

From: Peter Oakford, Cabinet Member for Specialist Children's Services
Andrew Ireland, Corporate Director of Social Care Health and Wellbeing

To: Children's Social Care and Health Cabinet Committee –
16 January 2017

Subject: **REVIEW OF THE 18PLUS CARE LEAVING SERVICE**

Classification: Unrestricted

Past Pathway of Paper: None

Future Pathway of Paper: None

Electoral Division: All

Summary: This paper reviews the Care Leaving Service in light of the significant increase in Unaccompanied Asylum Seeking Children who began arriving in July 2015 and became looked after by the Council and who are now reaching 18 years of age and transitioning into the 18plus Care Leaving Service. The review has been undertaken to ensure there are appropriate resources allocated to meet this increased need and manageable workloads for staff with sufficient management capacity to oversee the casework.

Recommendation: The Children's Social Care and Health Cabinet Committee is asked to **NOTE** the proposed structure of the 18plus Care Leaving Service to meet the increasing demand of Unaccompanied Asylum Seeking Children transitioning into the Service.

1. Introduction

1.1 This paper is produced in order to address the transition of Unaccompanied Asylum Seeking Children (UASC) from the Looked After system into the 18plus Care Leaving Service. There were significant numbers of UASC who began arriving in July 2015 and became looked after by the Council. These Young People are now reaching 18 years of age and are transitioning into the 18plus Care Leaving Service and are entitled to services. The 18plus Care Leaving Service is required to respond to this increase with a proposed new structure and increased resources (staffing) so that the service provided can appropriately meet the level of need.

2. Financial Implications

2.1 This paper deals only with the staffing costs associated with the proposed restructure and includes the costs for Citizen Care Leavers and Asylum Care Leavers (ACL). The associated costs for living, accommodation and other care

leaving allowances will be dealt with in subsequent reports. The current Leaving Care Service is funded by (1) the Council's base budget for supporting Citizen Care Leavers, and (2) the Home Office Asylum Grant for Care Leavers for those previously UASC.

- 2.2 The current staffing structure for Citizen Care Leavers has a base budget of £962.5k; however this is not sufficient for the new proposed structure which requires £1,330k assuming no vacancy factor is built in. An increase is therefore required of £367k.
- 2.3 The current cost of the Care Leaver Service for Asylum has to be covered by the weekly grant rate of £200 per young person which the Council is able to claim from the Home Office. However this also has to cover other support and accommodation costs for those young people. The total gross cost for the Service which is required to support the 600 Citizen Care Leavers and 900 Asylum Care Leavers is £3,709k, of which it is assumed £2,379k will be funded from Home Office Grant, leaving a base budget requirement of £1,330k. The above does however assume that any shortfall in funding in relation to the total spend on Asylum Care Leavers is held against the overall Asylum Accounts, pending further negotiation with the Home Office.

3. Policy Framework and Legal Implications

- 3.1 This paper has taken account of The Children Act 1989 guidance and regulations, Volume 3: planning transition to adulthood for Care Leavers 2010 and the revision in January 2015. This legislation sets out the expectations of Local Authorities and their statutory responsibilities.
- 3.2 Care Leavers is an Ofsted limiting judgement and therefore if the service is found to be inadequate the service provision to children and young people by social care will not meet minimum overall requirements. Ofsted has expectations of care leaving services and these are outlined in their inspection reports. Case law has also outlined the Local Authority responsibilities to ensure that pathway plans are overseen by qualified Social Workers stopping short of expecting services to be delivered by Social Workers.

4. Human Resources Implications

4.1 There are Human Resource policy implications:

- The span of management oversight should be no more than six layers from Corporate Director to operational delivery
- There is an expectation that the average span for a manager should be a minimum of seven FTE reports.

4.2 The proposed structure is not compliant with the Human Resource expectations.

4.2.1 To ensure compliance:

- There should be seven FTE reports within the Team Managers line management in Citizen Care Leaver's Teams increasing the oversight of a Team Manager from 150 cases to 175 cases
- The Head of Service for the Care Leaving Service should be responsible for seven reports within their line management structure
- The Service Manager for ACLs should be responsible for seven reports within their line management structure.

