



County Offices
Newland
Lincoln
LN1 1YL

29 August 2019

Children and Young People Scrutiny Committee

A meeting of the Children and Young People Scrutiny Committee will be held on **Friday, 6 September 2019 at 10.00 am in Committee Room One, County Offices, Newland, Lincoln LN1 1YL** for the transaction of the business set out on the attached Agenda.

Yours sincerely

A handwritten signature in black ink that reads 'DBarnes'.

Debbie Barnes OBE
Head of Paid Service

Membership of the Children and Young People Scrutiny Committee
(11 Members of the Council and 4 Added Members)

Councillors R J Kendrick (Vice-Chairman), M D Boles, Mrs W Bowkett, M T Fido, R L Foulkes, C Matthews, A P Maughan, S R Parkin, M A Whittington, L Wootten and R Wootten

Added Members

Church Representatives: Reverend P A Johnson and Mr S C Rudman

Parent Governor Representatives: Mrs P J Barnett and Miss A E I Sayer

**CHILDREN AND YOUNG PEOPLE SCRUTINY COMMITTEE AGENDA
FRIDAY, 6 SEPTEMBER 2019**

Item	Title	Pages
1	Apologies for Absence / Replacement Members	
2	Declarations of Members' Interest	
3	Minutes of the meeting of the Children and Young People Scrutiny Committee held on 19 July 2019	5 - 14
4	Announcements by the Chairman, Executive Councillor for Adult Care, Health and Children's Services and Chief Officers	
5	Restorative Practice - Lincolnshire Joint Diversionary Panels (JDP) <i>(To receive a report from Andy Cook, Youth Offending Manager, which provides the Committee with an update of the impact and performance of the Joint Diversionary Panel following the report presented in July 2018)</i>	15 - 26
6	Commissioning of Supported Accommodation: Children's Services <i>(To receive a report from Amy Allcock, Senior Commissioning Officer, which invites the Committee to consider the Commissioning of Supported Accommodation: Children's Services, which is due to be considered by the Executive on 1 October 2019)</i>	27 - 102
7	Local Area SEND Inspection by Ofsted and CQC - Update on Action Plan <i>(To receive a report from Sheridan Dodsworth, Head of Special Educational Needs and Disability, which provides the Committee with an update on the Action Plan, previously presented to the Committee in January 2019, following the Local Area Inspection undertaken jointly by Ofsted and the Care Quality Commission, in October 2018)</i>	103 - 116
8	Children and Young People Scrutiny Committee Work Programme <i>(To receive a report from Tracy Johnson, Senior Scrutiny Officer, which provides the Committee with an opportunity to consider and comment on its work programme for the coming months)</i>	117 - 122

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CHILDREN AND YOUNG PEOPLE SCRUTINY COMMITTEE 19 JULY 2019

PRESENT: COUNCILLOR R J KENDRICK (VICE-CHAIRMAN) IN THE CHAIR

Councillors: M D Boles, M T Fido, R L Foulkes, C Matthews, A P Maughan, M A Whittington, L Wooten, R Wooten and C L Strange.

Added Members

Church Representative: Mr S C Rudman.

Parent Governor Representative: Miss A E I Sayer.

Councillor D Brailsford (Executive Support Councillor Children's Services) was also in attendance.

Officers in attendance:-

Katrina Cope (Senior Democratic Services Officer), John Harris (Head of Regulated Services - Fostering), Tracy Johnson (Senior Scrutiny Officer), Mark Rainey (Interim Strategic Commissioning Manager), Heather Sandy (Interim Director of Education), Sally Savage (Assistant Director of Commissioning), Janice Spencer OBE (Interim Director of Children's Services), Linda Dennett (Lead Nurse, Children's Health), Bridie Fletcher (Commissioning Officer) and Heston Hassett (S117 Specialist Project Manager).

10 APOLOGIES FOR ABSENCE / REPLACEMENT MEMBERS

Apologies for absence were received from Councillors Mrs W Bowkett, S R Parkin and replacement member Mrs J E Killey.

Apologies for absence were also received from Mrs P J Barnett (Parent Governor Representative) and Reverend P Johnson (Church Representative).

It was noted that the Head of Paid Service, having received notice under Regulation 13 of the Local Government (Committee and Political Groups) Regulations 1990, had appointed Councillors C L Strange and Mrs J E Killey to replace Councillors Mrs W Bowkett and S R Parkin respectively, for this meeting only.

The Committee also noted that the Head of Paid Service, having received notice under Regulation 13 of the Local Government (Committee and Political Groups) Regulations 1990, had appointed Councillor R L Foulkes to the vacancy position until further notice.

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An apology for absence had also been received from Councillor Mrs P A Bradwell OBE (Executive Councillor Adult Care, Health and Children's Services).

11 DECLARATIONS OF MEMBERS' INTEREST

Councillor M A Whittington wished it to be noted that he had an adopted son aged 22, who was now receiving support from Barnardo's; and as a result would not be taking part in the debate and voting thereon in respect of agenda item 6 – Commissioning of Lincolnshire Leaving Care Service from 2020.

12 MINUTES OF THE MEETING OF THE CHILDREN AND YOUNG PEOPLE SCRUTINY COMMITTEE HELD ON 7 JUNE 2019**RESOLVED**

That the minutes of the Children and Young People Scrutiny Committee meeting held on 7 June 2019 be agreed and signed by the Chairman as a correct record.

13 ANNOUNCEMENTS BY THE CHAIRMAN, EXECUTIVE COUNCILLOR FOR ADULT CARE, HEALTH AND CHILDREN'S SERVICES AND CHIEF OFFICERS

The Vice-Chairman advised that he had been honoured to attend the Lincolnshire Media Golden Apples Education Awards 2019. The evening event had celebrated education and learning across the County.

The Executive Support Councillor for Children's Services also extended his congratulations to those nominated; and to the success of a remarkable event.

The Interim Director of Children's Services advised that the results of the Ofsted inspection held in May 2019 for Children's Social Care Service had been published on 11 June 2019. The Committee was advised further that the judgment had been that the service was found to be 'outstanding'. Thanks were extended to everyone within the service for all their hard work.

The Interim Director Children's Services – Education also advised that innovative practice in supporting Lincolnshire Children and Young People's Mental Health had been recognised at the recent Health Plus Care Conference. The Committee was advised further that the project to develop the Child and Adolescent Mental Health Services (CAMHS) Crisis at Home Treatment Service with both Lincolnshire Partnership NHS Foundation Trust and Lincolnshire County Council had been announced as a winner at the Healthcare Transformation Awards in the Innovation in Mental Health Care category.

14 CHILDREN'S HEALTH SERVICE 0 -19

The Interim Director of Education provided the Committee with a short update on the situation regarding the Lincolnshire Health Visitors. The Committee was advised that

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the Council was still in dispute with one union who represented some of the health visitors. The Committee noted that further strike days were planned. It was noted further that the Council valued the professional work undertaken by health visitors and the support they provided to Lincolnshire families. It was felt that the offer made by the Council was a fair and reasonable one. Reassurance was given that cover had been arranged and that no one would be left without support.

The Interim Director of Education highlighted that the Health Visitors strike action should not detract the Committee from the report presented, which provided a very positive picture of the Children's Health Service 0-19.

Linda Dennett, Lead Nurse, Children's Health presented the report making reference to the background behind the service. The Committee was advised that the Children's Health Service 0-19, alongside others supported the delivery of the Healthy Child Programme across Lincolnshire for children and young people and their families (aged 0-19 years) and up to the age of 25 years for young people with Special Educational Needs and/or Disabilities.

It was reported that the health visiting service delivered five mandated universal reviews: antenatal 28+ weeks; new baby 10-14 days, 6-8 weeks, 9-12 months, and 2-2½ years. It was noted that where it was identified a child/family required further support, for example if there were to be safeguarding concerns, the health visitor would then work as part of a multi-agency team to ensure the child's needs were met (Universal Partnership and Universal Partnership Plus).

Key Performance Indicators for the Mandated Contracts were shown on page 16 of the report. The Committee noted that overall performance had improved. Particular reference was mentioned to the two/two and a half year review, which had shown significant improvement from 39.5% at December 2018 to 75.5% at the end of May 2019. The Committee was advised that the latest performance figure was 80%. The Committee noted that this progress was testimony to all staff involved. It was noted further that the service currently had 14 vacancies, but from September 2019, the service would be fully established.

It was reported that an independent survey of parents had been carried out in February 2019, with over 100 parents being contacted; out of the 100, 71 parents had taken part in the survey. A summary of the results were detailed at the bottom of page 17 of the report. The Committee was advised that overall, comments received had been very positive.

The Committee noted that the number of complaints received had been consistently low; and that the three complaints received had not been upheld.

It was reported that the Single Point of Access had been well received. It was highlighted that parents and professionals accessed the service via a single contact point and phone number. It was highlighted further that responsiveness through the Single Point of Access was extremely high and that the service was consistently maintained.

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The Committee was advised that the Corporate Clinical Governance framework had been ratified and that new terms of reference had been established for the Clinical Governance Board. The Committee was advised that Clinical Mandatory training was 100% compliant and that this had been achieved in 2018/19. Reassurance was given that mechanisms were in place to monitor clinical quality at service level and that improvements in reporting had also been made. The Committee was advised further that the service maintained a clinical risk register, which was monitored by the Children's Health Quality Group.

It was reported that performance across the service remained good and that from September 2019, the service would have a full complement of staff, as the service had been in a position to offer posts to the current cohort of trainee health visitors when they qualified in September 2019. It was highlighted that this was the first time in 14 years that the service had been fully staff, which was credit to the work of the Deputy Leadership team. It was highlighted further that sickness absence was slightly higher than the corporate target, but good staffing numbers and support from HR had meant that the operational impact had been mitigated.

The Committee was advised that the results of the CQC inspection had been rated as 'Good' overall, which was a very positive result based on the limited length of time the service had been delivered by the Council.

The CQC had identified a number of areas of good practice; and a number of areas that 'require improvement' under the 'safe' domain. Attached at Appendix A to the report was a copy of the Regulation 12 Breach of Action Plan, in response to infection, prevention and control being insufficient to protect children from harm due to the inconsistency of toy cleaning and hand hygiene in some of the Children's Centres visited by the inspectors. It was noted that other areas that had been identified as 'could' be improved had an action plan in place to address the issues raised. These had related to lone working practices; a suggestion that there should be a staff survey specifically for 'health' staff; and ensuring that risks were captured on the service risk register. Appendix B provided the Committee with a copy of the Children's Health CQC Improvement Plan.

During discussion, the Committee raised the following issues:-

- That the number of complaints should be represented by some percentage measure. Reassurance was given that complaints during the last year had been very low, as there had been approximately 70,000 contacts;
- One member enquired whether the 0-19 service had noticed an increase in abuse and neglect cases; and whether processes were in place for staff to follow. The Committee was advised that for Health Visitors in the Universal Service a risk assessment was undertaken for every contact they made; and if any concerns were identified, an additional level of support would be introduced. As the system was now more integrated, health visitors would speak to social workers and have input into the Early Help Service and Team around the Child. The Committee noted that the integrated working arrangements had strengthened the pathways to ensure that families were helped from an early stage;

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- Congratulations were extended to staff for what they had achieved. A question was asked as to whether the single point of access dealt with an abandoned call. Officers advised that they would have to confirm this information. It was however highlighted that there was a voice mail facility, which enabled callers to leave a message; and that these were considered by call handlers very quickly;
- The Vision for the Service. The Committee was advised that the vision was to improve the outcomes for children and young people; and that working together had strengthened the offer available to families. Working together had also strengthened integrated working across all services; and
- One member enquired who the lead officer was for infection control. The Committee was advised that the lead officer was Tony McGinty, Consultant, Public Health, with assistance from Children's Services and Business Support. It was noted that there would be an overarching Infection Policy for all services.

The Vice-Chairman on behalf of the Committee extended congratulations to the staff for the service provided and to the fantastic news that the service would be fully staffed from September 2019 onwards, despite national shortages.

RESOLVED

That the progress and improvement of the Children's Health Service 0 - 19 since being in-sourced in October 2017, be noted.

15 COMMISSIONING OF LINCOLNSHIRE LEAVING CARE SERVICE FROM 2020

Consideration was given to a report from the Interim Director of Children's Services, which invited the Committee to consider the commissioning of the Lincolnshire Leaving Care Service from 2020, which was due to be considered by the Executive Councillor Adult Care, Health and Children Services on 29 July 2019.

Attached at Appendix 1 to the report was a copy of the Executive Councillor report and associated Appendices.

The Vice-Chairman welcomed to the meeting: Bridie Fletcher, Commissioning Officer, Mark Rainey, Interim Strategic Commissioning Manager and John Harris, Head of Regulated Services - Fostering.

The Committee was advised that Barnardo's had delivered the Lincolnshire Leaving Care Service contract since 2007. It was reported that the current contract had been in place since 2015, and was due to expire on 31 March 2020. The annual contract value was reported as being £1,258,038. It was highlighted that the current contract could not be extended further.

It was reported that a service review had been undertaken and completed; details of the findings were set out in the Commissioning Plan detailed in Appendix A to the Executive Councillor report.

The Committee was advised that some changes had been recommended to the service model. The biggest recommended change was the earlier allocation of care leavers to the service at age 16; this was to ensure that care leavers could be supported by their Social Worker and a Leaving Care Worker for two years prior to fully transitioning to the Leaving Care Service at 18. It was highlighted that there were significant benefits expected from the twin-tracked approach, as it would provide opportunities to develop effective and collaborative relationships with young people and other professionals, as well as supporting young people to independence, whilst achieving capacity within in-house social care teams to support other vulnerable children and young people. As a result of the projected increase in the number of care leavers, the Committee was advised that it was recommended to increase the service budget to £1.5m annually.

It was highlighted also that it was recommended that the Leaving Care Service was commissioned through an open competitive tender process with a maximum contract period of five years (three years with the option to extend for up to two further years).

The Committee was invited to comment on the proposal and to indicate whether it supported the recommendations as set out on page 44 of the report.

During discussion, the Committee raised the following issues:-

- Procurement Process – The Committee was advised that the tender would go out on ProContract, the Council's Tendering and Contracts System. This would allow suppliers from the national and international market to consider the tender and ensure a competitive process. In addition, the stakeholders involved in developing the proposals would also be made aware of where to find the tender. Staff at the current supplier would have the right to transfer to a new service provider ensuring continuity of staff for Lincolnshire's care leavers;
- Labelling of the Leaving Care Service – Consideration should be given to the naming of the service as a number of care leavers did not like it being called the Lincolnshire Leaving Care Service. A neutral name (like Kooth for the online counselling service for children and young people) would be more acceptable to the young people;
- Number of Care Leavers and Cost Implications – The Committee was advised that the number of care leavers fluctuated each month, but was around the 320 mark. It was highlighted that the number of looked after children was increasing, with 24% now constituted of 16 and 17 year olds, which in turn was leading to an increase in the number of care leavers and creating cost pressures. In addition, there was uncertainty over the future of Special Guardianship Orders requesting a Leaving Care Service and how many care leavers aged 21-25 years old who would come back to use the Information, Advice and Guidance extended service, which could cause further cost implications. These cost pressures had been accounted for, and funding for the new Leaving Care Service for the five years from April 2020 had been identified and agreed, and that the cost pressures would be funded from internal efficiencies;

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- Support Provided to Care Leavers – The new service with the earlier allocation to Leaving Care at 16 year olds, while young people still received support from social workers, would enable a wider and more flexible level of support to be provided to young people to meet their individual level of need; and
- Insourcing the Service – The Committee was advised that consideration had been given to insourcing the service, especially as insourced services at other councils had been rated as outstanding. There were a number of risks with insourcing, the main one being the transfer of staff with the potential risk of losing some staff who may not want to transfer to the Council. In addition, there would be extra costs to insource the service, and care leavers had highlighted that they valued the independence of an outsourced service from the Council.

RESOLVED

1. That the Children and Young People Scrutiny Committee supported the recommendations to the Executive Councillor Adult Care, Health and Children's Services as set out in the report.
2. That the comments as detailed above be passed to the Executive Councillor Adult Care, Health and Children's Services to consider when making a decision in relation to this item.

16 SECTION 117 JOINT POLICY

The Committee gave consideration to a report from the Executive Director of Adult Care and Community Wellbeing, which advised on the creation of the Section 117 Joint Policy for Lincolnshire County Council, Lincolnshire Clinical Commissioning Groups (CCG's) and Lincolnshire Partnership Foundation Trust (LPFT), which was due to be considered by the Executive Councillor Adult Care, Health and Children's Services between 22 July and 2 August 2019.

The Vice-Chairman welcomed to the meeting Heston Hassett, Section 117 Specialist Project Manager.

The Committee was advised that Section 117 of the Mental Health Act 1983 (as amended by the MHA 2007) provided a responsibility on Local Authorities and CCG's to provide/commission After-Care Services. The Committee was advised further that this new multi-agency policy would replace existing arrangements in the three organisations. It was noted that the policy had been ratified for use by LPFT's Executive Board and the CCG's Executive Officers.

Attached at Appendix 1 to the report was a copy of the Executive Councillor report and associated Appendices.

It was highlighted that as Section 117 of the Mental Health Act (MHA) 1983 applied to both adults and children, the policy was being considered by both the Adults and Community Wellbeing Scrutiny Committee and the Children and Young People Scrutiny Committee. The Committee was advised that comments from both

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Committees would then be passed on to the Executive Councillor Adult Care, Health and Children's Services for consideration, prior to the decision being taken.

The Committee was advised that a robust co-production and engagement process had been followed and where possible appropriately acted upon in the creation of the joint policy.

The Committee noted that putting in place a multi-agency policy would provide appropriate governance around how S.117 was discharged by the Council and the CCGs in Lincolnshire in accordance with its joint statutory obligations under the Act. The Committee noted further that the multi-agency policy also included the involvement and engagement of Lincolnshire Partnership Foundation Trust, as the provider of mental health services and also as provider of social care services to individuals in Lincolnshire whose primary needs were mental health needs. It was highlighted that the joint policy would help provide clarity about how the joint arrangements would operate locally to ensure that the needs of those individuals requiring after-care services were properly addressed.

During discussion, the Committee raised the following issues:-

The Committee supported the recommendation to approve the Section 117 Joint Policy. The Committee highlighted the importance of holding discussions with patients before they left hospital to ensure that any on-going mental health needs were met through the after-care service.

The Committee suggested that in the first sentence of paragraph 1, whether it should read "Clinical Commissioning Groups and/or the Local Authority" as this gave a different meaning to how the duty to provide after-care services would be applied. It was confirmed that this was a joint responsibility so should only ever read "Clinical Commissioning Groups and the Local Authority".

Support was given by the Committee for the need for a joined up approach for children and young people, to ensure that their needs already identified through other plans, such as Looked After Children reviews and Education, Health and Care Plans, were being met and brought together into a single plan. This would provide an opportunity for joint funding to be identified with health colleagues when appropriate, such as when there was an Education, Health and Care Plan.

With regards to young offenders' institutions, it was suggested that any young offenders with mental health issues in these institutions should also be able to access after-care services once they had left. It was noted that eligibility for after-care services was that the young person had been sectioned under Section 3, 37, 45A, 47 and 48.

The Committee was advised in relation to young people placed outside of Lincolnshire in mental health units, the local area retained clinical responsibility and there was no difference in the cost implications as the same funding guidance applied regardless of where the young person was placed. However, for young people living outside of Lincolnshire, such as at university, who were sectioned under

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Section 3 and then discharged, it would be the area that the young person resided in once discharged who would be responsible for providing after-care services and have to pay the costs. If the young person was transferred back to Lincolnshire, then the Council would only become responsible for providing the after-care services if the young person was then subsequently placed on a Section 3 whilst being ordinarily resident in Lincolnshire.

Confirmation was given that when a young person transitioned to Adult Services, the policy would be able to address the young person's mental health needs as part of the joint working arrangements.

With regard to Ash Villa, confirmation was given that if young people in Ash Villa were detailed under Section 3, when discharged they would then be eligible for after-care services under Section 117.

RESOLVED

1. That the Children and Young People Scrutiny Committee supported the recommendation to the Executive Councillor Adult Care, Health and Children's Services as set out in the report.
2. That the comments as detailed above be passed to the Executive Councillor Adult Care, Health and Children's Services to consider when making a decision in relation to this item.

17 CHILDREN AND YOUNG PEOPLE SCRUTINY COMMITTEE WORK PROGRAMME

Consideration was given to a report which enabled the Committee to comment on the content of its work programme, to ensure that its scrutiny activity was focussed where it could be of greatest benefit.

The Senior Scrutiny Officer advised the Committee that there had been one amendment to the work programme. The Committee was advised that a report on Housing Related Support Services had been added to the agenda for the 6 September 2019 meeting. It was noted that the report was for pre-decision scrutiny prior to an Executive decision being taken on 1 October 2019.

The Committee was advised that following the meeting on the 6 September 2019, a briefing session would be held on the new Ofsted Education Inspection Framework. The Committee was advised further that an appointment would be sent out shortly to all members of the Committee.

RESOLVED

That the Children and Young People Scrutiny Committee Work programme be agreed subject to the inclusion of Housing Related Support Services being added for the 6 September 2019 meeting.

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The meeting closed at 11.55 am

**Open Report on behalf of Janice Spencer OBE,
Interim Director - Children's Services**

Report to:	Children and Young People Scrutiny Committee
Date:	06 September 2019
Subject:	Restorative Practice - Lincolnshire Joint Diversionary Panels (JDP)

Summary:

This report provides members of the Children and Young People Scrutiny Committee with an update of the impact and performance round the Joint Diversionary Panel following the report presented in July 2018.

Actions Required:

The Committee is invited to review and comment on the impact of the Lincolnshire Joint Diversionary Panel on offending behaviour by children and young people.

1. Background

Preventing children and young people from formally entering the Youth Justice System is central to Lincolnshire's approach to tackling youth crime; with a strong emphasis on understanding the underlying causes of behaviour in order to achieve positive outcomes. Lincolnshire Children's Services has an overarching belief in utilising restorative principles and approaches within all areas of practice.

National research within criminal justice has demonstrated the effectiveness in restorative justice in respect of the longer term benefits for young people, victims of crime and their communities. The joint diversionary panel is demonstrating how restorative practice can minimise the potential for children to become involved in the formal criminal justice system whilst still being supported with timely and effective intervention.

In January 2019 Lincolnshire Youth Offending Service was amalgamated within the new Future4Me service to ensure a co-ordinated response to working with young people with complex needs and those engaging in risk taking behaviour.

Youth justice services are formed under a multi-agency working framework. They were established under the Crime and Disorder Act 1998 with a statutory duty to address offending behaviour by children and young people and oversight of this work is provided by the Lincolnshire Youth Offending Service Strategic

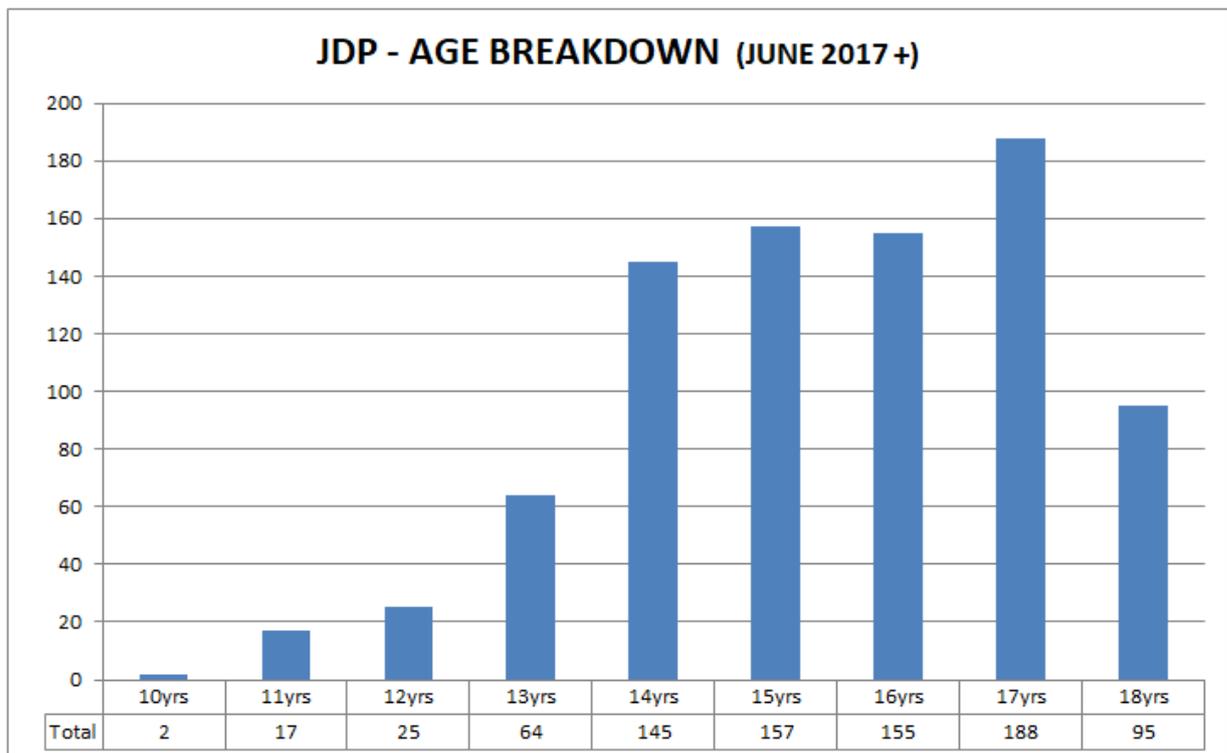
Management Board.

As well as a responsibility to reduce re-offending, a key performance measure for the service is reducing the number of children each year who enter the criminal justice system by receiving a formal sanction of a Youth Caution or through being charged to Court. Those young people entering the criminal justice within this report are termed First Time Entrants (FTE).

