruises, scalds, burns, cuts, poisoning).</p> <p>Repeated incidents of unexplained illness, accidents or injuries (which are of concern) and not consistent with developmental stage of child and/or significant GP/Emergency Department attendances.</p> <p>Fabricated/induced illness/perplexing symptoms – intentional or unintentional harm to child caused by parent/carer in order to receive medical intervention.</p> <p>Any bruises or other injuries on a non-mobile infant, where the explanation is inadequate/implausible or the background/history is incomplete, should lead to an automatic safeguarding referral/medical attention.</p> <p>Environment is not safe for the child/ risk of harm through serious accident or injury.</p> <p>Risk of physical and emotional harm as a result of domestic abuse from and</p> |

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| | | | <p>intimate partner, including peers abuse and exploitation.</p> <p>Girl is born to family who are from a FGM practicing community and mother has been subjected to FGM and the family are known to support the practice.</p> <p>Female Genital Mutilation (FGM) occurred or suspected.</p> <p>Child is at risk of or has suffered harm due to forced marriage or honour-based abuse.</p> <p>Fabricated or induced illness – immediate risk e.g., child has been deliberately poisoned.</p> <p>Assault and/or injury as a result of domestic abuse by a parent/carer, bullying or exploitation.</p> <p>Child is vulnerable to forced marriage or honour-based abuse.</p> |
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Child Vulnerability

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| Universal | Getting Help – Early Support | Targeted Support | Statutory & Complex Needs |
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| <p>Growing level of competencies in practical emotional and independent living skills.</p> <p>Positive sense of self and abilities.</p> <p>Demonstrates feelings of belonging and acceptance</p> <p>Acquires a range of skills/interests.</p> <p>Able to adapt to change.</p> <p>Able to socialize appropriately.</p> <p>Positive relationship with peers and siblings.</p> | <p>Delay in reaching developmental milestones.</p> <p>Delay in development of age-appropriate self-care skills e.g., resulting in poor hygiene.</p> <p>Some insecurities around identity expressed – e.g., low self-esteem, confidence, aspirations for the future.</p> <p>Subject to discrimination e.g., racial, sexual or due to disabilities or appearance.</p> <p>Limited self-confidence.</p> <p>Child is a victim of crime/ bullying.</p> <p>Child is a perpetrator of bullying.</p> <p>Child is a carer/young carer.</p> <p>Can find managing change difficult.</p> <p>Has difficulty sustaining some relationships.</p> <p>Difficulty in displaying empathy.</p> <p>Confrontational/defiant</p> <p>Finds it difficult to cope with anger and frustration.</p> | <p>Significant delay in reaching developmental milestones.</p> <p>Child takes little or no responsibility for self-care tasks in comparison to peer group.</p> <p>Signs of deteriorating emotional wellbeing. Changes in sleeping and eating patterns. More afraid of things. More frequent crying, Clinging to their caregivers more than normal.</p> <p>Demonstrates significantly low self-esteem in a range of situations.</p> <p>Experiences persistent discrimination e.g., on the basis of ethnicity, sexual orientation, disability.</p> <p>Any child with a disability.</p> <p>Withdrawn/unwilling to engage or isolated.</p> <p>Significant delay in age-appropriate self-care skills.</p> <p>Involved in serious conflicts with siblings/peers, bullying/victim of bullying.</p> <p>Child has experienced traumatic event e.g., bereavement that remains unresolved and requires additional support.</p> | <p>Significant delay in reaching developmental milestones, leading to risk of significant harm.</p> <p>Lack of self-care significantly affecting health or social development.</p> <p>Significantly withdrawn from educational or social interaction/relationships.</p> <p>Unable to display empathy, serious abuse to others, cruelty to animals.</p> <p>Child has committed offence(s) and is involved with the criminal justice system.</p> <p>Significant trauma eg as a result of being a victim of an offence.</p> <p>Relationships with significant adults characterised by rejection / poor attachment.</p> <p>Child is privately fostered / potentially private fostering. (Insert link)</p> |
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Emotional Abuse

| Universal | Getting Help – Early Support | Targeted Support | Statutory & Complex Needs |
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| <p>Age-appropriate physical, sexual, and emotional development.</p> <p>Positive self-esteem.</p> <p>Good quality and appropriate attachment.</p> <p>Able to demonstrate empathy.</p> <p>Demonstrates appropriate responses in feelings and actions.</p> <p>Demonstrates feelings of belonging and acceptance.</p> <p>Strong family networks and friendships outside of the family unit.</p> <p>Stable and affectionate relationships with parent/carer.</p> <p>Good relationship with siblings</p> | <p>Displays some insecurities around identity.</p> <p>Poor self-image, limited self-confidence, subject to discrimination</p> <p>Difficulties with family relationships.</p> <p>Limited support from family or friends.</p> <p>Parent has unrealistic expectations.</p> <p>Parental/carer's inability to support the child in maintaining healthy relationships with significant adults.</p> <p>Unresolved issues arising from parents' relationship/ divorce/separation/step parenting/ death of parent or significant carer.</p> <p>Parents experiencing conflicts that may involve child.</p> <p>Child is anxious / angry/defiant/ withdrawn/emotionally distressed.</p> <p>Difficulties relating to child contact with absent parent/family members.</p> | <p>Demonstrates significantly low self-esteem.</p> <p>Lacks confidence, watchful or wary.</p> <p>Withdrawn, unwilling to engage or is isolated.</p> <p>Significant emotional/behavioural challenges.</p> <p>Child verbalises desire to self-harm or suicidal thinking or actions.</p> <p>Child unable to make their feelings known to adults and there is evidence of distress.</p> <p>Child is emotionally/physically harmed by bullying.</p> <p>Experiences persistent discrimination.</p> <p>Risk of harm to child /unborn as a result of domestic abuse perpetrated towards parent/carer including post separation abuse.</p> <p>Child living as their main residence with known perpetrator of domestic abuse post separation.</p> | <p>Little or no confidence, self-esteem and self-image affecting all areas of life, total withdrawal, and isolation.</p> <p>Frozen watchfulness.</p> <p>Rejection or taunting by peers/ serious assault from bullying.</p> <p>Relationships characterised by rejection, abandonment, or scapegoating.</p> <p>High risk domestic abuse including post separation. Adults that pose risk accessing the home.</p> <p>Child living as their main residence with known high-risk perpetrator of domestic abuse post separation.</p> <p>Harm to child/unborn babies as a result of Domestic Abuse perpetrated towards parent/carer.</p> <p>Family characterised by conflict that is frequent, intense and poorly resolved.</p> <p>Relationship with parent and family persistently experienced as low</p> |

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| | | <p>Child or young person withdrawing from peers and family.</p> <p>Parents are critical of child and show little warmth or praise.</p> <p>Child included in parental conflict. May be emotional (e.g., contact arrangements,).</p> <p>Controlling home environment.</p> | <p>warmth, high criticism. Complete rejection by a parent/carer.</p> <p>Concern of fabricated or induced illness.</p> <p>Witnessing physical/sexual abuse.</p> <p>Suicidal ideation and evidence of planning</p> |
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Harm Outside the Home (recommend that consider using the Child exploitation screening tool –insert link)

| Page 58 | Universal | Getting Help – Early Support | Targeted Support | Statutory & Complex Needs |
|---------|--|---|---|--|
| | <p>Good school attendance</p> <p>Demonstrating age-appropriate behaviours.</p> <p>Child is sufficiently aware of the difference between ‘safe’ and ‘unsafe’ relationships.</p> <p>Strong and positive family networks and peers within and outside of the family unit.</p> | <p>Poor school attendance or exclusion/ fixed term exclusions.</p> <p>Early evidence of escalating anti-social/ potential involvement in criminal behaviour.</p> <p>Experimenting with substances/alcohol, which is leading to concerns about impact on child’s welfare.</p> <p>Associating with unknown adults / evidence of a relationship with a power imbalance.</p> <p>Regularly coming home late; staying out overnight without parental oversight.</p> | <p>Regular fixed term exclusions/at risk of permanent exclusion.</p> <p>Potential indicators of child exploitation, with escalating concerns relating to alcohol, drugs and/or self-harm.</p> <p>Potential indicators of child exploitation linked to anti-social behaviour/ criminal activity.</p> <p>Potential indicators of child exploitation linked to locations/groups/activity within the community (e.g., Hotels / nightclubs / parks /shopping centres or relating to vehicles).</p> | <p>No education/training placement or persistent absence.</p> <p>Indicators of child exploitation with alcohol, drugs and/or self-harm.</p> <p>Substantial quantities of drugs found on the child/ in their home/ drug debts.</p> <p>Evidence of exploitation at specific locations/groups/activity within the community (e.g., Hotels/ nightclubs/ parks/shopping centres or relating to vehicles).</p> <p>Disclosure or evidence of rape/serious sexual assault/physical harm.</p> |

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| | <p>Emerging concerns about child/ young person's dress/presentation/money or material items.</p> <p>Emerging concerns regarding the child's peer relationships (includes bullying/controlling behaviour/domestic abuse).</p> <p>Reduced contact with family, friends, and other support networks.</p> <p>Vulnerabilities due to community locations which are cause for concern.</p> <p>Teenage pregnancy.</p> <p>Child is expressing language, views or behaviour which could be identified with extremist or radical views. Research indicates that children with neurodevelopmental condition (e.g., autism) are more vulnerable.</p> <p>Research indicates that children with neurodevelopmental condition (e.g., autism) are more vulnerable.</p> | <p>Associating with other young people at risk of exploitation or those known to be exploited.</p> <p>Unaccounted sums of money/material items/ additional mobile phone.</p> <p>Inappropriate adult association.</p> <p>Indicators of exploitation leading to teenage pregnancy/multiple miscarriages/access to sexual health services for emergency contraception and/or STI screening or injuries.</p> <p>Missing episodes indicative of exploitation.</p> <p>Child is becoming increasingly isolated from family, friends, and other support networks.</p> <p>Evidence that child or young person is taking an active interest in radical/extreme views or ideologies.</p> <p>Potential indicators and concerns relating to online exploitation/coercion (e.g., child becoming more secretive/anxious about phone/internet use).</p> <p>Peer on peer /abuse/ bullying which is potentially indicative of exploitation or domestic abuse.</p> | <p>Evidence of Child exploitation leading to teenage pregnancy/multiple miscarriages/ access to sexual health services/ sexually transmitted infections or injuries.</p> <p>Abduction forced imprisonment or trafficking/ modern slavery.</p> <p>Evidence of online exploitation/coercion e.g., exchanging of images</p> <p>Child is being drawn into radical /extreme ideologies or behaviours.</p> <p>Indicators of affiliation with organised crime or association with gangs/groups (consider tattoos, injuries, language and activity of group)/secretive about friends/associates.</p> <p>Child is isolated from family, friends, and other support networks.</p> <p>Criminal behaviour linked to or as a result of exploitation.</p> <p>Possession of weapons (knives, guns etc) and unaccounted sums of money/material items/ additional mobile phone.</p> <p>Missing episodes with evidence of exploitation.</p> <p>Peer on peer exploitation/abuse/ bullying that is indicative of exploitation or high-risk domestic abuse.</p> |
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| | | | <p>Indicators that a child/young person is at risk of honour- based abuse or forced marriage.</p> <p>Concerns that child is being sexually exploited and abused through an exploitative relationship (consider adult/peer on peer abuse).</p> |
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Neglect (recommend that consider using the NSPCC Grade Care Profile 2 –insert link)