4.3 Current proposals

- With the additional Service Manager for ACLs there are seven layers of management to the Team Manager
- The Head of Service would be responsible for the Accommodation Team Manager, the Business Manager and at least four Team Managers.

5.1 Current Risks

- 5.1 If there is a reduction in the management capacity in the service there is insufficient management oversight and progression of the strategic issues in relation to progressing asylum issues and risk management within the service.
- 5.2 This level of casework does not afford sufficient Team Manager oversight of cases including risk management. It should also be taken into account that the Team Managers are providing oversight of young people who are referred to as 'missing' and chairing risk management meetings as well as allocating and supervising staff.
- 5.3 There are current Judicial Reviews pending regarding the lack of social work oversight with the pathway planning process. This proposed re-structure is an opportunity to deliver oversight and appropriate manageable caseloads for staff and managers.
- 5.4 The span from Corporate Director to Team Manager also creates more than six layers when the Service Manager for ACL reports to the Head of Service Care Leavers, therefore is not compliant with the HR policy on spans and layers. The HR policy is to create efficiencies and in the case of ACL the funding for the Service Manager post is met from the Home Office grant and should not be subject to KCC HR structure.

6. Current Structure

- 6.1 There is a Head of Care Leavers 18plus responsible for the Kent Care Leaver 18plus Service reporting to the Assistant Director, Corporate Parenting. There are currently three Team Managers who are responsible for Senior Personal Advisers (SPA) and Personal Advisers (PA).
- 6.2 The teams are split into three geographical areas North, West and South. It is proposed that there is a service for the East as there is currently no care leaving presence in this area.

6.3 The teams were set up on basic principles:

- PAs hold caseloads of 30 Young People
- SPAs to hold caseloads of 15 Young People and supervise a maximum of four staff
- Social Workers (SW) hold 15 complex cases and case work related to immigration issues
- There are five PA vacancies as of November 2016 which are being recruited with permanent staff.

6.4 There are eight SPAs, 32 PAs, and three SWs in the County's 18plus Care Leaving Service as at August 2016. The numbers of PAs is being continuously reviewed to take account of the significant increases in the numbers of Young People who are reaching the age of 18 in the next two years. This increase relates to the transfer of the UASC into the 18plus Care Leaving Service as they reach the age of 18 years. The SWs are responsible for age assessment, Human Rights Assessments and Judicial Reviews as well as a focus on some of the more complex cases and concerning cases.

6.5 The 18plus Care Leaving Service provides all statutory duties, as prescribed in the Childrens (Leaving Care) Act 2000 to Kent leaving care Young People aged 18-25 years. The Service provides care leaving services to UASC and the provision of services does not differentiate between UASC and Citizen Young People. The 18plus Care Leaving Service also manages an accommodation provision which provides housing options for Young People aged 16 to 21 years of age. This service works with the twelve District Councils to ensure there are processes in place for Care Leavers to access appropriate housing. There is a Team Manager for Accommodation Services and six Accommodation Officers.

7. Statistical Analysis of the Current Workloads and Staffing

7.1 18plus Care Leaving Service data was used for those already known as at 31 August 2016, and this is the starting and fixed point to forecast the growth through 2016/17 and beyond. As at 31 August 2016 the 18plus Care Leaving Service was supporting a total of 1,109 Young People (540 UASC and 569 Citizen Young People).

Table 1
Total number of Young People supported by the
18plus Care Leaving Service as at 31 August 2016

UASC	CITIZEN	TOTAL
540	569	1,109

7.2 To plan 18plus Care Leaving Service delivery and ensure there are appropriate resources in place to meet demand, an analysis of the current numbers of Looked After Children and likely numbers of Care Leavers has been undertaken. There are challenges with predicting the increases and changes in the volume of Care

Leavers over time. Reliability on the forecast of the numbers of Care Leavers reduces further into the future and therefore are best estimates. The forecasting for the numbers of young people has been based on historical data and assumptions have been made using this information to make future predictions on the numbers of young people who will become 18 and will require a Care Leavers service.

