

DERBYSHIRE COUNTY COUNCIL

CABINET

8 November 2018

Report of the Strategic Director for Children's Services

Care Leavers Support Service – (Young People)

1. Purpose of Report

- To provide a summary analysis and appraisal of Derbyshire's readiness to deliver the new national Care Leaver Service expectations.
- To inform Cabinet of the findings from a Derbyshire Care Leaver survey and consultation conducted between 19 July and 30 August 2018.
- To seek approval for delivery of an 'in-house' holistic Council Care Leaver Service to commence by 30 June 2019.
- To seek approval for subsequent decision-making including approval for TUPE transfer if necessary, to be delegated to the Strategic Director for Children's Services in consultation with the Cabinet Member for Young People, following consideration of further reports prepared by relevant officers.

2. Information and Analysis

The National Context

The Children (Leaving Care) Act 2000 places a statutory requirement on local authorities to offer a minimum level of support to care leavers through the appointment of a Personal Advisor (PA), a leaving care needs assessment, and successive Pathway Plans that describe how identified needs will be met.

Recent national statutory guidance demonstrates the increasing priority given to the wellbeing of care leavers. The Care Leavers' Strategy 2016 - "Keep On Caring: Supporting Young People from Care to Independence," outlines new ways to work with young people to achieve five key outcomes.

The Children and Social Work Act 2017 places new duties on all local authorities including:

- Publication of a Care Leaver 'Local Offer' by autumn 2018.
- Extending access to Personal Advisor support from the 21st to 25th birthday.

To 31 March 2018, Care Leaver Services were subject to a single Ofsted judgement. From 1 April 2018, Care Leaver Service quality and outcomes contribute to the overarching Children Services Ofsted inspection (known as ILACS), judgement, findings and recommendations.

Derbyshire's Current Position

In December 2017, Children's Services identified the Care Leaver's Service as an 'enterprising council early start'. The Leaving Care Service was entering its final year of an externally commissioned service. It was also experiencing challenges in improving the outcomes for our care leavers. As part of the enterprising council's early starts, work commenced in March 2018 to look at how the service could be delivered from June 2019. This included a review of the current service, a consultation with care leavers and the development of the Council's local offer to care leavers.

During this review, it became clear that in responding to the new duties from April 2018, and from the feedback provided during the care leavers' consultation, an improved service offer was required to ensure we met our full statutory responsibilities as corporate parents.

In May 2018, Children's Services commissioned analysis by an independent specialist of Derbyshire's readiness to deliver new focused Care Leaver Service expectations; this analysis included the following processes:-

- An end-to-end review of the Derbyshire care leaver experience and service delivery model.
- A comparative benchmarking exercise against the few authorities judged to have an 'Outstanding' Care Leaver Service.
- An assessment of the service against the lines of enquiry that would be followed in a two-day Ofsted-focused visit.

The specialist also drew on published Ofsted findings and national research.

Executive Summary Finding

The key strategic finding is that the current offer is too disjointed with delivery spanning too many services, managers, and staff groups. The current model is not sufficiently effective in ensuring efficient and joined up delivery, ensuring consistent quality data, and for providing clear lines of accountability. This impacts on the ability to meet the five key outcomes specified in the national 'Keep on Caring' guidance, which are outlined below:-

1. Young people leaving care are better prepared and supported to live independently
2. Improved access to education, employment and training.
3. Care leavers should experience stability in their lives, and feel safe and secure.
4. Improved access to health support
5. Care leavers should achieve financial stability

In addition, the analysis found that an unintended consequence of outsourcing the Care Leaver Service is that there is not a single culture and ethos across the service and that, despite providing on behalf of the council, there are unhelpful boundaries between the provider and frontline council staff resulting in a 'them and us' culture.

Current Service Configuration

Young people in care and care leavers from age 16 to 18 receive their primary support from Derbyshire County Council Children in Care teams and Independent Reviewing Officers, and commence a six-month transition journey into the commissioned Barnardos Aftercare Support Service from age 17^{1/2}.

At this point, Multi-Agency Teams (MAT's), the Care Leaver Employment Project, Youth Services, Derbyshire Adult Community Education Service (DACES), Virtual School, SEND service, Adult Social Care, specialist commissioned health services, accommodation providers and others all contribute activity intended to deliver good outcomes.

The independent analysis identified the following challenges:-

- Fragility of the interface between Barnardo's and the Council
- Ability of the provider to deliver the quality service outlined in the service specification and maintain contractual compliance.
- Accuracy and timeliness of data transfer from Barnardo's to the council to allow essential statutory reporting and tracking of outcomes

These issues have been compounded by the high levels of management and staff turnover within Barnardos.