| Universal | Getting Help – Early Support | Targeted Support | Statutory & Complex Needs |
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| <p>Child is of an appropriate height and weight for age: Has a Healthy Body Mass Index (BMI).</p> <p>Adequate and nutritious diet.</p> <p>Physical care needs provided for, and health needs effectively promoted.</p> <p>Child’s development checks, immunisations, dental and optical care up to date.</p> <p>Any additional health needs are met e.g., speech and language therapy.</p> <p>Child is clean, with well-fitting clothing.</p> <p>Child has a good level of practical, emotional and independent living skills</p> | <p>Home conditions and environment may impact on child’s needs/safety. Safe sleep space requires improvement.</p> <p>Inappropriate or inconsistent provision of basic care needs, including supervision, guidance and boundaries.</p> <p>Inconsistent opportunities for stimulation and socialisation.</p> <p>Child has limited self-care/ independence skills for age.</p> <p>Child has some hygiene/ continence problems.</p> <p>Health</p> | <p>Aspects of home conditions/environment are inadequate/unsafe.</p> <p>Unacceptable or deteriorating provision of basic care/ care arrangements/level of supervision.</p> <p>Inappropriate/inadequate guidance/boundaries/safety measures.</p> <p>Limited opportunities for stimulation and socialisation.</p> <p>Parent/carer unresponsive to distress/emotional needs/child self-harming/suicidal ideation or actions.</p> <p>Child’s self-care skills are limited/impacted by parenting capacity.</p> | <p>Consistent poor care basic compromising general well-being, dirty clothes, ill-fitting shoes, inappropriate care of hair and skin. Child consistently hungry – unfed.</p> <p>Lack or absence of basic care or supervision causing harm or risk of significant harm. e.g., fall from window, unsafe home environment.</p> <p>Unacceptable/absent levels of boundaries/ guidance/ supervision/ child abandoned.</p> <p>Absence of appropriate levels of stimulation/socialisation.</p> <p>Lack of self-care skills is adversely impacting on child’s health and development.</p> |

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| <p>appropriate to age e.g., feeding, dressing and social skills.</p> <p>Child is afforded experiences/stimulation appropriate to age and interest through leisure, play, reading, activities and socialisation with peers.</p> <p>Home conditions and environment are appropriate and adequate for the child's needs/safety.</p> <p>Good School attendance and positive home/school link</p> | <p>Inconsistency in child being brought to appointments.</p> <p>Medical advice not always sought. Late booking for maternity care.</p> <p>Additional health needs are not consistently met/up to date. Frequent A&E or GP attendances following accidents.</p> <p>Dental care/developmental checks /immunisations not all up to date (Immunisations are parental choice, should be considered as part of assessment)</p> <p>Child's weight/diet potentially impacting health and development. High or low BMI.</p> <p>Education</p> <p>Poor punctuality/frequent absences from school.</p> <p>Home/school link not well established.</p> <p>Poor access to books, toys, educational materials, and/or correct uniform</p> <p>Educated at home with engagement from family but child/young person not developing appropriately</p> <p>Parent is insensitive to the child's emotional needs.</p> | <p>Clothing is regularly unwashed and ill-fitting; poor hygiene which is not addressed.</p> <p>Health</p> <p>Child's health needs/concerns not addressed or poorly managed by parent/carer (immunisations, developmental checks, dental care, delay seeking appropriate health advice and appointments.</p> <p>Poor diet adversely affecting child's health, growth and/or development/ possible faltered growth. Very High or Low BMI.</p> <p>Frequent/Pattern of A&E or GP following accidents identifying parenting concerns).</p> <p>Un-booked pregnancy for maternity care –health risk to mother and baby.</p> <p>Education</p> <p>Significant school attendance issues</p> <p>Poor link between home and school.</p> <p>Frequently moving school without reasonable cause</p> | <p>Parent/carer unresponsive to sever distress/emotional needs/child self-harming/suicidal ideation or actions.</p> <p>Health</p> <p>Child / unborn has significant unmet/ outstanding health needs/ lack of prescribed medication impacting on child's health.</p> <p>Parents not seeking medical advice/intervention/dental care with potential for significant harm.</p> <p>Diet causing severe concerns or impairments to child's health/ evidence of faltered growth.</p> <p>Sudden weight loss/extreme weight gain. Eating Disorder.</p> <p>Education</p> <p>Parent failing or inadequately maintaining schooling or identifying provision for their child resulting in persistent absence from school/no school place. (Educational Neglect meaning a loss of access to learning at a level requiring statutory intervention)</p> <p>Child/young person missing from education.</p> <p>No or acrimonious home/school link.</p> |
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| | <p>Child is unsupervised and/or parental controls are not exercised with online devices.</p> <p>Insufficient arrangements are in place to promote safety in parent's absence.</p> | | No parental support for education |
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Sexual Abuse (Where the child displays harmful sexual behaviour it is recommend the practitioner consider using the Hackett screening tool –insert link)

| Universal | Getting Help – Early Support | Targeted Support | Statutory & Complex Needs |
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| <p>Age-appropriate physical, sexual and emotional development.</p> <p>Appropriate confidence in social situations and sufficiently aware of the difference between 'safe' and 'unsafe' relationships.</p> <p>Appropriate sexual boundaries within family unit between adults and children and between siblings.</p> <p>Child has appropriate guidance in relation to online use and risks.</p> <p>Behaviour assessed as Normal on the Hackett Continuum of Sexual Behaviour in Children.</p> | <p>Sexualised language or behaviour which is not consistent with the child's age or developmental stage. Can be overfamiliar with others, including people not known to the child.</p> <p>Withdrawn or isolated.</p> <p>Child has limited guidance and boundaries relating to online risks.</p> <p>Persistent urinary tract infections/ concerns about enuresis.</p> <p>Attendance at sexual health services or pregnancy where age or other factors indicate a level of vulnerability.</p> <p>Behaviour assessed as inappropriate/problematic on the Hackett Continuum of Sexual Behaviour in Children.</p> | <p>Sexualised language or behaviour which is not consistent with the child's age or developmental stage which is considered harmful to them or another.</p> <p>Evidence of technology / on-line exploitation e.g., Exchanging of images/ exposure to pornography.</p> <p>Withdrawn or isolated/ self-harm /suicidal statements or actions.</p> <p>Attendance at sexual health services or pregnancy, where age or other factors indicate a level of needs/concerns.</p> <p>Sexually transmitted infections dependent on age and circumstances.</p> <p>Persistent urinary tract infections/ concerns about enuresis/ smearing behaviour.</p> | <p>Disclosure from child or other of sexual abuse.</p> <p>Evidence of technology / on-line exploitation e.g., Exchanging of images/ exposure to pornography – evidence of coercive behaviour.</p> <p>Witnessing sexual harm to another person.</p> <p>Transgenerational sexual abuse within the family, including sibling abuse.</p> <p>Withdrawn or isolated/ self-harm requiring treatment/ serious suicidal statements or actions.</p> <p>Attendance at sexual health services or pregnancy/ miscarriage/termination, where there are safeguarding risks for the mother or unborn child.</p> <p>Sexual abuse indicated by Genital warts and/or sexually transmitted</p> |

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| | | <p>Previous victim of sexual abuse/ history of sexual abuse within the family.</p> <p>Behaviour assessed as problematic on the Hackett Continuum of Sexual Behaviour in Children.</p> | <p>infections. Child under 13yrs (statutory rape).</p> <p>Harmful sexualised behaviour towards others. (Problematic/Abusive or Violent on the Hackett Continuum of Sexual Behaviour)</p> |
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Parenting Capacity

| Universal | Getting Help – Early Support | Targeted Support | Statutory & Complex Needs |
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| <p>Appropriate and safe accommodation which meets the needs of the family.</p> <p>Parents are able to manage their working or unemployment arrangements.</p> <p>Positive and stable home/school link.</p> <p>Parents making plans for becoming a parent/positive about pregnancy.</p> <p>Parent in positive adult relationship.</p> <p>Parent is a good role model for child; shows warm regard, praise, and encouragement.</p> <p>Parent is always emotionally responsive to needs and behaviours of</p> | <p>Poor socio- economic situation (e.g., housing, finances).</p> <p>Parents mental health, disabilities, domestic abuse or substance misuse impacts on their parenting capacity.</p> <p>Parent/carer’s inability to support the child in maintaining healthy relationships with significant adults.</p> <p>Poor parenting history/ parent is a care leaver. Parent/carer has Adverse Childhood Experiences.</p> <p>Home/school link not well established.</p> <p>Inappropriate care arrangements.</p> | <p>No recourse to public funds and/or financial situation impacting on parenting capacity. Unsafe in insecure home conditions/homelessness.</p> <p>Electively Home educated with little opportunity for external support or social integration or poor home/school link.</p> <p>Experiencing frequent housing moves/transient lifestyle.</p> <p>Domestic abuse, parent’s/ carer’s mental health, disabilities, or substance misuse impacts on their parenting capacity and care provided to child or unborn. Child is a young carer.</p> | <p>Parents with physical or mental health issues and or Learning Disability significantly impacting on child’s welfare.</p> <p>Parental substance misuse or domestic abuse significantly impacting on child’s welfare.</p> <p>Transient nature/suitability/safety of accommodation poses a significant risk to the child.</p> <p>Persistent absence of resources to provide basic care for child.</p> <p>Asylum seekers/unaccompanied children/ no recourse to public funds/missing family/children</p> |

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| <p>the child à child living in high warmth, low criticism family.</p> <p>Parent provides age-appropriate boundaries and chastisement.</p> <p>Parent provides guidance so that child/young person can develop properly.</p> <p>Community is generally supportive of families with children/young people.</p> <p>Access to good universal services.</p> <p>Family feels integrated within the community. Good social and friendship network exists.</p> <p>Parent/carers protects from danger or harm inside the home or elsewhere.</p> | <p>Parental vulnerability or behaviour prevents them from always being emotionally responsive to the needs and behaviours of the child.</p> <p>Inconsistent supervision and guidance, unaware of child/young person's whereabouts (dependant on child's age and developmental stage).</p> <p>Inability to respond to concerns about basic care. Inconsistent approach to child's overall well-being and development.</p> <p>Parents/parents to be with Learning Disability/teenage parents.</p> <p>Parents are asylum seekers.</p> <p>Inadequate/poor housing/ safe sleep practice requires support and guidance.</p> <p>Parents have required additional support to care for a previous child.</p> <p>Parent has had additional service support in childhood.</p> | <p>Parent is not consistently emotionally responsive to the needs and behaviours of the child.</p> <p>Inappropriate parenting strategies exposing the child to harm and inconsistencies in care (including multiple carers/no main carer) and limited supervision.</p> <p>Imprisonment of a parent.</p> <p>Teenage parents with Adverse Childhood Experiences/minimal support.</p> <p>No home/school link.</p> <p>Parental non-engagement with education.</p> <p>Acrimonious relationships within community; family socially isolated.</p> | <p>Parents emotionally unresponsive to child's needs and behaviours, child living in high criticism, low warmth family.</p> <p>Previous child has been removed from parent/ previous child protection planning.</p> <p>Breakdown of relationship between parent and child e.g., Family no longer wants to care for the child/ have abandoned child.</p> <p>Parent's spiritual, cultural or religious beliefs are risk of significant harm to child.</p> <p>Parents are receiving threats or are in danger from/within their community.</p> <p>Parents unable or unwilling to restrict access to persons who are known to be a risk to children.</p> <p>Parent/carer unable to provide even basic care needs to child.</p> |
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Report to Policy Committee

Author/Lead Officer of Report: Steve Middleton

Title: Schools Advisor

Tel: [07880095515](tel:07880095515)

Report of: Andrew Jones, Strategic Director of Children's Services

Report to: Education, Children & Families Policy Committee

Date of Decision: 21 June 2023

Subject: Future of School Improvement – SCC activities and contracting with Learn Sheffield

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|--|-----|-------------------------------------|----|-------------------------------------|
| Has an Equality Impact Assessment (EIA) been undertaken? | Yes | <input checked="" type="checkbox"/> | No | <input type="checkbox"/> |
| If YES, what EIA reference number has it been given? (1318) | | | | |
| Has appropriate consultation taken place? | Yes | <input checked="" type="checkbox"/> | No | <input type="checkbox"/> |
| Has a Climate Impact Assessment (CIA) been undertaken? | Yes | <input checked="" type="checkbox"/> | No | <input type="checkbox"/> |
| Does the report contain confidential or exempt information? | Yes | <input type="checkbox"/> | No | <input checked="" type="checkbox"/> |
| If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below: - Confidential information in the appendices. | | | | |

Purpose of Report:

This follows the report presented to Committee on 13 December which presented options for the future funding of Sheffield City Council school improvement activities and outlined further investigative work that needed to be undertaken as to how best to deliver these activities. The purpose of this report is to update on the outcome of that further investigative work.