7.3 The numbers of Care Leavers and the estimated increases are noted in Table 1a below. The table is based on numbers of Care Leavers at year end (31 March 2017) based on:

- The number of Care Leavers that are open currently and that are projected to remain open until they are 21 years. At present, a small cohort of Care Leavers both UASC and Citizen remain open cases beyond the age of 21 years of age; however there is a marked difference between these two groups and accessing services post 21 years. Eligibility for services post 21 is outlined in current legislation. There is a higher percentage of ACLs who remain open and accessing services post 21; they are more likely to remain in education than the percentage of Citizen Care Leavers who remain in education. Therefore a different percentage has been applied for ACLs and Citizen Care Leavers who remain allocated a PA beyond the age of 21. The forecast uses Specialist Children's Services Management Information Unit figures based on previous financial years to provide the indicator of what is likely to happen in the future. This forecast will also change if the current Children's Bill becomes law, as all Care Leavers will be eligible for services post 21 and up to 25 years of age.
- The current cohort of Looked After Children has been projected forward and are included in the estimate of the numbers who will become Care Leavers. Some Young People will not be eligible for care leaving and this has been taken into account and the figure is based on historical trends.
- The most significant estimate relates to the numbers who are likely to become looked after in future. This estimate is based on history and takes into account the UASC cap for Local Authorities and is in place along with dispersal. This estimate allows for a percentage who will be in care beyond 16 years of age (as 'qualifying'), and again a percentage for those who will remain post 21.
- The figures below exclude those who are current Care Leavers and reported to the police as missing persons at 31 August 2016. This equated to 61 ACLs and four Citizen Care Leavers. Additionally there are 61 UASC and three Citizen looked after who are missing and turning 18 in the period below. These have also been excluded from the respective years.

7.3.1 It is clear that there are significant increased workloads in the 18plus Care Leaving Service in the period July 2016 to March 2018.

Table 1a

Figure at year end	UASC	Citizen	Total (exc missing)
2016/17	696	621	1317
2017/18	871	563	1434
2018/19	770	530	1300
2019/20	576	544	1120
2020/21	453	542	995
2021/22	449	625	1074

Table 2

Care Leavers turning 18 and 21 up to March 2018
based on current Looked After Children (LAC) list and Care Leavers caseload at 31 August 2016