The overview evaluation report benchmarked Derbyshire's leaving care offer against those authorities with outstanding Ofsted judgements for their leaving care services. The evaluation report highlighted both good practice and areas for improvement and action. The key themes were that the leaving care service has traditionally performed well for care leavers in suitable accommodation though EET needs improvement. The report also found that there were clear issues with the quality of pathway planning, the need to improve work focused on early transition to adulthood, independent living skills and managing finances. In the care leaver consultation, a high number of care leavers reported the need to improve the service offer to them across the five outcome areas identified in 'Keep on Caring'.

The need to respond more flexibly to the changing environment, particularly in regard to the new legislative requirements from 1 April 2018, has highlighted that the offer to care leavers is disjointed between the social work teams and the provider. A one service approach would align the Leaving Care Service more closely to the social work teams. This would offer the greatest opportunity to respond to these new changes and address the concerns raised in the care leavers' consultation. A one service approach would offer greater flexibility and the capacity to improve and raise the quality of service for care leavers. Single management oversight would be created through the strategic and operational lead for care leavers.

The responsibility for the service would move to the single management oversight of the Assistant Director, Specialist Services for the whole journey of a child in care. This would strengthen the links with other specialist services to care leavers. It would also provide continuity and support the establishment of strong relationships between their social worker and their leaving care Personal Advisor from aged 16-25.

Care leavers stated in their consultation that they wanted more consistent support, continuity of worker, better preparation, improved access to better health and adult services rather than the varied service experience currently on offer.

The current contract extension with Barnardos Ltd ends on 30 June 2019.

It is important to note that when the tender for the current contract was published in 2014, only one provider, Barnardo's Ltd responded.

Information gathered from other Local Authorities indicates that local authorities are increasingly choosing to deliver their own service (in-house). This was confirmed by Mark Riddell, DfE National Implementation Adviser for Care Leavers, when he visited Derbyshire in January 2018.

Care Leaver Survey and Consultation Findings

As agreed at Cabinet on 17 May 2018, consultation was undertaken between the 19 July and 30 August 2018 and explored what care leavers currently receive, what they think of services generally and specifically their perception of the value of services to their own life chances. The consultation found that care leavers have a varied service experience, and that overall there is a strong preference for service delivery to be less complex across Council services and wider corporate parenting partners.

A strong desire was expressed for more Personal Advisor support, for it to be more consistent, and more effective particularly at the point when young people are preparing for, and transitioning, between care and the current Aftercare service. Particular service areas highlighted for improvement were:

- Preparedness to leave care.
- Provision of consistent personnel to provide continuity of relationship and reduce the insecurity and changes that can exacerbate mental health issues and other vulnerabilities.
- Access to relevant health and adult social care services.
- Activity to alleviate financial stress.
- Greater fairness in what different care leaver cohorts can access.

The six-week consultation consisted of a survey and focus groups with 82 care leavers responding to the on-line survey and 32 young people taking part in the focus groups. This figure represents 20% of the overall cohort.

The survey focused on the five key outcomes as set out in 'Keep on Caring' to help determine how well Derbyshire County Council is performing as a corporate parent for our care leavers. The outcomes and findings are:

- Young people leaving care are better prepared and supported to live independently.
 - The majority of young people felt they were involved in their independence planning with 63% stating they were "Always involved" (32%) or "Mostly involved" (31%)

- Improved access to education, employment and training.
 - 61% of care leavers felt that Derbyshire was “Very good” or “Good” at supporting young people with an offer of education, employment or training.
- Care leavers should experience stability in their lives, and feel safe and secure.
 - 73% of young people felt either “Very settled” or “Settled”
 - 91% of young people felt either “Very safe” or “Safe”
 - 88% of young people felt either “Very secure” or “Secure”.
- Improved access to health support.
 - Physical health of care leavers was generally good with 67% of young people feeling either very well or well and 24% of young people feeling “OK”.
 - Mental health was more concerning with only 51% of young people feeling either “Very well” or “Well” and 30% of young people feeling “Unwell” or “Very unwell”.
- Care leavers should achieve financial stability.
 - Only 28% of young people felt they received appropriate financial independence information, whilst 68% indicated they had not.
 - 63% of young people felt they were either “Very well” prepared or “Fairly well” prepared for budgeting expenses whilst 33% of young felt they were either “Not that well” or “Not at all prepared” for budgeting expenses.
 - 45% of young people worried about money either “All the time” or “Regularly”.
 - A further 33% of young people “Sometimes” worried about money with only 18% saying they “Never” worried about money.

Proposed Service from 30 June 2019

The proposal for future delivery is based on the following issues and evidence:-

- The Council now has increased statutory responsibilities as outlined in ‘Keep On Caring’.
- The findings of the independent analysis as outlined above indicate that the current model is not fit for future purpose and is too disjointed.
- The Derbyshire Care Leaver survey and consultation findings.
- The performance of the current provider being impacted by persistent issues of staff recruitment and retention and poor data.
- The intelligence on the provider market and direction of travel of other Local Authorities - see Appendix 2

- The current contract extension period ending 30 June 2019.

It is proposed that the core components of the Aftercare Support Service currently delivered by Barnardos Ltd is brought 'in-house' to be delivered by the Council from 30 June 2019 at the latest.