Recommendations:

The report recommends that the Education, Children and Families Policy Committee:

1. Agrees that the council should continue to directly deliver some statutory school improvement services according to established practices and processes.
2. Also agrees that the council should not now look to insource all school improvement services and notes that whilst the current contract for school improvement activities through Learn Sheffield will expire on 31st August 2023 officers will look to move forward the proposal for a new contract for limited school improvement activities from 1 September 2023 for two years.
3. Notes that SCC will continue as a member of Learn Sheffield and remain the 'supervising authority' for Learn Sheffield.

Background Papers:

School forum's agreement to de-delegate £268,000 until 31 August 2023
[Reforming how Local Authorities School Functions are funded \(DfE 2021\)](#)
[Schools Causing Concern Guidance \(DfE 2022\)](#)

Lead Officer to complete: -

| | | |
|---|---|--|
| 1 | I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required. | Finance: Kayleigh Inman |
| | | Legal: Sarah Bennett, Rahana Khalid |
| | | Equalities & Consultation: Bashir Khan |
| | | Climate: Jessica Rick |
| | <i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i> | |
| 2 | SLB member who approved submission: | <i>Andrew Jones</i> |
| 3 | Committee Chair consulted: | <i>Cllr Dale</i> |
| 4 | I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Committee by the SLB member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1. | |
| | Lead Officer Name: <i>Steve Middleton</i> | Job Title: <i>School Advisor</i> |
| | Date: May 2023 | |

1 PROPOSAL

1.1 Background

1.1.1 The Council has for a number of years commissioned a range of school improvement services from Learn Sheffield. The current contract was entered into following Cabinet approval in July 2021. This contract runs for a period of 2 years from 1st September 2021 until 31st August 2023.

1.1.2 Learn Sheffield is a school company established in accordance with the Education Act 2002, the School Company Regulations 2002 and the Companies Act 2006. The company is limited by guarantee and has 2 cohorts of membership – Sheffield City Council (the local authority) and ‘participating schools’ (which are school members but also includes academies and colleges). Only legal entities (e.g., academy trusts, governing body for schools, Sheffield City Council) have voting rights; and although collectively ‘participating schools’ hold 80% of the voting rights, Sheffield City Council as a single legal entity holds 20% voting rights and together, they exercise joint control.

1.1.3 The company was established following Cabinet approval on 22nd July 2015 and has subsequently been commissioned to manage and deliver school improvement services across Sheffield. Learn Sheffield provides support and challenge to schools and colleges. Their goal is to ensure Sheffield children receive the best education in the country, so that our young people’s achievement and readiness enables them to be active citizens of Sheffield.

1.1.4 The services currently performed by Learn Sheffield on behalf of Sheffield City Council, relating to statutory school improvement activities include:

- Duties in relation to making provision to carry out statutory Key Stage assessment.
- Limited duties in relation to school governors.

In addition, Learn Sheffield currently performs work in the areas below:

- Understanding the performance of maintained schools in their area, using data as a starting point to identify any maintained school that is underperforming, while working with them to explore ways to support progress.
- Brokering school improvement provision for maintained schools.
- Intervening in maintained schools as appropriate.
- Encouraging good and outstanding maintained schools to take responsibility for their own improvement; support other maintained schools; and enable other maintained schools to access the support they need to improve.
- Advising on the appointment of headteachers in maintained schools.

1.2 **Financial position**

Learn Sheffield has 2 main sources of income – funds received via the contract with the council and a subscription offer that has been available to schools in the city since April 2018. Currently approximately 90% of all schools in the city subscribe to the organisation.

- 1.2.1 Until recently the council utilised a School improvement Monitoring and Brokering Grant ('the Grant') to support investment into the Learn Sheffield commission. Since 2017, the Grant has been provided to support councils to fulfil their core improvement activities, with the amount received by each council proportionate to the number of maintained schools in their area. These core improvement activities are set out in Part 4 of the Education and Inspections Act 2006 (the 2006 Act) and on page 47 of the Schools Causing Concern guidance.
- 1.2.2 In October 2021, the Education and Skills Funding Agency (ESFA) launched a consultation on the future of the Grant beyond March 2022. This proposed that in future these functions be funded from maintained school budgets and that the grant be reduced by 50% from March 2022 and full removal from March 2023.
- 1.2.3 The ESFA have proceeded with the plans outlined in the consultation. The 100% reduction of the grant is now in place. The grant ended in March 2023.
- 1.2.4 In recognition of the upcoming removal of the grant in December 2022, officers recommended to this Committee that the council fulfilling the core school improvement activities, currently provided by Learn Sheffield directly to schools, should be investigated further as its preferred option for the future. The Committee were minded to agree to insourcing, subject to having the necessary information in front of them to make a lawful decision to do so.
- 1.2.5 It had originally been anticipated that a final decision would be possible early in the new year. However, in March 2023 officers requested a delay to the decision to allow for more exploratory work to be undertaken. The Committee granted officers time to further explore options to determine how the council would fulfil core statutory school improvement activities from September 2023.

1.3 **Update from March 2023**

- 1.3.1 As part of the investigations approved by this Committee, officers have consulted with stakeholders including local headteachers, governors and Learn Sheffield. One of the outcomes of this consultation was a proposal from Learn Sheffield that they could continue to fulfil activities on behalf of the council within the budget now available.

- 1.3.2 The council would continue to meet the statutory school improvement responsibilities it provides currently through its existing practices and processes. However, in the case of the limited areas where there is no existing capacity within SCC to meet statutory duties, (for example, the monitoring and moderation of Key Stage assessments), these responsibilities would continue to be contracted out. Learn Sheffield would also continue to deliver complementary non-statutory services.
- 1.3.3 Having considered this proposal, officers believe that it represents the best value for ensuring statutory responsibilities continue to be met and that high standards of school improvement activity continue to be in place across the city.
- 1.3.4 Continuing with Learn Sheffield provides consistency and stability by continuing a positive relationship with an existing 'Schools Company' with an established reputation locally and with effective partnerships in place, both with SCC and Sheffield schools. Learn Sheffield have proposed activities that can be funded from existing budgets, and it is not felt that the services could be delivered more cost effectively in-house. These proposals will enable SCC to meet its statutory duties and have confidence that our schools are being supported effectively. Consequently, the proposal is a better option than insourcing all services.
- 1.3.5 The cash value of the previous contract was £268K. Of this, following the removal of the reduced grant, £131K remains available for investment. The estimated value of the new contract is £97K.
- 1.3.6 It is therefore no longer the officer recommendation that these services are insourced and the Committee is asked to give its approval to this change of approach and to permit officers to move forward the proposal for a contract for limited school improvement activities (the proposed contract is within the thresholds for officer decision making and within existing available budgets).

2 HOW DOES THIS DECISION CONTRIBUTE

- 2.1 The Sheffield school improvement strategy outlined the vision that the school system can provide the platform for Sheffield children to receive the best possible education. It recognises that all schools need to improve continuously. The purpose of this proposal is to enable SCC to support and challenge schools effectively to achieve that aim within the context of changes to funding for school improvement at a national level. Learn Sheffield are an established school improvement partner and have been working effectively with schools across the city. They are best placed to ensure service continuity and school support.

3 HAS THERE BEEN ANY CONSULTATION?

- 3.1 A consultation process with School Forum on the funding of school improvement was undertaken in February 2022 and subsequent meetings. Headteachers have also had consultation within Leadership meetings.

4 RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality Implications

4.1.1 Decisions need to consider the requirements of the Public Sector Equality Duty contained in Section 149 of the Equality Act 2010.

4.1.2 An EIA has been undertaken and highlights there will be a better coordination and integrated school improvement services with other services provided by the Council which will help in improving Schools within the context of changes to funding for school improvement at a national level.

4.1.3 Improved schools will be better equipped to support better outcomes of a diverse range of pupils, which will support improved longer terms outcomes.

4.2 Financial and Commercial Implications

4.2.1 The Improvement Monitoring and Brokering Grant ended in March 2023 and is no longer available to fund school improvement activity.

4.2.2 If the recommendation is agreed, the existing Learn Sheffield contract will end on 31st August and SCC will fulfil the statutory school improvement activities, supplemented by a new contract of lower value for Learn Sheffield to fulfil the duties that SCC is unable to meet.

4.2.3 The total cash value of the previous contract was £268K. Of this, following the removal of the grant, £131K remains available for investment. The new commission will need to be delivered within this funding envelope.

Supervising Authority

4.2.4 Learn Sheffield is a School Company that has Sheffield City Council as the Supervising Authority. A School Company is set up by one or more maintained Local Authority schools, exercising their statutory powers under Section 11-13 of the Education Act 2002. A school company can undertake 3 types of activity:

- purchasing goods and services for schools in the company
- providing services or facilities to other schools either directly or facilitating that provision by a third party
- exercising functions which a LA can contract out.

4.2.5 The School Companies Regulations 2002 (“Regulations”) provide that each school company must have a Supervising Authority to ensure that it is run on a sound financial footing. This is intended to provide a protective framework for companies to operate within, but the Supervising Authority will not intervene in the day-to-day running of the company. Regulations stipulate that a Local Authority must be the supervising authority (which includes monitoring and management of finances of that company).

4.2.6 The functions of the Supervising Authority include:

- Monitoring the management and finances of the school company, including scrutiny of audited annual company accounts
- Considering requests from school companies to borrow
- Notifying the Secretary of State of company membership, name or registered number and any changes to these details within 28 days
- Directing governing bodies to withdraw from a school company in certain circumstances.

4.2.7 The regulations do not stipulate a requirement for the Local Authority to be a director or a member of the school company, its responsibility sits only as a supervising authority (under the Education Act).

4.2.8 Should all the governing boards of schools maintained by the Supervising Authority cease to be members of the company, the supervising authority must resign from its role by serving 56 days' notice on the company.

4.2.9 A direct contract with Learn Sheffield is currently permitted because of provisions known as "Teckal status" or the Teckal exemption", now set out in legislation but previously arising from case law. If the Teckal status was not maintained in future, any requirement for 3rd party delivered services would be procured in accordance with the requirements of the Public Contract Regulations 2015. Procurement and Supply Chain would be fully engaged with to undertake any future procurement activity.