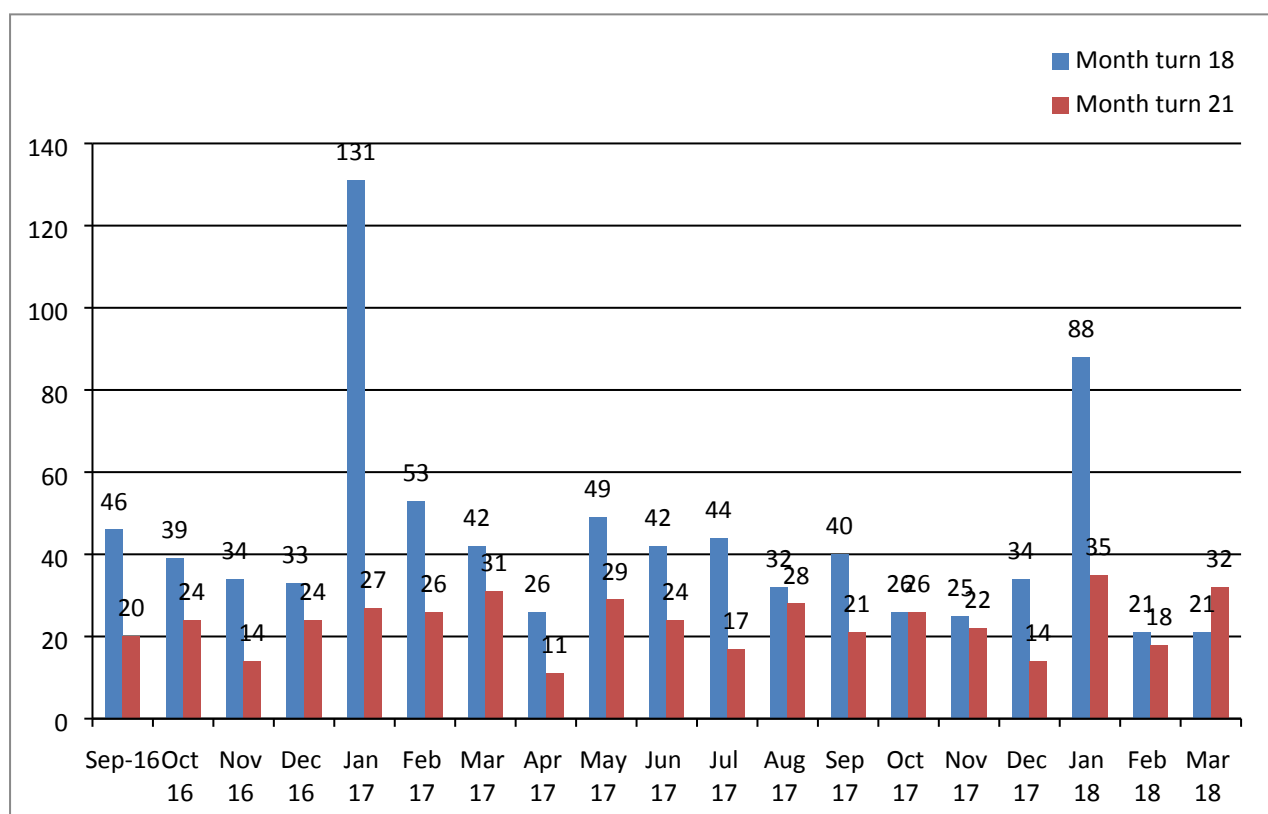
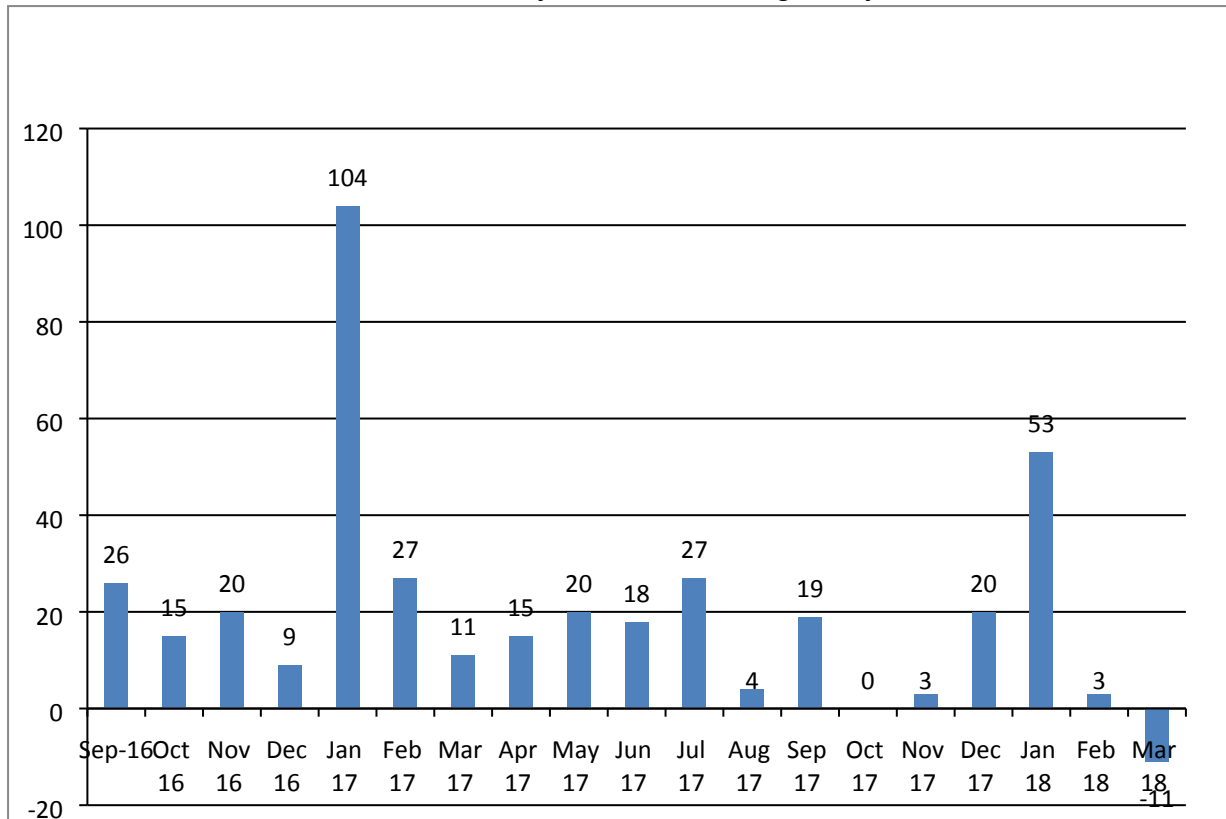