It is proposed that care leavers are further engaged in detailed service design to ensure that the statutory core components currently delivered across the Council, the commissioned Aftercare Service, and broader corporate parents are accessible to all care leavers, and delivered in ways that are relevant and effective.

Consideration will need to be given to the availability of drop-in facilities, including kitchen and laundry facilities, alongside accessible office bases for care leavers.

The aspiration is to create a one service approach for all children in care transitioning to adulthood and create closer partnership working across Council departments and its corporate parenting partners with clearer lines of accountability, closer focused performance management, and integrated leadership through the post of an operational and strategic lead for Care Leavers.

This co-production approach will also be applied to the development of Derbyshire's Core Offer, including the Financial Offer, which will be submitted to the Corporate Parenting Committee for approval.

Derbyshire Children's Services was last inspected in 2013 and services for children in care were judged to be good. Between 2013-2016, only 36% of Ofsted inspection judgements for care leavers were judged 'good' or 'outstanding'. This shows that the quality of care leaving support provided by local authorities needs to improve.

Those local authorities that have decided to bring their leaving care service in-house have done so in the knowledge it was the only way to achieve an improved service and attempt to attain an outstanding service.

The proposed new delivery model would achieve change and improved outcomes for care leavers in the following ways;

1. There will be closer working arrangements between social workers and Personal Advisors which start prior to transition.
2. The Leaving Care Service will be integrated across the localities and play a key role supporting the work in the Children in Care Teams in the localities at an earlier stage, sharing the same senior manager.

3. Improved timeliness in commencing pathway plans and keeping in touch visits
4. Pathway Plans will have a significant contribution from the social worker and Personal Advisor and other agencies in the Council. This will create a seamless service through to adulthood and the establishment of strong relationships between Personal Advisor and care leaver.
5. Transition planning will be a key focus of the work and there will be better preparation for adulthood as a result.
6. There will be the use of budget tools from an earlier age to provide better information and financial management to assist care leavers.
7. There will be improved operational management and oversight of the day to day running of the service across the 16-25 cohort.
8. There will be improved monitoring and tracking of the EET status of care leavers.
9. Better data capture to predict outcomes and determine need will enable gaps to be addressed more readily. Management will have increased knowledge of emerging trends.
10. As a result of better tracking and more focused work, a higher percentage will be engaged in Education, Employment and Training.
11. The role of the Personal Advisor will be developed internally through a training needs analysis from the Council's in-house workforce development programme. The Personal Advisor's skills will develop through in-house training programmes to increase their knowledge, skills and working relationships with care leavers, thus providing a better service to care leavers.
12. Care leavers will continue to have a range of safe accommodation options but planning towards adulthood will be done much earlier.
13. Care leavers will have the benefit of monitoring of their health and emotional well-being with the child health team working with them up to 19 years.
14. Transparency and annual review of financial entitlements and the local offer will give clarity and alleviate the need for additional payments.
15. Improved planning for adulthood and tracking activity will lead to a reduced budget spend on emergency or crisis payments.

3. Financial Considerations

The cost of the current service is £1,836,238 per annum. The proposed spend if the service is brought 'in-house' and delivered by the Council would be approximately £1,865,828 per annum (Appendix 1). Whilst there is an increase in costs for the service, more will be expected for the money with a clearly enhanced model of support for 16-18 year-olds and for care leavers up to the age of 25 years.

At this stage, the figures have been based on a number of assumptions and will need to be updated once further work has been carried out to understand the full offer (see Appendix 1). In particular the provision of suitable accessible drop in facilities for care leavers will need further scoping.

4. Legal Considerations

The Council has a duty under the Leaving Care Act 2000 and the Care Leavers (England) Regulations 2010 to support and promote the welfare of eligible care leavers by providing support services. The Children Act 1989 Guidance, as amended in 2015, provides advice to the Authority as to how these duties should be exercised. It will be essential to ensure that any service changes enable the Council to continue to fully comply with its legal duties.

It is intended that TUPE be applied to the transfer of any relevant staff in accordance with the Transfer of Undertakings (Protection of Employment) Regulations 2006 as amended, subject to consultation as is required by those Regulations.

Cabinet's attention is drawn to the conclusions of the equality analysis document and in particular to any detriment identified in that analysis and the extent of mitigation identified.

5. Equality Considerations

An equality impact assessment has been completed (See Appendix 3). The equality assessment has demonstrated that the proposed changes to the care leaver's service will result in a positive or neutral impact across the different protected groups. There will not be any unwanted adverse negative impact from bringing the service in-house.

6. Other Considerations

In preparing this report the relevance of the following factors has been considered: prevention of crime and disorder; equality of opportunity; health; environmental; property; social value and transport considerations.

7. Key Decision

No.

8. Call-in

Is it required that call-in be waived in respect of the decisions proposed in this report?

No.