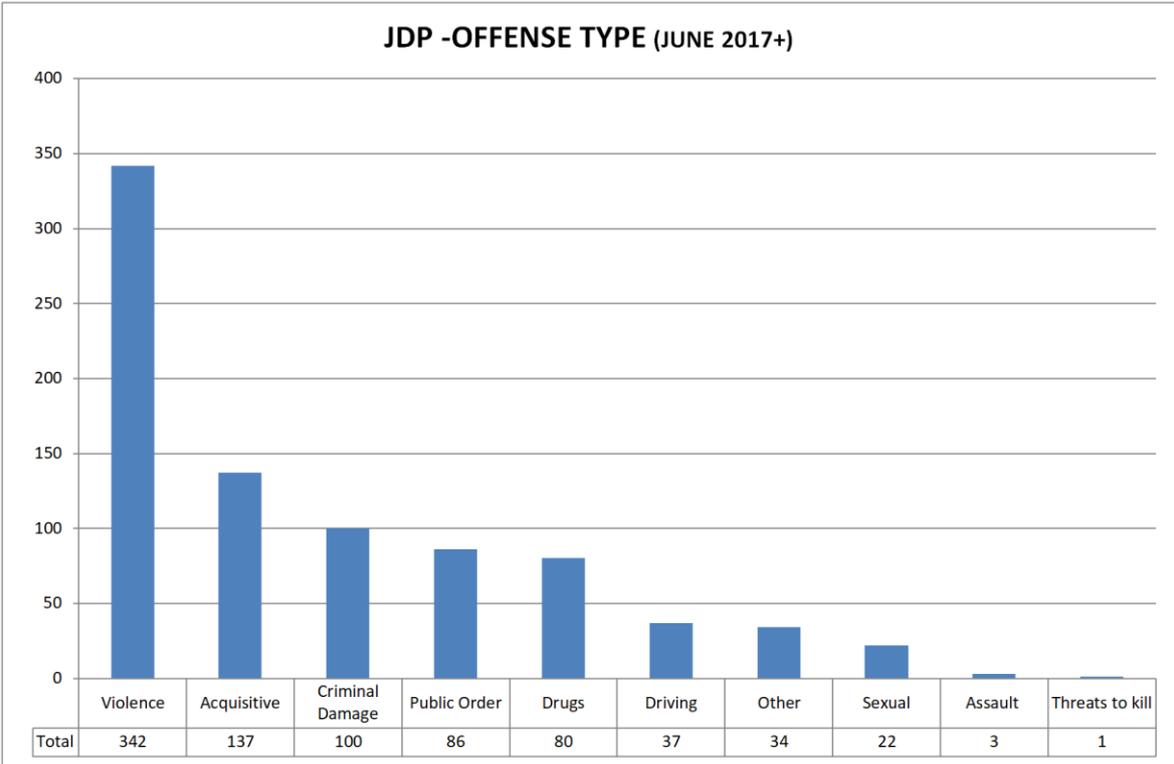
Joint Diversionary Panels in Lincolnshire were primarily established following detailed analysis of criminal justice disposals for children and young people. This analysis resulted in a shared acknowledgement that there was evidence of inappropriate use of Police cautions against children and young people. Lincolnshire Police data suggests that between 01/09/2015 and 31/08/2016 approximately 330 Youth Cautions were issued. As a direct consequence this practice had then resulted in a much higher number of first time entrants for Lincolnshire in comparison to our statistical neighbours.

Prior to the introduction of the Joint Diversionary Panel the vast majority of decisions relating to sanctions and disposals following criminal behaviour by children and young people were the sole and primary responsibility of Lincolnshire Police. Where the gravity and seriousness of offending is very high these decisions are still directed to the Crown Prosecution Service (CPS). The panel now ensures that children and young people are offered timely intervention and support to meet their individual needs and also provides support to victims and create positive opportunities for restorative justice.

Cohort Profile and Offences



The JDP currently reviews cases of children and young people aged between 10 and 18 where there is an admission of responsibility for the offence. The above data indicates that the predominant age profile remains within the 14 -17 year old age range. The identification of offending behaviour at a younger age represents a better opportunity to intervene earlier before it becomes embedded. The gender analysis highlights that 24.1% of cases reviewed by the panel are female which represents a significantly higher proportion than those who appear before the court. The primary offence linked to females appearing at the panel is that of violence at approximately 54%. For males appearing at the panel there is a wider spread of offence types whereby violence represents 27% of all offences. The analysis of the offence types and the understanding of the cohort needs are directly linked to ensuring that appropriate interventions are available to children and young people to reduce the likelihood of further offences. The views of victims are critical and are gathered within the panel process to highlight the impact of the offence but this also brings a restorative focus which is also demonstrated to reduce the potential for re-offending.



The above table highlights the range of offences committed by young people which have been reviewed by the panel since June 2017 to the current day. Whilst theft and criminal damage continue to feature frequently, there is a clear disparity in the number of violent offences being brought before the panel.

Whilst not minimising the number of violent offences, this must also be considered in the context that they were not charged to Court. Therefore it evidences that many violent offences were at a threshold which merited a restorative outcome which does indicate that they did not involve serious harm. The panel has a comprehensive range of interventions available which include supervision, reparation, restorative conferences, group work sessions and positive activities. It

also provides access to specialist support in areas such as substance misuse, emotional health and well-being and wider support to families.

It is also not unsurprising that many such offences are within peer groups and also highlights that many children and young people have a dual vulnerability as often being both victims and perpetrators of criminal offences. This also provides opportunities to introduce restorative conferences with victims and utilise the 'Status' programme as an intervention to promote healthy relationships and address attitudes which may support violence.

2. Conclusion

The Joint Diversionary Panel (JDP) continues to demonstrate excellent partnership and commitment from all key stakeholders has been maintained over the last year. It is evident that we are working collaboratively with key stakeholders (including Lincolnshire Police) to promote the very best outcomes for vulnerable children and young people in Lincolnshire. The panel is underpinned by the principles of restorative practice and ensuring that victims of crime have their voices heard within the panel.

There is a critical need to ensure there is on-going confidence in the decision making of the panel. A number of observations have been undertaken of the panel process by key stakeholders to provide challenge and feedback. Further analysis is also needed to ensure that re-offending is also reduced through the use of the panel and to ensure children and young people do not continually return to the panel because of non-compliance.

Lincolnshire Children's Services has an overarching belief in utilising restorative principles and approaches within all areas of practice. National research within criminal justice has demonstrated the effectiveness in restorative justice in respect of the longer term benefits for young people, victims of crime and their communities. The joint diversionary panel is demonstrating how restorative practice can minimise the potential for children to become involved in the formal criminal justice system whilst still being supported with effective intervention.

This Joint Diversionary Panel has since its operation undoubtedly contributed to improved and proportionate decision making that reflects the best interests of the child and young person and their families. In addition when this work is effective it also ensures community safety and reduces the public concerns and fears around crime and increases confidence in how it is tackled.

Joint Diversionary Panel and Anti-Social Behaviour

Whilst the JDP was proving to deliver successful outcomes around criminal outcomes, the existing process did not reflect the links between anti-social behaviour and crime or that the two acts can occur simultaneously. Young people who engage in anti-social behaviour at present are taken through an incremental approach, involving a series of stages that can result in civil action if there is a continuation or escalation of behaviour. This is done via the Youth Court and could

result in a supervision order with a supervision, curfew or activity requirement or in the most severe cases a detention order for a maximum of 3 months.

In response, a revised process has been agreed with both Police and District Councils to meet the needs of young people and provides agencies with the support required to help deter young people from persistently engaging in anti-social behaviour. It continues to form part of the incremental approach and work within the parameters of current anti-social behaviour policies and procedures. This also reflects a multi-agency shift in the response to youth crime and anti-social behaviour across the county, which can also be seen in the recent Joint Lincolnshire Protocol to reduce offending and the criminalisation of children in care.

Following agreement through engagement with the district councils, a countywide pilot has commenced which incorporates a period of review. This will be followed by a formal evaluation to assess its effectiveness against the following aims:

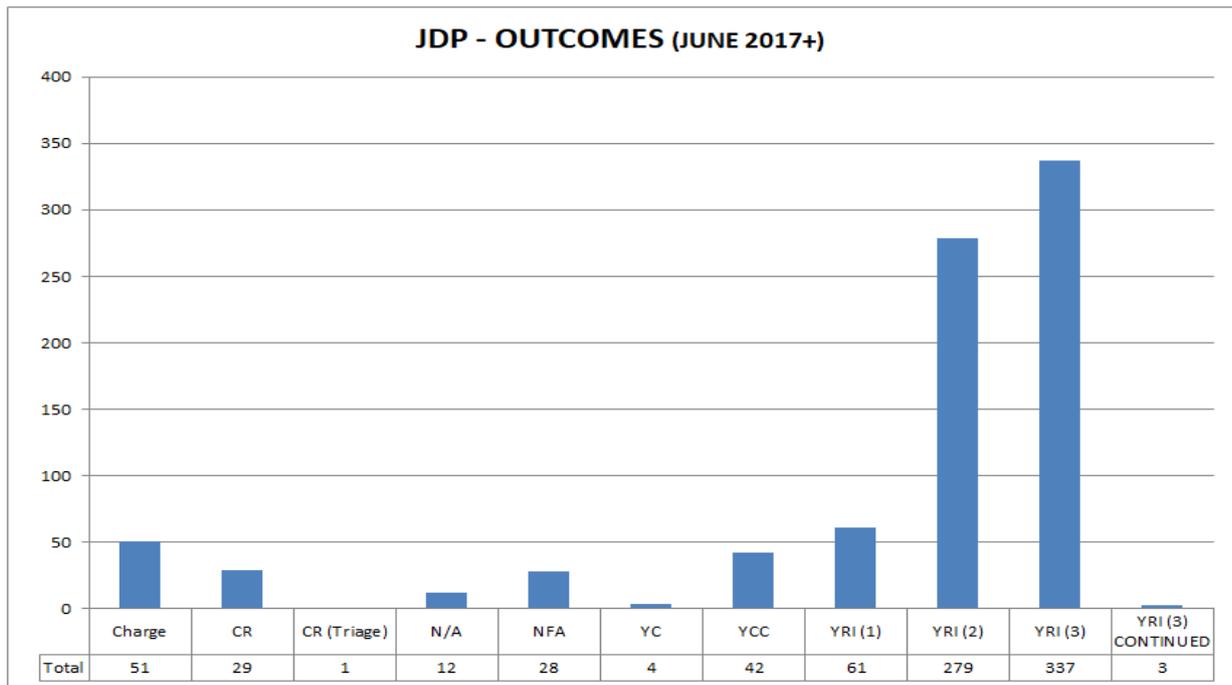
- To provide a consistent approach to tackling youth related anti-social behaviour across Lincolnshire.
- To support partnership working between District Councils, Police and youth support agencies (allowing for effective joint working and discussion).
- To provide a response that considers the needs of victims and communities.
- To provide interventions and support for young people and their families to address the behaviours.
- A decrease in escalation from Stage 1 and 2 Warnings compared to the existing base line.
- To reduce the need for formal enforcement (civil injunctions and Criminal Behaviour Orders).

Performance and Impact

The latest national data published by the Youth Justice Board in June 2019 indicates that the rate of first time entrants (FTE) in Lincolnshire has dropped by approximately 76% since the diversionary panels came into operation in June 2017.

In terms of volume and throughput since the panel became operational 699 cases have been reviewed (see table below). The panel have been able to utilise a youth restorative option (Tier 1, 2 and 3) in 80.3% of all cases. This has clearly resulted in numerous children being offered timely support without acquiring a formal criminal conviction. The implications of acquiring a criminal conviction for a child or young person can have potentially long term negative impacts upon their future. As a direct result of the creation of the panels, the use of Youth Cautions within Lincolnshire has resulted in only seventeen being issued in the full 2018 year compared to 330 Youth Cautions in 2015-16.

Of far greater significance is the ability now to provide individual interventions, at a much earlier juncture, to children and young people which were not previously available through the use of youth cautions.



Evaluation

As part of the partnership that has developed between Children's Services in Lincolnshire and the University of Lincoln's School of Social & Political Sciences, the University of Lincoln has now commenced a formal evaluation of the Joint Diversionary Panel initiative. The research will be comprehensive and include consideration of:

- The appropriateness and effectiveness of the JDP process for making decisions about outcomes for young people who have admitted an offence.
- The effectiveness and suitability of any subsequent Youth Restorative Interventions being delivered as out of court disposals.

The research activity is being led by Dr. Sue Bond-Taylor, with support from an undergraduate student research assistant. The funding for the research has been provided through the Safer Lincolnshire Partnership and the Office of the Police and Crime Commissioner.

The aims of this evaluation of the Joint Diversionary Panel (JDP) and the new Youth Restorative Intervention (YRI) are to:

- Share best practice across services that support children and young people and also support service improvements in other local authorities.
- Contribute to academic debates and inform future youth justice research in this field.
- Raise the profile of work with young people in Lincolnshire within the Youth Justice system to demonstrate innovative and evidence-based practice.
- Provide opportunity for staff development (both within the County Council and the University of Lincoln).

3. Consultation

a) Have Risks and Impact Analysis been carried out?

No

b) Risks and Impact Analysis

Monitoring of the panel is provided through the Lincolnshire Out of Court Scrutiny Panel.

A quarterly partnership meeting reviews the panel process and looks to mitigate and address any operational concerns or risks.

A wide ranging evaluation will be undertaken in collaboration with the University of Lincoln.

4. Appendices

These are listed below and attached at the back of the report	
Appendix A	Joint Diversionary Panel - Case Studies

5. Background Papers

No background papers within Section 100D of the Local Government Act 1972 were used in the preparation of this report.

This report was written by Andy Cook, who can be contacted on 01522 552367 or andy.cook@lincolnshire.gov.uk.

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Joint Diversionary Panel – Case Study A

Young person (Female - aged 14) – Autistic Spectrum Disorder, social, emotional and behavioural difficulties

Concerns:

- Conflict at home with parents.
- Arrested following common assault on parents and criminal damage within the home.
- Parents seeking support with challenging behaviour.
- Difficulty regulating emotions.
- Concerns regarding self-harm.
- Identified as a victim because of assaults by peers.
- Worries regarding on-line behaviour, inappropriate use of social media and vulnerability linked to association with older male aged 18.

Support provided:

- Identification of autism at Police custody suite following arrest to assist appropriate adult, Police and legal representative.
- Key information from school regarding SEN provided to diversionary panel to enable full understanding of behaviour, young person's needs and support required.
- Collaboration between Youth Offending Service (YOS) and Early Help to support young person through intervention.
- Restorative outcome which did not criminalise and negatively impact on long term future.
- Engagement on new YOS (female only) group work intervention to undertake work in respect of relationships.
- Parenting work and family group conferencing delivered.

Impact and outcomes:

- Young person able to remain within the family home through support to parents and young person.
- Positive engagement in 5 out of 6 sessions of group work programme.
- Diversion away from formal criminal justice system and therefore avoided criminal record.
- Enhanced understanding post intervention of relationships, emotional regulation and improving communication.
- Successful engagement and completion of restorative outcome.
- No further Police involvement or criminal matters since April 2018.
- Improved relationships within home.

Joint Diversionary Panel – Case Study B

Young person (Female - aged 13) – Part of a group causing significant ASB issues to businesses and members of the public

Concerns:

- Appeared at JDP in relation to Public Order, Theft and Criminal Damage and also named in 8 other incidents of Antisocial Behaviour.
- Significant stigma against the group who are now banned from many premises.
- Concerns around risk-taking behaviours and substance misuse.
- Lack of previous offending, significant recent upturn in involvement in negative behaviour.
- Grandmother struggling to manage young person's behaviours.

Support provided:

- Restorative outcome which did not criminalise and negatively impact on long term future.
- Detailed picture provided by Police in relation to nature of ASB incidents and impact that these are having on the community.
- Early Help Assessment already completed and being screened.
- Update from ASB team – currently in breach of an Antisocial Behaviour Agreement – identified that allocated worker will tie in with ASB team.

Impact and outcomes:

- Diversion away from formal criminal justice system and therefore avoided criminal record.
- 12 week program of 1:1 intervention work completed.
- At time of closure local ASB team had reported no further instances of ASB.
- Restorative conferencing delivered; as a result of this she has been able to return to the cinema that she was previously banned from and has been given a free ticket and offered voluntary work there.

Joint Diversionary Panel – Case Study C

Young person (Male - aged 13) – Behavioural difficulties, self-harm, concerns over undiagnosed condition

Concerns:

- Mum concerned re: escalating aggression to her and siblings.
- Open to CAMHS due to low mood and suicidal thoughts.
- Family seeking support with challenging behaviour.
- Several missing episodes.
- Exposure to parental drugs misuse and pornography.
- Lack of empathy.
- Pattern of non-engagement with some professionals.

Support provided:

- Key information from Health regarding current work and nature of previous referrals provided to diversionary panel to enable full understanding of behaviour, young person's needs and support required.
- Collaboration between F4Me worker, Early Help Worker and CAMHS worker in delivery of intervention.
- Restorative outcome which did not criminalise and negatively impact on long term future.
- Identification of need to prioritise trauma work and lack of education.

Impact and outcomes:

- Diversion away from formal criminal justice system and therefore avoided criminal record.
- Enhanced understanding post intervention of relationships, emotional regulation and improving communication.
- Mum reports that there has been a clear benefit in him having a positive male role model.
- Significant reduction in number of incidents of aggression, verified by Mum and young person.
- Effective exit strategy via continuation of work by Social Worker and Early Help worker.
- Significant progression in work around Healthy Eating and Positive Activity.

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Policy and Scrutiny

**Open Report on behalf of Janice Spencer OBE,
Interim Director - Children's Services**

Report to:	Children and Young People Scrutiny Committee
Date:	06 September 2019
Subject:	Commissioning of Supported Accommodation: Children's Services

Summary:

This report invites the Children and Young People Scrutiny Committee to consider a report on the Commissioning of Supported Accommodation: Children's Services which is due to be considered by the Executive on 1 October 2019. The views of the Scrutiny Committee will be reported to the Executive as part of its consideration of this item.

Actions Required:

The Children and Young People Scrutiny Committee is invited to

- (1) consider the attached report and to determine whether the Committee supports the recommendation(s) to the Executive as set out in the report.
- (2) agree any additional comments to be passed to the Executive in relation to this item.

1. Background

The Executive is due to consider a report on the Commissioning of Supported Accommodation: Children's Services. The full report to the Executive is attached at Appendix 1 to this report.

2. Conclusion

Following consideration of the attached report, the Committee is requested to consider whether it supports the recommendation(s) in the report and whether it wishes to make any additional comments to the Executive. The Committee's views will be reported to the Executive.

3. Consultation

a) Have Risks and Impact Analysis been carried out?

See report to the Executive attached at Appendix 1.

b) Risks and Impact Analysis

See report to the Executive attached at Appendix 1.

4. Appendices

These are listed below and attached at the back of the report.	
Appendix 1	Report to the Executive on Commissioning of Supported Accommodation: Children's Services

5. Background Papers

No background papers within Section 100D of the Local Government Act 1972 were used in the preparation of this report.

This report was written by Amy Allcock, who can be contacted on 01522 552687 or amy.allcock@lincolnshire.gov.uk.

**Open Report on behalf of Janice Spencer OBE,
Interim Director - Children's Services**

Report to:	Executive
Date:	01 October 2019
Subject:	Commissioning of Supported Accommodation: Children's Services
Decision Reference:	I018688
Key decision?	Yes

Summary:

The Council has a statutory duty to ensure Looked After Children up to the age of 18 are accommodated appropriately; to support Care Leavers to access suitable accommodation up to the age of 21; and to assess the needs of homeless 16-17 year olds in their area and ensure they have access to suitable accommodation where applicable.

Lincolnshire County Council's Children's Services currently commissions a Youth Housing Service from the Lincolnshire Support Partnership which ends on 30 June 2020 and cannot be extended. The annual value of this contract is £989,485. Children's Services separately spot-purchases placements (known as Intense Needs Supported Accommodation (INSA)), as well as directly providing an in-house service, for Looked After Children (LAC) and Care Leavers whose intense needs are so high that they cannot be met by the current Youth Housing Service contract. A review of these services has been conducted and the findings are set out in this report.

The increasingly complex needs of young people requiring supported accommodation means that any re-commissioned Youth Housing Service must better support these complexities and reduce the need to spot purchase expensive placements. The Youth Housing Service must allow more young people to stay living in Lincolnshire, work in a more integrated way with the Council's in-house support and provide step-up/step-down options as people's needs change.

Additional hours of support will be required from the Youth Housing Service to help young people with more complex needs. An indicative contract value of £1.613m is recommended to allow sufficient funding to deliver the new proposed service model. It is proposed that the additional £660,000 is funded by moving this amount from the budget currently used to pay for the spot purchased placements. Overall the Council should expect to see a reduction in its expenditure as fewer spot purchased placements are needed and young people's needs are met by the Youth Housing Service and in-house support.

Lincolnshire County Council also commission Housing Related Support Services for adults through the Public Health team. These services are provided by a number of different providers. These contracts comprise of:

- Emergency accommodation based support (3 months support with accommodation)
- Non-emergency accommodation based support (6 months support with accommodation)
- Floating support (up to 6 months support without accommodation)
- Rough Sleeper Street outreach (up to a maximum of 18 months support)
- Domestic Abuse refuges (up to 6 months)
- Mental Health Crisis houses (up to 10 days support)

These contracts are also due to end on 30 June 2020, with the exception of Floating Support and Street Outreach. These services all work together to form one structured model of support for people who are currently homeless or at risk of losing their home. The support helps people with their immediate housing need and to regain or sustain their independence.

These services will be addressed via the Adults and Community Wellbeing Scrutiny Committee on 4 September 2019.

This report therefore focuses on the re-commissioning of the Children's Services Youth Housing Service and the overall Supported Accommodation offer for young people.

Recommendation(s):

That the Executive:

1. Approves the proposed model, as detailed in Section 3 of the Commissioning Plan (Appendix A).
2. Approves the procurement of a new Youth Housing Service through an open competitive tender from 1 July 2020 for a contract term of three years plus the option of extending for a further two years.
3. Delegates to the Executive Director for Children's Services in consultation with the Executive Councillor for Adult Care, Health and Children's Services, authority to take all decisions necessary to conduct the procurement process up to and including the award and entering into of the contract.

Alternatives Considered:

1. Do Nothing: The current contract ends on 30 June 2020 and cannot be extended further and would risk legal challenge if not opened up to competition. Therefore this option has been discounted.
2. Decommission: The current Youth Housing Service would end. Given the

statutory duties upon Children's Services, this option has been discounted.

3. In-sourcing: This would require the Council to lease or acquire appropriate premises for a large number of units to provide the adequate capacity to meet demand. This would also have significant TUPE implications for the Council. The cost of undertaking this option would far exceed the available budget and for this reason it has been discounted.

Reasons for Recommendation:

- To undertake a procurement exercise will allow the Council to test the current Supplier marketplace and select the most economically advantageous tender.
- The proposed integrated model offers the potential for step-up and step-down provision within the same service to fully respond to the changing needs of this cohort of young people.
- The proposed integrated model promises efficiencies against current spot-purchase methodology for Intense Needs Supported Accommodation.
- The proposed model will enable the vast majority of supported accommodation to be delivered in county, which will enable Lincolnshire young people to access local services and supports the Children's Services workforce by reducing the requirement to travel out of county to undertake statutory reviews.

1. Background

The Council has a statutory duty to ensure Looked After Children up to the age of 18 are accommodated appropriately; to support Care Leavers to access suitable accommodation up to the age of 21; and to assess the needs of homeless 16-17 year olds in their area and ensure they have access to suitable accommodation where applicable.

Children's Strategic Commissioning has reviewed the future requirements of supported accommodation services for young people in Lincolnshire. The full Commissioning Plan for the review is attached at Appendix A and sets out key findings from the review, detailing the proposal of a new integrated model of service delivery.

The Commissioning Plan was presented to Children's Services Executive Directorate Leadership Team in June 2019 who agreed with the recommended option to re-procure the Youth Housing Service by means of competitive tender for the proposed service model.

Current Arrangements for Supported Accommodation

The current arrangements for supported accommodation in Children's Services for young people in Lincolnshire consist of three main elements:

1. The Youth Housing Service

Lincolnshire County Council's Children's Services currently commissions a Youth Housing Service from the Lincolnshire Support Partnership which ends on 30 June 2020 and cannot be extended. The current budget for the Youth Housing Service is £989,485 per annum and funds the support element only.

In the current service all 16-17 year olds who are homeless or at risk of homelessness, present to District Councils through the Single Gateway. If the Districts are unable to assist the young person to return home, they will complete an Early Help Assessment and refer to the Youth Homelessness Duty Desk at Lincolnshire County Council (LCC). Early Help teams then look to support the young person to explore other options. However if the young person remains at risk of homelessness they will be referred to the Youth Housing desk at Lincolnshire County Council to source a placement, invariably for that day.

Where young people's needs fall outside of the scope of Youth Housing, they may be referred to LCC Placements Desk to commission an Intense Needs Supported Accommodation (INSA) placement within an independent sector unregulated service, often out-of-county, or be referred to the in-house service.

2. Intense Needs Supported Accommodation

Children's Services separately spot-purchases placements, as well as operating an in-house service, for Looked After Children and Care Leavers whose intense needs are so high that they cannot be met by the current Youth Housing Service contract and/or are moving from Residential Children's Homes or Foster Care towards semi-independent living.

Spot-purchase arrangements tend to be more expensive because they are usually individual units of accommodation with little or no opportunity to share resources. Numbers and therefore expenditure can vary for those with intense needs from year to year with £2.4m spent in 2017/18 and £1.4m in 2018/19. Accommodation also tends to be out-of-county making re-integration into Lincolnshire that much more difficult for the children and young people, as well as presenting problems for Social Workers and Leaving Care workers in terms of keeping in touch with young people.

3. In-House Provision

In addition, there is an in-house supported accommodation unit in Grantham (Denton Avenue), offering five beds - made up of a 2 and 3 bed property - with a 1:5 staffing ratio 24/7 (sleep in only, not waking nights), which opened in July 2018. It is currently being used for short term placements of up to six months to stabilise Looked After Children in transition and prepare them for independence. The majority of the client group during 2018-19 were from residential care, with some from foster care. A similar unit is due to be opened in Gainsborough (Rowston Close) in September 2019 and will offer a further five-bedded unit, thus increasing the in-house provision to 10 units across the two sites.

Strategic Needs Analysis

As part of the service review, a detailed strategic needs analysis has been completed and is included as an appendix to the Commissioning Plan (Appendix A). The following key findings from this analysis have also been built into the proposed model:

- The analysis showed that accommodation needs to be available in areas which offer good transportation links across the county, promise opportunities for education, employment and training, and are close to where homeless young people may present. Service delivery is currently focused on three main 'hubs' – Lincoln, Grantham and Boston – with the overwhelming majority of accommodation units (50+) provided in Lincoln.
- Services should be geared towards encouraging young people to return home (wherever it is safe to do so) by maintaining links with family and, where this is not possible, ensuring an appropriate length of stay by developing and improving independent living skills so young people are equipped to 'move-on' at the right time, in a planned manner.
- Any re-commissioning of Youth Housing services needs to deliver a more integrated set of accommodation options that meets more complex needs and can offer step-up, step-down possibilities within Lincolnshire to young people accessing such accommodation and complement the in-house offer at Denton Avenue (Grantham) and Rowston Close (Gainsborough).