Table 3

Net increases of 18plus Care Leaving Service users per month (Expected)
based on those already LAC and turning 18 by month



7.4 The increase with UASC has required resources to be increased, and this has been at a pace given the numbers of young people arriving. The service continues to absorb the impact of the numbers of UASC turning 18 and plan service delivery in light of the pressures for services. This is a significant challenge given the accompanying issues for UASC including the PREVENT agenda, management of missing young people; Home Office liaison for immigration, benefit and legislative issues. Ensuring appropriate accommodation and educational provision have also been a focus, given the increasing numbers and these resources being placed under significant pressure.

8. Work Loads for Social Workers and Cases held by Team Managers

8.1 Total workload capacity on current staffing

- 8 senior Personal Advisers @ 15 cases =120
- 32 Personal Advisers @ 30 cases = 960
 - **Total workload capacity = 1,080**
- 2 Social Workers = 1 x ARE (Human Rights Assessments and Age Assessments)
- 1 x case holding up to 18 cases =18
- 1x Senior Practitioner case holding x 12 cases
- Total held by qualified staff = 54 cases complex, high risk
- 3 Team Managers = holding missing Young People as at September 2016 = 77 cases

9. Missing Young People

Table 4

Future Care Leavers (known LAC) who are turning 18 by month who were recorded as missing at time of extract