4.3 Legal Implications

4.3.1 The Council has a statutory duty to carry out core improvement activities under the Education and Inspections Act 2006.

4.3.2 This report seeks approval move away from the proposal for insourcing, after which officers would look to move forward proposals for the Council to enter a new contract with Learn Sheffield to provide core improvement activities. Learn Sheffield is a school company established in accordance with the Education Act 2002, the School Company Regulations 2002 and the Companies Act 2006 and for which Sheffield City Council is the Supervising Authority.

4.3.3 The proposal to procure services relating to statutory school improvement activities through Learn Sheffield via a new 2-year contract lawfully remains out of scope of the 2015 procurement regulations as the grounds for a Regulation 12(4) arrangement (formerly/commonly known as a Teckal company) continues to be met where contracting authorities exercise joint control. This will need to be reviewed if (as suggested in the body of the report) Learn Sheffield carry out traded services with third parties which exceed 20% of its total work.

4.4. Climate Implications

No significant climate impacts have been identified. Where elements get taken forward by contractors, CIAs should be completed for these specific commissions as they arise.

4.5 Other Implications

In considering the options for the future of this work, the following risks need to be considered:

4.5.1 Service Continuity

Ongoing planning and mitigation of risk need to be carried out against the current delivery areas. The council will continue to assess whether it has the internal capacity of capabilities to carry out these functions, whether they need to be contracted out or if it deems them to be no longer needed. If the recommended option is not agreed there is significant risk from 1 September 2023 to continuity in arrangements for Key Stage assessments, Ofsted Inspection support, and Head Teacher recruitment. This risk will be mitigated through the proposed new contract with Learn Sheffield.

4.5.2 Access to School Improvement Expertise

Learn Sheffield provides access to education professionals (an established team of 7 LSIPs) that have experience, knowledge, and relationships with schools across the city. SCC will contract with Learn Sheffield to ensure maintained schools continue to have access to this resource in relation to Ofsted Inspection support, Headteacher recruitment and Key Stage Assessment arrangements. SCC does not currently have capacity or experience to deliver these services that Learn Sheffield is fulfilling until the end of the contract on 31 August 2023. From 1 September 2023 onwards SCC risks not meeting its statutory responsibilities unless a new contract is entered into. There is a risk that Sheffield schools will be left without support in key areas relating to Ofsted inspection and Headteacher recruitment. Consequently, awarding a new contract to Learn Sheffield mitigates reputational, operational and legal risks.

5 **ALTERNATIVE OPTIONS CONSIDERED**

- 5.1 Insourcing - If SCC were to provide no further investment in Learn Sheffield, SCC would need to develop its own strategic approach to statutory school improvement and fulfil all statutory school improvement activities currently provided by Learn Sheffield. This would require a significant increase in capacity and activities within SCC and associated impact on budgets as well as disruption to service continuity. Learn Sheffield are an established and trusted partner with School Company status and have offered services that are affordable within existing budgets.

6 REASONS FOR RECOMMENDATIONS

- 6.1 SCC has been forced by changes to school improvement strategy and funding at a national level to reconsider how services are provided. The current contract arrangements will soon expire, and the current funding arrangements are no longer available. The School Forum have agreed that they will no longer fund school improvement with Learn Sheffield through de-delegation.
- 6.2 The recommended option will allow SCC to continue delivering quality services to its maintained schools, in a context where the School Improvement Monitoring and Brokering Grant has affected funding. This recommendation is in alignment with the latest DfE guidance in Schools Causing Concern and “Reforming how Local Authorities School Functions are funded” (DfE 2021).
- 6.3 The recommendation will enable SCC to:
- Make effective use of a significantly reduced financial resource.
 - Know its schools by further developing its own monitoring and intervention processes in collaboration with Learn Sheffield.
 - Continue to develop a strong relationship with its local partner, Learn Sheffield
 - Continue to maintain strong relationships and offer support to school leaders and governors.
 - Ensure support, challenge and intervention is matched to need and provided in a timely manner.
 - Continue to coordinate and integrate statutory school improvement services with other services provided by the council such as inclusion and SEND.
 - Have confidence that SCC is fulfilling its core statutory school improvement activities

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Report to Policy Committee

Author/Lead Officer of Report:

Emily Ward
 Commissioning Officer for Early Years and Early Help and Marie McGreavy, Strategic Commissioning Manager

Tel: 0114 205 3931

Report of: *Joe Horobin, Director of Integrated Commissioning*

Report to: Education, Children and Families Policy Committee

Date of Decision: 21st June 2023

Subject: Annual update of the Building Successful Families programme

Has an Equality Impact Assessment (EIA) been undertaken? Yes No

If YES, what EIA reference number has it been given? **1483**

Has appropriate consultation taken place? Yes No

Has a Climate Impact Assessment (CIA) been undertaken? Yes No

Does the report contain confidential or exempt information? Yes No

If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:

Purpose of Report:

This report is to provide an annual update to the Education, Children and Families Committee on the Building Successful Families programme, referred to nationally as the Supporting Families programme.

Recommendations:

It is recommended that the Education, Children and Families Policy Committee

- continues to endorse the strategic developments across the Early Help system in ensuring that Sheffield retains Earned Autonomy and continues to prioritise early help for children, young people, and their families.
- notes the developments and achievements within the Building Successful Families Programme over the 22/23 financial year.
- requests annual updates on the progress of Building Successful Families to future Committee meetings

Background Papers:

| Lead Officer to complete: - | |
|------------------------------------|---|
| 1 | I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required. |
| | Finance: Kayleigh Inman |
| | Legal: Louise Bate |
| | Equalities & Consultation: Bashir Khan |
| | Climate: Jessica Rick |
| | <i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i> |
| 2 | SLB member who approved submission: Andrew Jones |
| 3 | Committee Chair consulted: Briefings with the Chair, Vice Chair and Spokesperson of the Education, Children and Families Committee will be undertaken. |
| 4 | I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Committee by the SLB member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1. |
| | Lead Officer Name: Marie McGreavy |
| | Job Title: Strategic Commissioning Manager |
| | Date: 13 June 2023 |

1. PROPOSAL / UPDATE

1.1 This report is to provide an annual update to the Education, Children and Families Committee on the Building Successful Families programme, referred to nationally as the Supporting Families programme.

1.2 The national Supporting Families programme, known locally as the Building Successful Families (BSF) programme, launched in 2012 and has been recommissioned by the Department for Levelling Up Housing and Communities (DLUHC) for three years between 2022 and 2025 with two key ambitions:

To see vulnerable families thrive and to drive system change locally and nationally.

1.3 In 2018, Sheffield was successful in its bid for Earned Autonomy (EA) status as Sheffield evidenced that it met a minimum level of maturity over several areas of the Early Help system. This allows Sheffield to receive upfront funding for claims as opposed to Payment by Results.

1.4 As of June 2022, Sheffield's Building Successful Families programme has supported a total of 7,287 families. This figure includes over 14,000 children and 11,000 adults who have achieved significant and sustained success in overcoming multiple complex needs.

1.5 In January 2023, Sheffield received notification of successfully retaining Earned Autonomy for 2022-25. This is a significant achievement however, to maintain this status and the upfront funding we must continue to make measurable progress and continue as a city to prioritise the programme and its aims.

1.6 To date, all claims are provided by MAST (Multi Agency Support Teams). The significant rise in claims over the next two years means that we are currently exploring claims from a wider cross section of the Early Help System including both internal and external services.

1.7 In 2022, the DLUHC introduced an Early Help System Guide (EHSG) self-assessment. The EHSG is an annual return and is structured as five sections focusing on ***family voice and experience, workforce, communities, leaders, and data***. Local authorities work in partnership with the wider Early Help system to identify a score for the individual descriptors, what is working well, the evidence that informs this and plans for what will be prioritised as areas for further development.

1.8 Following the assurance visit, the national team fed back to Sheffield on the maturity of the Early Help system and the number of strengths identified within the EHSG.

- 1.9 To continue to develop our maturity, we identified three local priorities for focus during 22 / 23 and beyond.
- 1.9.1 **Leaders:** developing a senior strategic group accountable for the Early Help System.
- 1.9.2 **Data:** establishing an effective data governance board that is accountable for progress on data transformation. Supporting Sheffield and partners to unlock and resolve issues with data sharing and direct how we use data both for performance and analytics.
- 1.9.3 **Workforce:** developing a shared practice framework and locally agreed processes for professionals in partner agencies working across the wider Early Help System which is known, understood, and consistently used.
- 1.10 *Updated information 13th June 2023:* We have achieved these priorities. The Early Help Partnership Board and the Information Sharing and Data Governance Board (ISDGB) were established in September and November 2022 respectively.
- 1.11 In regard to the shared practice framework, as part of the workforce workstream in the Early Help review, a workforce redesign process was also completed to align job roles within SCC to the outcomes framework for Early Help and the newly created Early Help Knowledge and Skills Framework. It has been agreed through consultation with wider partners that this framework is included in the Early Help Strategy to provide an understanding of the level of knowledge and skill needed for each type of practitioner role across Early Help. Whilst each job role may not undertake all aspects, it can be used for recruitment, supervision and learning, development and career conversations.
- 1.12 The national team also provided additional written feedback following the Assurance visit highlighting a number of areas they recognise as good practice and areas for further development;
- 1.12.1 Good practice:
- Feedback is sought from families who have had a lead practitioner from MAST.
 - There is a strong commitment to whole family working and a culture of early intervention.
 - There is a core commitment and priority around Early Help weaved into the work of a number of partnerships.
 - The number of open data feeds accessed across services (which supports inter agency personal level data to be accessed to support earliest identification of need or support to be offered)
 - The development of our case management systems to support the new Supporting Families Outcomes Framework.
 - Five key outcomes have been established within the Early Help strategy and a set of measures at family, cohort, demand, and population level has been agreed.

- 1.12.2 Further development and actions identified:
- To consider how feedback mechanisms can be used to understand the experience of the whole system of support. *Work is ongoing with partners to establish how to capture and record Family Common Assessment Framework (FCAF) information across partners.*
 - Other practitioners utilise FCAF's however this work is not captured so it is difficult to quantify the level of whole family working activity. The intention is to gather *case studies and "you said we did" reports as well as a consistent methodology for capturing the support that is in place.*
- 1.13 Other notable elements of good practice locally identified within the 2022 EHSR include:
- Implementation of the integrated children's services front door
 - Threshold of need guidance review
 - Development of the children's portal in liquid logic
 - Family Hub Transformation
 - Sheffield Inclusion Model
 - Development of the Sheffield Early Help Strategy
 - Improving data feeds to understand the impact of the wider Early Help system
 - Supporting services in understanding local provision through increased connectivity with partners post covid and with the ambitions of the Family Hub transformation
 - Continuing to expand the Early Help Partnership training
- 1.14 The practice is expected to continue progressing throughout 2023/2024, with the Family Hub transformation expected to continue through to 2025 and the Early Help Partnership training continuing to expand.
- 1.15 Sheffield has also been commended on the developments made in the past 12 months of the programme, and this is being noticed regionally and nationally.
- 1.16 In November 2022, Sheffield accepted the opportunity to present at a national conference for Early Help in London, showcasing the work of our partnership approach. Service managers for the MAST service facilitated a workshop for delegates to consider how they engage wider services to support families.
- 1.17 Sheffield has also contributed and created multiple resources for the national Supporting Families team, including sharing the good practice that takes place across our Early Help partners and demonstrating how we undertake activities to increase engagement across all stakeholders. These resources have taken the format of blogs, videos, and infographics.
- 1.18 In relation to the maturity of Sheffield's Early Help system, we have also been asked to attend Peer Support Networks, acting as a "good practice lead" in specific areas such as data maturity.