Stakeholder Engagement

From April to August 2019, a number of engagement events have taken place, centred around the proposed integrated model and seeking feedback on current service delivery and experiences. A wide range of stakeholders have participated including service users, suppliers from the marketplace (including the incumbent supplier), District Councils, Health colleagues, Lincolnshire Police, Mental Health services, Lincolnshire Leaving Care Service and education providers, as well as a number of internal stakeholders such as the Virtual School, Social Care and the Futures4Me service. Throughout these sessions, the following key points have emerged and have also been considered as part of the service redesign:

- The approach of the Single Gateway was highlighted as working exceptionally well across the county, and provided District Councils and Children's Services with the opportunity to work collaboratively to address youth homelessness issues and ensure young people could access the right accommodation and support, where necessary, in a timely manner.
- It was noted that for the proposed model to be viable and respond to the needs of a more complex cohort of young people there would be a higher level of funding required to increase support hours.
- It was recognised that the reconfiguration of provision - delivered from 3 main hub areas (i.e. Lincoln, Grantham and Boston) - had worked well and allowed for the contract, operationally, to be managed more effectively.
- All of the young people spoken to within the current Youth Housing contract stated that they were satisfied with the service and the support they received. They placed particular importance on 'having a place to live', their

own physical health, being financially independent and making sure they had a plan for the future. They placed a real value on friendships and relationships made in the projects with their peers, and the relationships they had developed with the staff at the projects and where they'd be given a choice of where to live.

- One of the main concerns raised during all events was around transitions and the scarcity of move-on accommodation across the county.

Proposed New Service Model

The new proposed model (fully set out in Appendix A, Section 3) will operate in a similar way to current arrangements, using the single gateway as the referral mechanism with support continuing to be commissioned across three main hubs – Boston, Grantham/Sleaford, and Lincoln/Gainsborough.

There is no change to the age of the eligible cohort. The focus of the supported accommodation model will continue to be on homeless (or at risk of homelessness) 16-17 year olds, Looked After Children, and Care Leavers (up to the age of 21-years).

Currently, there are 71 units of supported accommodation commissioned within Youth Housing, with a further five available through the in-house provision at Denton Avenue and five more due to commence at Rowston Close. Over the past 12 months, there has been an average occupancy across all supported accommodation of 82 units. The new model proposes to commission 72 units of supported accommodation in the new Youth Housing contract, alongside the 10 units of in-house unregulated provision available.

Additional hours and, accordingly, funding is proposed to be added to the Youth Housing Service contract going forward to increase support hours for intense needs (see Appendix A, Section 3 for full details). The proposed model will therefore incorporate a more integrated set of accommodation options that meets all levels of need and offers step-up, step-down possibilities within Lincolnshire to young people accessing such accommodation and complement the in-house offer at Denton Avenue (Grantham) and Rowston Close (Gainsborough).

It is anticipated that these changes will, in effect, largely eliminate spot-purchase of INSA placements; however, a much reduced budget is proposed to remain in situ to support care leavers looking to retain links to family or networks of support through out-of-county supported accommodation placements, the majority of which, from past experience, tend to be low-level in terms of needs and expenditure.

Financial Implications

It is envisaged that a transfer of £660,000 (full year equivalent) from the INSA budget to the Youth Housing budget will be necessary in 2021/22 (£495,000 in the initial year of the contract in 2020/21). This will allow an indicative tender value of £1.613m to be presented to the marketplace, with contingency in the budget to cover void payments.

The total forecasted spend (see Table 1), including in-house options, in the first full financial year of the new arrangements is c. £2.175m; this would be a saving of c. £0.182m against 2018/19 spend (£0.757m against 2019/20 budget) with the added benefits of reducing out-of-county provision (except where positively requested) and associated travel time, and costs thereof, for social workers or leaving care workers. It also retains the young person's connection to Lincolnshire and eliminates complications with delivery of other wrap-around services e.g. CAMHS etc. if they were to move across county borders.

Other financial benefits include the continued expected savings from the in-house unregulated supported accommodation which specialises in accommodating young people in transition from out-of-county residential and/or foster care placements and reintegrating them into Lincolnshire, reconnecting with family and networks of support. The first eight months of operation at Denton Avenue, Grantham, have seen c. £350,000 of savings/cost avoidance. For example, 'Child A' moved to Denton Avenue in August 2018 from a £3,150 per week out-of-county residential placement, saving a total of £55,787 on that individual placement after allowing for the cost of the Denton Avenue provision.

Risks and Dependencies

The key risks and dependencies are:

- The level of interest within the marketplace for Youth Housing services is somewhat limited. INSA providers prefer to operate a model predicated on solo placements.
- The change in the nature of the Adults Housing Related Support contract may reduce economies of scale for providers working across both areas.
- The availability of move-on accommodation and other supported accommodation services remains a concern and this may be exacerbated by any decision to reduce or remove accommodation based support within the Adults contracts. It is imperative therefore that any successful bidder is able to call upon significant resources in such respects.
- On-going risks linked to costs and legislation, namely the impact of increases in the National Minimum Wage during the lifetime of the contract in an employee-intensive service and/or (potential) changes to regulations regarding Housing Benefit.
- Volatility in the numbers requiring supported accommodation and potential impact on issues like voids, capacity, spot purchase costs etc.
- Interdependency with the in-house unregulated supported accommodation to co-ordinate and match placements effectively.

Overview of financial implications for remodelling and out-sourcing the Youth Housing Service from July 2020

The indicative budget required for the new Youth Housing contract will be £1,613,000. This is £623,000 above existing budget. In order to cover voids and unforeseen payments which a corporate parent may need to meet, a further c. £37k will be required, bringing the budget to around £1,650,000. This will

necessitate a transfer of £660,000 to the Youth Housing budget from the INSA budget.

It is envisaged that by moving INSA provision into the Youth Housing contract using the pathway illustrated in the Commissioning Plan (Appendix A, Diagram 2), the model outlined will save c. £0.182m (see Table 1) against current expenditure, and £0.757m against 2019/20 budget, in the first full financial year (2021/22) of the new Youth Housing contract.

Service	18/19	19/20 Forecast	20/21 Forecast	21/22 Forecast
Youth Housing	£965,000	£990,000	£1,458,000	£1,613,000
Spot Purchase	£1,274,000	£934,000	£355,000	£150,000
In-House	£118,000	£317,000	£412,000*	£412,000*
Totals	£2,357,000	£2,241,000	£2,225,000	£2,175,000
Efficiencies (18/19 spend)		-£116,000	-£132,000	-£182,000
Efficiencies (19/20 budget)		-£691,000	-£707,000	-£757,000

* This figure includes the proposed cost of 1x FTE Homes Manager for Denton Avenue and Rowston Close.

2. Legal Issues:

Equality Act 2010

Under section 149 of the Equality Act 2010, the Council must, in the exercise of its functions, have due regard to 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 relevant protected characteristics are age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; and sexual orientation
- Having due regard to the need to advance equality of opportunity involves having due regard, in particular, to the need to:
 - Remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic
 - Take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it
 - Encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low

The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.

Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having

due regard, in particular, to the need to tackle prejudice, and promote understanding.

Compliance with the duties in section 149 may involve treating some persons more favourably than others.

The duty cannot be delegated and must be discharged by the decision-maker. To discharge the statutory duty the decision-maker must analyse all the relevant material with the specific statutory obligations in mind. If a risk of adverse impact is identified consideration must be given to measures to avoid that impact as part of the decision making process.

The Equality Impact Assessment for the Youth Housing Review is attached at Appendix B. It highlights the following:

- A potential adverse impact on those young people aged 18yrs who are not LAC or Care Leavers in the requirement to facilitate move-on from the service. This will be mitigated by offering extensions of stay where all other options have been exhausted.
- A positive impact for young people with disabilities with regard to expanding the service to meet the complex needs of young people and retain support networks and access to services in Lincolnshire.
- A positive impact for BME young people through the retention of specialist services for Unaccompanied Asylum Seeking Children within another contract.

Joint Strategic Needs Analysis (JSNA and the Joint Health and Wellbeing Strategy (JHWS)

The Council must have regard to the Joint Strategic Needs Assessment (JSNA) and the Joint Health & Well Being Strategy (JHWS) in coming to a decision.

The following themes under the Children and Young People topic of the JSNA are relevant to the proposed new service model:

Educational Attainment

By providing homeless young people aged 16-17yrs or LAC/Care Leavers in transition to independent living with supported accommodation, the service offers stable accommodation and support to assist young people to maintain educational placements and achieve within them. It will also support young people to access training and employment opportunities where applicable.

Looked After Children

As one of the key cohorts of young people accessing provision, the service will support young people on their road to independence, helping them to develop independent living skills in a suitable, and safe, supported accommodation environment.

Maternal Health and Pregnancy

The new service will include the requirement to be able to provide accommodation to pregnant young women, and young people with children, offering dedicated support as they start parenthood.

Mental Health & Emotional Wellbeing

The new service will ensure young people are not homeless, a known contributor to poor mental health and emotional wellbeing. Dedicated keyworkers will support young people to manage their mental health and emotional wellbeing, signposting to complementary services where appropriate. Young people will also be able to readily access support from their peers who may have experienced situations similar to their own.

Special Educational Needs and Disabilities

The new service will continue to offer supported accommodation to young people with SEND, including those with an Education Health and Care Plan, working with the Virtual Schools and SEND service to support young people appropriately.

Young People in the Criminal Justice System

The new service will work closely with the Council's Futures4Me team to provide appropriate support to those young people involved, or at risk of involvement in, the criminal justice system as well as providing accommodation options for some young people leaving the criminal justice system.

The following themes under the Children and Young People topic of the JHWS are relevant to the proposed new service model:

Mental Health & Emotional Wellbeing (Children and Young People)

As above, the new service will ensure young people are not homeless, a known contributor to poor mental health and emotional wellbeing. Dedicated keyworkers will support young people to manage their mental health and emotional wellbeing, signposting to complementary services where appropriate. Young people will also be able to readily access support from their peers who may have experienced situations similar to their own.

Physical Activity

The new service will provide dedicated keyworkers to support young people to build independence and work towards a healthy lifestyle. Working closely with relevant partners and agencies, such as the Positive Futures team, young people accessing this service will be encouraged to take up suitable physical activities on offer to them.

Housing and Health

A requirement of the new service will be to provide safe, good quality housing and housing related support to young people aged 16-17yrs and Care Leavers up to the age of 21. The support work will ensure those young people aspire to have a healthy lifestyle and in practical terms, will support them to access universal and specialist health provision, as required.

Crime and Disorder

Under section 17 of the Crime and Disorder Act 1998, the Council must exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent crime and disorder in its area (including anti-social and other behaviour adversely affecting

the local environment), the misuse of drugs, alcohol and other substances in its area and re-offending in its area.

The provision of supported accommodation to young people who are homeless, or at risk of homelessness, and/or transitioning from care to independent living will help to provide a safe and stable environment for such young people to avoid becoming street homeless, and the prospect to access support to enter or maintain education, employment and training opportunities and move away from the lure of criminal activity.

The service will be directed to support young people to engage in meaningful activities within the provision itself to help stay away from engagement in anti-social behaviour or similar activities.

It will also be required to engage with partner organisations such as the Police, substance misuse agencies, and health etc. to facilitate access to or deliver a range of educational programmes to young people about the dangers of criminal activity, substance misuse, unhealthy relationships etc.

3. Conclusion

The proposed commissioning approach for the Youth Housing Service will provide the opportunity to undertake a procurement exercise, thus allowing the Council to test the current Supplier marketplace and select the most economically advantageous tender, providing the Council with the best value for money.

The proposed integrated model promises efficiencies against current spot-purchase methodology for Intense Needs Supported Accommodation and will enable the vast majority of supported accommodation to be delivered in county, which will enable Lincolnshire young people to access local services and supports the Children's Services workforce by reducing the requirement to travel out of county to undertake statutory reviews.

The proposed integrated model also offers the potential for step-up and step-down provision within the same service to fully respond to the changing needs of this cohort of young people and supporting them to achieve their full potential and outcomes.

In summary, the recommendation is to procure the new service model through an open competitive tender with an indicative budget of £1.613m. It is recommended that a contract be awarded for 5 years (3+ a maximum of 2 years extension). The new contract would commence on 1 July 2020.

4. Legal Comments:

The Council has a duty to provide accommodation to the statutory cohort identified in the report as being covered by the proposed contract. The other legal issues to which the Executive must have regard are dealt with in the report.

The decision is consistent with the Policy Framework and within the remit of the Executive.

5. Resource Comments:

The recommendation in the report to undertake a procurement exercise for supported accommodation will enable the Council to meet its duty in supporting 16-17 year olds (and up to the age of 21 for care leavers) who are homeless or at risk of homelessness. The proposed integrated model builds on from the recent transformational work, which created a new accommodation pathway for young people.

The recommendation will ensure value for money by providing more suitable and cost effective accommodation. In addition, the proposed approach will facilitate more opportunities for step-up and step-down provision within the same service to respond to changing needs of young people. It is anticipated that financial efficiencies will be secured through the proposed model when comparing to the existing base budget.

The transition to the proposed optimum model will be carefully managed operationally (including the financial impact). It must be noted that it is a demand-led service, therefore numbers and complexities of young people will be closely monitored throughout this period.

6. Consultation

a) Has Local Member Been Consulted?

N/A

b) Has Executive Councillor Been Consulted?

Yes

c) Scrutiny Comments

The Children and Young People Scrutiny Committee will consider this report at its meeting on 6 September 2019. Comments from the Committee will be reported to the Executive.

d) Have Risks and Impact Analysis been carried out?

Yes

e) Risks and Impact Analysis

The Equality Impact Analysis is attached at Appendix B.

7. Appendices

These are listed below and attached at the back of the report	
Appendix A	Commissioning Plan
Appendix B	Equality Impact Analysis

8. Background Papers

No background papers within Section 100D of the Local Government Act 1972 were used in the preparation of this report.

This report was written by Amy Allcock, who can be contacted on 01522 552687 or amy.allcock@lincolnshire.gov.uk.

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Supported Accommodation: Children's Services

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1. Executive Summary

Children's Strategic Commissioning is reviewing the future requirements of supported accommodation services for young people in Lincolnshire. Included within the review is:

The Youth Housing Service

Lincolnshire County Council's Children's Services currently commissions a Youth Housing Service from the Lincolnshire Support Partnership which ends on 30 June 2020. The service offers suitable, supported accommodation to young people aged 16-17 years (including Looked After Children), as well as Care Leavers aged 18-21 years, who may be homeless or at risk of homelessness. The current budget for the Youth Housing service is £989,485 per annum¹ and funds the support element only. The cost of accommodation is met through either housing benefit paid by District Council directly to Lincolnshire Support Partnership or through other Council budgets for Looked After Children/Care Leavers where, as corporate parent, the Council must fund rental charges.

Intense Needs Supported Accommodation

Children's Services separately spot-purchases placements, as well as operating an in-house service, for Looked After Children and Care Leavers whose intense needs are so high that they cannot be met by the current Youth Housing Service contract and/or are moving from Residential Children's Homes or Foster Care towards semi-independent living.

Spot-purchase arrangements tend to be more expensive because they are usually individual units of accommodation with little or no opportunity to share resources. Numbers and therefore expenditure can vary for those with intense needs from year to year with £2.4m spent in 17/18 and £1.4m in 18/19. Accommodation also tends to be out-of-county making re-integration into Lincolnshire that much more difficult as well as presenting problems for Social Workers and Leaving Care workers in terms of keeping in touch with young people.

Purpose of the Commissioning Plan

This Commissioning Plan sets out key findings from the review and proposes a new integrated model of service delivery. The recommended model proposes to increase the intense needs support available within the Youth Housing Service and alongside the imminent expansion of the in-house intense needs support, this should result in complex young people being accommodated in Lincolnshire and reduce the amount of money spent on expensive spot-purchase intense needs supported accommodation. Funding will need to be re-distributed to allow this model to work.

It is recommended that the Youth Housing Service budget increases by £660,000 p.a. and the monies used to fund intense needs support be reduced accordingly. It is estimated that direct savings against current spend on supported accommodation services will be in the region of £182,000 in the first full financial year of the new Youth Housing contract with significant additional efficiencies of c. £1m to be made in terms of savings and/or cost avoidance against spot-purchasing of intense needs support or residential or foster care.

Service	18/19	19/20 Forecast	20/21 Forecast	21/22 Forecast
Youth Housing	£965,000	£990,000	£1,458,000	£1,613,000
Spot Purchase	£1,274,000	£934,000	£355,000	£150,000
In-House	£118,000	£317,000	£412,000	£412,000
Totals	£2,357,000	£2,241,000	£2,225,000	£2,175,000
	Efficiencies	£-116,000	£-132,000	£-182,000

¹ Spend in 2018/19 was £964,902 with contingency to cover voids and miscellaneous payments to Looked After Children and Care Leavers within the budget

It is recommended to re-procure the Youth Housing Service by means of a competitive tender. This provides the Council with the opportunity to develop innovative practice, meet statutory duties and the opportunity to deliver efficiencies against current expenditure and budget.

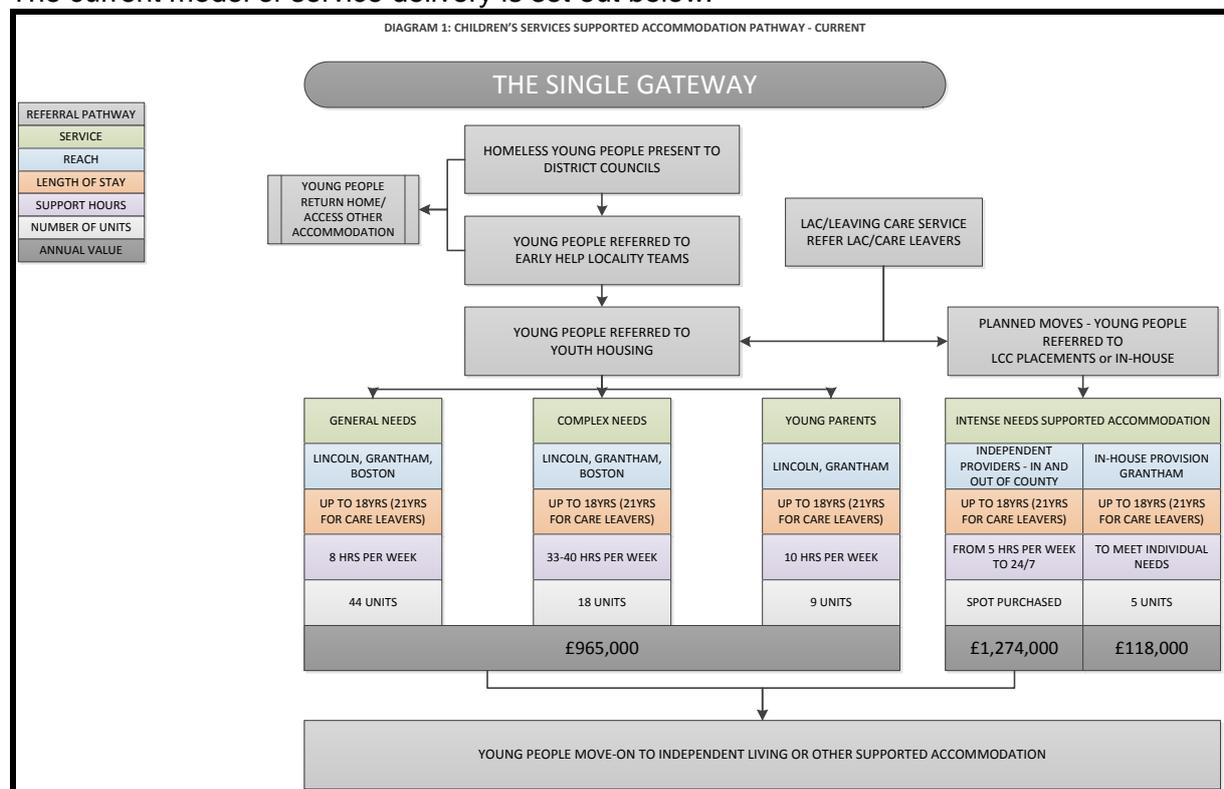
2. Background and Introduction

The Council has a statutory duty to ensure Looked After Children up to the age of 18 are accommodated appropriately; to support Care Leavers to access suitable accommodation up to the age of 21; and to assess the needs of homeless 16-17 year olds in their area and ensure they have access to suitable accommodation where applicable. A report on relevant statutory duties has been written and is available on request.

Current Service Arrangements

The Youth Housing Service contract with the Lincolnshire Support Partnership ends on 30 June 2020 and cannot be extended. The contract is currently rated as 'Good' by Children's Strategic Commissioning.

The current model of service delivery is set out below.



- All 16-17 year olds who are homeless or at risk of homelessness present to District Councils through the Single Gateway.
- If the Districts are unable to assist the young person to return home (wherever safe and appropriate to do so), they will complete an Early Help Assessment and refer to the Youth Homelessness Duty Desk.
- Early Help Locality Teams also support the young person to explore other options including returning home to family or to friends; if the young person remains at risk of homelessness they are then referred to the Youth Housing Desk to source a placement, invariably for the same day.

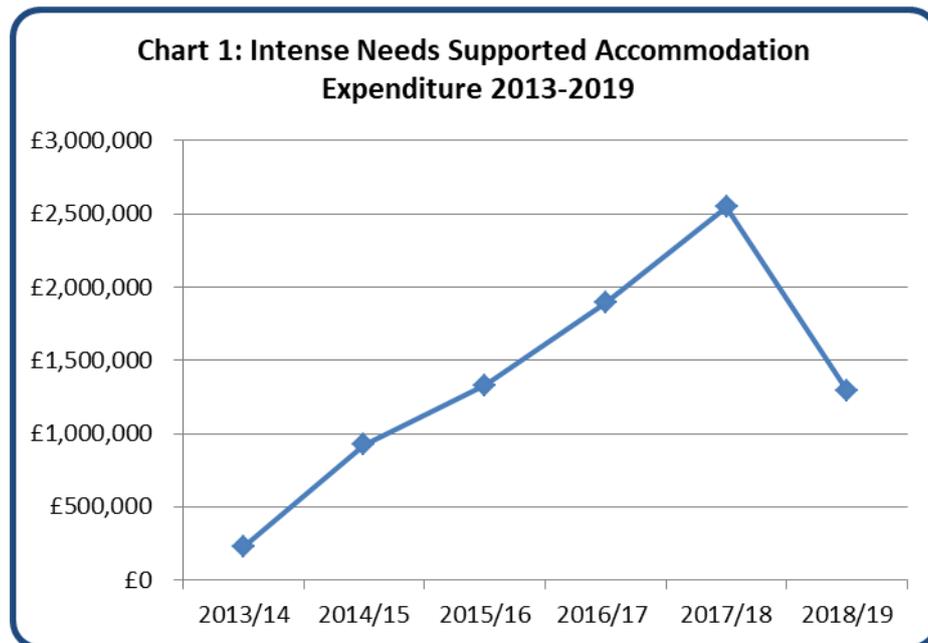
- Looked After Children and Care Leavers can also go through this route or, alternatively, may be referred by Social Workers or Leaving Care Workers direct to Youth Housing.
- Where young people's needs fall outside of the scope of Youth Housing, they may be referred to LCC Placements Desk to commission an Intense Needs Supported Accommodation placement within an independent sector unregulated service, often out-of-county, or be referred to the in-house unregulated service.
- Planned moves for Looked After Children and Care Leavers may also go directly through this route, including scenarios where the young person may wish to reside out-of-county to maintain familial connections or networks of support as a result of relocation or placement history.

Diagram 1 illustrates the nature of any such supported accommodation placement in terms of level of need, potential location, age range, allocated hours of support per week and the number of units available, together with costs for 2018/19. In total, £2.36m was spent in the last financial year. It should also be noted that in 2017/18 the corresponding total was £3.5m.

Strategic Needs Analysis

A detailed strategic needs analysis is included at Appendix 1. Key findings include:

- In line with statutory duties, Children's Services need to ensure that young people, including Looked After Children and Care Leavers, have **access to suitable and appropriate accommodation**. Given the circumstances i.e. that such young people are likely to be homeless or at risk of homelessness, this means that such suitable **accommodation needs to be accessible quickly** and, more often than not, on a same-day basis.
- Accommodation needs to be **available in areas which offer good transportation** links across the county, promise **opportunities for education, employment and training**, and are close to where homeless young people may present. Service delivery is currently focused on three main 'hubs' – Lincoln, Grantham and Boston – with the overwhelming majority of accommodation units (50) provided in Lincoln. The locations were determined as part of the interim review of Youth Housing that took place in 2017, ahead of the extension of the contract for the permitted two additional years to June 2020, which recommended these areas.
- Services should be geared towards encouraging young people to **return home** (wherever it is safe to do so) by maintaining links with family and, where this is not possible, ensuring an appropriate length of stay by developing and **improving independent living skills** so young people are equipped to 'move-on' at the right time, in a planned manner.
- Since the introduction of the Youth Housing service in July 2015, Children's Services has seen an exponential growth (see Chart 1), until recently, in spot-purchase arrangements for placements for those Looked After Children and Care Leavers whose needs could not be met within the parameters of the Youth Housing contract. These placements are defined as Intense Needs Supported Accommodation and tend to be more expensive due to the complex needs of the young people and of county. Any re-commissioning of Youth Housing services therefore needs to deliver a more integrated set of accommodation options that meets **more complex needs** and can offer step-up, step-down possibilities **within Lincolnshire** to young people accessing such accommodation and complement the in-house offer at Denton Avenue (Grantham) and Rowston Close (Gainsborough).



Benchmarking

A full benchmarking report is available upon request. Key findings for consideration include:

- Lincolnshire can demonstrate a strong evidence base of both in-house and externally commissioned provision, supported by robust partnership working arrangements, that meets the 'Positive Pathway'² framework, developed by St. Basil's and Barnardo's and recognised as Best Practice for the commissioning of and development of supported accommodation pathways, which is largely already in place for young people in Lincolnshire. This includes:
 - Access to information, advice and guidance through the Family Services Directory, Care Leaver Offer and District Council Housing Options teams;
 - Early help through specialist support from Futures4Me team and dedicated Supported Accommodation Officer within the Lincolnshire Leaving Care Service;
 - An integrated response and Single Gateway for access to services;
 - A range of commissioned accommodation and support options, available the same day.
- Comparator exercises are difficult across Local Authorities as definitions of what is included within the Supported Accommodation offer can vary e.g. some are low-level only, others incorporate supported lodgings and many Invitations to Tender include regulated as well as unregulated accommodation.
- Most successful authorities operate a single point of contact or 'one-stop shop' as the gateway for access to supported accommodation services, normally in conjunction with local housing authorities.
- Access to services is generally quick with access to crisis or emergency same-day provision.