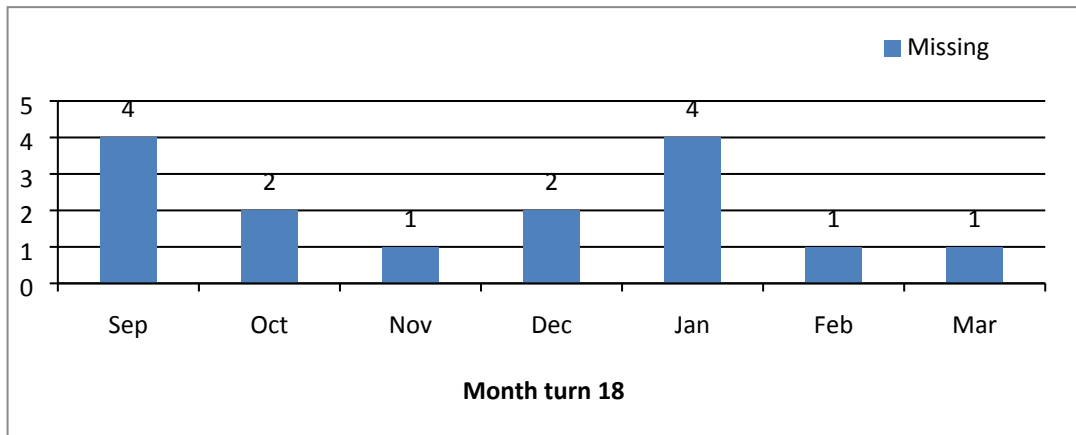


Table 5

Current Care Leavers who are missing – as at end of August 2016

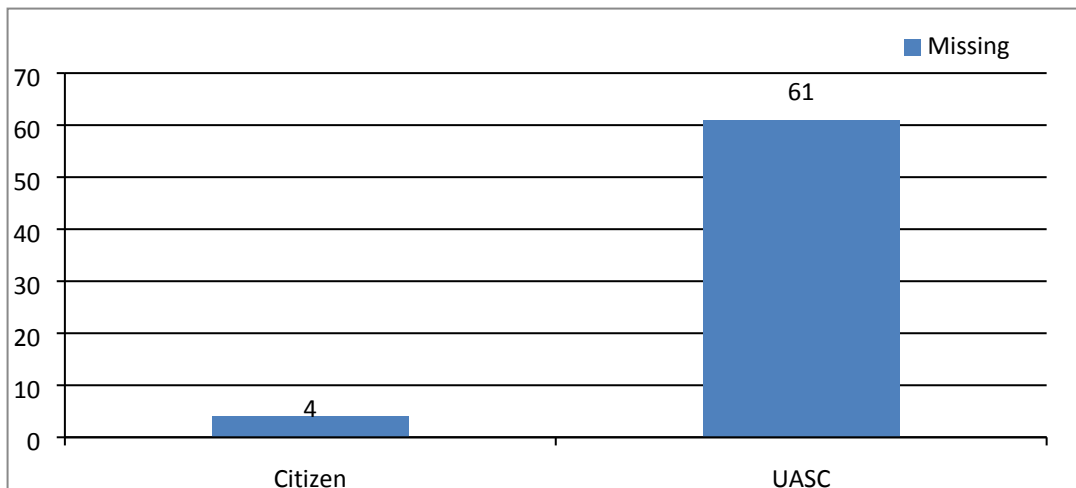


Table 6
Length of time UASC have been missing