9. Strategic Director's Recommendations

That Cabinet

1. Approve the commencement of a design process for an 'in-house' holistic Council Care Leaver Service.
2. Approve the commencement of activity to establish a service in line with the designs produced, not later than 30 June 2019.
3. Approve the cessation of the contract with Barnardo's Ltd at the end of this contractual period, that being 30 June 2019, and serving of appropriate notice.
4. Approve the delegation of subsequent decision-making, including approval for TUPE transfer if necessary, to the Strategic Director for Children's Services in consultation with the Cabinet Member for Young People, following consideration of further reports prepared by relevant officers.

**Jane Parfremment
Strategic Director for Children's Services**

Appendix 1

Planned current spend on Leaving Care Service and proposed spend if bringing the service in-house.

	Spend per annum	
	£	
<u>Planned Spend Current Model</u>		
Barnardo's Care Leaver Contract	1,190,000	Contract value
Barnardo's Out of Hours Pilot	16,368	
Contract variation - Burdens Funding	18,384	The total cost of the 'New Burdens' in relation to 21-25 year olds is estimated to be £48,000. We currently receive £29,616 in a New Burdens funding via central government. Therefore the cost to Derbyshire is currently £18,384.
Care Leaver Operational and Strategic Lead	66,040	Grade 14 post
16/17 year old service (PA's)	309,160	These costs are based on 10 x Grade 8 posts (£30,916)
Support payments to Young People	236,286	
	1,836,238	<i>With additional manager and administrator this would be £1,908,605</i>
<u>Proposed Spend New Model</u>		
Salary costs including PA's 16/17 year olds (TUPE from Barnardo's)	1,515,766	£309,160 16/17s PA workers £1,236,222. This is what the cost would if DCC were recruiting staff to these posts based on establishment. £1,545,382. Less New Burdens funding £29,616.
Overheads Estimate	47,736	Estimated costs to cover IT equipment, staff travel expenses, resources. No

		premises costs have been included.
Care Leaver Strategic Lead	66,040	Grade 14
Support payments to Young People	236,286	These costs are the estimated costs recharged by Barnardo's for support to care leavers – Income maintenance, emergency assistance, setting up home allowance, festivity.
Premises/Accommodation		Premises costs are currently assumed in the Barnardo's contract. Further scoping of appropriate office accommodation and drop-in facilities for care leavers across the Authority is required. Use of current DCC property is already being considered.
	1,865,828	<i>With additional manager and administrator this would be increased by £72,367 to £1,938,195</i>

The contract variation assumes 15 x 21 year olds will require an average of 1.5 hours support per week at any time and approximately 28 x 22-24 year olds will require 1 – 2 hours support per week for up to 18 weeks.

The 16/17 year old service has been based on an additional 6.00FTE employees within localities.

The support payments reflect the total amount re-charged by Barnardo's during the 2017-18 financial year for expenditure relating mainly to maintenance, setting up home allowance and emergency food/utilities payments.

The proposed salary costs are based on 6.00FTE Managers, 22.00FTE Personal Advisers, 3.00FTE Admin and 0.5FTE Domestic support staff. The Extra Burdens funding has been based on the 2018-19 allocation. This relates to support for 21 year olds with no allocation for the current 22-24 year olds. Therefore this funding will increase over the next 3 years for each new

cohort of 21 year olds. Providing the level of spend does not increase at the same rate, the overall proposed spend will reduce as a result.

Further scoping of appropriate drop in facilities for care leavers across the authority is required.

Service Delivery Options

A number of options for the future of the service were considered by the independent review the options available to Derbyshire are;

- Recommission/re-tender
- Consider an alternative delivery model e.g. a Wholly Operated Traded Company (WOTC) or Partnership
- Deliver via an 'in-house' arrangement

Re-commission/re-tender

Re-tendering was considered by Manchester City Council (MCC) who in September 2017 carried out a review of their services to care leavers. They had an external provider which the previous Ofsted inspectors in 2014 judged as 'requires improvement'. As they were judged again in 2017 as 'requires improvement' Ofsted concluded that the pace of change in Manchester was too slow. The areas for improvement identified in 2017 were similar to those already highlighted in 2014. As a result MCC concluded a different arrangement was required to achieve an outstanding service.

The option of re-commissioning was tested via a 'soft marketing' exercise in autumn 2017. This engaged 23 local and national organisations who responded to an open invitation. This exercise concluded that there were limited viable alternatives and no other organisation with much experience of delivering the services on the scale required. The verdict reached by MCC was that there was a significant risk that re-tendering the service would not deliver a viable result or achieve value for money.

Alternative Leaving Care Delivery Models

There are few alternative models for delivering leaving care services, however of those two are worth mentioning, although still in their infancy.

Southwark and the Catch 22 'Partnership Model'

The London Borough of Southwark is engaged in a pilot 'partnership' with Catch 22. Catch 22 is a national charity with expertise in care leavers, innovation and challenging social issues around young people. It runs the National Leaving Care Benchmarking Forum as well as successful innovation projects around children in need and young people at risk of sexual exploitation.