- 1.19 All of these opportunities evidence the positive work which underpins the success of Sheffield's Early Help partnership/system has allowed greater opportunities for networking with other Local Authorities and continually developing good practice as well as increasing confidence in Sheffield's practices by the national team.
- 1.20 The Early Help System Guide is expected to be submitted by 1st July 2023. To support the co-production of this, we have established workshops to develop our future plans with senior leaders across the system, gathering feedback on their views and including them in the self-assessment process through to sign off.
- 1.21 Although the EHSG workshops with partners will inform the majority of our next steps, there are a number of areas which we are already aware will be part of this:
- Finalising 2022/23 actions (portal/implementation of the integrated front door)
 - Workforce development
 - The exploration of wider claims with partners (both internal and external)

2. HOW DOES THIS DECISION CONTRIBUTE?

- 2.1 The need to continuously develop the maturity of our Early Help partnership, coupled with the transformation of Family Hubs, support the Corporate Delivery Plan, namely;
- **Fair, inclusive, and empowered communities** – the partnership networks we are expanding as part of the Family Hub Transformation and the governance routes will support in ensuring Sheffielders are able to contribute to and shape the issues that matter to them in their communities.
 - **Strong and connected neighbourhoods** – we are improving the connectivity between voluntary and community sector activity, family networks and formal early help activity through building capacity in communities and harnessing the talent of parents, carers, and young people with lived experience to help one another.
 - **Healthy lives and wellbeing for all** – we strive to ensure that families say they know how to navigate local services and that the help they have received addressed their problems and they are better connected to their own support network and local community.
 - **Happy young people who have the start they need for the future they want** – If we can continue to identify needs at earlier opportunities across the partnership, we will be able to offer preventative support

ensuring that families' needs do not escalate requiring statutory intervention and we meet need at the point of presentation.

- 2.2 At the heart of the Supporting Families programme and the transformation of the Family Hubs is the Early Help vision; "Sheffield will be an inclusive city where we work together to ensure that all children receive the right support at the right time so that they live a happy and fulfilled life."

3. HAS THERE BEEN ANY CONSULTATION?

3.1 Coproduction:

As part of the transformation of the Family Hubs across the Early Help partnership, coproduction is vital in establishing new ways of working and ensuring that children, young people and their families and professionals coproduce a service that they will engage with. It is envisaged that a theory of change approach will be utilised to ensure that the outcomes of both programmes identified by the national framework can be achieved.

3.2 Consultation:

Due to the Early Help partnership already having established methods for ways of working, consultations are ongoing across the system to ensure we can maximise efficiencies and provide a service that meets the needs of children, young people, and families.

- 3.2.1 As an example of this, our vision, principles, outcomes, and ways of working have been further developed and revised as part of the review of Early Help and our partnership outcomes;

- ✓ SAFE & NURTURED – Children and Young People are safe, secure, and nurtured within their home.
- ✓ SAFE COMMUNITIES – Children and young people are safe and supported in their community so that they are not at risk of harm.
- ✓ GOOD HEALTH - Children and young people have good physical health.
- ✓ EMOTIONALLY HEALTHY – Children and young people are resilient and emotionally healthy.
- ✓ ENGAGE IN EDUCATION and ACTIVITIES – Children and young people access their education, employment, and their local community.

In all Early Help services, we want children and young people with additional needs to be identified and receive appropriate support in a timely manner.

- 3.2.2 Two workshops to discuss all elements of the Early Help System Guide Self-Assessment were held in February and May 2023 with partners. Almost fifty colleagues attended the first workshop in February 2023, with the following services represented;

| | |
|--|---|
| 0-5 SEND | SCC - Youth Justice |
| Citizens Advice Sheffield | Schools, nurseries, and Education |
| Darnall Well Being | Sheffield Futures |
| South Yorkshire Integrated Care Board, Sheffield Place | 0 – 19 Health Visiting and School Nursing |
| DWP (Department of Work and Pensions) | Sheffield Parent Carer Forum |
| Public Health and NHS | Sheffield Young Carers |
| SCC – MAST | Shelter |
| SCC - Communities | SOAR |
| SCC – Integrated Commissioning | South Yorkshire Police |
| SCC - Early Years | The Corner, Change Grow Live |
| SCC - Parenting | The Family Works |
| SCC - SSENDIAS | VAS |

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality Implications:

An Equality Impact Assessment has been completed and approved. No changes have been required to the ways of working for the programme as a result of this.

4.2 Financial and Commercial Implications:

Earned Autonomy Status means that the Council is paid upfront for the Successful Families programme funding. In October 22, the outcomes required from the programme changed, and there is a significant increase in the target number of successful family outcomes for 23/24 and 24/25.

4.2.1 If we do not achieve our targets, there is a risk that DLUHC could withdraw the Earned Autonomy status, which would mean funding is then received retrospectively on submission of quarterly claims. This would have funding/cashflow implications for the programme as it is possible that we will return to Payment by Results (PBR) if we are unable to meet the quota of successful families supported by the programme. Successful Families by design has inherent risks, retaining Earned Autonomy Status is dependent on meeting the target 100% of claims and data and system maturity.

4.2.2 The indicative funding and outcomes expected over the three years of the programme can be found below:

| Indicative funding | 2022-23 | 2023-24 | 2024-25 |
|--|----------------|----------------|----------------|
| Successful family outcomes expected | 825 | 1335 | 1652 |
| Advanced transformation funding | £660,000 | £1,068,000 | £1,321,600 |
| Annual funding | £2,329,667 | £2,737,667 | £2,991,266 |
| Total funding available 2022-25: £8,058,560 | | | |

- 4.2.3 Due to reforms in the outcomes collected by the national team (implemented October 2022), it is difficult to predict at this early stage, the new conversion rate of those families who have achieved significant and sustained success following engagement. This will become more evident over the continued life of the programme.
- 4.2.4 The programme currently provides direct support to families through funding a proportion of workers with the MAST, Attendance and Inclusion, Parenting and Family Hub services, whilst also providing resources for Adult Mental Health Workers, Citizen Advice Bureau, and Shelter staff to provide the wider specialised elements of support. The programme also funds performance and analysis, data transformation and South Yorkshire Police Analyst time as per the requirements of the programme.
- 4.2.5 The implementation of the portal is an addition to Sheffield’s current case management system, Liquid Logic. This will allow web-based referrals and also a secure network for sharing information between professionals and families and is also intended to improve timeliness of screening processes by reducing administration. Sign off for this project was approved by the Children and Families Senior Leadership Team and the Sheffield Children’s Safeguarding Partnership Executive Board.
- 4.2.6 If the initial implementation is successful, further investigation may be required as to whether external service claims could be identified and imported through this portal. If this is a potential viable option, consideration would need to be given as to whether this would incur additional costs in terms of resource capacity within the hub when triaging and following up referrals from services.
- 4.2.7 Actions to increase claims include exploration of wider claims within Sheffield City Council and new developments in terms of Portal usage to gather claims from external partners including the Voluntary, Community and Faith sectors and BSF commissioned services. The portal will provide an accessible digital route to progress support needs

and to provide information to support an increase in claims from the cohorts of families supported by partner organisations.

4.3 Legal Implications

Programme development will support the Council to meet its duties under Section 10 of the Children Act 2004, which requires each local authority to make arrangements, with a view to improving the well-being of children in its area, to promote cooperation between the authority, each of the authority's relevant partners and such other persons or bodies working with children in the local authority's area as the authority considers appropriate.

4.4 Climate Implications

The Council's Sustainability Team advise that as there are no significant changes which are arising from the programme, a Climate Impact Assessment (CIA) is therefore not required, however, if any large commissions arise from the programme in the future, or there are significant changes to the ways of working, then a CIA should be considered.

4.5 Other Implications

4.5.1 External Claims

The portal could incur additional costs in terms of resource capacity in the hub when triaging and following up referrals from services, until this work is further developed the additional costs remain unknown.

5. ALTERNATIVE OPTIONS CONSIDERED

- 5.1 Not applicable as this report is an annual report of the development of the Building Successful Families programme.

6. REASONS FOR RECOMMENDATIONS

- 6.1 The Early Help System is a network of services, processes and interactions that aim to help children, young people, and families at the earliest opportunity. If we continue to develop our system, we will see vulnerable families thrive, becoming empowered to become resilient over time and build connections to their local community. Our local services will also be joined-up, flexible and responsive to new challenges, becoming sustainable for the long-term creating stronger multi-agency partnerships which work together to understand local trends, predict emerging need, and respond to those needing additional help.

Part A

Initial Impact Assessment

Proposal name

Annual update of the Building Successful Families programme to committee

Brief aim(s) of the proposal and the outcome(s) you want to achieve

This report is to provide an annual update to the Education, Children and Families Committee on the Building Successful Families (BSF) programme, referred to nationally as the Supporting Families programme.

In addition, there are a number of key areas where the Committee is asked to endorse the progression of strategic level activity to support the transformation of the Early Help System in its aim to help children, young people, and families at the earliest opportunity.

Proposal type

- Budget non-Budget

If Budget, is it Entered on Q Tier?

- Yes No

If yes what is the Q Tier reference

Year of proposal (s)

| | | | | |
|-----------------------------|--|-----------------------------|-----------------------------|-----------------------------|
| <input type="radio"/> 21/22 | <input checked="" type="radio"/> 22/23 | <input type="radio"/> 23/24 | <input type="radio"/> 24/25 | <input type="radio"/> other |
|-----------------------------|--|-----------------------------|-----------------------------|-----------------------------|

Decision Type

- Coop Exec
- Committee (e.g. Health Committee)
- Leader
- Individual Coop Exec Member
- Executive Director/Director
- Officer Decisions (Non-Key)
- Council (e.g. Budget and Housing Revenue Account)
- Regulatory Committees (e.g. Licensing Committee)

Lead Committee Member

Cllr Mick Rooney and Cllr Dawn Dale

Lead Director for Proposal

Andrew Jones

Person filling in this EIA form

Emily Ward

Lead Officer – Victoria Gibbs

EIA start date 24-02-2023

Equality Lead Officer

- Adele Robinson
- Bashir Khan**
- Beverley Law
- Ed Sexton
- Louise Nunn
- Richard Bartlett

Lead Equality Objective ([see for detail](#))

- | | | | |
|---|---|---|---|
| <input type="radio"/> Understanding Communities | <input type="radio"/> Workforce Diversity | <input type="radio"/> Leading the city in celebrating & promoting inclusion | <input checked="" type="radio"/> Break the cycle and improve life chances |
|---|---|---|---|

Portfolio, Service and Team

Is this Cross-Portfolio

- Yes
- No

Portfolio

Children’s Services

Is the EIA joint with another organisation (eg NHS)?

- Yes
 - No
- Please specify

Consultation

Is consultation required (Read the guidance in relation to this area)

- Yes
- No**

If consultation is not required please state why

Due to the Early Help Partnership already having established methods for ways of working, consultations regarding specific areas of the programme are ongoing across the system to ensure we can maximise efficiencies and provide a service that children, young people and families want. However, in regards to this committee update, no consultations are required.