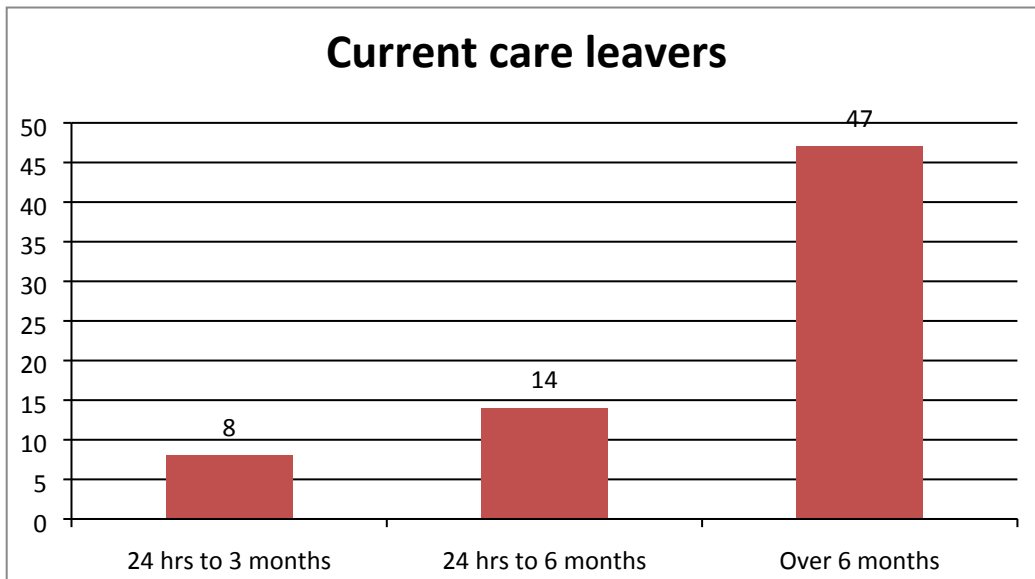


Table 7
Net increases of 18plus Care Leaving Service users during 2017-18

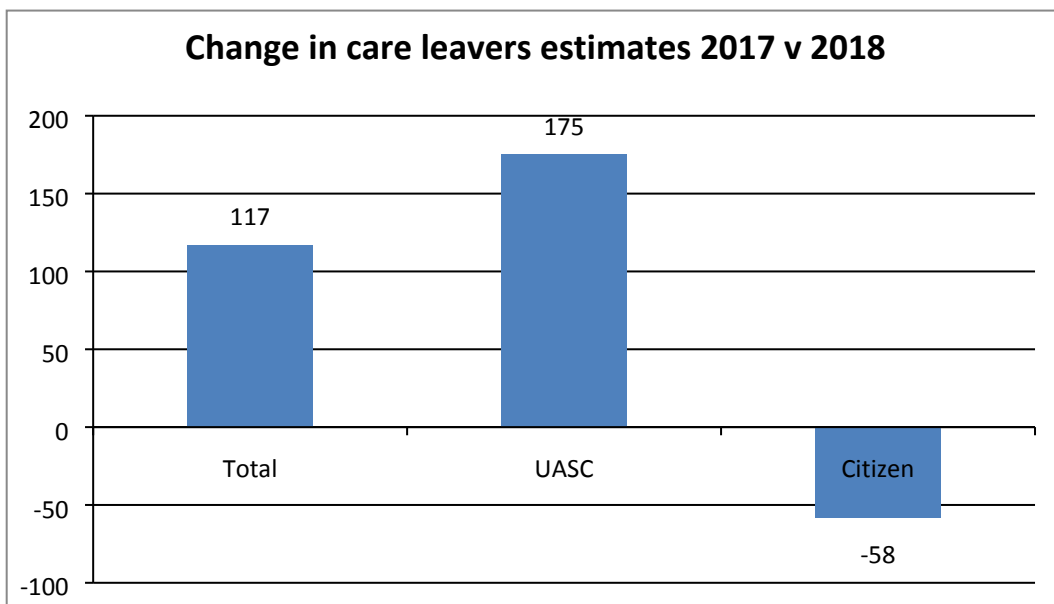
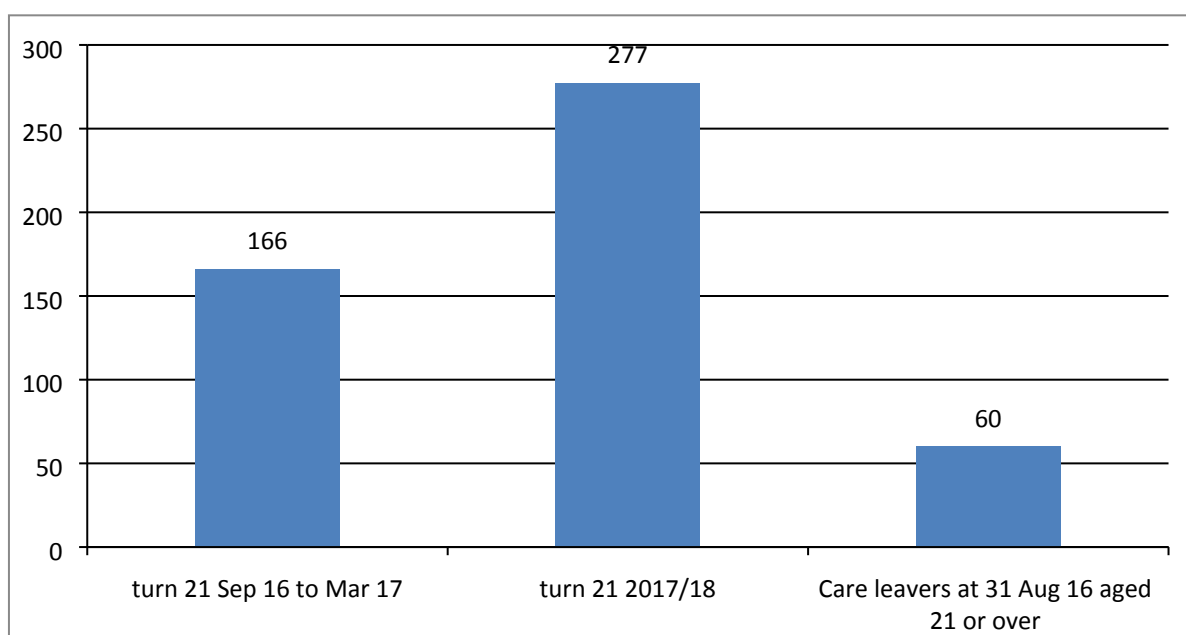