In October 2013 the Department for Education (DfE) launched the Social Care Innovation Fund to inspire whole system change for children and young people to help them achieve better life chances. Catch 22, in partnership with Southwark submitted a bid to transform its service to care leavers. Catch 22 and Southwark Council gained funding from the Innovation Fund in 2017 to design and test a new model of support for Southwark's care leavers. Combining their expertise as providers, innovators, and commissioners, the aim was to design a ground breaking

new delivery vehicle (NDV – Care Leavers Partnership/Trust). The aim was to allow more flexible, creative and inclusive ways of working with young people to achieve improved outcomes.

The NDV was proposed as a separate entity, owned and run by Catch 22 and Southwark, which would allow flexibility to design and implement services and provide a responsive service.

At this stage no evaluation has taken place. The work will eventually be independently evaluated.¹

Wholly Operated Trading Company

MCC set up a Wholly Operated Trading Company (WOTC) for its Leaving Care Service on 1 October 2018. MCC decided that a WOTC offers the greatest opportunity to respond to changing legislative requirements, is flexible and has the capacity to raise the quality of services, within the context of an invest to save model. Significantly, in Greater Manchester (led by Mark Riddell, MBE) there is an aim to develop a Leaving Care Trust across all 10 Greater Manchester local authorities and this is supported by a DfE innovation grant. The scope of discussions in Manchester is not yet at a stage where a Leaving Care Trust will deliver the care service for all 10 authorities. However this proposal is significant for the way in which MCC wish to proceed with their WOTC. The vision for the Trust is intended to focus on a series of protocols and working agreements to remove inter-agency bureaucracy (e.g. to provide council tax exemptions and out of borough reciprocal arrangements).

MCC recognised that there were risks associated with being a ‘trail-blazer’ but still opted for a WOTC, the first for a leaving care service. Its contingency approach factors in risk around any unexpected cost implication and if insurmountable a decision would be taken to double run a re-tendering approach alongside bringing the service in-house. Should the WOTC be developed with any other authority that would offer the potential to reduce costs through economies of scale in management/leadership.²

MCC have been running their leaving care service since 1 October.

‘In-House’ arrangement

The trend nationally is that local authorities are increasingly considering ‘in-house’ arrangements. Local authorities such as Bury, Wandsworth, Rotherham and Kent have since 2015 brought their leaving care service in-house with the aim of delivering an outstanding service to care leavers. Bury brought their service in-house in 2015 and are awaiting a full inspection. In 2015 Ofsted described the service that care leavers in Kent received as “an unsatisfactory service” this was

¹ Gaining Independence: Transforming Support and Housing for Southwark Looked After Children/Care Leavers and Young People at Risk of Homelessness Aged Over 16 years, 25th April 2017, Corporate Parenting Committee

² Executive Paper Leaving Care, Manchester City Council 30th May 2018

later judged to be 'Good' in 2017. Wandsworth similarly moved to 'Good' for their leaving care service when it was brought in-house. Rotherham received 'outstanding' in 2018.

In Derbyshire when the tender for the current contract was published in 2014 only one provider, Barnardo's Ltd responded. Information gathered from other local authorities indicates that nationally other councils are also receiving a limited response from external providers.

Derbyshire County Council

Equality Impact Analysis Record Form

Department	Children's Services
Service Area	Safeguarding and Disability Services
Title of policy/practice/service of function	Leaving Care Service
Chair of Analysis Team	Pete Lambert

Stage 1. Prioritising what is being analysed

Why has the policy, practice, service or function been chosen?

What if any proposals have been made to alter the policy, service or function?

Context

Leaving Care Support Service

The service is currently delivered Barnardo's Ltd and is commissioned to provide services to care leavers from age 17½.

This service is to be analysed in response to recent changes to legislation, including the Social Work Act 2017, and also recent changes to policy and guidance to improve outcomes over an extended age range.

The proposal is to bring the Leaving Care Support Service in-house to be delivered by the Council in place of an external provider.

The key service components will not be changed as they are prescribed in legislation and policy guidance. A new post of Strategic Lead for Care Leavers is created to hold service accountability, and to deliver improved performance, scrutiny, management and leadership to ensure the Council meets its corporate parent obligations.

Delivering the service through the Council will reduce handoffs of care leavers between services at 17½. This will allow us to intensify support for preparation for independence skills as well as giving the Council the opportunity to shape services to apply the learning from the recent survey, consultation and review with care leavers.

What is the purpose of the policy, practice, service or function?

The Children (Leaving Care) Act 2000 places a statutory requirement on local authorities to offer a minimum level of support to care leavers through the appointment of a Personal Adviser (PA), a leaving care needs assessment, and successive Pathway Plans that describe how identified needs will be met.

The Children and Social Work Act 2017 aims to improve support for looked after children in England and Wales, especially for those leaving care.