Stakeholder Engagement

Following initial confirmation of the proposed model, some engagement with relevant stakeholders has taken place:

- The main area of feedback from District Councils was around the Single Gateway. This approach was highlighted as working exceptionally well across the county, and provided District Councils and Children's Services with the opportunity to work

² See https://stbasils.org.uk/files/2015-08-35/10_FINAL_Diagram_pathwaysA4_booklet_98812.pdf

collaboratively to address youth homelessness issues and ensure young people could access the right accommodation and support – where necessary - in a timely manner.

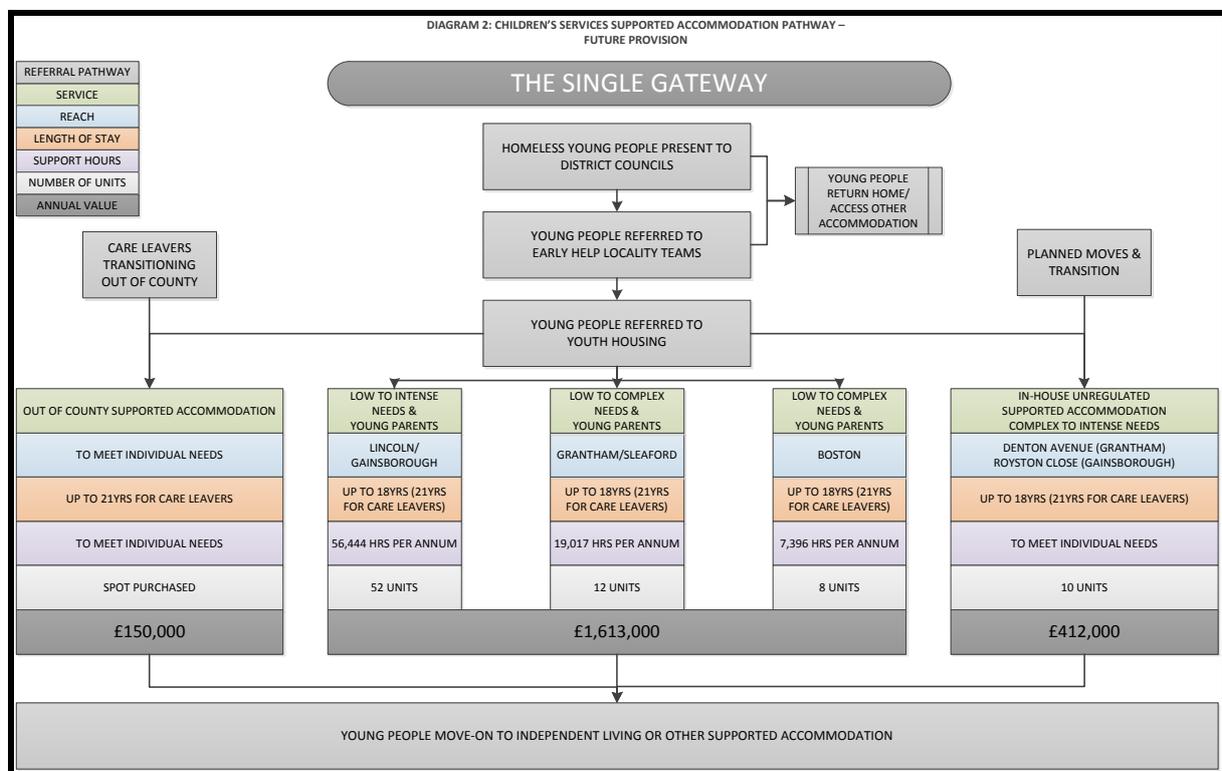
- Feedback from existing providers – Nacro and LEAP - within the Lincolnshire Support Partnership consortium focused on the following:
 - Meeting the needs of a more complex cohort of young people would require more staff and support hours in any new service model;
 - Support hours should be commissioned across projects as a whole, rather than attached to types of accommodation units to allow more flexible support;
 - The reconfiguration of provision - delivered from 3 main hub areas (i.e. Lincoln, Grantham and Boston) - had worked well and allowed for the contract, operationally, to be managed more effectively.

Feedback from young people on the current service is:

- All of the young people spoken to within the current Youth Housing contract stated that they were satisfied with the service and the support they received. They placed particular importance on 'having a place to live', their own physical health, being financially independent and making sure they had a plan for the future.
- They placed a real value on friendships and relationships made in the projects with their peers, and the relationships they had developed with the staff at the projects.
- Choice of where to live was important to a number of service users and, where it had been possible to choose between projects, young people found this significant and said it made them feel in control of their own lives. However, they indicated that transition between projects, where necessary, should be more seamless.

3. Proposed New Service Model

Diagram 2 shows the proposed future pathway for supported accommodation.



- The Single Gateway referral mechanism will remain.
- Additional funding is added to the Youth Housing Service contract to increase intense needs support.
- The in-house accommodation has doubled its capacity as a result of the impending opening of the 5-bedded unit at Rowston Close, Gainsborough.
- The changes will, in effect, largely eliminate spot-purchase of Intense Needs Supported Accommodation placements.
- There is a reduced budget proposed to support care leavers looking to retain links to family or networks of support through out-of-county supported accommodation placements, the majority of which, from past experience, tend to be low-level in terms of needs and expenditure.

The total forecasted spend in the first full financial year of the new arrangements is c. £2.175m, this would be a saving of c. £0.182m against 18/19 spend with the added benefits of reducing out-of-county provision (except where positively requested) and associated travel time, and costs thereof, for social workers or leaving care workers. It also retains the young person's connection to Lincolnshire and eliminates complications with delivery of other wrap-around services e.g. CAMHS etc. if they were to move across county borders.

Other financial benefits include the continued expected savings from the in-house unregulated supported accommodation³ which specialises in accommodating young people in transition from out-of-county residential and/or foster care placements and reintegrating them into Lincolnshire, reconnecting with family and networks of support. The first eight months of operation at Denton Avenue, Grantham, have seen c. £350,000 of savings/ cost avoidance. For example, 'Child A' moved to Denton Avenue in August 2018 from a £3,150 per week out-of-county residential placement, saving a total of £55,787 on that individual placement per annum after allowing for the cost of the Denton Avenue provision.

Geographical location

Feedback from the existing provider (see above) is that concentrating resources in three specific locations helps the service in terms of overall management capacity and recruitment and retention of staff, as well as developing relationships with colleges, other stakeholders e.g. Police and local businesses etc. The current **three main hubs in Lincoln, Boston and Grantham are recommended to continue:**

- Nearly half of all young people referred to the service since July 2015 are from Lincoln and West Lindsey locality where it is proposed nearly 70% of the available units will be situated. Capacity is increased in Lincoln to support young people currently in intense needs provision as this is where the majority prefer to be located. In addition, there is an additional in-house unregulated provision opening soon in Gainsborough (Rowston Close) that will require opportunities for move-on for young people in that locality.
- Over a quarter of referrals (rising to nearly a third over the last 18 months) are for young people from North and South Kesteven where over 20% of the proposed units will be located.
- The other 10% of supported accommodation will be situated in Boston to serve the one-quarter of referrals (down to one in five over the last 18 months) of young people from Boston and South Holland and East Lindsey localities.
- Skegness accommodation was previously decommissioned as it was difficult to staff and, hence, manage leading to conflict with local communities and businesses. Referrals from East Lindsey have reduced significantly. Spalding accommodation was also decommissioned in June 2018. Young people will benefit from good

³ See **Appendix 1: Strategic Needs Analysis, Section 3**

transport links, education, employment and training, and recreation opportunities in Boston.

Age and Status

There is **no change to the age of the eligible cohort**. The focus of the supported accommodation model will continue to be on homeless (or at risk of homelessness) 16-17 year olds, Looked After Children, and Care Leavers (up to the age of 21-years).

- Overall, around 45-50% of young people placed in Youth Housing were either Looked After Children (or became Looked After Children) or Care Leavers. With regards to historical Intense Needs Supported Accommodation provision, the percentage is 100% given the needs of that cohort and average length of stay⁴.
- The Care Leaver cohort is supported up to the age of 21 to continue to access suitable accommodation.
- All 16-17 year olds who are not Looked After Children but are placed in Youth Housing will subsequently be subject to a Social Care Assessment to explore their entitlements and verify their status.
- For those young people who are not Looked After Children, the provision will support them from day one of their tenure to maintain familial links and work towards reconciliation; where a return to family is not possible, they will help them identify and work towards move-on opportunities. It is important therefore that any successful bidder has a robust understanding of the housing market and numerous available move-on options to support young people to transition to (semi-)independent living.

Number of units

Currently, there are 71 units of supported accommodation commissioned within Youth Housing, with a further five available through the in-house provision at Denton Avenue and five more due to commence at Rowston Close. The **new model proposes to commission 72 units of supported accommodation** in the new Youth Housing contract with **10 units of in-house** unregulated provision available:

- There is a reduced demand for intense needs supported accommodation. This is a result of in-house accommodation supporting young people who are Looked After Children who may have historically accessed intense needs support. The Youth Housing Service was reconfigured to provide more complex needs support hours, again reducing the number of young people needing intense support.
- The average occupancy across all supported accommodation over the last 12 months is 82 units.
- Reducing numbers of young people aged 16-17 have presented as homeless and needing accommodation over the past four years.
- Looked After Children and Care Leavers are choosing to 'Stay Put' within their foster care placement which is reducing demand for supported accommodation.
- Numbers of 15 and 16 year old Looked After Children is reducing and these young people will be likely to transition to supported accommodation in 1-3 years. There is a steady rise of 13-14 year old Looked After Children who are also likely to transition to supported accommodation. Predicting service demand is difficult but indications are that demand is likely to be similar to current requirements.

Hours of support and meeting needs

Any **spot-purchased arrangements for Care Leavers who require supported accommodation outside of Lincolnshire**, due to familial connections and/or support networks, will be commissioned to meet the young person's needs with the hours of support

⁴ See Appendix 1: Strategic Needs Analysis, Section 2

being tailored accordingly. Based on expenditure in 2018/19 the budget required for this will be c. £150k per annum.

With regards to the rest of the supported accommodation options:

- The available *support* hours for the in-house unregulated supported accommodation at Denton Avenue are c. 5,840 hours per annum with an additional sleep-in every night accounting for a further 2,920 hours per annum⁵. This suggests, based on five residents at any one time, an average of 1,752 hours of support per person per annum. However, according to the needs of the individual(s), additional hours may be drafted in as and when required. It is expected that Rowston Close will replicate this model and mostly focus on a similar cohort of young people i.e. Looked After Children in transition from residential and foster care, often from out-of-county provision.
- The number of hours of provision per annum that go into the existing Youth Housing Service is 62,335 to cater for up to 71 young people at a time or 878 hours per person per annum (average number of young people in situ at any one time over last 12 months is 66 giving an average of 945 hours per person). This is made up of 58,685 hours within the contract extension and an additional night-time support worker (3,650 hours) to ensure two staff members are available at all times at one of the three main projects in Lincoln to help meet the complex needs of the residents.
- Within intense needs supported accommodation, support is often 1:1 and the needs of these young people are very complex. Hours of *support* for 2018/19 totalled 38,100 hours with an additional 22,540 hours provided via sleep-ins (60,640 hours). Over the last 12 months there was an average of 13 young people receiving support, meaning an average of 4,664 hours per person per annum. This contrasts with the in-house un-regulated supported accommodation where support is shared and hours per person per annum are less than half of those within the independent sector solo placements.
- The monies used for eight intense needs placements would need to transfer to the Youth Housing budget to enable Children's Services to operate the new model which would virtually eliminate the spot purchase of intense needs supported accommodation for young people who wish to remain in Lincolnshire. The equivalent of 37,312 hours of support could be commissioned as part of the Youth Housing Service. However, given the shared delivery model it is likely this could be reduced by 45%. It is recommended **an additional 20,522 hours of provision should be commissioned as part of the Youth Housing contract.**
- In total, it is proposed there will be **82,857 hours allocated across the county's 72 commissioned supported accommodation units.**
- Eight units will be for intense needs and 64 units will be for low to complex needs and include flexibility of provision for Young Parents supported accommodation to ensure a geographical spread so that different types of provision can be delivered, as and when required, across all localities.
- Each locality will be allocated a set number of hours for the successful provider to manage amongst the residents according to need. Hours will be allocated based on the current proven model:
 - Boston & South Holland and East Lindsey – 7,396 hours (8 units)
 - North & South Kesteven – 19,017 hours (12 units)
 - Lincoln & West Lindsey – 35,922 hours (44 units) + 20,522 (Intense Needs) i.e. 56,444 hours

⁵ Based on 1:5 support (1 worker:5 residents) 24/7.

4. Options Analysis

4.1. Options Overview, Criteria and Approach

Commissioning options below assume agreement with the proposed new model of service delivery. Commissioning by influence or in partnership with other agencies has not been considered given the clear duties the Council has for the service. Equally, insourcing is theoretically an option but would require a significant reconfiguration of use of any suitable existing Council properties and/or large-scale purchase and/or lease of suitable accommodation. This is viewed as cost prohibitive and for this reason this commissioning option has also been discounted.

The options considered include:

1. Do Nothing

The contracts have already been fully extended under the terms and conditions, and to continue with existing services would risk legal challenge if not opened up to competition. This option has been discounted.

2. Decommission

Given the statutory duties upon Children's Services, this option has been discounted.

3. Procurement

Procure the new service model through an open competitive tender. It is recommended that a contract be awarded for 5 years (3+ a maximum of 2 years extension). The new contract would commence on 1st July 2020. This option is recommended.

4.2. Options Appraisal

1. Do Nothing

The current contracts end on 30 June 2020 and cannot be extended further without an exception to the Council's Contract and Procurement Procedure Rules.

Advantages

- If the Exception was agreed, the service could continue without disruption.
- No TUPE implications and subsequent impact on future delivery of services.
- No interruption to services for people accessing supported accommodation.
- Removes the cost of the procurement exercise.
- Current service is rated as 'Good' and delivers value for money.
- An extension may help align the contract period with any future Adult Services procurement for Housing Related Support.

Disadvantages

- Exception could be open to Legal challenge by other suppliers.
- Offers no opportunity for innovation or change within service delivery.

2. Decommission

This would necessitate stopping the services altogether.

Advantages

- Considerable upfront savings.

Disadvantages

- The Council will not be able to discharge its' statutory duties in a strategic manner.
- Possible Legal challenge from young people accessing the service now or who may be homeless in the future.
- Safeguarding implications for young people who are homeless or at risk of homelessness.
- Potential higher costs of making placements on an ad-hoc basis.

3. Procurement

Advantages

- Allows the current provider market to be tested and for most economically advantageous tender to be selected.
- Integrated model offers potential for step-up, step-down provision.
- Promises efficiencies against current spot-purchase methodology for Intense Needs Supported Accommodation.
- Enables vast majority of supported accommodation to be delivered in county.
- Single contract to manage.
- Supports Children's Services workforce by reducing the requirement for them to travel out of county to carry out reviews.

Disadvantages

- Possible issues around 'matching' residents may inhibit ability to make some intense needs supported accommodation placements necessary via spot-purchase.

5. **Recommended Option(s)**

The recommended option is re-procurement by means of a competitive tender to account for all supported accommodation services required by Children's Services. This provides the Authority with the opportunity to develop innovative practice, meet statutory duties and the opportunity to deliver efficiencies against current expenditure and budget. See Annexe A for scoring matrix.

5.1. Detailed Costs, Funding and Benefits (i)

Costs

- The Youth Housing budget is £990,000 p.a. and expenditure in 2018/19 was £965,000. The average weekly cost of provision was £279 per person⁶ (average 66 young people).
- Expenditure in 2018/19 for intense needs support accommodation was £1.28m. The average weekly cost of a placement was £1,900 (average 13 young people).
- The average hourly rate of the Youth Housing contract is c. £15.40⁷. Undertaking a similar exercise of Intense Needs Supported Accommodation provision suggests an hourly rate of £29.90 (including accommodation) or £24.96 (excluding accommodation). If Intense Needs Supported Accommodation provision can be moved to Youth Housing, utilising resources on a shared provision rather than 1:1 basis, significant savings can be achieved given the respective hourly rates.
- The budget for Denton Avenue, which Rowston Close is expected to replicate, is c. £181,000 p.a.⁸. The average weekly cost per person is c. £694⁹ assuming full capacity.

⁶ NB: this does not include rental payments for Looked After Children whom make up as much as one-quarter of residents. Rental charges are c. £250/week

⁷ This 'crude' hourly rate can be established by dividing total expenditure by hours of support delivered.

⁸ Corporate overheads have not been included with budget focusing on actual costs of provision

- Overall, expenditure on supported accommodation in 2018/19 was c. £2.357m, at an average weekly cost per person of c. £556. It should be noted that this is around £1m less than 2017/18.
- However, it is unlikely that the hourly rate associated with the Youth Housing contract will replicate the hourly rate above given bid submissions were made nearly five years ago when, for instance, the national minimum wage was more than 20% lower (£6.50/hour) than the current rate of £8.21/hour and bidders may have to consider a further 20% rise over the duration of any new contract, which will run to 2025¹⁰.
- Table 2 below highlights that the average wage of support workers of the existing provider is £21,934 per annum, based on 39 hours per week. Taking those necessary additional elements into account that will form part of any bid submission e.g. on-costs, sick pay, overheads etc., the supposition is that bids are likely to be submitted with hourly rates akin to c. £19.46 per hour.

TABLE 2		
DIRECT PAYROLL COST		
Basic Salary		£21,934
Employer NI Employer Pension cost		£3,290
Holiday Pay Estimated Sick Pay Cost		£3,290
Basic Payroll cost (weekdays)	Sub Total 1	£28,514
Extra pay for weekends and antisocial hours	Sub Total 2	N/A
Direct Payroll Cost	Sub Totals 1 & 2:	£28,514
OVERHEADS		
Standby Staff Cost		£1,425.7
Training		£219.35
Travel cost & mobile		£1,244
Recruitment cost		£219.35
Management and admin costs and on costs for management/office staff		£3,421
Establishment cost. Rent, Utility, Communication, insurance, fixtures and fittings.		£2,281
Total Overheads	Sub Total 3	£8,810.40
TOTAL COSTS		
Total Cost (Payroll + overheads)	Sub Totals 1,2 & 3	£37,324.40
OPERATING MARGIN		
Operating Margin %		6.00%
Operating Margin £	Sub Total 4	£2,239.50

⁹ However, this is based on maintaining a 1:5 staffing ratio; if one allowed for a 1.25:5 staffing ratio to allow for occasions where more complex needs children are being accommodated, the budget would be £226,250 p.a. with an average weekly cost of £868 per person.

¹⁰ NB: it is expected that a similar occurrence will be seen with INSA provision – in 2015 the standard hourly rate for support from the main provider was £20/hour; it is now £25/hour

TOTAL CHARGEABLE TO COUNCIL	£39,563.90
HOURLY RATE EQUIVALENT (39 HOURS)	£19.46

Funding

- Given the number of hours to be delivered has been identified as 82,857, the indicative budget required for the new Youth Housing contract will be £1,613,000. This is £623,000 above existing budget. In order to cover voids and unforeseen payments which a corporate parent may need to meet¹¹ a further c. £37k will be required, bringing the budget to around £1,650,000. This will necessitate a transfer of £660,000 to the Youth Housing budget.

Benefits

- Section 3 in Appendix 1 (Strategic Needs Analysis) highlights the comparative costs of spot purchase provision against block provision by independent provision¹². Charts 24-26¹³ show savings through block purchase, based on 3-bedded and 5-bedded units, against spot-purchased arrangements. The charts demonstrate the importance of full capacity in any block purchased arrangement to maximise savings, with cost reductions generally only being realised once four (or more) beds are filled.
- By including the Intense Needs hours of provision alongside the rest of the support hours required in any tender submission, and locating them in the same locality as the bulk of those support hours, the intention is to overcome such issues highlighted above by allowing any successful bidder to use resources flexibly and help young people step-up or step-down within provision as needs change. Bid submissions will be scrutinised to ensure that providers have a clear and precise methodology to maximise the use of funding and ensure accommodation units and hours of provision are fully utilised.
- It is envisaged moving Intense Needs Supported Accommodation provision into the Youth Housing contract using the pathway illustrated in Diagram 2 and the model outlined above will save c £0.182m (see Table 1) against current expenditure in the first full financial year of the new Youth Housing contract.

Service	18/19	19/20 Forecast	20/21 Forecast	21/22 Forecast
Youth Housing	£965,000	£990,000	£1,458,000	£1,613,000
Spot Purchase	£1,274,000	£934,000	£355,000	£150,000
In-House	£118,000	£317,000	£412,000*	£412,000*
Totals	£2,357,000	£2,241,000	£2,225,000	£2,175,000
Efficiencies		£-116,000	£-132,000	£-182,000

- However, the model itself, with judicious use of the in-house unregulated supported accommodation, has the ability to save (and ensure cost-avoidance of) far more. Evidence from the nine months of the Denton Avenue project to date, shows savings of c. £300k (against the cost of previous provision) and cost avoidance of c. £200k (against the hypothesised cost of alternative provision), totalling c. £350k after allowing for expenditure associated with the project itself.

¹¹ Funding model is based on beds being filled. If insufficient referrals are made, this impacts on the funding model and voids are covered after one month of continuous non-use. Corporate parenting payments may include rent arrears; significant damages etc. to avoid eviction and/or homelessness.

¹² Independent sector estimation undertaken via engagement in 2016 with existing supported accommodation marketplace.

¹³ See **Appendix 1: Strategic Needs Analysis, Section 2.3**

- In addition, Chart 27¹⁴ demonstrates the savings to be made through full capacity use of all ten units of the in-house unregulated supported accommodation against independent sector residential care over 12 months, ranging from £1.2m to £1.5m depending on staffing levels that need to be deployed.
- This ability to be able to more readily plan the transition of Looked After Children and Care Leavers from foster care and, in particular, residential care (including more expensive independent sector placements) from age 16, promise c. £1m of savings/ cost avoidance per annum if full capacity can be maintained. The shift of Intense Needs Supported Accommodation provision into the Youth Housing contract, and the enhanced hours of complex needs provision therein, will also offer a ready-made step-down option from the in-house unregulated supported accommodation as Looked After Children and Care Leavers make their journey towards independent living.

5.2. Risks and Dependencies

First and foremost, the level of interest within the marketplace for Youth Housing services is somewhat limited. Recent market engagement surveys suggest that some of those providers delivering the Adult Housing Related Support Service do not wish to accommodate young people under the age of 18 years. Where they do retain an interest, such as the existing provider of Youth Housing services, there are elements of cross-subsidy with contracts in Adults Housing Related Support that may see costs increase if multiple contracts are not secured or not available to be secured.

Moreover, many of those engaged in the provision of intense needs supported accommodation services prefer to operate a model predicated on solo placements as opposed to large-scale delivery projects that may include foyer-style accommodation. However, it is believed that the indicative budget above is within current operating costs and the specification will allow flexibility for providers to combine contracts and make best use of resources to ensure viability and sustainability.

The availability of move-on accommodation and other supported accommodation services remains a concern and this may be exacerbated by any decision to reduce or remove accommodation based support within the Adults contracts. It is imperative therefore that any successful bidder is able to call upon significant resources in such respects.

There are other ongoing risks linked to costs and legislation, namely the impact of increases in the National Minimum Wage during the lifetime of the contract in an employee-intensive service and/or (potential) changes to regulations regarding Housing Benefit etc.

The funding model is predicated on securing intensive housing management payments via District Councils (to fund the rental element of the accommodation-based service) that poses a risk to the Council in terms of covering the cost of voids given the volatility in terms of numbers of young people requiring a placement.

That volatility is another significant factor in the success, or otherwise, of the recommended model given it is based around stable numbers coming through the care system and Single Gateway who require supported accommodation services, particularly at the higher end of the needs scale. This will require close working with staff managing the in-house unregulated supported accommodation schemes to ensure that, together with the successful supplier of the Youth Housing tender, intense needs placements can be co-ordinated and managed effectively.

¹⁴ See **Appendix 1: Strategic Needs Analysis, Section 3**

5.3. Impact Assessment

Work upon the Impact Assessment has been started but is not yet sufficiently developed to provide any meaningful indication of positive or negative impacts due to the requirement for further substantial engagement to be undertaken with key stakeholders, particularly with regard to discussion around the proposed model.

6. Key Milestones

Activity/Milestone	Start Date	End Date	Output/Deliverable
Report to Commissioning & Commercial Board	29/01/19	29/01/19	Strategic steer
Service user engagement	March 19	August 19	Feedback from service users
Stakeholder Workshops	April 19	August 19	Feedback from providers/ partners
Report to Commissioning & Commercial Board	20/05/19	20/05/19	Confirmed methodology
Report to Children's Services DMT	04/06/19	04/06/19	Recommendations to DMT
Report to CYPSC	06/09/19	06/09/19	Feedback from Scrutiny Committee on recommended Option
Executive or Executive Councillor	01/10/19	01/10/19	Agreement to progress
Publish Invitation To Tender (ITT)	07/10/19	07/10/19	Bids submitted
Provider Briefing Session	Oct 19	Oct 19	Deal with ITT queries
Tender Award	Jan 20	Jan 20	Award Tender
Implementation Period	Jan 20	Jun 20	Work with new Supplier
New service commences	Jul 20	Jun 25	New service in place

7. Appendices (i)

Appendix 1: Strategic Needs Analysis

ANNEXE A: Scoring Matrix of Options	Strategic fit		Ease of implementation		Risks to delivery*		Quality of service		Cost		Total	
	Unweighted	Weighted	Unweighted	Weighted	Unweighted	Weighted	Unweighted	Weighted	Unweighted	Weighted	Unweighted	Weighted
Weighting:		2		3		3		2		4		
<i>Do Nothing</i>		1		9		1		7		6		70
<i>Decommission</i>		1		1		1		1		9		46
<i>All supported accommodation</i>		8		7		6		7		8		101

Scoring Key: Low 1-3, Medium 4-6, High 7-9

Note: The higher the score, the better the option. * When scoring 'Risks to Delivery' – a high score = low risk; low score = high risk. (Figures provided as **examples**, amend accordingly).