Are Staff who may be affected by these proposals aware of them

- Yes
- No

Are Customers who may be affected by these proposals aware of them

- Yes
- No

If you have said no to either please say why

The Early Help system is a way of working that is already established across Sheffield and this report is to support the annual update of the BSF programme to committees. The national Supporting Families programme is in place to continually develop and enhance the maturity of the wider Early Help System, therefore partners are included in ongoing discussions regarding how we continually drive system transformation but there are no proposals being made that would significantly impact on staff or service users.

Initial Impact

Under the [Public Sector Equality Duty](#) we have to pay due regard to the need to:

- eliminate discrimination, harassment and victimisation
- advance equality of opportunity
- foster good relations

For a range of people who share protected characteristics, more information is available on the [Council website](#) including the [Community Knowledge Profiles](#).

Identify Impacts

Identify which characteristic the proposal has an impact on tick all that apply

| | |
|--|--|
| <input checked="" type="radio"/> Health | <input type="radio"/> Transgender |
| <input checked="" type="radio"/> Age | <input checked="" type="radio"/> Carers |
| <input checked="" type="radio"/> Disability | <input checked="" type="radio"/> Voluntary/Community & Faith Sectors |
| <input checked="" type="radio"/> Pregnancy/Maternity | <input checked="" type="radio"/> Partners |
| <input checked="" type="radio"/> Race | <input checked="" type="radio"/> Cohesion |
| <input checked="" type="radio"/> Religion/Belief | <input checked="" type="radio"/> Poverty & Financial Inclusion |
| <input checked="" type="radio"/> Sex | <input type="radio"/> Armed Forces |
| <input checked="" type="radio"/> Sexual Orientation | <input type="radio"/> Other |

Cumulative Impact

Does the Proposal have a cumulative impact

- Yes No

| | |
|---|---|
| <input checked="" type="radio"/> Year on Year | <input type="radio"/> Across a Community of Identity/Interest |
| <input type="radio"/> Geographical Area | <input type="radio"/> Other |

If yes, details of impact

As part of the BSF programme, alongside continual system transformation, partners across the Early Help system are also expected to work with a number of families who have multiple areas of need who then go on to achieve significant and sustained success following support. The national programme has increased the number of families who are expected to achieve sustained success from 825 in 2022/23 to 1652 in 2024/25. Currently, there is a 65% conversion rate in the number of families who are worked with under the national programme framework and those who achieve success, therefore we will have to evidence over a 100% increase in the number of families worked with, whilst also keeping the conversion rate high.

Proposal has geographical impact across Sheffield

- Yes No

If Yes, details of geographical impact across Sheffield

As part of the wider system transformation, we will be able to engage a wider cohort of families from different demographics that engage with the Early Help support. The Early Help system transformation should be done in cohesion with the Family Hub transformation and as the seven Family Hubs are located in areas of greatest need, with further work being embedded to create wider partnership networks and delivering services in outreach buildings, it is anticipated that this will create a more accessible service that supports earliest engagement and identification of need with support tailored towards the needs of communities.

Local Area Committee Area(s) impacted

- All Specific

If Specific, name of Local Committee Area(s) impacted

Initial Impact Overview

Based on the information about the proposal what will the overall equality impact?

To be eligible for support in the Supporting Families / BSF programme, families must be identified as having barriers in regard to accessing/achieving 3 or more of these areas (as identified in the Supporting Families Outcomes Framework):

- Getting a good education
- Good early years development
- Improved mental and physical health
- Promoting recovery and reducing harm from substance misuse
- Improve family relationships
- Children safe from abuse and exploitation
- Crime prevention and tackling crime
- Safe from domestic abuse
- Secure housing
- Financial stability

The Early Help System is a network of services, processes and interactions that aim to help children, young people and families at the earliest opportunity. If we are successful, we will see vulnerable families thrive, becoming empowered to become resilient over time and build connections to their local community. Our local services will also be joined-up, flexible and responsive to new challenges, becoming sustainable for the long term creating stronger multi-agency partnerships which work together to understand local trends, predict emerging need, and respond to those needing extra help.

The benefits of this approach will be felt across the city as pressure on statutory services should reduce as the system begins to rebalance away from intervening at crisis point or before families have multiple areas of need. This will help services to become more sustainable and allow them to intervene much earlier in the cycle, delivering better outcomes for families.

Supporting Families' outcomes align with the Family Hubs transformation which is ongoing, providing a single access point – a 'front door' – to universal and early help services for families with children of all ages (0-19) or up to 25 with special educational needs and disabilities (SEND). Family Hubs involve co-location of services and professionals to make it easier for families to access the services they need, including Start for Life services, and this can include both physical locations, outreach support and virtual offers.

Many services offered in a Family Hub network will be for families who do not need intensive, whole-family Lead Practitioner support; however, hubs will ensure seamless access to a whole-family Lead Practitioner where needed.

Is a Full impact Assessment required at this stage? Yes No

If the impact is more than minor, in that it will impact on a particular protected characteristic you must complete a full impact assessment below.

Initial Impact Sign Off

EIAs must be agreed and signed off by the Equality lead Officer in your Portfolio or corporately. Has this been signed off?

- Yes No

Date agreed

Name of EIA lead officer

Part B

Full Impact Assessment

Health

Does the Proposal have a significant impact on health and well-being (including effects on the wider determinants of health)?

Yes No *if Yes, complete section below*

Staff

Yes No

Customers

Yes No

Details of impact

The BSF programme identifies a number of areas of family need, one of which is supporting families to have improved mental and / or physical health. Health colleagues represent parts of the Early Help workforce such as universal, targeted or acute services and are crucial in ensuring that collectively we are working towards greater cohesion and earlier identification of need for families. If we are able to identify needs earlier across the wider Early Help partnership, this may support in reducing more serious health needs at a later point for an individual by accessing support services sooner.

Comprehensive Health Impact Assessment being completed

Yes No

Please attach health impact assessment as a supporting document below.

Public Health Leads has signed off the health impact(s) of this EIA

Yes No

Name of Health Lead Officer

Age

Impact on Staff

Yes No

Impact on Customers

Yes No

Details of impact

The Early Help System is a network of services, processes and interactions that aim to help children, young people and families at the earliest opportunity and eligibility for support includes having barriers in regard to accessing/achieving 3 or more of these areas (as identified in the Supporting Families Outcomes Framework):

- Getting a good education
- Good early years development
- Improved mental and physical health
- Promoting recovery and reducing harm from substance misuse
- Improve family relationships
- Children safe from abuse and exploitation
- Crime prevention and tackling crime
- Safe from domestic abuse
- Secure housing
- Financial stability

If we are successful, we will see vulnerable families thrive, becoming empowered to become resilient over time and build connections to their local community. Supporting Families' outcomes align with the Family Hubs transformation which is ongoing, providing a single access point – a 'front door' – to universal and early help services for families with children of all ages (0-19) or up to 25 with special educational needs and disabilities (SEND).

Disability

Impact on Staff **Impact on Customers**

Yes No Yes No

Details of impact

The supporting families outcomes framework identifies that there are a number areas of family need that may require support in relation to disability, for example;

- a child's Special Educational Needs are not being met,
- the child or parent requires support with learning disabilities, neurodiverse conditions and/or physical health needs that affect the family (e.g., long-standing health conditions requiring management, physical disabilities requiring adaptations)

If we are able to identify needs earlier across the wider Early Help partnership, this may support in families accessing support services sooner.

Pregnancy/Maternity

Impact on Staff **Impact on Customers**

Yes No Yes No

Details of impact

The updated Supporting Families Outcomes Framework which came into effect on October 3rd 2023 identified new criteria which stated that support for families may begin before a child is born and expectant or new parents who require additional support may be eligible for the programme. Providing guidance for parents and developmental support for babies and young children is essential for delivering strong health and educational outcomes for children, ensuring they have a positive start in their early years.

Supporting Families' outcomes align with the Best Start for Life vision of achieving good early years outcomes for babies and young children, and practitioners, services and families all benefit from expanded core services in the Family Hub transformation which ensure that children have the best possible start in life.

Race

Impact on Staff

Yes No

Impact on Customers

Yes No

Details of impact

It is notable that when considering Sheffield's areas of greatest ethnic diversity, these are also largely populated in the most deprived areas of the city. We are cognisant that many of the Family Hubs are located within some of these of greatest deprivation and therefore we hope that with an increased age range of support being able to be provided in these building (0-19 or 0-25 for those with SEND), and the wider work with partners, we will be able to increase access, connectivity and relationships among stakeholders, ultimately reducing barriers to engagement and providing a "no wrong door" approach for those who wish to engage.

In 2023, we have also actively sought out a wider selection of smaller Voluntary and Community sector organisations to engage them in the Early Help System Guide self-assessment in the hope that they are able to enhance the reflection of families in some of our more seldom heard communities when considering the uptake of Early Help services.

Religion/Belief

Impact on Staff

Yes No

Impact on Customers

Yes No

Details of impact

Sheffield is a religiously diverse city and we need to continually ensure that all services are culturally sensitive. As part of the alignment between the Building Successful Families programme and the Family hub transformation, there is an increased focus on community engagement.

We have recruited four new Community Support Workers (CSW) whose role will include building those community engagement partnerships and promoting and delivering socially inclusive services. Anecdotal evidence suggests that families may have previously refused to engage with a different service as they prefer to continue with a trusted person. The CSW's would not only support the most seldom heard communities/families in increased access to support and community engagement but would also support the developments identified from the Early Help System Guide self-assessment in improving our links with communities and the Family Hub transformation.

Sex

Impact on Staff

Yes No

Impact on Customers

Yes No

Details of impact

Early Help Services have traditionally worked predominantly with the mothers in the family. The Building Successful Families programme and the Family hub Transformation are both working towards ensuring professionals are engaging more with fathers and father figures, especially in families with separated parents.

Sexual Orientation

Impact on Staff

Yes No

Impact on Customers

Yes No

Details of impact

Just Like Us, the UK's Lesbian, Gay, Bi and Trans (LGBT) young people's charity commissioned a study to explore the experiences and wellbeing of young LGBT+ people aged 11-18 across the UK. 2,934 pupils were surveyed and 1,140 of these identified as LGBT+. 68% of LGBT+ young people say their mental health has 'got worse' since the pandemic, compared to 49% of their non-LGBT+ peers.

It is hoped that with the alignment between the EH system and the Family Hub transformation, children, young people and their parents will be able to navigate and access services easier. This can include access to Mental Health services, peer support groups or wider family support.

Gender Reassignment (Transgender)

Impact on Staff

Yes No

Impact on Customers

Yes No

Details of impact

Carers

Impact on Staff

Yes No

Impact on Customers

Yes No

Details of impact

Carer's, especially young carers are recognised within the Supporting Families Outcomes Framework, and practitioners utilising this framework specifically considers whether there are any unsupported young carers in the family. We are hoping that with the creation/expansion of a practice framework, increasing amounts of practitioners will be able to recognise children or young people who may be carers or who may need additional support so that we are able to offer the rights support at the right time to not only the child but the whole family.

Voluntary, Community & Faith sectors

Impact on Staff

Yes No

Impact on Customers

Yes No

Details of impact

The VCF sector form a key part of our early help offer, as evidenced by their contribution to our extensive Early Help Partnership Training offer. However, we are keen to continue to develop and engage a wider variety of the VCF sector into our Early Help partnership and Family Hub networks to ensure that we are improving the connectivity between voluntary and community sector activity, family networks and formal Early Help activity across the city.