As Corporate Parent, the local authority is committed to ensuring the best possible outcomes for children in our care, and then as care leavers.

- Young people leaving care are better prepared and supported to live independently.
- Improved access to education, employment and training.
- Care leavers should experience stability in their lives, and feel safe and secure.
- Improved access to health support.
- Care leavers should achieve financial stability.

Stage 2. The team carrying out the analysis

Name	Area of expertise/ role
(Chair) Pete Lambert	Assistant Director (Early Help and Safeguarding)
Mary Wilton	Head of Children in Care Provision
Susanna Williams	Commissioning Manager-contract manager
James Gracey	Commissioning Manager-consultation lead
Sandra Taylor	Senior HR consultant
Mandy Stafford-Wood	Head of Service - Quality, Performance & Participation – inc. responsibility for Children's Participation
Louise Hibbert	Accountancy-financial modelling

Stage 3. The scope of the analysis – what it covers

The scope of the analysis is to consider the available data, review and consultation feedback and identify any practices or outcomes from the proposed changes which amount to:

- Unlawful prohibited conduct (Discrimination³, harassment, victimisation or a failure to make reasonable adjustments)
- Unwanted adverse impact
- Neutral impact
- No impact
- Positive impact

For any of the protected characteristics groups.

Additionally, consideration has been given to:

- Any unwanted adverse impact on safeguarding of vulnerable children. This is especially relevant as children may be in care following a safeguarding intervention, or continue to be at risk.

Stage 4. Data and consultation feedback

Sources of data and consultation used

Source	Reason for using
National research prompting expectations described in 'Keep On Caring'	Entirely relevant to inform developments
Performance data highlighting gaps in outcome knowledge and also poor performance areas	Entirely relevant to inform developments
External consultants findings	Entirely relevant to inform developments
Derbyshire Care leaver survey and consultation findings	Entirely relevant to inform developments
Incorporation of care leaver services into the Ofsted ILACS judgement	Enables broader understanding
Complaints and concerns expressed about the service Barnardos is delivering.	Enables broader understanding

³ Direct, indirect, by association, by perception and arising out of disability.

Stage 5. Analysing the impact or effects

What does the data tell you and customer feedback, complaints or discussions with stakeholder groups tell you about the impact of the policy, practice, service or function on the protected characteristic groups?

<i>Protected Group</i>	<i>Findings</i>
Age	<p>There are currently 320 care leavers open to Barnardo's within the county of Derbyshire. These range in age from 17½ years old to 25 years old.</p> <p>The new service will improve outcomes for young people as the care leavers' journey will not be interrupted by transferring to an external organisation at 17½ years old.</p> <p>The service will improve as statutory responsibility has now been extended to all care leavers to the age of 25, therefore offering more support to our most vulnerable older care leavers.</p> <p>The 5 outcomes to be achieved by the total cohort of care leavers is to be inspected within ILACS. The council will be continuously responsive to its performance and management data.</p> <p>Service outcomes will improve as support will start earlier (from the age of 16) to prepare young people for independence.</p> <p>Future service provision will take account of the needs profile of children and young people.</p> <p>The local authority and partners are obligated to offer a minimum prescribed service to care leavers to their 21st birthday. From their 21st birthday until their 25th birthday service delivery is shaped by care leaver requests for service informed by their needs. The council is obligated to publish a care leaver offer to age 25 in which the differentials in service offer will be described across the different age groups.</p> <p>The proposed changes will result in a positive impact.</p>
Disability/Health	<p>Bringing the service in house will allow for closer working relations with our Adult Care colleagues.</p> <p>Bringing the service in house will improve outcomes for care leavers with specific needs. Adult social care and special needs services are delivered by the council or</p>