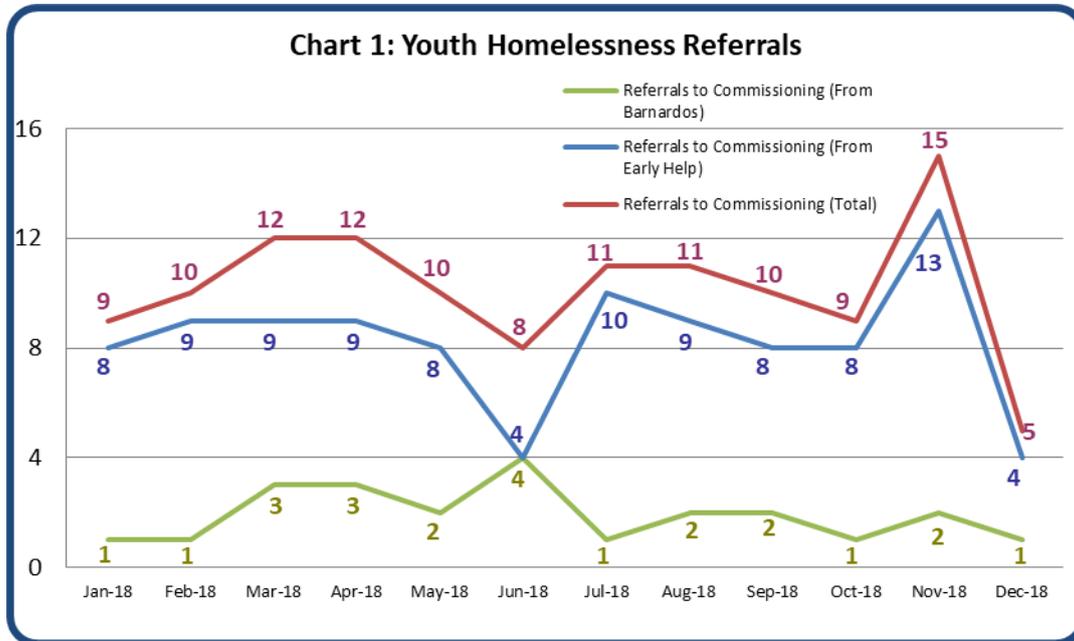
Criteria Descriptions

- **Strategic fit** - This includes the design and scope of the proposed solution and the accountability and governance arrangements. This assessment also takes in to account any partnership arrangements and the amount of supportive or negative impact.
- **Ease of implementation** - This includes the impact of any procurement (if relevant) as well as the organisational arrangements. It also takes in how well a new service could run, taking account of factors such as TUPE.

- **Risks to delivery** - This looks at service delivery and the risks posed by the option. It considers risk in its widest sense and covers for example, reputational risk, stakeholder engagement risk, management capability, potential conflict of interests etc.
* When scoring 'Risks to Delivery' – a high score = low risk; low score = high risk.
- **Quality of service** - This takes a holistic approach and considers service quality in its widest sense.
- **Cost** - This takes account of all costs including: potential for added value or savings, cost of putting options in place, (including any procurement costs), opportunity costs, staff costs e.g. TUPE.

1. Youth Housing Contract Data & Performance

1.1 Referrals

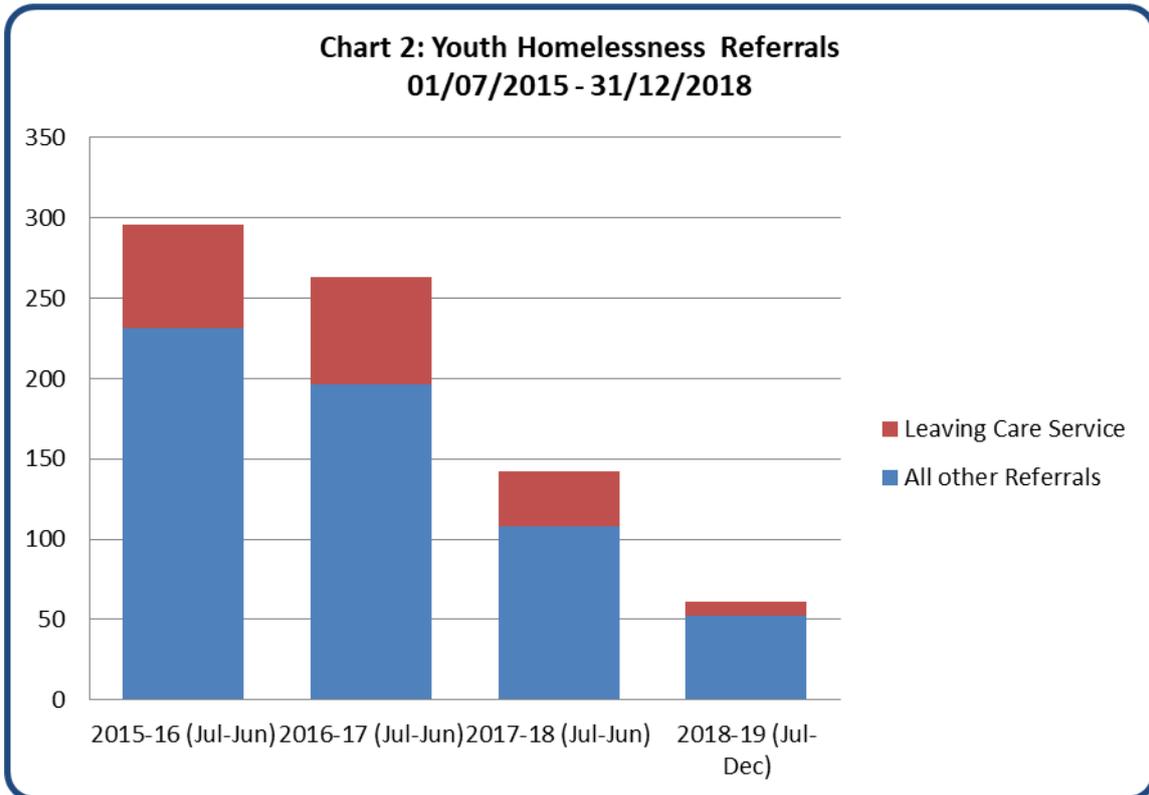


1.1.1 Chart 1 shows the situation from 1st January 2018 to 31st December 2018 in which a total of 122 referrals were received by the Youth Housing Desk, situated within Children's Commissioning and, of these, 23 were care leavers referred directly by Barnardo's. Although this suggests less than 20% of referrals are care leavers, the number of Looked After Children (Looked After Children) and care leavers, as a proportion of those that are actually placed, tends to be towards half of the cohort in residence at any one time.

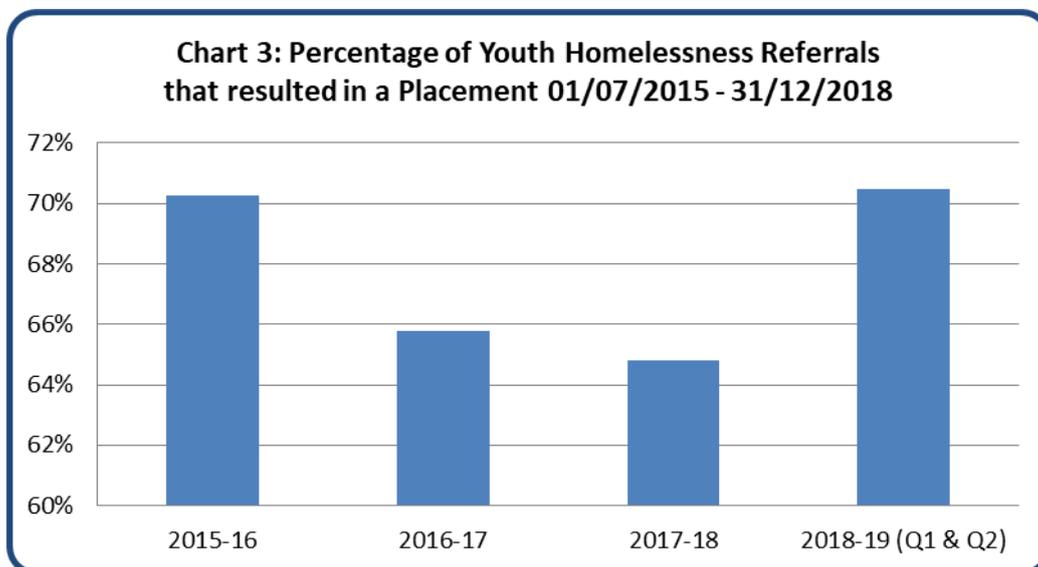
1.1.2 The chart above shows a fairly even spread of referrals throughout the year with a peak in November and trough in December. Referrals from the Leaving Care service peaked in June, in contrast to those from Early Help.

1.1.3 Chart 2 below shows the number of referrals from the start of the contract to December 2018 (NB: 2018-19 only relates to Quarter 1 and Quarter 2 data). This shows that the number of referrals has reduced year on year, but particularly from year 3 onwards of the contract.

1.1.4 The premise is that as Early Help has become embedded into the locality teams, enhanced their understanding of the housing needs of young people and become better informed about what type of needs the contracted provision caters for, the referrals have become both more informed and appropriate, and hence less numerous with young people deemed as not appropriate being supported back to the family home.



1.1.5 District Councils have also had a part to play, becoming more accustomed to operating the Single Gateway and helping young people to return home, wherever safe and appropriate to do so.



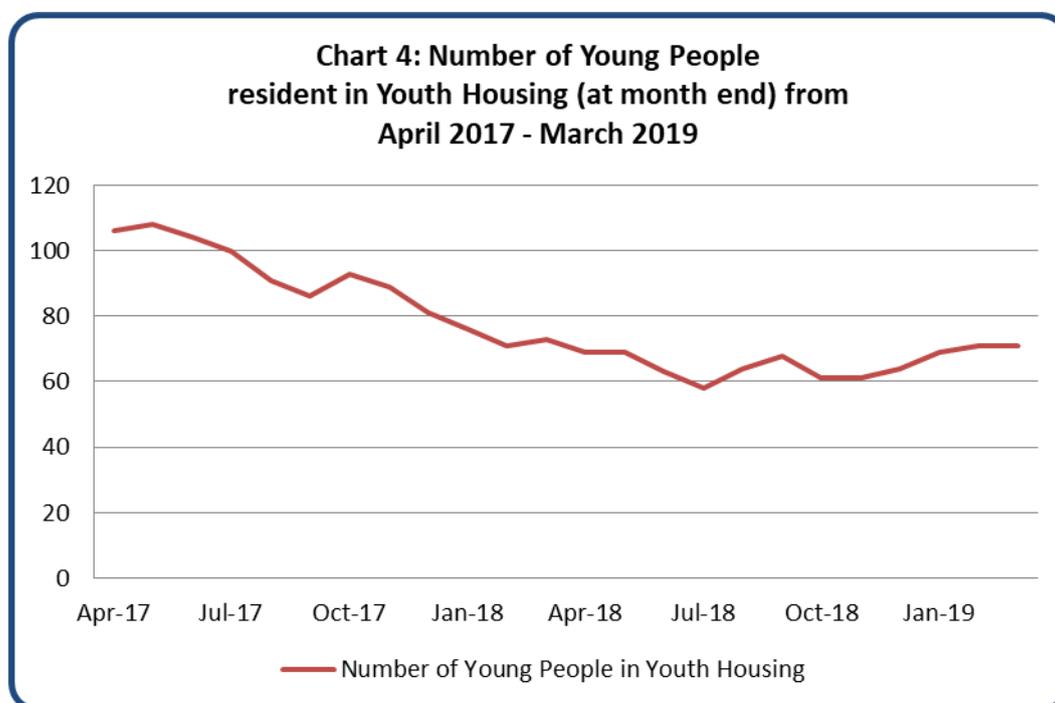
1.1.6 To an extent the above supposition is reflected in Chart 3 which shows the actual percentage of referrals that resulted in a placement. In total, across the 3½ years of the contract's operation to December 2018, two-thirds of 784 Youth Housing referrals have resulted in a placement. There can be a number of reasons for a referral not resulting in a placement e.g. alternative accommodation was found, the young person returned home, the young person refused the offer, or the provider, the

Lincolnshire Support Partnership (Lincolnshire Support Partnership), refused the referral, as they could not meet the young person's needs.

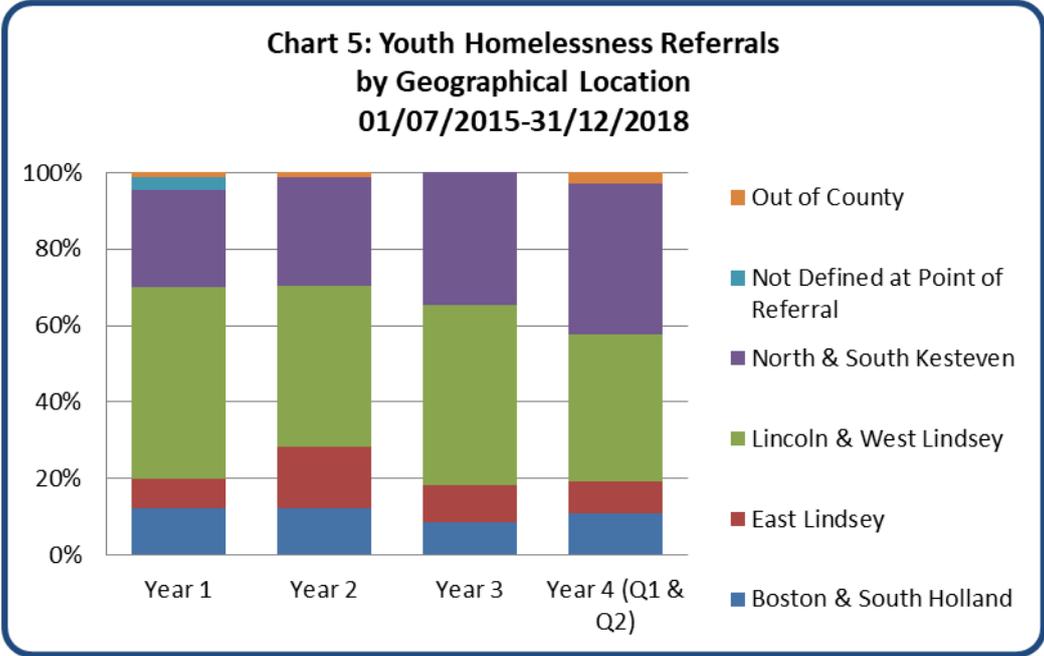
- 1.1.7 Of the 516 referrals that resulted in a placement around 11% (56 young people) left, then were re-referred at a later date and placed again (some more than once), resulting in a total of around 450 young people having used the service over the life of the contract to December 2018.

1.2 Placements

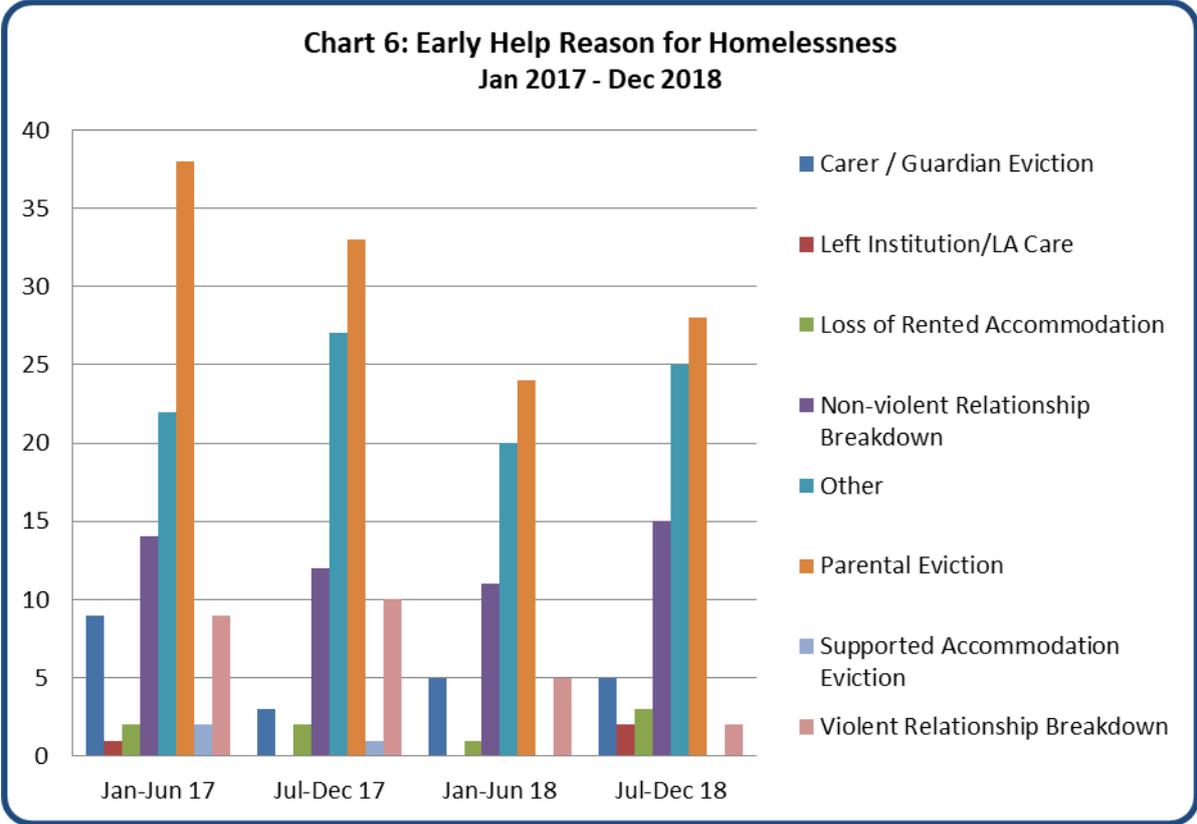
- 1.2.1 Chart 4 shows the number of Youth Housing placements in situ at the end of each month over the past two years to give a picture of occupancy per month. Although there appears to be a significant drop in numbers, the Youth Housing contract was reduced from 122 units in July 2015 to 111 in April 2017 and then to 71 units in July 2018, showing that the provision has reached full capacity in recent months.



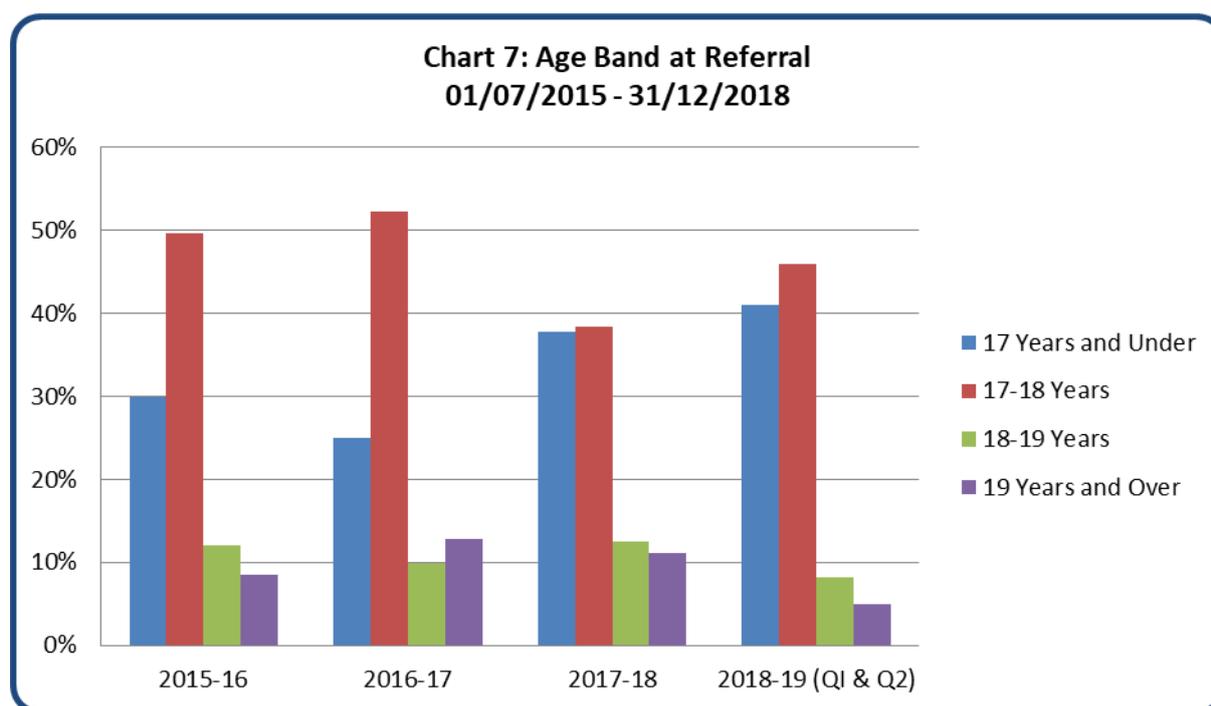
- 1.2.2 Chart 5 shows the origin of the young people referred to the service by locality area or out-of-county if a Looked After Children or care leaver from another Local Authority. The highest number of referrals (between 40 and 50 percent each year, 46% overall) relate to Lincoln & West Lindsey followed by North & South Kesteven (25 to 30 percent). Around three-quarters of referrals therefore come from areas that are close to where 90% of the accommodation units are based (Lincoln and Grantham).



1.2.3 The data for Chart 6 covers the period 01/01/2017 to 31/12/2018. The chart shows that the main reason for homelessness is Parental Eviction (with Carer/Guardian eviction in effect adding to eviction from family home), followed by Other Reasons (essentially, any reason that is not covered by any of the other designations and may include, for example, 'left home', 'requires accommodation with support', 'safeguarding' etc.), and then Non-violent Relationship Breakdowns.



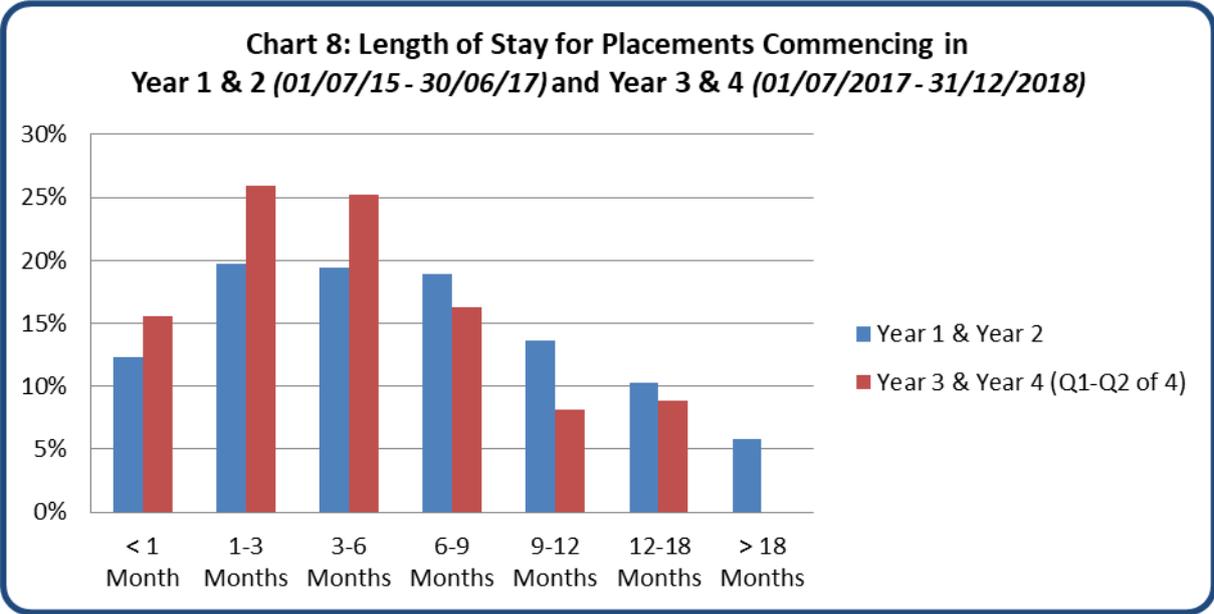
1.3 Residents



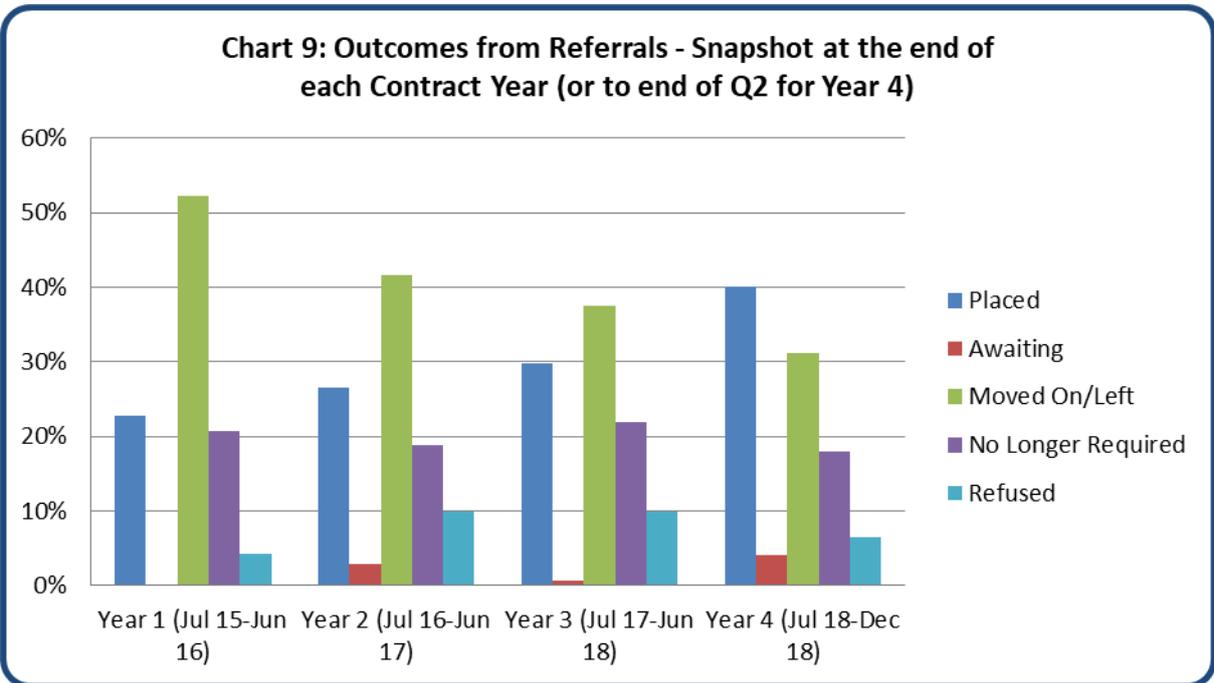
- 1.3.1 Year on year, as shown in Chart 7, there is a higher percentage of referrals in the 17 to 18 year old category; however, this is more pronounced in the first two years of the contract, with referrals in the 18 months to December 2018 for 17 to 18 year olds being only marginally higher than that for 16 to 17 year olds.
- 1.3.2 Referrals for those aged 18yrs plus (care leavers) have remained steady over the first three years of the contract at around 20-25% of all those referred. The data for the first six months of year four of the contract shows a reduction of around half in terms of the overall percentage referred, suggesting other more appropriate, longer-term options have been identified through the leaving care service.
- 1.3.3 Overall, between 45-50% of young people placed in Youth Housing were either Looked After Children (Looked After Children) at the point of placement (or subsequently became Looked After Children during the placement) or were Care Leavers.
- 1.3.4 Chart 8 shows the percentage of young people that stayed in the provision for certain defined periods of time, comparing those placed during the first 2 years of the contract with those placements commencing in year three and the first two quarters of year four¹⁵.
- 1.3.5 The data suggests that the service and associated support from Children's Services is becoming better at supporting young people to achieve outcomes more quickly and

¹⁵ NB: the information for year four cannot be fully represented as, clearly, some young people will not have had the chance to stay for longer than 12 months, depending on their placement start date.

effectively than in the past with the proportion of young people being supported to return to family and friends, for instance, being particularly high (see Chart 10).