The seven Local Area Committees (LACs) are now established and intend to influence decision making and allow all partners including residents to make positive changes in their communities through the mantra of "Engage | Empower | Enable". The LACs sit within our Communities directorate, as do our Family Hubs and our governance processes are strategically aligned to enable better local representation and discussion about local issues, in a setting where councillors make decisions at a local level.

Partners

Impact on Staff

Yes No

Impact on Customers

Yes No

Details of impact

We have strong partnership arrangements that enable partners to take collective responsibility, share risks and jointly invest in early help. This ensures that our leaders speak with one voice on the importance of early help, whole family and whole system working and ensure this culture is embedded through senior and middle management and the front line and staff at all levels are effectively involved in shaping and developing improvements.

Strong partnerships are at the heart of an effective and mature Early Help System, as are developing data maturity to provide a more holistic view of a family for those lead practitioners. Sheffield's Information Sharing and Data Governance Board is working towards unblocking those barriers to data sharing to allow more effective whole family working.

Cohesion

Staff

Yes No

Customers

Yes No

Details of impact

We have identified that we want to develop our workforce practice framework and recognise that a strong partnership requires cohesion to operate effectively. The development of a practice framework and continual developments relating to developing our workforce in general will support a group of practitioners that better reflect the diversity of the city, allowing services to be more culturally sensitive, diverse and inclusive.

By identifying a clearer workforce practice framework, and also clearer outcomes for our practitioners, this will create longer term cohesion for families and wider society.

Poverty & Financial Inclusion

Impact on Staff

Yes No

Impact on Customers

Yes No

Please explain the impact

Early Help services provide a huge amount of support to families to minimise the impact of poverty on children and young people including support to access good quality housing advice, benefits advice, and support with steps towards employment. The focus on engagement with positive activities and good school attendance increases life chances for children and young people so that they are more likely to be able to be economically active as adults.

The challenge of COVID-19 and the cost of living crisis which has also emerged makes it even more important to help families early on, identifying support at the earliest opportunity to avoid issues escalating. The programme has an ambition to support recovery of the local economies post pandemic by helping children back to school, helping those who have lost their jobs get back to work, by helping young people avoid crime, protecting mental health and by tackling domestic abuse.

Armed Forces

Impact on Staff

Yes No

Impact on Customers

Yes No

Details of impact

Other

Please specify

Impact on Staff

Yes No

Impact on Customers

Yes No

Details of impact

What actions will you take, please include an Action Plan including timescales

Feb 2023 – initial workshops with partners from across the Early Help System to discuss the self-assessment, strengths and areas for next steps.

March 2023 – EH partners to complete and share their self-assessment of the Early Help System Guide following workshop.

May 2023 – collation of and showcase of the first draft of the EHSG with representation of what areas are working well, and areas for developments. We will also identify three areas of priority to develop over 2023/24.

June – Share a final draft of the EHSG with senior leaders, partners and committee.

Supporting Evidence (Please detail all your evidence used to support the EIA)

[Empty text box for supporting evidence]

Detail any changes made as a result of the EIA

[Empty text box for detail of changes]

Following mitigation is there still significant risk of impact on a protected characteristic. Yes No

If yes, the EIA will need corporate escalation? Please explain below

[Empty text box for corporate escalation explanation]

Sign Off

EIAs must be agreed and signed off by the Equality lead Officer in your Portfolio or corporately. Has this been signed off?

Yes No

Date agreed

Name of EIA lead officer

Review Date



Report to Policy Committee

Author/Lead Officer of Report: Tony Kirkham,
Interim Director of Finance and Commercial
Services

Tel: +44 114 474 1438

Report of: *Tony Kirkham*
Report to: *Education, Children & Families Committee*
Date of Decision: *21st June 2023*
Subject: *2022-23 Financial Outturn*

| | | | | |
|--|-----|--------------------------|----|-------------------------------------|
| Has an Equality Impact Assessment (EIA) been undertaken? | Yes | <input type="checkbox"/> | No | <input checked="" type="checkbox"/> |
| If YES, what EIA reference number has it been given? (<i>Insert reference number</i>) | | | | |
| Has appropriate consultation taken place? | Yes | <input type="checkbox"/> | No | <input checked="" type="checkbox"/> |
| Has a Climate Impact Assessment (CIA) been undertaken? | Yes | <input type="checkbox"/> | No | <input checked="" type="checkbox"/> |
| Does the report contain confidential or exempt information? | Yes | <input type="checkbox"/> | No | <input checked="" type="checkbox"/> |
| If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:- | | | | |
| <i>"The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended)."</i> | | | | |

Purpose of Report:

This report brings the Committee up to date with the Council's final revenue outturn position for 2022/23

Recommendations:

The Committee is recommended to:

- a) Note the updated information and management actions provided by this report on the 2022/23 Revenue Budget Outturn.

Background Papers:

[2022/23 Revenue Budget](#)

| Lead Officer to complete: - | |
|--|---|
| 1 | <p>I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.</p> <p>Finance: <i>Tony Kirkham, Interim Director of Finance and Commercial Services</i></p> <p>Legal: <i>David Hollis, Assistant Director, Legal and Governance</i></p> <p>Equalities & Consultation: <i>James Henderson, Director of Policy, Performance and Communications</i></p> <p>Climate: n/a</p> |
| <p><i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i></p> | |
| 2 | <p>SLB member who approved submission: <i>Tony Kirkham</i></p> |
| 3 | <p>Committee Chair consulted: <i>Cllr Zahira Naz</i></p> |
| 4 | <p>I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Committee by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.</p> |
| | <p>Lead Officer Name: <i>Tony Kirkham</i> <i>Jane Wilby</i></p> <p>Job Title: <i>Interim Director of Finance and Commercial Services</i> <i>Head of Accounting</i></p> |
| | <p>Date: 31st May 2023</p> |

1. PROPOSAL

1.1 This report provides the final revenue outturn monitoring statement on Sheffield City Council's revenue and capital budget for 2022/23

1.2 Summary

1.2.1 The Council's revenue budget was overspent by £5m as of 31st March 2023.

| Full Year £m | Outturn | Budget | Variance |
|---------------------------|----------------|---------------|-----------------|
| Corporate | (456.6) | (450.5) | (6.1) |
| City Futures | 34.1 | 34.9 | (0.8) |
| Operational Services | 111.4 | 111.6 | (0.2) |
| People | 304.4 | 294.2 | 10.2 |
| Policy, Performance Comms | 3.6 | 3.2 | 0.4 |
| Resources | 8.1 | 6.6 | 1.5 |
| Total | 5.0 | (0.0) | 5.0 |

1.2.2 This overspend is due to a combination of agreed Budget Implementation Plans ("BIPs") not being fully implemented and ongoing cost / demand pressures that are partially offset by one-off savings.

| Full Year Variance £m | One-off | BIPs | Trend | Total Variance |
|------------------------------|----------------|-------------|--------------|-----------------------|
| Corporate | 0.0 | 0.0 | (6.1) | (6.1) |
| City Futures | (0.1) | 0.0 | (0.7) | (0.8) |
| Operational Services | (4.8) | 2.7 | 1.9 | (0.2) |
| People | (0.5) | 14.8 | (4.1) | 10.2 |
| Policy, Performance Comms | (0.1) | 0.4 | 0.1 | 0.4 |
| Resources | (1.0) | 1.6 | 0.9 | 1.5 |
| Total | (6.5) | 19.5 | (8.0) | 5.0 |

1.2.3 In 2021/22, the Council set aside £70m of reserves to manage the financial risks associated with delivering a balanced budget position. In 2021/22, the council overspent by £19.8m which was drawn from this pool, a further £15m was used to balance the 2022/23 budget, final 2022/23 outturn £5m leaving a remaining risk allocation of £30m as we move in to 2023/24

| M12 | £m |
|-----------------------------|-------------|
| Allocated reserves | 70.0 |
| 21/22 Budget overspend | 19.8 |
| 22/23 Base budget committed | 15.0 |
| 22/23 Budget overspend | 5.0 |
| Reserves used @ M12 | 39.8 |
| Remaining reserves | 30.2 |

1.3 Committee Financial Position

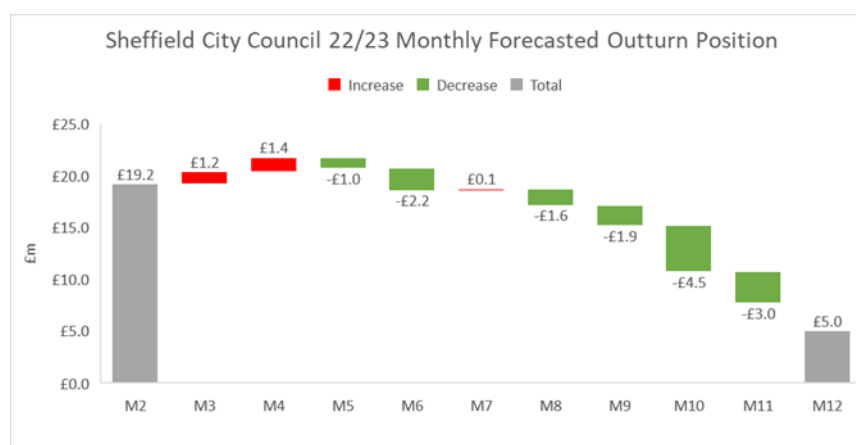
1.3.1 Overall Position - £5m Overspend

There is a £5.7m overspend in the Adult Health and Social Care Committee and a £5.8m overspend in the Education, Children and Families Committee

| Full Year Forecast £m @ Month 12 | Outturn | Budget | Variance | M11 Variance | Movement |
|-----------------------------------|------------|--------------|------------|--------------|--------------|
| Adult Health & Social Care | 157.1 | 151.4 | 5.7 | 6.8 | (1.2) |
| Education, Children & Families | 134.2 | 128.4 | 5.8 | 7.1 | (1.3) |
| Housing | 6.2 | 6.0 | 0.2 | (0.9) | 1.1 |
| Transport, Regeneration & Climate | 28.4 | 29.7 | (1.2) | (0.9) | (0.3) |
| Economic Development & Skills | 10.7 | 11.1 | (0.4) | (0.1) | (0.2) |
| Waste & Street Scene | 54.7 | 55.0 | (0.3) | (0.4) | 0.1 |
| Communities Parks and Leisure | 44.2 | 45.9 | (1.7) | (1.6) | (0.1) |
| Strategy & Resources | (430.5) | (427.5) | (3.0) | (2.1) | (0.9) |
| Total | 5.0 | (0.0) | 5.0 | 7.9 | (2.9) |

The overall outturn position improved previous month's forecast overspend by £2.9m largely due to improvements in income in social care

The Council's forecast overspend has reduced by £14.2m from the M2 outturn position mainly due to unforeseen income



Substantial improvements have been made in the Council's financial position throughout 2022/23. The overspend in Adult Social Care was halved due to additional grant income, mainly from the Government's £500m discharge fund announced in November 2022.

| | M2 Outturn | M12 Outturn | Movement |
|-----------------------------------|------------|-------------|----------|
| Full Year Variance £m | | | |
| Adult Health & Social Care | 11.7 | 5.7 | (6.0) |
| Education, Children & Families | 5.6 | 5.8 | 0.1 |
| Housing | 0.0 | 0.2 | 0.2 |
| Transport, Regeneration & Climate | 1.2 | (1.3) | (2.5) |
| Economic Development & Skills | (0.1) | (0.4) | (0.3) |
| Waste & Street Scene | (0.2) | (0.3) | (0.1) |
| Communities Parks and Leisure | (0.6) | (1.7) | (1.1) |
| Strategy & Resources | 1.5 | (3.0) | (4.5) |

| | | | |
|--------------|-------------|------------|---------------|
| Total | 19.2 | 5.0 | (14.2) |
|--------------|-------------|------------|---------------|

Transport, Regeneration and Climate Committee's improvement of £2.5m was mainly as a result of the mitigation of unachievable savings targets for 2022/23.