	<p>mediated through its contracts. Reducing the number of handoffs between different organisations will minimise delay and increase corporate parent responsibility across different disciplines led by the care leaver strategic lead.</p> <p>16.7% of care leaver are described by their aftercare worker as having a significant illness or disability.</p> <p>5.1% of Care Leavers (aged 16-25) have an allocated Adult Care Social Worker.</p> <p>As young people age the number open to adult services reduces in response to service refusal and lack of engagement.</p> <p>To improve and increase support to care leavers, the care leaver's strategic lead will strengthen the corporate parenting governance group, improve working partnerships across adult social care, public health and adult mental health services, and develop services for the new cohort aged 21 to 25 informed by their presenting needs.</p> <p>The improvements will be led by improving data collation and sampling care leavers and their multi-disciplinary support workers views on a regular basis.</p> <p>Barnardo's has access to time limited charitable funding that funds the post of a counsellor for 18 ½ hours per week. This dedicated service will cease when the service comes in-house. The council will instruct Barnardo's not to accept any new referrals for the counselling service to ensure that no-one loses their individual counsellor part way through a service.</p> <p>Staff in Children's Social Care are trained and adept in life story work. Care leavers wanting to explore their childhood will receive an informed and supportive service from Childrens Social Care.</p> <p>Care leavers with specific mental health needs will be referred to their GP. The NHS is increasing its commissioned mental health support services following new ring fenced funding made available by central Government.</p>
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	<p>The council commissions an emotional health and wellbeing service to 18 through its Horizons contract and counselling is also freely available through GP surgeries.</p> <p>The proposed changes will result in a positive impact.</p>
Gender (Sex)	<p>During the analysis it has been identified that this protected characteristic is not a material or significant factor and there is no evidence of discrimination or adverse impact</p> <p>Male: 55% Female: 45%</p> <p>Care leavers may have been a victim of abuse, neglect and psychological trauma. Services are not split by gender but by need. For women additional services are likely to be around contraception and support in pregnancy. Health Visitors deliver the Healthy Child Programme (HCP). As part of this programme, health visitors will identify where families need additional support. Both genders will receive support around becoming a parent.</p> <p>Future service provision will take account of the needs profile of children and young people, including vulnerability to CSE.</p> <p>The proposed changes will have no impact on gender.</p>
Gender reassignment	<p>The service will respond positively to any care leavers wanting to explore gender reassignment. The approach will be informed by what services the care leaver is willing to accept. As the service is coming in house Childrens Services will develop staff training in gender reassignment and partnership working will continue with colleagues in NHS.</p> <p>Nationally the numbers are small but growing and we expect this to be reflected in the care leaver's population. If gender reassignment is having an adverse impact on the mental health of care leavers, access to these services has been set out as above.</p> <p>The proposed changes will have no impact on gender reassignment.</p>

Marriage and civil partnership	<p>Children's Services staff are trained to deliver eco maps, life story work and health passport which can help them explore their own family dynamics and support the emotional health and wellbeing of care leavers. Young people that have been adopted can access adoption support services.</p> <p>Supporting care leavers to get their birth certificate and passport will ensure they have the necessary documents to prepare them for adult life.</p>
Pregnancy and maternity	<p>The responsibility to offer support to care leavers to age 25 on request will enable pregnant care leavers and those who are parents to retain support for longer.</p> <p>There are currently 13 pregnant care leavers or mothers in service.</p> <p>Mainstream health services will support pregnant care leavers and mothers. Health visitors deliver the Healthy Child Programme (HCP), a universal service for all families. As part of the HCP, health visitors will identify where families need additional support, and the HCP states clearly that one of the risk factors for experiencing additional problems is where one or both parents grew up in care.</p> <p>The care leaver support service will support the emotional health and wellbeing of care leavers and will ensure any safeguarding needs are met.</p> <p>It is recognised that some pregnant care leavers and mothers may be on low incomes. As part of the Care Leaver offer, Job Centre Plus will be working closely with Children's Services to ensure all eligible care leavers are getting the right financial support they need with benefits and accessing support to get into employment.</p>
Race	<p>Until status is confirmed all Unaccompanied Asylum Seeking Children's (UASC) receive the same level of support as other care leavers alongside additional services related to their cultural and language needs.</p> <p>We will ensure all UASC have access to legal services in support of resolving their immigration status.</p> <p>90.2% of care leavers in Derbyshire are British. The number of UASC being supported in Derbyshire has increased over the last 18 months since Derbyshire</p>

	<p>became part of the National Transfer Scheme with over 50 children now being supported by Children's Services.</p>
Religion and belief including non-belief	<p>Children's Services Child Plans ensure issues of diversity and culture have been addressed throughout the child's journey.</p> <p>Care leavers will have a Pathway plan-this will take into account the care leavers religious beliefs and will ensure care leavers have access to appropriate resources and support, including culturally appropriate food, religious washing and places of worship.</p> <p>Children's Services will work in close partnership with Community Safety on issues of hate crime as well as supporting schools to improve community cohesion.</p> <p>Care leavers will be supported to live in areas where they have good community networks with transport links to culturally appropriate resources.</p> <p>During the analysis it has been identified that this protected characteristic is not a material or significant factor and there is no evidence of discrimination or adverse impact.</p>
Sexual orientation	<p>The council staff will be aware of the wide range of community resources available for the LGBT community. Care Leavers will be encouraged to access these depending on their needs.</p> <p>As part of the Pathway plan, care leavers will be encouraged to seek support if they self-identify and any further support will be needs led.</p> <p>During the analysis it has been identified that this protected characteristic is not a material or significant factor and there is no evidence of discrimination or adverse impact.</p>

Non-statutory

Socio-economic	<p>Care leavers population is made up young people who have come from birth families from all socio-economic background; rural, low income, benefit dependent and from employed families.</p>
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	<p>There is a disproportionate number of care leavers that are not in employment, education or training. The creation of a strategic lead post will facilitate increased responsiveness and joined up strategic planning across council employees and corporate parent partners.</p> <p>Improved access to information, advice and guidance for care leavers up to 25 will ensure they are aware of the employment, education and training opportunities open to them and support Care Leavers to remove some of the barriers to accessing EET.</p> <p>Job Centre Plus and Childrens Services will work together as part of the published Care Leaver offer to ensure Care Leavers get the support they need from Work Coaches as well as ensuring they are getting the right financial support through benefits and universal credit.</p>
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Are there any other groups of people who may experience an adverse impact because of the proposals to change a policy or service who are not listed above?