1.4 Outcomes for Young People



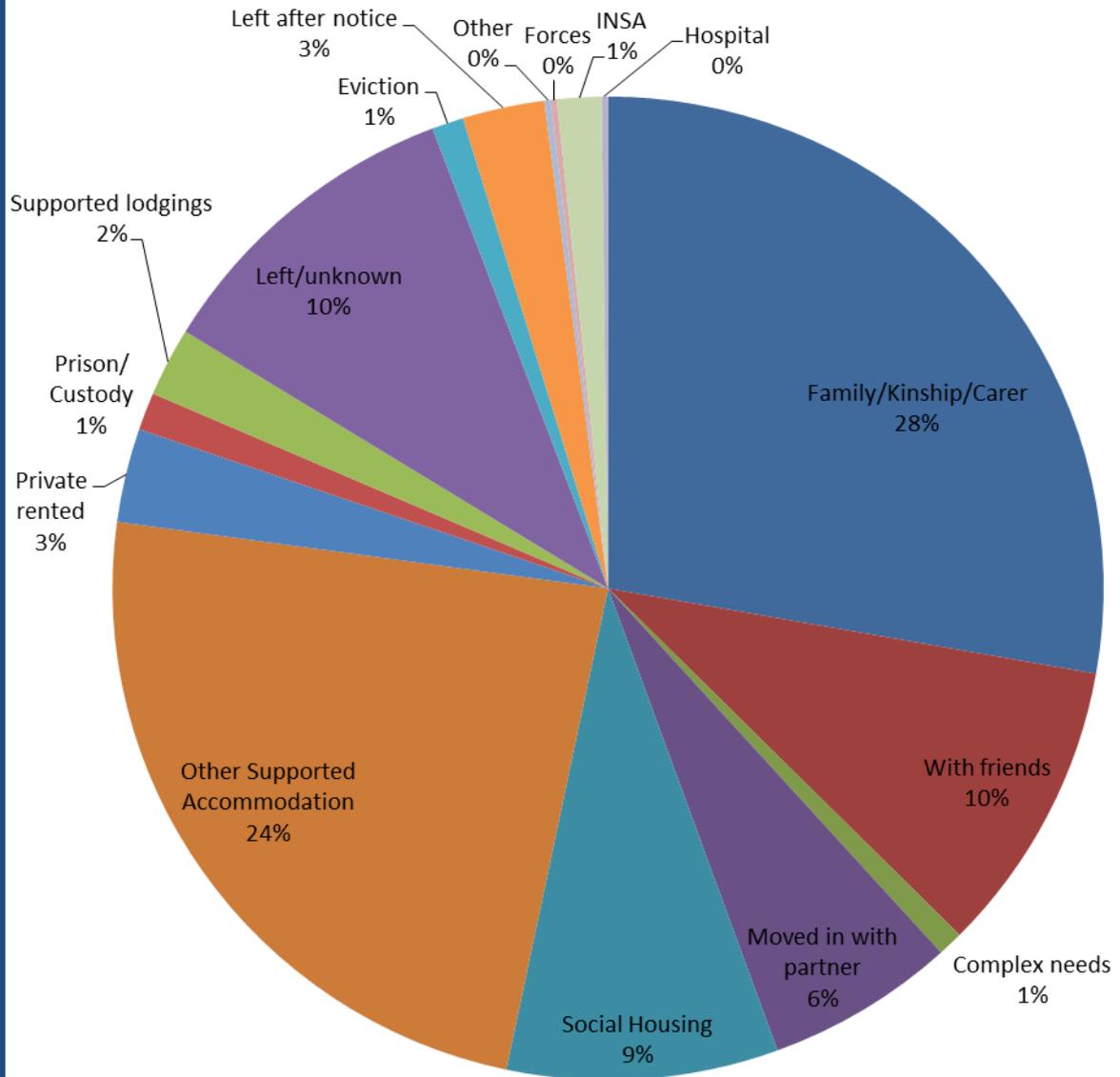
1.4.1 Chart 9 takes data from the end-of-year (end of Q2 for year four) 'snapshot' of existing placements at that specific point in time to assess the numbers who, for example, are still in placement or have moved on or left etc. This helps to demonstrate the throughput of the service and that the cohort of residents is highly transient, with at least a third of those placements having moved-on within a 12-month or 6-month (as applicable) period. Comparison over time suggests the cohort

have become increasingly stable with the percentage 'placed' rising whilst the percentage having 'moved-on or left' decreasing.

- 1.4.2 Chart 10 looks to show the nature of move-on from the Lincolnshire Support Partnership within the four years of the contract's operation¹⁶. Close to half (44%) of young people have moved back home to family or friends, or set up home with their partner. Close to 30% have moved-on to other supported accommodation options (including Supported Lodgings and Intense Needs Supported Accommodation [Intense Needs Supported Accommodation], or step-up to complex needs provision) and more than 10% have moved into more independent accommodation options (private rented or social housing).

¹⁶ NB: this information only relates to Nacro and LEAP and does not include Axiom (involved in contract July 2015 to June 2018) and NCHA (involved in contract July 2015 to June 2017), as they are no longer part of the consortium and the relevant data is not accessible.

**Chart 10: Move on Accommodation from Youth Housing
(01/07/2015 - 31/03/2019)**



1.4.3 The vast majority (70%) of move-on to 'other supported accommodation' is through the Lincolnshire Support Partnership's own move-on stock with 15% to supported accommodation offered by providers outside of the Lincolnshire Support Partnership (Table 1). Over the first four years of the contract, the data suggests that only 5% have moved into the Adults contract, though undoubtedly many more young people, particularly care leavers, will have directly accessed such accommodation without coming through Youth Housing.

TABLE 1: Move-on to Other Supported Accommodation (Jul 15-Mar 19)					
Other Supported Accommodation Categories	Year 1 Jul 15 – Jun 16	Year 2 Jul 16 – Jun 17	Year 3 Jul 17 – Jun 18	Year 4 Jul 18 – Mar 19	Total
Lincolnshire Support Partnership Move on	14	23	30	11	78
Non-Lincolnshire Support Partnership Move on	4	3	5	4	16
Outside of Lincolnshire Supported Accommodation	1	1	1	2	5
Unknown	6	0	1	0	7
Adult's Housing Related Support Contract	0	1	4	1	6
Secure Accommodation	0	0	0	1	1

1.4.4 Average scores for Outcomes Data for young people resident within the Youth Housing Service for 6 months or more are provided in Charts 11-13. Lincolnshire Support Partnership score each individual outcome on a scale of between 1 and 5, with 1 being 'Stuck' and 5 being 'Independent'. The seven Outcomes are categorised as follows:

TABLE 2: Outcome Themes for Young People	
Outcome 1	Improved independent living skills through: Practical skills, Financial literacy and financial management skills, Social skills.
Outcome 2	Improvement in a young person's social behaviour.
Outcome 3	Improvement in a young person's physical, emotional wellbeing and mental health.
Outcome 4	Improvement in a young person feeling safe in their accommodation.
Outcome 5	Young people achieving through participation in Education, training and employment and developing skills in tenancy management.
Outcome 6	Improvement in a young person's relationships with family and friends.
Outcome 7	Improvement in a young person's networks with their local community.

1.4.5 As Charts 11-13 show, outcomes within Lincolnshire Support Partnership for young people improved between their first and final review, for the majority of outcome themes. In particular, Outcome 6 (Improvement in a young person's relationship with friends and family) and Outcome 7 (Improvement in a young person's networks with their local community) showed significant improvements. Overall, young people who stayed in the project for longer (i.e. 54 weeks minimum) had bigger improvements in outcomes.

1.4.6 For example, young people that remained with Lincolnshire Support Partnership for at least 54 weeks had a higher average score for Outcome 6 than those that stayed for at least 24 weeks. This shows the gradual success of the Lincolnshire Support Partnership in helping young people to work on and improve their relationships with friends and family. Improvements with regard to these important relationships are vital in assuring young people will have the right support upon leaving the project.

Chart 11: Average Scores for 200 Young People in service for at least 24 weeks (July 2015 - March 2019)

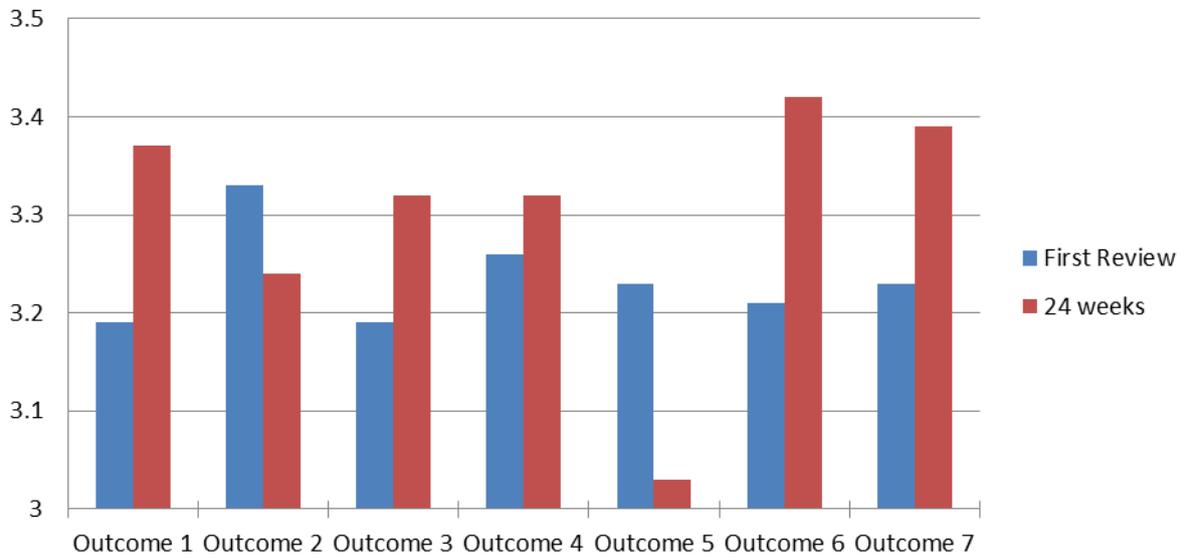


Chart 12: Average Scores for 71 Young People in service for at least 54 weeks (July 2015 - March 2019)

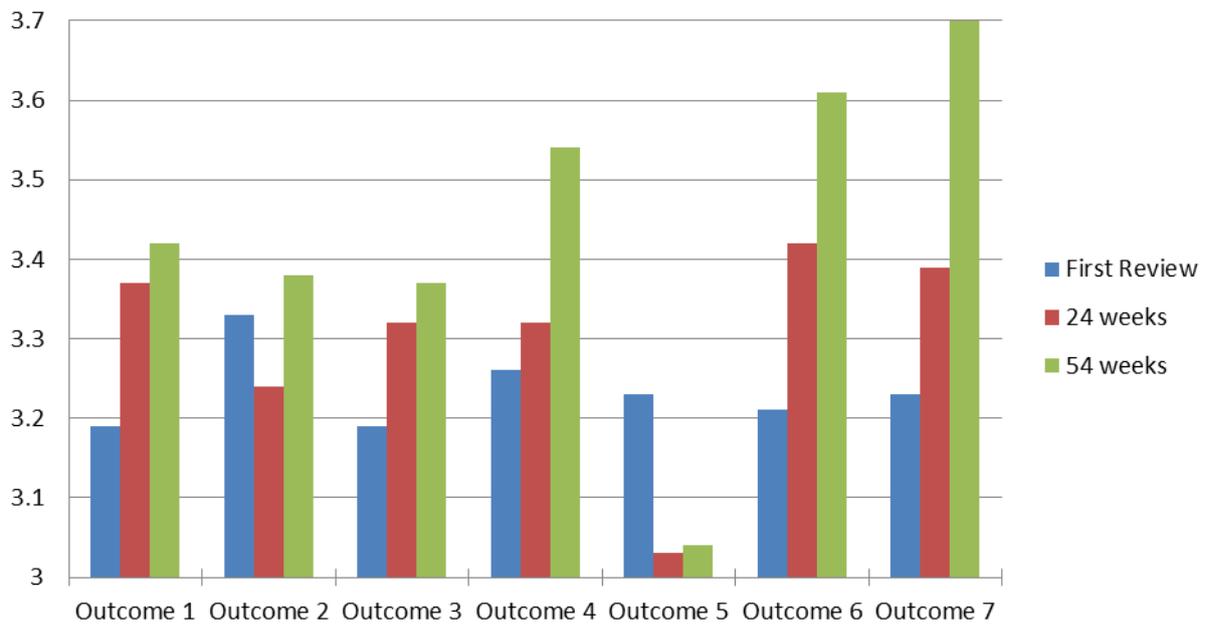
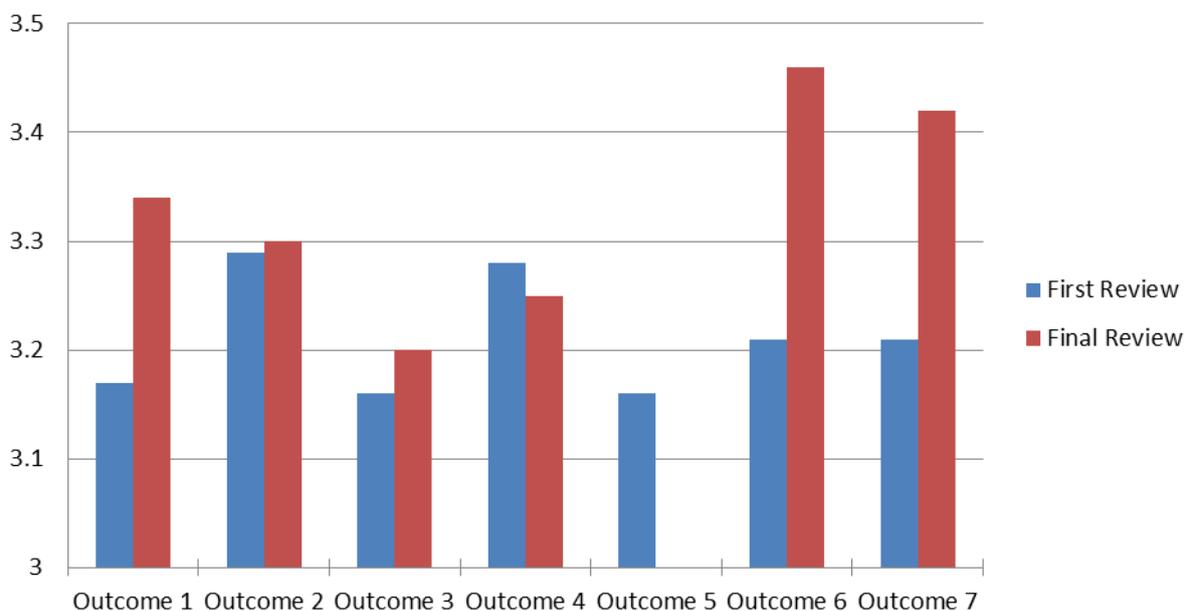


Chart 13: Average Scores for the 506 Young People who have left Lincolnshire Support Partnership between July 2015 - March 2019



1.4.7 However, it is clear from the above information that Outcome 5 (Young people achieving through participation in Education, training and employment and developing skills in tenancy management) yielded significantly lower results than other outcomes. This will include exceptional cases where young people have ceased to engage due to substance misuse, mental health issues and poor behaviour but also illustrate the young person's qualitative self-perception of where they are with regards to that outcome at that specific time. Notwithstanding the above, over the last 12 months of the contract, management information data (see below) has shown towards 70% of residents are engaged in education, employment and training.

1.5 **Key Performance Indicators**

1.5.1 Charts 14-18 provide a comparison of the Key Performance Indicators data for the first two years (2015-17) and year 3 and 4 (2017-19). For the Initial Welcome and Introduction within 24 hours, Assessment and Support Planning within 1 week, and the Assessment and Support Planning within 6 weeks and 6 weekly thereafter, the Lincolnshire Support Partnership has achieved its 100% target in both time periods. Regarding Education, Training and Employment, Chart 18 indicates a clear improvement from the first two years of the contract to the last two years with the percentage increasing from 57.8 to 67.8%. Contrastingly, Positive Departure as Percentage of Total Departures has declined from 88.3% to 84.7%. Despite the overall decline, the KPI is still meeting the 80% target for Complex Needs Beds.

Chart 14: Initial Welcome and Introduction within 24 hours (Target 100%)

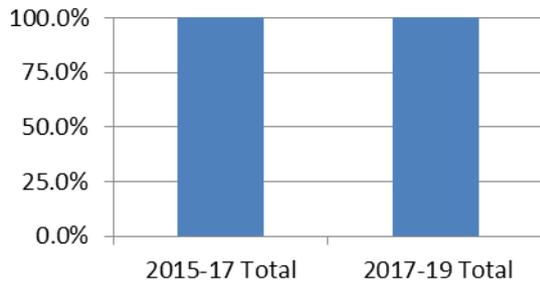


Chart 15: Assessment and Support Planning within 1 week (Target 100%)

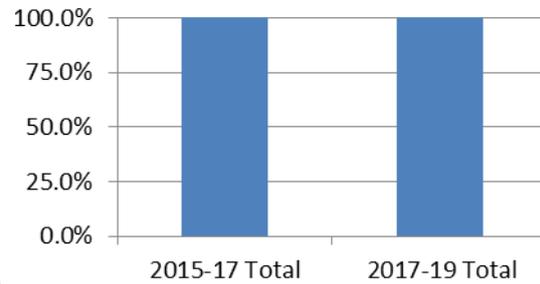


Chart 16: Assessment and Support Planning within 6 weeks and 6 weekly thereafter (Target 100%)

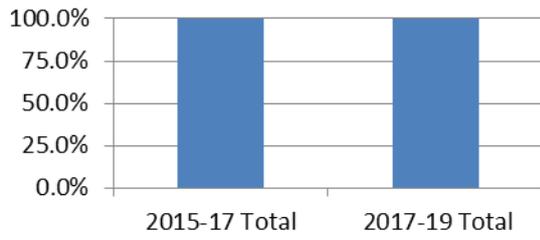


Chart 17: Positive Departure as Percentage of Total Departures (Target 90% General Needs / 80% Complex Needs)

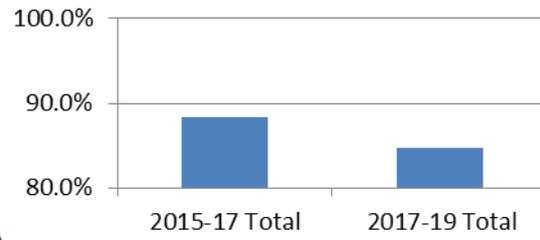
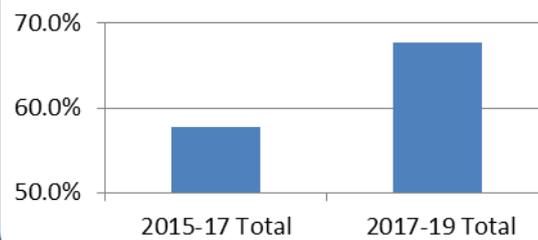


Chart 18: Young Person in Education, Training and & Employment YTD (Target 70%)

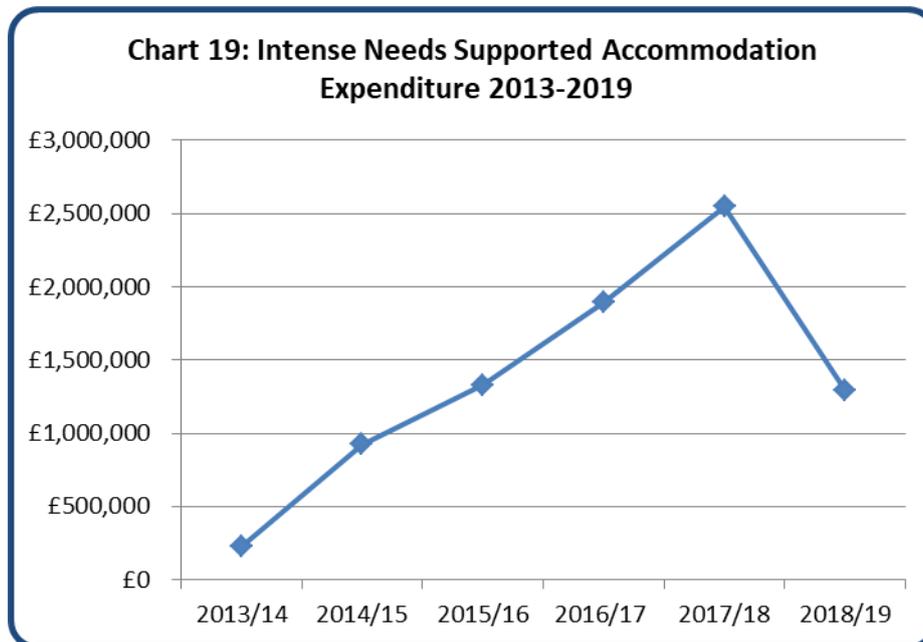


2. Intense Needs Supported Accommodation (Intense Needs Supported Accommodation)

2.1. Overview and Background

2.1.1. Intense Needs Supported Accommodation (Intense Needs Supported Accommodation) is a relatively new type of service that started to appear around six years ago in response to the increasing numbers of very complex young people aged 16 and over for whom lower level supported accommodation options, including supported lodgings, or foster care or residential care placements might not be appropriate; essentially, it is *unregulated* supported accommodation that delivers high support hours, including supervision of young people, to help keep them and others safe, whilst offering a bridge towards independence.

2.1.2. The client group tend to have issues such as substance misuse and/or extremely challenging behaviours, including physical/verbal abuse and fire starting. They may have been previously evicted from other types of accommodation or placement, or their application may have been refused due to their high needs and risks, or they may be young people who have outgrown residential care and require transitional support into independence. This provision tends to be solo placements with 1:1 support, on a gradually reducing basis, or 2-3 bed units with staff on site 24/7 and shared support.



2.1.3. Due to the intensive support needs, often required on an emergency basis, and the mainly solo placement aspect of this provision, it has grown more expensive year on year, as demand has increased in this sector (Chart 19) until 2018/19; 1:1 support costs are around £3,300 per week, almost on a par with some residential provision, yet it is not regulated, and therefore quality can vary immensely.

2.1.4. Over the last 6 years Children's Services has spent c. £8.2m pounds on Intense Needs Supported Accommodation, for a total of 70 Young People, of which c. £5.7m

has been in the last 3 years. This was steadily climbing year on year, peaking in 2017/18 at £2.5m. By comparison, the cost of youth housing provision is c. £3m for 450 young people over 3½ years.

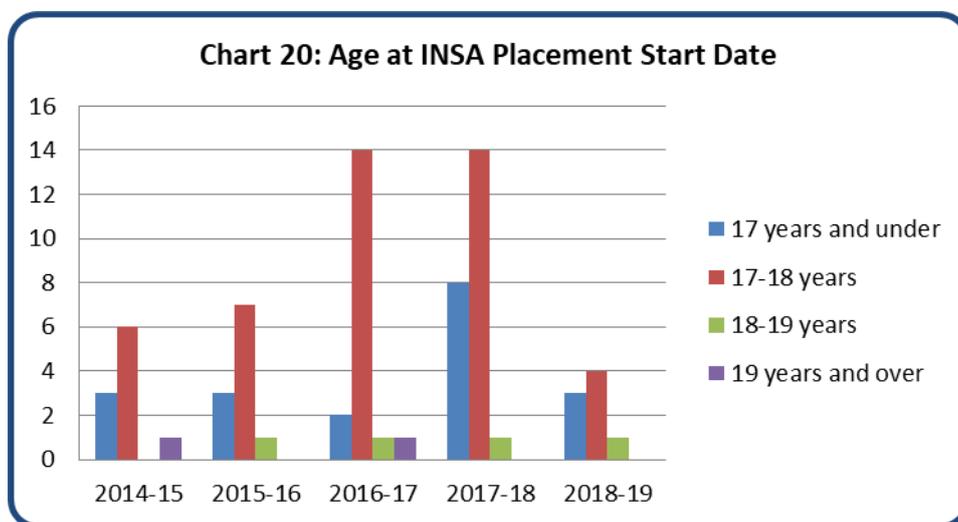
- 2.1.5. The introduction of the Youth Housing contract in July 2015 coincided with the change of use of Homer House¹⁷ - run by LEAP, one of the providers in the consortium that forms the Lincolnshire Support Partnership - from catering for young people with complex needs to general needs Youth Housing provision; this almost certainly had an impact on the need for Intense Needs Supported Accommodation placements in the initial years of the contract, until more recently where expenditure has been reconfigured within Youth Housing more towards those with complex needs making it the main supported accommodation option for young people with complex needs, reducing the need for as many Intense Needs Supported Accommodation placements in 2018/19.
- 2.1.6. However, the reduction in spend from 2017/18 to 2018/19 can also be attributed to a number of other factors, including the tighter scrutiny of Intense Needs Supported Accommodation placements with regular meetings to discuss the potential for reducing support hours and looking at move-on plans at an early stage.
- 2.1.7. There has also developed a better working relationship with the Lincolnshire Support Partnership resulting in more creative ways of using their provision where possible to accommodate young people with complex or intense needs. Multi-agency meetings take place when a referral has initially been rejected to discuss how the support needs of such complex young people can be met within that provision and has had an impact in reducing the numbers entering Intense Needs Supported Accommodation. Equally, the creation of the in-house semi-independent living accommodation provision (see below) at Denton Avenue, Grantham in July 2018 has been able to provide a bridge to independence for some young people who may have otherwise ended up in Intense Needs Supported Accommodation provision.
- 2.1.8. With the need for more intensive support growing in recent years, this lead to some providers investing in provision within Lincolnshire. However, as referrals have reduced over the last year this is starting to be less prevalent as it becomes less cost-effective, as a result of not being utilised so readily, resulting in much of the available Intense Needs Supported Accommodation provision being outside of Lincolnshire. This is a concern in that it could mean that those young people do not have access to other types of wrap around services available in Lincolnshire, or there can be a delay in transferring to another Local Authority area provision such as Mental Health services for example.
- 2.1.9. There are also additional costs associated with social workers and leaving care workers travelling to support young people placed some distance away. Another issue is that if young people remain in the placement for a while they often then do not want to move back to Lincolnshire, yet do not have a local connection in the area in which they are placed to obtain social housing, so finding move-on accommodation

¹⁷ In the 2 years prior to the implementation of the Youth Housing contract, LCC spent a total of £400k on complex placements at Homer House.