Table 8

Those turning 21 and may close by March 2018. Included is a count of those aged 21 or over and still open to Care Leaving Service



10. Proposed Structure

- 10.1 The remit of the care leaving teams is for 18plus and the UASC as they move into the care leaving service should reflect this change in status with the term Asylum Care Leavers being applied.
- 10.2 The proposed structure has to take into account qualified social workers are needed to complete cases in relation to All Rights Exhausted; Human Rights Appeals; Age Assessments and liaison with the Home Office regarding delay in progressing applications for immigration status. Social work qualified staff are also required to work with young people where there is high risk including risk of drugs overdose, adults subject to adult sexual exploitation and serious mental health issues.
- 10.3 Current workload excluding missing young people (as at September 2016, Appendix 1):- $1123-77= 1046$. Missing young people are not currently allocated cases and are managed by the Team Managers.
- 10.4 The proposed new structure sets out two service delivery points one for Asylum Care Leavers (ACL) and one for Citizen young people. This will allow for the flexibility that is required for increasing the number of staff with the increase in the care leavers. The same increases are not expected for citizen. The principle on which citizen teams have been based is similar to the other service teams in Kent with Team Managers having oversight of no more than 150 cases. The number of cases is more than 150 for the ACL Team as there are also social work posts within the service and therefore increased qualified social work oversight in the leaving care service. The personal advisors are not social work qualified and the

oversight and intervention of Team Manager who is social work qualified is essential (outlined in case law).

10.5 New Structure Proposal

1 x Head of Service for Care Leavers 18plus (KR14)

1x Business Manager Care Leavers 18plus

Asylum Care Leavers

1x Service Manager UASC (KR13) (proposal to rename UASC as Asylum Care Leavers (ACL) to reflect transition arrangements)

Asylum Care Leaving Team

1x Team Manager

1x Senior Personal Adviser

5x Personal Advisers x 25 cases

1 Social Worker x 18 cases

Total Cases in Team = 168

Administrative staff x1 per team

➤ Caseload for ACL as at 31st March 2017 = 696 cases

This equates to 4.2 Teams

➤ 1x Team Manager Accommodation Service primarily this service manages Asylum accommodation.

➤ March 2018 the ACL caseload will increase to 871 cases

This equates to 5.2 teams.

Citizen Teams Proposed Structure

1x Team Manager

1x Senior Personal Adviser = 25 cases

5x Personal Advisers = 25 cases

Total cases per team = 150 cases

Administrative Staff x1 Per Team

➤ Caseload for Citizen as at 31st March 2017 is 621

This equates to 4.1 Teams

➤ 31st March 2018 the citizen workload is 563

This equates to 3.8 Teams

Overview of Service Requirements

➤ The total number of Teams for a total workload of 1,317 as at 31 March 2017 = 8.3 Teams (Appendix 1).

➤ The total number of Teams for a total workload of 1,434 as at March 2018 = 9 Teams (Appendix 2).

11. Equality Implications

There are no equality implications associated with this report, but if any equality implications are identified as work on the development of the Service progresses, an Equality Impact Assessment will be completed.

12. Conclusion

- 12.1 This paper sets out the proposal for the restructuring of the Care Leaving Service to provide 18plus care leavers with increased resource to manage and support the transfer of UASC into ACL.
- 12.2 The proposed restructure is necessary for the Service to meet its statutory requirements. Additional future requirements in respect of citizen Care Leavers will be met through Demography Monies in the 2017/18 budget build.

13. Recommendation

13.1 Recommendation: The Children's Social Care and Health Cabinet Committee is asked to **NOTE** the proposed structure of the 18plus Care Leaving Service to meet the increasing demand of Unaccompanied Asylum Seeking Children transitioning into the Service.

14. Background Documents

None

15. Contact Details

Lead Officer

Naintara Khosla
Assistant Director, Corporate Parenting
03000 422241
Naintara.khosla@kent.gov.uk

Lead Director

Philip Segurola
Director, Specialist Children's Services
03000 413120
Philip.segurola@kent.gov.uk