<p>Derbyshire is a very rural county. Bringing the care leaver service in-house and utilising Derbyshire County Council wider resources will increase the number of facilities where advisers can meet and support care leavers. For example using Childrens Services Area Offices, Children's Centres, Youth Buildings and libraries across the county.</p> <p>N/A</p>

Gaps in data

What are your main gaps in information and understanding of the impact of your policy and services? Please indicate whether you have identified ways of filling these gaps.

Gaps in data	Action to deal with this
The new holistic council service will deliver all statutory functions currently delivered by Barnardo's.	There will be a rolling programme of on-going consultation with care leavers to support their needs and respond to performance data.
Ensuring the service and new statutory responsibilities meet the needs of care leavers.	There will be an ongoing programme of service design that will engage care leavers to ensure the service meets their needs.

The buildings from which the service will be delivered.	The current contract has two buildings where services are delivered. The council owns a wide variety of buildings from which a wide variety of services to children and young people are offered. Choice of accesses to services and relevant staff will increase and improve across Derbyshire's extensive geography.
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Stage 6. Ways of mitigating unlawful prohibited conduct or unwanted adverse impact, or to promote improved equality of opportunity or good relations

<p>1. Age:</p> <ul style="list-style-type: none"> • Service outcomes will improve as the service will start earlier and support can continue up until a care leaver's 25 birthday. • Service outcomes will improve as departments work more closely together to support care leavers at key transition points in their lives. <p>2. Disability/Health:</p> <ul style="list-style-type: none"> • Current Barnardo's counselling service is time limited, any young people that need this service to continue will be supported. • Improved working across different departments will ensure smoother transition to adult services. • Future service provision will take account of the needs profile of care leavers, including mental health and learning needs. <p>3. Gender:</p> <ul style="list-style-type: none"> • All DCC staff have training and maintain vigilance regarding CSE and other forms of abuse. <p>4. Out of hours:</p> <ul style="list-style-type: none"> • Any out of hours support can be met through current Derbyshire County Council Children's Services out of hours service. <p>5. Buildings</p> <ul style="list-style-type: none"> • Care leavers will have increased access to more buildings across the whole of Derbyshire to seek support. <p>6. Publicity</p> <ul style="list-style-type: none"> • Good publicity to ensure smooth transition of arrangements and ensure stakeholders are aware of the new provisions. <p>7. TUPE</p> <ul style="list-style-type: none"> • HR TUPE will be followed.

8. Service design

- Good relations to ensure young people are support to help shape service.
- On-going monitoring of outcomes for care leavers to ensure they are receiving the support they need.

Stage 7. Do stakeholders agree with your findings and proposed response?

The key components of the service are not changing as these are directed by statutory responsibilities, policy and guidance. The survey and consultation with care leavers illustrated that the current configuration across the Council and Barnardo's Ltd is not meeting their needs or delivering best outcomes.

Prior feedback from young people highlighted themed areas of weaknesses of the previous model as follows:

- Poor transition between services
- Inconsistency of workers
- Limited access for drop-ins to see workers

Barnardo's has experienced the national challenge in recruiting and retaining social workers in its key management posts impacting on the quality of services delivered.

It has also experienced an above average staff turnover in its personal adviser staff. Complaints and concerns have risen and compliments and commendations have reduced.

Stage 8. Main Conclusions

The proposal to bring the core components of the After Care Support Service currently delivered by Barnardos Ltd 'in-house' to be delivered by the Council will improve transitions for care leavers at crucial stages in their lives. There will no longer be a hand-off between children's services and the aftercare service provider at 17½ years old which will ensure continuity of worker. Bringing the service in-house will allow for closer working relations between adult care and children's services to ensure the on-going needs of care leavers can be met seamlessly as they transition into adulthood.

The introduction of the local offer will ensure all services are working together to support care leavers and undertaking their corporate parenting responsibilities.

On-going monitoring and review of the service will help ensure that the needs of care leavers are being met as the in-house service develops.

Stage 9. Action Plan, Monitoring and Review

A range of actions are underway to improve the leaving care service:

- Appointment of a grade 14 operational and strategic care leaver lead to oversee the improvement of the leaving care service.
- Care leavers will be further engaged in service design.
- Work with the existing provider to determine who is receiving their in-house counselling service and plan support to ensure this can continue if necessary once the service transfers in house.
- Children's Services Management Information Team are developing a Care Leavers Scorecard to monitor outcomes for Care Leavers and ensure the change in service is improving their outcomes.
- Further work is being undertaken with corporate parenting board to ensure the changes in service have a positive impact on care leavers.

This EIA will be reviewed regularly following the service redesign.