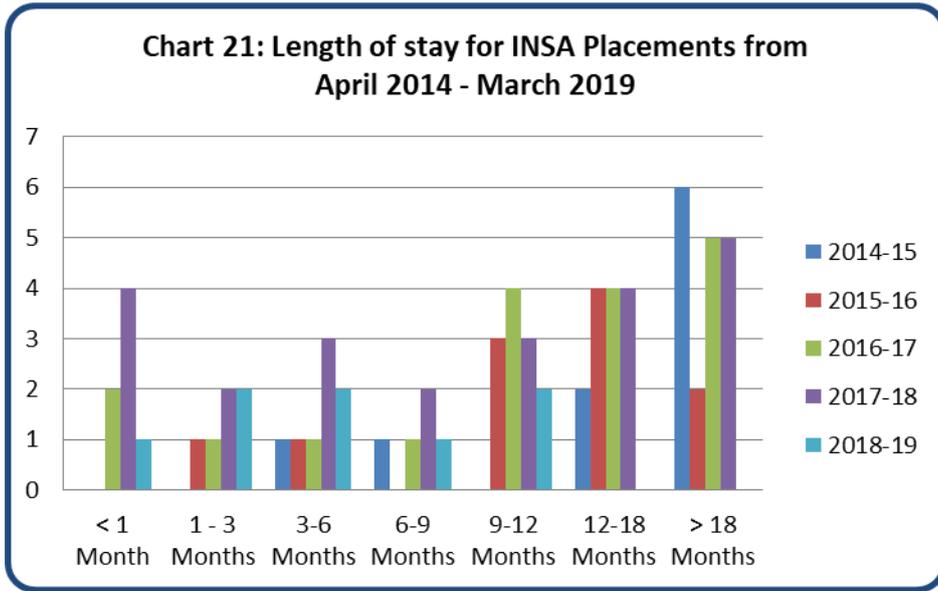
for them is very difficult, extending their stay within Intense Needs Supported Accommodation provision unnecessarily.

2.1.10. It therefore makes sense to utilise monies that would otherwise be used to spot-purchase Intense Needs Supported Accommodation provision and add to the Youth Housing budget when it is re-provisioned, to purchase a more flexible model that would allow the Youth Housing provision to be able to accommodate more intensive needs young people that would have previously gone into Intense Needs Supported Accommodation. The added benefit would be that young people would be accommodated in Lincolnshire with access to local services and would be able to step up or down into more or less intensive provision determined by their changing needs and risks.

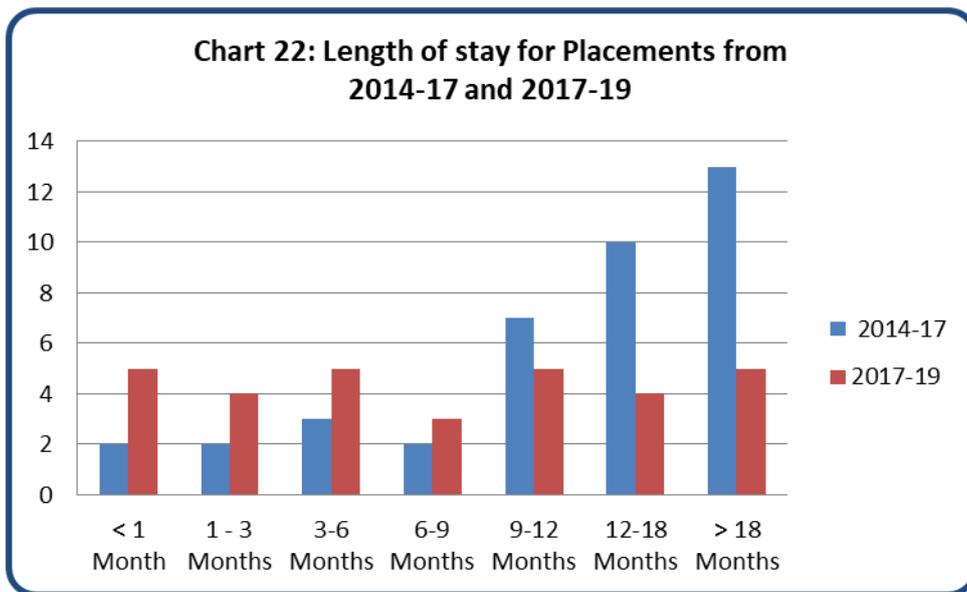
2.2. Residents & Placements



2.2.1. As Chart 20 illustrates, there are a higher number of placements in Intense Needs Supported Accommodation provision within the 17-18 year old category, particularly from April 2016 - March 2018. Post-18 placements tend to be Care Leavers who have no other accommodation options due to their intense needs, therefore an Intense Needs Supported Accommodation placement was often identified as being the most suitable option to meet the young person's needs.



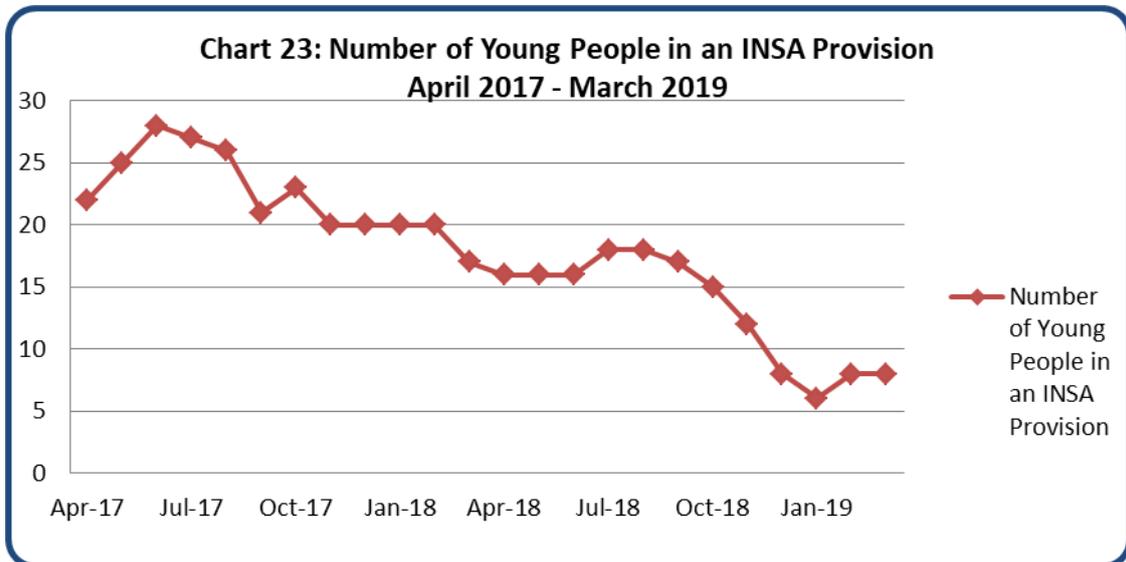
2.2.2. Char 21 shows the number of young people that stayed in an Intense Needs Supported Accommodation provision for the defined periods of time, categorised by financial year, whilst Chart 22 shows a comparison between the length of stay for April 2014 to March 2017 and April 2017 to March 2019¹⁸.



2.2.3. The data tends to suggest that, historically, young people have tended to stay for longer periods in Intense Needs Supported Accommodation than within Youth Housing; however, more recently the picture is a little more balanced across the differing time periods indicating length of stay is shortening for the reasons explored above, including the ability of youth housing provision to accommodate young people stepping down from Intense Needs Supported Accommodation provision.

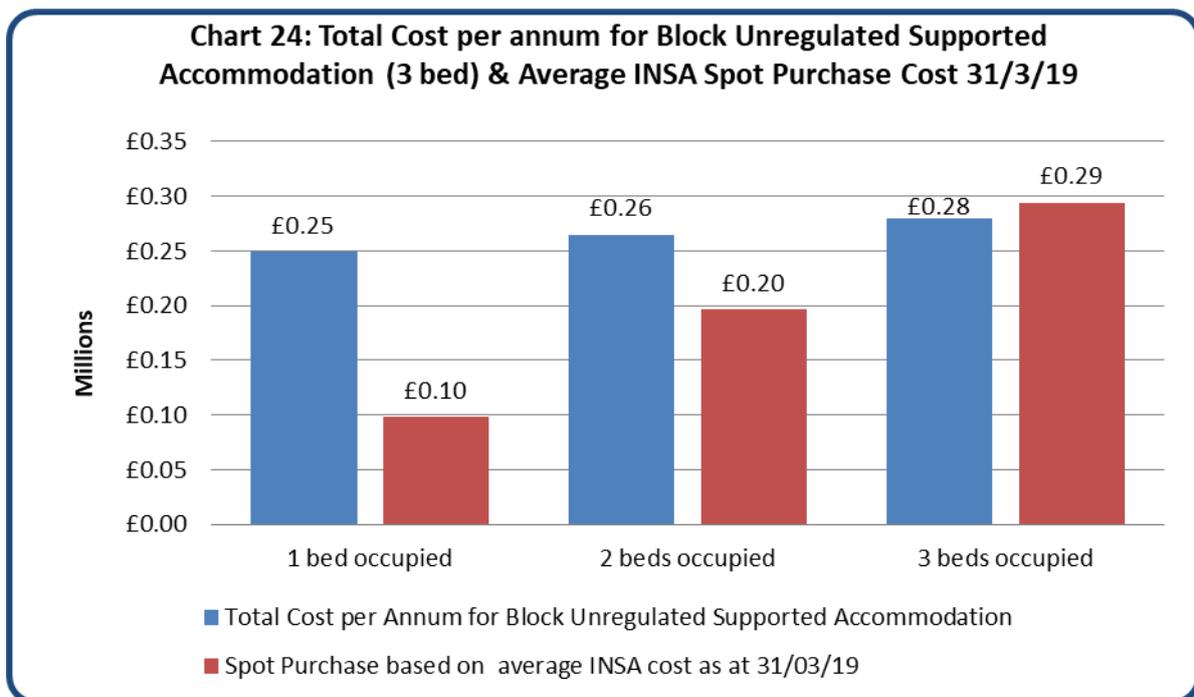
¹⁸ NB: the latter category cannot be truly represented from 12 months onwards, as young people will not have had the chance to stay for longer than 12 months, depending on their start date.

2.2.4. Chart 23 shows the number of young people in an Intense Needs Supported Accommodation provision at the end of each month from April 2017 – March 2019. The graph reinforces the narrative above regarding the decline in the number of Intense Needs Supported Accommodation placements over the previous year.



2.3. Block and Spot Purchase Comparison

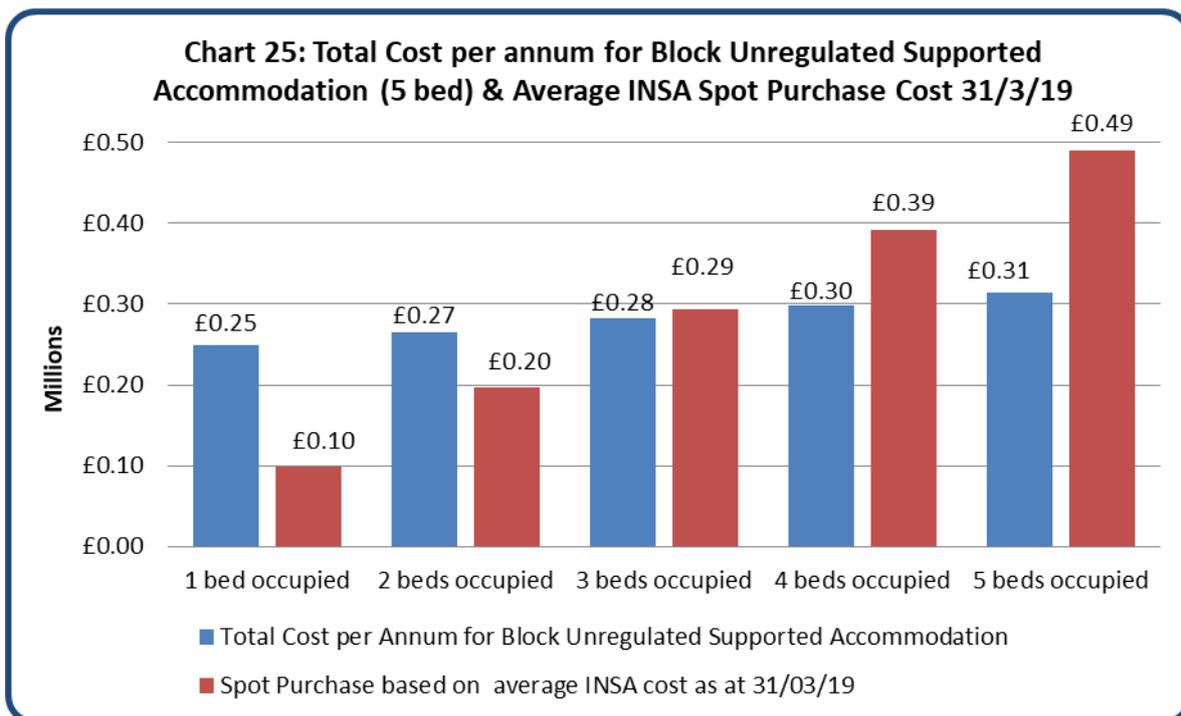
2.3.1. In order to establish the benefits of block purchasing Intense Needs Supported Accommodation provisions, a price comparison between the average cost of an Intense Needs Supported Accommodation spot purchase placement and 3-bed (Chart 24) and 5-bed (Chart 25) block contract arrangements have been estimated through market engagement research undertaken with existing providers of unregulated supported accommodation in 2016.

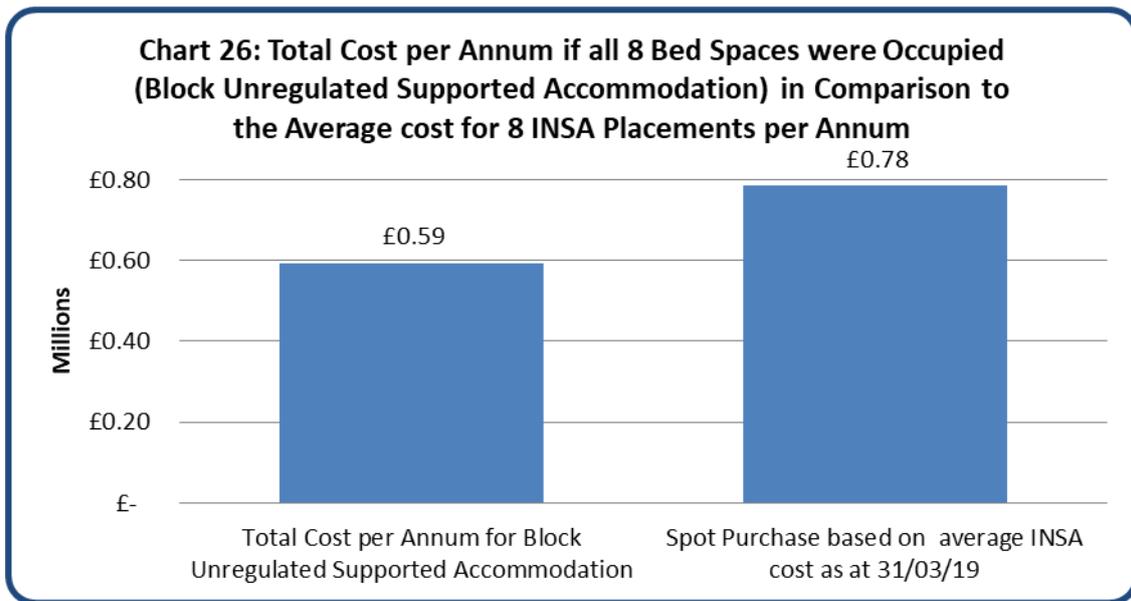


2.3.2. The costs of the latter are based on 1:2 staffing ratios and compared against the average cost of an Intense Needs Supported Accommodation 'spot purchase' placement of £1,885.78 per week. For the purposes of the market engagement exercise, the block purchase looks at both a three-bedded and five bedded block purchase arrangement, with the comparison accounting for the possibility not all beds may be full at any one time.

2.3.3. Charts 24-25 show that spot purchasing Intense Needs Supported Accommodation placements is more cost effective for a lower bed occupancy (1-2 beds); however, the cost of a Block Contracted unregulated supported accommodation provision becomes more viable and cost-effective as the bed occupancy increases. Given the small discrepancy between block and spot-purchase arrangements within the 3-bedded unit, it is clear that 4-bedded units and upwards would be preferable.

2.3.4. As Chart 26 depicts, the overall saving for eight beds through a block purchase, as opposed to spot purchasing, is c. £190k per annum. It is important to bear in mind though that key elements that make-up the estimated cost e.g. the national minimum wage have increased since 2016 and therefore it is evident that there will be some increase in cost if a similar block purchase provision was to be provided in the present financial climate and projected five years hence.



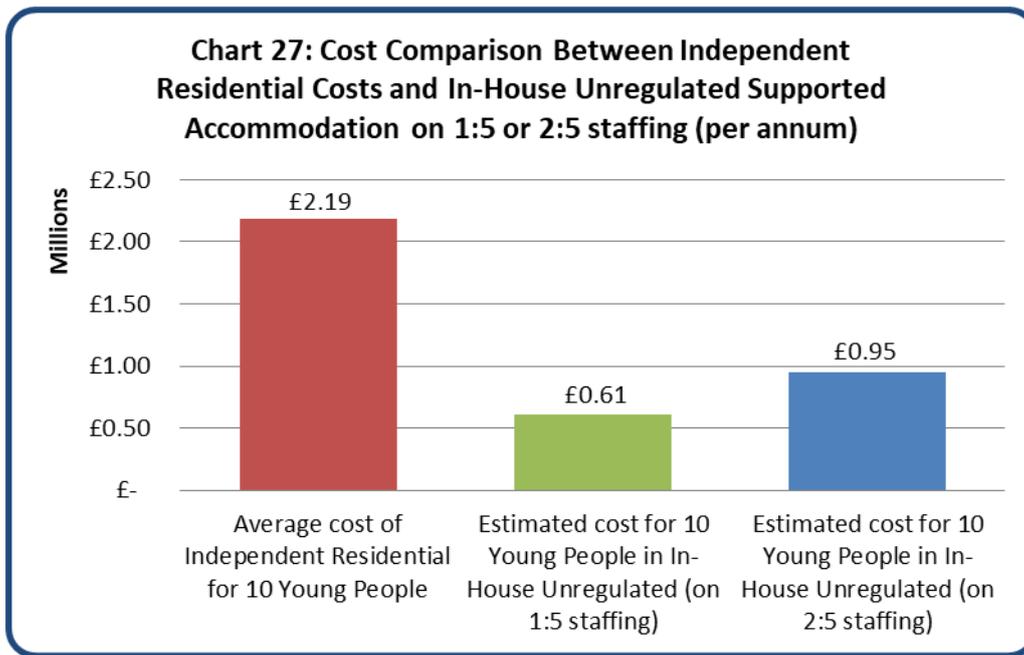


3. In-House Unregulated Supported Accommodation

3.1. Overview and Background

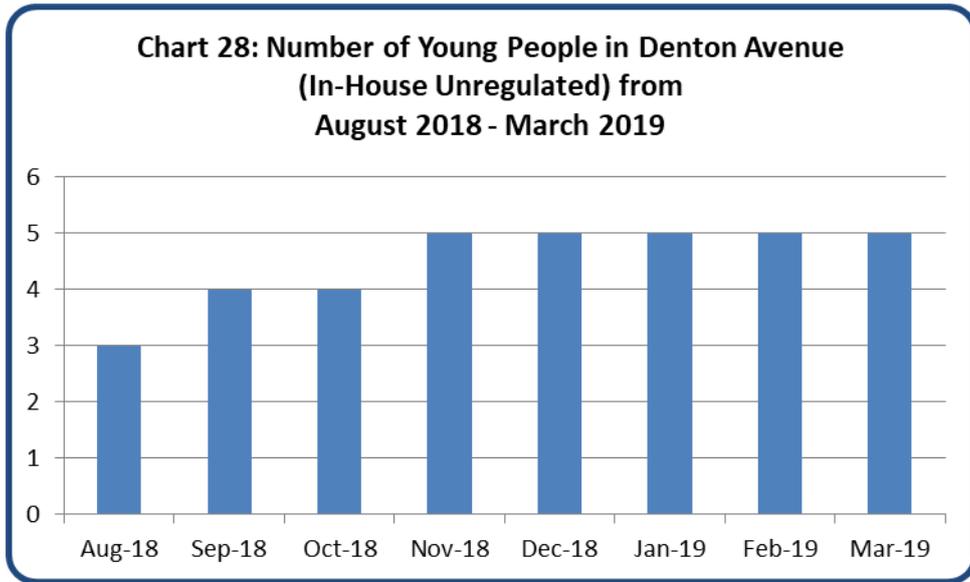
- 3.1.1. There is an in-house unregulated supported accommodation set-up in Grantham (Denton Avenue), offering five beds - made up of a 2 and 3 bed property - with a 1:5 staffing ratio 24/7 (sleep in only, not waking nights), which opened in July 2018. It is currently being used for short term placements of up to six months to stabilise Looked After Children in transition and prepare them for independence.
- 3.1.2. The majority of the client group during 2018-19 were from residential care, occasionally from foster care, and figures from colleagues in Finance indicate that savings/cost avoidance of c. £515,182¹⁹ have been realised during the nine months it has been open. For example, 'Child A' moved to Denton Avenue in August 2018 from a £3,150 per week out-of-county residential placement, saving a total of £55,787 on that individual placement per annum after allowing for the cost of the Denton Avenue provision.
- 3.1.3. An example of the savings that can be made through the use of Denton Avenue, in comparison to Independent sector Residential provision, is shown in Chart 27. The cost for ten young people in Independent Residential is calculated using the average Independent Residential placement cost of £4,212 per week x 10 young people x 52 weeks.

¹⁹ NB: c. £350k after allowing for expenditure on Denton Avenue

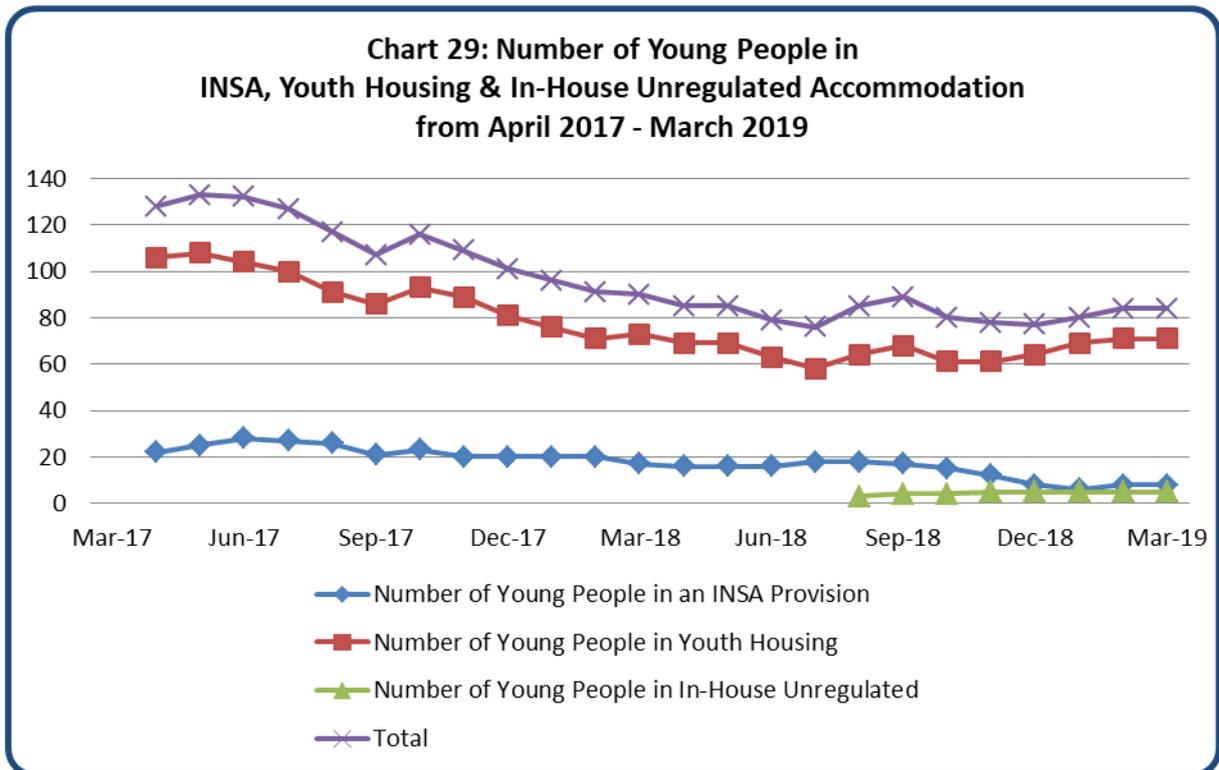


- 3.1.4. This shows that it is more financially viable to use an in-house unregulated provision, such as Denton Avenue, than it is to continue to utilise Independent Residential placements until a young person reaches the age of 18 years. The cost of ten young people on a 2:5 staff ratio at Denton Avenue is equivalent to 44% of the cost for ten young people in an Independent Residential sector placement (28% for 1:5 ratio), which would save a total of £1.24m if extrapolated across a full year²⁰.
- 3.1.5. The majority of the young people who were placed at Denton Avenue and have subsequently left have successfully transitioned through step-down into Youth Housing provision in Grantham.
- 3.1.6. A similar in-house unregulated supported accommodation offer with five beds is being prepared at Rowston Close in Gainsborough and the new contract will need to consider the availability of local provision for young people to step-down into, as and where appropriate. It is predicted that no more than two move-on units may be needed at any given time, but the profile of young people at Rowston will need to be considered.
- 3.1.7. Chart 28 shows the number of young people in Denton Avenue at the end of each month. Although the provision was opened in late July 2018, the figures start as of August 2018 to account for the time for young people to move into the provision. Denton Avenue was soon at full capacity (5 beds) after only 3-4 months. It is expected that Denton will largely remain at full capacity for the foreseeable future and beds will continue to be re-filled on a quick turnaround as and when they become vacant.