The Communities, Parks & Leisure Committee's overall improvement was due to the underspend in the Youth Service following a delay in the implementation of the new operating model and recruitment slippage.

Strategy & Resources saw a large recovery in income from interest on investments throughout the year. Cash balances remained strong and so did the bank rate. Careful management and investment of our funds resulted in a strong yield for the Authority.

Most of the overspend is due to shortfalls in Budget Implementation Plans (BIPs) delivery

| Variance Analysis @ Month 12 | One-off | BIPs | Trend | Total Variance |
|--------------------------------|--------------|-------------|--------------|----------------|
| Adult Health & Social Care | (0.3) | 8.7 | (2.7) | 5.7 |
| Education, Children & Families | 1.0 | 6.0 | (1.2) | 5.8 |
| Housing | 1.2 | 0.0 | (1.0) | 0.2 |
| Transport, Regen & Climate | (2.1) | 2.1 | (1.2) | (1.2) |
| Economic Development & Skills | (0.1) | 0.0 | (0.3) | (0.4) |
| Waste & Street Scene | (3.5) | 0.4 | 2.7 | (0.3) |
| Communities Parks and Leisure | (1.5) | 0.0 | (0.2) | (1.7) |
| Strategy & Resources | (1.3) | 2.2 | (4.0) | (3.0) |
| Total | (6.5) | 19.5 | (8.0) | 5.0 |

Whilst the overspend for the Council closed at £5m, we were reporting that £19.5m of savings targets were not achieved in year. This was mitigated through either income contributions from grants or reserves or other fees and charges.

£6.5m of one-off savings mitigated the underlying overspend

Contributions from provisions for energy and waste inflation mitigated the in-year impact of rising baseline costs. In 2022/23 we saw a more than 100% increase in energy costs taking general fund energy costs from £2.5m to an annual bill of over £5m.

| Year on Year | | |
|------------------------------|--------------|--------------|
| Energy price increase | 22/23 | 23/24 |
| Gas | 107% | 5% |
| Electricity | 111% | 30% |

Wholesale energy prices have fallen over recent months and the Council has secured energy prices until March 2024. The impact of this has been built into the 2023/24 budgeted baseline position at a 30% increase on electricity and 5% on gas.

Balancing the 2022/23 budget was only possible with £53m of BIPs, £33m were delivered this year

| Budget Savings Delivery £m | Total Savings 2022/23 | Deliverable in year | FY Variance |
|----------------------------|-----------------------|---------------------|-------------|
| Portfolio | | | |
| People | 37.7 | 22.9 | 14.8 |
| Operational Services | 7.1 | 5.0 | 2.1 |
| PPC | 1.2 | 0.8 | 0.4 |

| | | | |
|--------------|-------------|-------------|-------------|
| Resources | 6.7 | 4.5 | 2.2 |
| Total | 52.7 | 33.2 | 19.5 |

1.3.2 Key Committee Overspends:

| | |
|--|---|
| Adult Health and Social Care overspent by £5.7m | <p>The high cost of packages of care put in place during covid has increased our baseline costs into 2022/23. A huge amount of work has been done as part of an investment plan to tackle the underlying issues. Recruitment challenges reduced our ability to deliver targets in full in 2022/23. It is anticipated that 96% of savings will be delivered by 1st April 2024 within current plans, leaving £1.1m to be mitigated during 2023/24.</p> |
| Education, Children and Families overspent by £5.8m | <p>Under-delivery of budget implementation plans in the service are the main cause of overspends; plans to reduce staffing and increase income from Health were not achieved.</p> <p>Issues with staffing at Aldine House limited the capacity in the setting and affected the income for the service this year by £1.5m. Overspends in children’s residential services, placements, short breaks, and direct payments have also been issues for the service’s budgets.</p> |
| The Housing Revenue Account is overspent against budget by £12m | <p>A significant issue in the HRA this year is the level of vacant properties within the Council’s housing stock. This has led to a reduction in income (£2.7m) in rent plus additional costs for council tax to the HRA (£1.1m) from the empty properties. A backlog of repair jobs has led to gas servicing compliance issues and disrepair claims (£2.4m) for the service.</p> <p>The housing repairs service overspent against budget by £10m. There has been a significant investment in addressing the backlog of repairs (in particular gas servicing) which have led to costs in excess of budget due to a higher volume of jobs and a higher than anticipated cost of fulfilling the work due to market factors and inflationary uplifts in materials and subcontractor costs.</p> |

1.4 Education, Children & Families Committee - £5.8m overspent

| The Education, Children & Families General Fund is overspent by £5.8m | Full Year Forecast £m @ Month 12 | Outturn | Budget | Variance |
|---|--|--------------|--------------|------------|
| | Children & Families | 113.7 | 108.9 | 4.8 |
| | Education & Skills (Access and Inclusion; Business Support; Operational and Portfolio Wide Budgets; School Budgets; Schools and Learning; SEN, EMTAS) | 14.3 | 13.8 | 0.6 |
| | Integrated Commissioning (Commissioning; Children's Public Health; Early Help and Prevention) | 6.2 | 5.7 | 0.5 |
| | Total | 134.2 | 128.4 | 5.8 |

The position in Education, Children's & Families remained stable throughout the year

Whilst there was an improvement in the committee's financial position over the last few months, generally the underlying overspend for the committee has maintained a similar level to original forecasts.

There have been issues with staffing at Aldine House, our purpose-built secure children's home has suffered from a limitation to capacity in the setting and affected the income for the service this year by £1.4m. It is assumed income will not be adversely affected in 2023/24.

Other areas of overspends are within children's residential services, placements, short breaks, and direct payments.

| The main cause of the overspend is under delivery of Budget Implementation Plans (BIPs) | Variance Analysis £m @ Month 12 | One-off | BIPs | Trend |
|---|--|------------|------------|--------------|
| | Children & Families | 1.1 | 5.4 | (1.7) |
| | Education & Skills (Access and Inclusion; Business Support; Operational and Portfolio Wide Budgets; School Budgets; Schools and Learning; SEN, EMTAS) | 0.1 | 0.0 | 0.5 |
| | Integrated Commissioning | (0.1) | 0.7 | (0.0) |
| | Total | 1.0 | 6.0 | (1.2) |

The impact of the pay award impacted the committee's budget by £0.8m

The pay award of £1,925 flat rate per employee was paid to employees in M8. The award impacted the Committee by £0.8m.

| Dedicated Schools Grant (DSG) is underspending by £1.5m | DSG Full Year Forecast £m @ Month 12 | Outturn | Budget | Variance |
|---|--------------------------------------|--------------|--------------|--------------|
| | Children & Families | 6.1 | 6.3 | (0.2) |
| | Education & Skills | 214.5 | 214.5 | (0.0) |
| | Integrated Commissioning | 8.2 | 9.4 | (1.3) |
| | Total | 228.7 | 230.2 | (1.5) |

| | |
|--|---|
| | <p>£1.5m underspend relates to Early Help & Prevention spend on the Exclusion Prevention Programme not going ahead as planned in 22/23, budget over allocation on SEN Locality and vacancies within MAST. SEN budgets overspent in year by £2m due to rising numbers of placements and EHCP top up costs. However, SEN, in addition to £0.2m additional staffing costs in Educational Psychology from January plus £0.3m other overspends in Learn Sheffield, Music, insurance/other have been offset by unallocated funding from DSG and a small element of PFI surplus confirmed at year end.</p> |
| <p>Plans to reduce business support staffing have been delayed with costs offset by difficulties in recruiting social workers</p> | <p>£0.4m of the BIP shortfall relates to reduction in business support staffing linked to the investment in support workers in Fieldwork not happening as planned.</p> <p>Difficulties in recruiting Fieldwork staff resulted in a £1.3m underspend which helped offset the BIP shortfalls.</p> <p>There were £0.6m other staff related savings not delivered where it was not possible to replace agency with permanent staffing.</p> |
| <p>Placement budgets were the main cause of overspends in 2022/23</p> | <p>Placements were overspent by £1.2m against a £39.5m budget. £750k of this related to a saving to reduce placement costs following opening a new children's residential home for children with disabilities. Slippage on this saving falls into 2023/24. Other pressures in placements were in semi-independent and residential placements.</p> |
| <p>The residential strategy (c£2.7m savings) was not delivered</p> | <p>The £2m saving relating to a new secure unit was a longer term saving requiring capital and planning approvals to be in place before building/renovations would be able to commence.</p> <p>Earlier in the year it was reported that the proposal was no longer a viable due to the lack of available external funding coupled with high costs of developing a secure facility. This budget pressure has been accounted for in the 2023/24 baseline budget for the service</p> |
| <p>£1.4m savings from contributions from Health were not delivered this year</p> | <p>Whilst discussions have taken place with Health partners, no firm agreement was reached in 2022/23. There is an underlying pressure in the budget until an agreement is formalised.</p> |

2. HOW DOES THIS DECISION CONTRIBUTE?

- 2.1 The recommendations in this report are that the Education, Children & Families Policy Committee notes their 2022/23 outturn and takes action on overspends in budgets in preparation for the 2023/24.

3. HAS THERE BEEN ANY CONSULTATION?

- 3.1 There has been no consultation on this report, however, it is anticipated that the budget process itself will involve significant consultation as the Policy Committees develop their budget proposals

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality Implications

- 4.1.1 There are no direct equality implications arising from this report. Individual Committees will use equality impact analyses as a basis for the development of their budget proposals in due course.

4.2 Financial and Commercial Implications

- 4.2.1 The primary purpose of this report is to provide Members with information on the City Council's revenue outturn position for 2022/23.

4.3 Legal Implications

- 4.3.1 Under section 25 of the Local Government Act 2003, the Chief Finance Officer of an authority is required to report on the following matters:

- the robustness of the estimates made for the purposes of determining its budget requirement for the forthcoming year; and
- the adequacy of the proposed financial reserves.

- 4.3.2 There is also a requirement for the authority to have regard to the report of the Chief Finance Officer when making decisions on its budget requirement and level of financial reserves.

- 4.3.3 By the law, the Council must set and deliver a balanced budget, which is a financial plan based on sound assumptions which shows how income will equal spend over the short- and medium-term. This can take into account deliverable cost savings and/or local income growth strategies as well as useable reserves. However, a budget will not be balanced where it reduces reserves to unacceptably low levels and regard must be had to any report of the Chief Finance Officer on the required level of reserves under section 25 of the Local Government Act 2003, which sets obligations of adequacy on controlled reserves.

4.4 Climate Implications

- 4.4.1 There are no direct climate implications arising from this report. It is expected that individual Committees will consider climate implications as they develop their budget proposals in due course.

4.4 Other Implications

- 4.4.1 No direct implication

5. ALTERNATIVE OPTIONS CONSIDERED

- 5.1 The Council is required to both set a balance budget and to ensure that in-year income and expenditure are balanced. No other alternatives were considered.

6. REASONS FOR RECOMMENDATIONS

- 6.1 To record formally changes to the Revenue Budget.