²⁰ NB: Length of stay in in-house unregulated supported accommodation is normally restricted to a maximum of six months.



4. Holistic Overview of Youth Housing, Intense Needs Supported Accommodation and In-House Unregulated Supported Accommodation



4.1.1. Chart 29 shows the number of young people in each of the aforementioned provisions from April 2017 – March 2019. Denton Avenue (In-House Unregulated) opened in July 2018, therefore the figures from this provision can only be counted from this point.

- 4.1.2. Currently, LCC commission 71 units through the Youth Housing contract. For the coming years, it is important to ensure that LCC are equipped to deal with the number of young people potentially coming into the system, requiring some form of supported accommodation and, more often than not, on that same day.
- 4.1.3. The average number of young people across all three provisions over the last 12 months is 82, as deduced from the 'total' trend line in Chart 29. With another 5-bedded In-House unregulated provision (Rowston Close, Gainsborough) due to open in the summer of 2019 to go alongside Denton Avenue, we can deduce around 72 units will need to be recommissioned as part of the Youth Housing contract if the intention is to include the remaining numbers of Intense Needs Supported Accommodation spot-purchase placements into a block purchased arrangement.
- 4.1.4. The average number of Intense Needs Supported Accommodation placements is twelve over the last eight months; this decrease reflects the opening of Denton Avenue in July 2018 and the fact it quickly grew to full capacity by November 2018. This means that a further seven-to-eight block-purchased Intense Needs Supported Accommodation placements may be necessary to help retain young people in Lincolnshire and deliver the savings envisaged above.

5. Looked After Children (Looked After Children) and Care Leavers

5.1. Looked After Children aged 13 – 17 years from 2015 – 2019

Type of Placement	Age					Total
	13	14	15	16	17	
Foster Care	37	25	21	24	34	141
In- House Residential	1	2	3	3		9
In- House Residential CWD			3	2	1	6
Independent/Supported Accommodation				6	19	25
Independent/Supported Accommodation (UASC)				7	21	28
Kinship Care	4	3	6	8	7	28
NHS Establishment					2	2
Independent Sector Residential	4	7	4	2		17
Placed with Parents/Parental Responsibility		3	3		1	7
Independent Sector Residential School		1	2	1	1	5
Secure Unit or YOI		1			2	3
Other – Not Identified						
TOTAL	46	42	42	53	88	271

TABLE 4: Looked After Children Aged 13-17 years (March 2018)						
Type of Placement	Age					Total
	13	14	15	16	17	
Foster Care	30	23	31	44	36	164
In- House Residential	1	3	4	1	4	13
In- House Residential CWD						
Independent/Supported Accommodation				6	11	17
Independent/Supported Accommodation (UASC)				6	11	17
Kinship Care	5	4	7	11	7	34
NHS Establishment				1		1
Independent Sector Residential	1	1	3	4	12	21
Placed with Parents/Parental Responsibility	3	3	2	1	3	12
Independent Sector Residential School		2	1	1	4	8
Secure Unit or YOI				1	1	2
Other - Not Identified				1	1	2
TOTAL	40	36	48	77	90	291

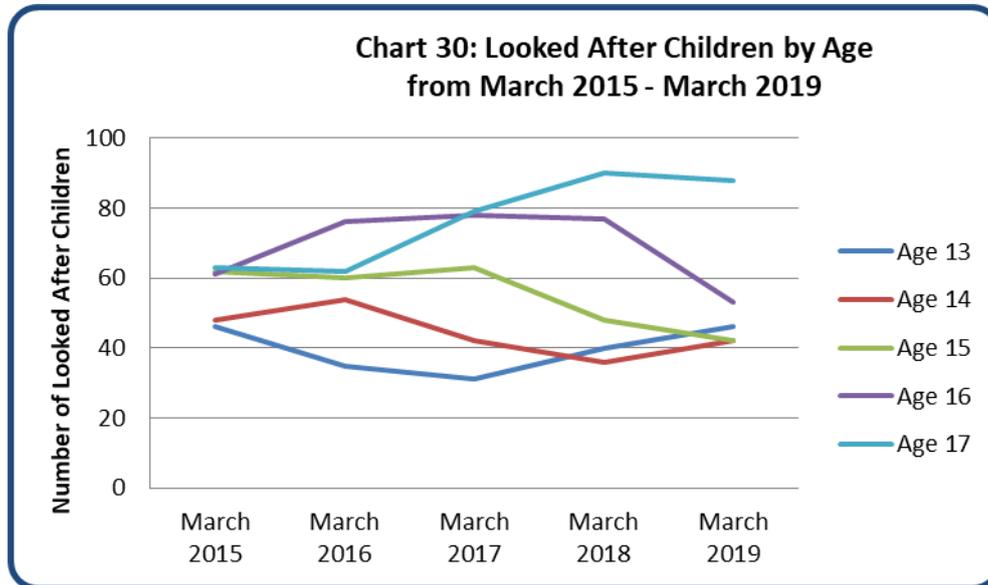
TABLE 5: Looked After Children Aged 13-17 years (March 2017)						
Type of Placement	Age					Total
	13	14	15	16	17	
Foster Care	21	29	44	39	34	167
In- House Residential	2	4		9	8	23
In- House Residential CWD				1		1
Independent/Supported Accommodation				1	7	8
Independent/Supported Accommodation (UASC)				3	8	11
Kinship Care	3	6	7	7	5	28
NHS Establishment			1		1	2
Independent Sector Residential	1	1	4	8	8	22
Placed with Parents/Parental Responsibility	2	1	3	2	2	10
Independent Sector Residential School	2	1	1	4	2	10
Secure Unit or YOI			1	2	2	5
Other - Not Identified			2	2	2	6
Total	31	42	63	78	79	293

TABLE 6: Looked After Children Aged 13-17 years (March 2016)						
Type of Placement	Age					Total
	13	14	15	16	17	
Foster Care	26	38	36	37	27	164
In- House Residential	1	1	7	6	8	23
In- House Residential CWD			1			1
Independent/Supported Accommodation			1	5	1	7
Independent/Supported Accommodation (UASC)				6	8	14
Kinship Care	6	6	3	7	5	27
NHS Establishment						0
Independent Sector Residential		4	4	9	7	24
Placed with Parents/Parental Responsibility	2	2	2		3	9
Independent Sector Residential School		1	2	4		7
Secure Unit or YOI			4	2		6
Other - Not Identified		2			3	5
Total	35	54	60	76	62	287

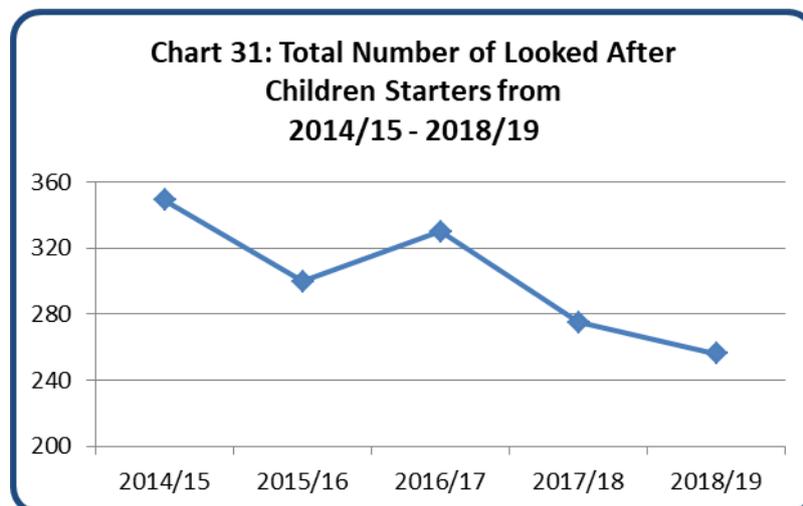
TABLE 7: Looked After Children Aged 13-17 years (March 2015)						
Type of Placement	Age					Total
	13	14	15	16	17	
Foster Care	34	33	40	32	28	167
In- House Residential	2	4	7	10	4	27
In- House Residential CWD						
Independent/Supported Accommodation					8	8
Independent/Supported Accommodation (UASC)				3	5	8
Kinship Care	3	5	7	5	5	25
NHS Establishment			1			1
Independent Sector Residential	2	3	4	3	7	19
Placed with Parents/Parental Responsibility	2	1		3		6
Independent Sector Residential School	1	2	3		2	8
Secure Unit or YOI				1	1	2
Other - Not Identified	2			4	3	9
Total	46	48	62	61	63	280

5.1.1. Chart 30 takes the data from Tables 3-7 illustrating the difference in the overall number of 13 – 17 year olds at the end of each year. Recent trends indicate a growth in the number of Looked After Children 13 and 14 year olds, increasing from 40 x 13 year olds in 2018 to 46 in 2019, and from 36 x 14 year olds in 2018 to 42 in 2019. These cohorts will be looking to move towards independence in 2022-24, at which time the newly commissioned contract will be in its second – fourth years. Contrastingly, the number of Looked After Children 15 and 16 year olds has

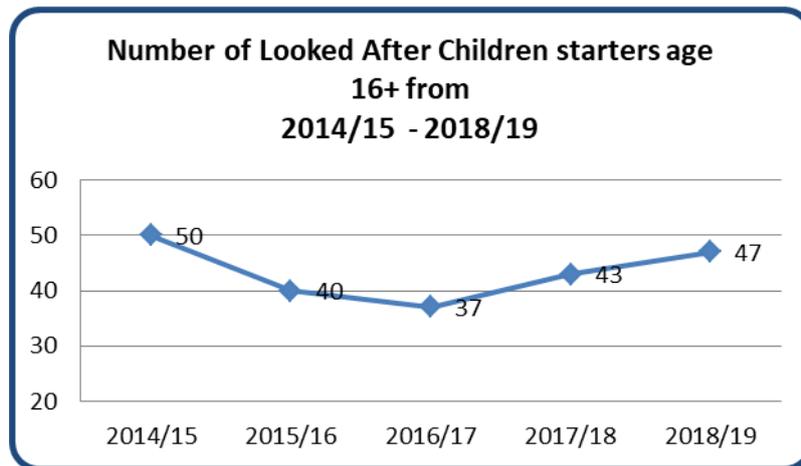
decreased in recent years, with 15 year olds dropping from 48 in 2018 to 42 in 2019, and 16 year olds dropping significantly from 77 in 2018 to 53 in 2019, the impact of which will likely be seen from 2019-21, effecting the fifth year of the current contract and the first year of the new contract. The chart also shows a stagnant number of 17 year olds currently seeking independence.



5.1.2. This seeming decline in Looked After Children numbers is reflected in Chart 31 which depicts the total number of Lincolnshire Looked After Children starters from 2014/15 – 2018/19 as per the 'SSDA903 Children Looked After Return' used by the Department for Education in their published statistics.



5.1.3. However, Chart 32 shows how many of the above Looked After Children starters were 16+ and therefore meeting the age criteria for Youth Housing or Intense Needs Supported Accommodation. This illustrates an increase in numbers related to the fact that many Looked After Children are entering care at a much older age than before. Here, an increase of greater than 25% is shown over the last two years.



5.2. Foster Care Transition

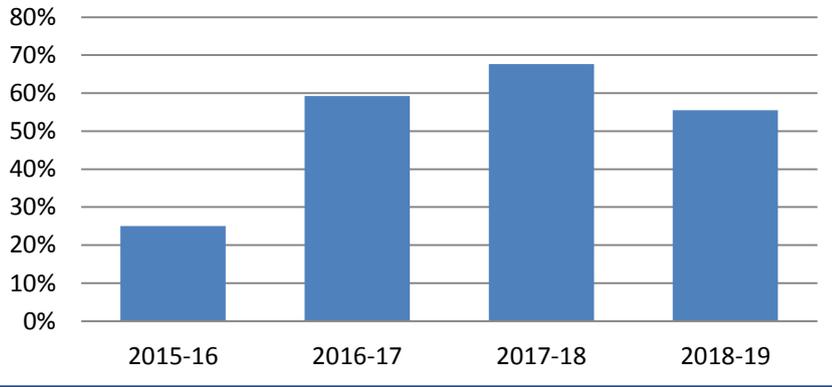
5.2.1. The highest percentage of Looked After Children in each age group from 2015 – 2019 is currently in Foster Care, therefore an analysis of the numbers likely to take part in the 'Staying Put'²¹ scheme is essential to better understand the potential numbers that may have housing requirements over the next few years.

5.2.2. As Table 8 and Chart 31 show, a total of 66 young people have moved to Staying Put since 2015 (53% of cohort). In recent years (2017-2019) more young people proportionately have moved to the Staying Put provision than in 2015/16. Of the 36 x 17 year old Looked After Children identified in Foster Care as of 26th March 2018, 56% moved on to Staying Put between April 2018 and March 2019. Thus, there is a potential for the remaining 44% to require some form of transition accommodation, such as Youth Housing or Intense Needs Supported Accommodation.

TABLE 8: Transition to Staying Put - 2016-2019					
	2015-16	2016-17	2017-18	2018-19	Total
Number of Foster Placements that moved to Staying Put	7	16	23	20	66 (53% of Foster Care Placements from 2015-2019)

²¹ A 'Staying Put' arrangement refers to when a young person in Foster Care reaches the age of 18 and both the young person and the family agree for the young person to remain living with their foster family.

Chart 31: Percentage of Foster Placements moving to Staying Put



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Equality Impact Analysis to enable informed decisions

The purpose of this document is to:-

- I. help decision makers fulfil their duties under the Equality Act 2010 and
- II. for you to evidence the positive and adverse impacts of the proposed change on people with protected characteristics and ways to mitigate or eliminate any adverse impacts.

Using this form

This form must be updated and reviewed as your evidence on a proposal for a project/service change/policy/commissioning of a service or decommissioning of a service evolves taking into account any consultation feedback, significant changes to the proposals and data to support impacts of proposed changes. The key findings of the most up to date version of the Equality Impact Analysis must be explained in the report to the decision maker and the Equality Impact Analysis must be attached to the decision making report.

****Please make sure you read the information below so that you understand what is required under the Equality Act 2010****

Equality Act 2010

The Equality Act 2010 applies to both our workforce and our customers. Under the Equality Act 2010, decision makers are under a personal duty, to have due (that is proportionate) regard to the need to protect and promote the interests of persons with protected characteristics.

Protected characteristics

The protected characteristics under the Act are: age; disability; gender reassignment; marriage and civil partnership; pregnancy and maternity; race; religion or belief; sex; sexual orientation.

Section 149 of the Equality Act 2010

Section 149 requires a public authority to have due regard to 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 relevant protected characteristics and persons who do not share those characteristics
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

The purpose of Section 149 is to get decision makers to consider the impact their decisions may or will have on those with protected characteristics and by evidencing the impacts on people with protected characteristics decision makers should be able to demonstrate 'due regard'.

Decision makers duty under the Act

Having had careful regard to the Equality Impact Analysis, and also the consultation responses, decision makers are under a personal duty to have due regard to the need to protect and promote the interests of persons with protected characteristics (see above) and to:-

- (i) consider and analyse how the decision is likely to affect those with protected characteristics, in practical terms,
- (ii) remove any unlawful discrimination, harassment, victimisation and other prohibited conduct,
- (iii) consider whether practical steps should be taken to mitigate or avoid any adverse consequences that the decision is likely to have, for persons with protected characteristics and, indeed, to consider whether the decision should not be taken at all, in the interests of persons with protected characteristics,
- (iv) consider whether steps should be taken to advance equality, foster good relations and generally promote the interests of persons with protected characteristics, either by varying the recommended decision or by taking some other decision.

Conducting an Impact Analysis

The Equality Impact Analysis is a process to identify the impact or likely impact a project, proposed service change, commissioning, decommissioning or policy will have on people with protected characteristics listed above. It should be considered at the beginning of the decision making process.

The Lead Officer responsibility

This is the person writing the report for the decision maker. It is the responsibility of the Lead Officer to make sure that the Equality Impact Analysis is robust and proportionate to the decision being taken.

Summary of findings

You must provide a clear and concise summary of the key findings of this Equality Impact Analysis in the decision making report and attach this Equality Impact Analysis to the report.

Impact – definition

An impact is an intentional or unintentional lasting consequence or significant change to people's lives brought about by an action or series of actions.

How much detail to include?

The Equality Impact Analysis should be proportionate to the impact of proposed change. In deciding this asking simple questions “Who might be affected by this decision?” “Which protected characteristics might be affected?” and “How might they be affected?” will help you consider the extent to which you already have evidence, information and data, and where there are gaps that you will need to explore. Ensure the source and date of any existing data is referenced.

You must consider both obvious and any less obvious impacts. Engaging with people with the protected characteristics will help you to identify less obvious impacts as these groups share their perspectives with you.

A given proposal may have a positive impact on one or more protected characteristics and have an adverse impact on others. You must capture these differences in this form to help decision makers to arrive at a view as to where the balance of advantage or disadvantage lies. If an adverse impact is unavoidable then it must be clearly justified and recorded as such, with an explanation as to why no steps can be taken to avoid the impact. Consequences must be included.

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Proposals for more than one option If more than one option is being proposed you must ensure that the Equality Impact Analysis covers all options. Depending on the circumstances, it may be more appropriate to complete an Equality Impact Analysis for each option.

The information you provide in this form must be sufficient to allow the decision maker to fulfil their role as above. You must include the latest version of the Equality Impact Analysis with the report to the decision maker. Please be aware that the information in this form must be able to stand up to legal challenge.

Background Information

Title of the policy / project / service being considered	Review of Youth Housing Provision	Person / people completing analysis	Myfanwy Burrell/ Amy Allcock
Service Area	Children's Services	Lead Officer	Mark Rainey
Who is the decision maker?	Jo Kavanagh, Assistant Director of Children's Services	How was the Equality Impact Analysis undertaken?	Desktop exercise
Date of meeting when decision will be made	01/10/2019	Version control	V4
Is this proposed change to an existing policy/service/project or is it new?	Existing policy/service/project	LCC directly delivered, commissioned, re-commissioned or de-commissioned?	Re-commissioned
Describe the proposed change	<p>Lincolnshire County Council's Children's Services currently commissions a Youth Housing Service from the Lincolnshire Support Partnership, which ends on 30th June 2020. This service offers supported accommodation to young people aged 16-17 and Care Leavers up to age 21, who may be homeless or at risk of homelessness. In addition, Children's Services separately spot purchase Intense Needs Supported Accommodation (INSA) placements for young people who are usually rejected from the Youth Housing provision for failing to meet the criteria due to their intense level of needs.</p> <p>A review of the current Youth Housing services has been carried out within Children's Strategic Commissioning in order to determine what is required for a new Youth Housing Contract, which plans to encompass INSA placements through an increase to the intense needs support available within the Youth Housing Service.</p>		

Evidencing the impacts

In this section you will explain the difference that proposed changes are likely to make on people with protected characteristics. To help you do this first consider the impacts the proposed changes may have on people without protected characteristics before then considering the impacts the proposed changes may have on people with protected characteristics.

You must evidence here who will benefit and how they will benefit. If there are no benefits that you can identify please state 'No perceived benefit' under the relevant protected characteristic. You can add sub categories under the protected characteristics to make clear the impacts. For example under Age you may have considered the impact on 0-5 year olds or people aged 65 and over, under Race you may have considered Eastern European migrants, under Sex you may have considered specific impacts on men.

Data to support impacts of proposed changes

When considering the equality impact of a decision it is important to know who the people are that will be affected by any change.

Population data and the Joint Strategic Needs Assessment

The Lincolnshire Research Observatory (LRO) holds a range of population data by the protected characteristics. This can help put a decision into context. Visit the LRO website and its population theme page by following this link: <http://www.research-lincs.org.uk> If you cannot find what you are looking for, or need more information, please contact the LRO team. You will also find information about the Joint Strategic Needs Assessment on the LRO website.

Workforce profiles

You can obtain information by many of the protected characteristics for the Council's workforce and comparisons with the labour market on the [Council's website](#). As of 1st April 2015, managers can obtain workforce profile data by the protected characteristics for their specific areas using Agresso.

Positive impacts

The proposed change may have the following positive impacts on persons with protected characteristics – If no positive impact, please state 'no positive impact'.

Age	The review considered how best the service can be delivered to maximise the benefits to the target cohort of 16-18 year olds (21 for Care Leavers.) The Youth Housing Service will place young people in this age category in supported accommodation when they are presented as homeless or at risk of homelessness. Young people will be considered equally regardless of age, providing they fall into this category. However, young people are supported and encouraged to move to appropriate 'Move-on Accommodation' by age 18 and 2 weeks. In exceptional circumstances, when all other options have been exhausted, young people can stay in the Service past 18 and 2 weeks, when no appropriate accommodation is available. This will be on a short-term basis until appropriate Move-on Accommodation is sourced.
Disability	Through an increase to the intense needs support that will be available within a new Youth Housing Service, young people with disabilities are more likely to have their needs met, as more support hours will be put into accommodating those with needs that cannot currently be met by the Youth Housing Service.
Gender reassignment	Neutral impact - In the event of gender reassignment being a need, the Key/Social Worker will be able to offer practical support in order to access suitable health information, where required. This will not impact on the individual's ability to access or remain in the Youth Housing provision.
Marriage and civil partnership	Neutral impact - The Youth Housing Service would not anticipate needing to meet the needs of married couples, but in the event a couple in a relationship/marriage/civil partnership under the age of 18 did present as requiring support, the same processes will be implemented.
Pregnancy and maternity	Neutral Impact - The review has considered the provision of housing for young people aged 16 to 18 (21 for Care Leavers), including pregnant and post-natal young women who require supported or other accommodation. The new Youth Housing Service will continue to accommodate pregnant females and/or parents; however the units will no longer be ring-fenced to specific needs in the Youth Housing Service going forward.
Race	Neutral impact – The Youth Housing Service is offered to young people of the appropriate age category who have presented as homeless or are at risk of homelessness, irrespective of race. Where a young person is presented as an Un-Accompanied Asylum Seeking Child, they will typically be placed through the UASC Closed Order List to be accommodated with young people of a similar race and culture. Therefore, the Youth Housing Provision will not anticipate needing to meet the needs of those who arrive in the country as an asylum seeker and require support.

Religion or belief	Neutral impact – A young person's individual or belief will not prevent them from accessing or remaining in the Youth Housing provision nor would a young person be discriminated on the grounds of their religion and/or beliefs.
Sex	Neutral impact – Young people who present to Youth Housing can be either male or female and no priority is given based upon sex. In addition, a young person's gender will not discriminate them from accessing the Youth Housing Service, regardless of whether they identify as male, female or another gender identity.
Sexual orientation	Neutral impact – Sexual orientation will not preclude young people from accessing or remaining in the Youth Housing provision and young people will be treated equally regardless of their orientation.

If you have identified positive impacts for other groups not specifically covered by the protected characteristics in the Equality Act 2010 you can include them here if it will help the decision maker to make an informed decision.

Looked After Children (LAC) and Care Leavers – Within the remit of those eligible to receive supported accommodation are LAC and Care Leavers, both of which are vulnerable groups due to the situations they may have faced which resulted in them receiving LAC or Care Leaver status. These experiences can leave LAC and Care Leavers with complex emotional and mental health needs. Lincolnshire County Council has a duty to provide accommodation for LAC and Care Leavers, in line with statutory obligations. Ensuring appropriate supported accommodation is available for LAC and Care Leavers fulfils Lincolnshire County Council's statutory obligations by accommodating these vulnerable young people and, in turn, is the best way of providing access to education, health services and positive peer relationships.

Adverse/negative impacts

You must evidence how people with protected characteristics will be adversely impacted and any proposed mitigation to reduce or eliminate adverse impacts. An adverse impact causes disadvantage or exclusion. If such an impact is identified please state how, as far as possible, it is justified; eliminated; minimised or counter balanced by other measures.

If there are no adverse impacts that you can identify please state 'No perceived adverse impact' under the relevant protected characteristic.

Negative impacts of the proposed change and practical steps to mitigate or avoid any adverse consequences on people with protected characteristics are detailed below. If you have not identified any mitigating action to reduce an adverse impact please state 'No mitigating action identified'.

Age	Young people age 16-18 or up to 21 for Care Leavers will be accommodated equally when presenting as homeless or at risk of homelessness. Those nearing 18 or age 18 are encouraged and supported to find appropriate 'Move-on Accommodation' and therefore a slight adverse impact may be perceived in favour of those age 16/17 that require more long-term support, however young people (non-Care Leavers) are eligible to stay within the Youth Housing Service until they are aged 18 and 2 weeks and, in exceptional circumstances, can stay within the Service longer when no move-on accommodation can be immediately sourced.
Disability	No perceived adverse impact. Through an increase to the intense needs support available within a new Youth Housing Service, young people with disabilities are more likely to have their needs met, as more support hours will be put into accommodating those with needs that cannot currently be met by the Youth Housing Service.
Gender reassignment	No perceived adverse impact.
Marriage and civil partnership	No perceived adverse impact. The Youth Housing Service would not anticipate needing to meet the needs of married couples, but in the event a couple in a relationship/marriage/civil partnership under the age of 18 did present as requiring support, the same processes would be implemented.

<p>Pregnancy and maternity</p>	<p>No perceived adverse impact.</p> <p>The review has considered the provision of housing for young people aged 16 to 18 (21 for Care Leavers), including pregnant and post-natal young women who require supported or other accommodation. The new Youth Housing Service will continue to accommodate pregnant females and/or parents; however the units will no longer be ring-fenced to specific needs in the Youth Housing Service going forward.</p>
<p>Race</p>	<p>No perceived adverse impact.</p> <p>The Youth Housing Service is offered to young people of the appropriate age category who have presented as homeless or are at risk of homelessness, irrespective of race.</p>
<p>Religion or belief</p>	<p>No perceived adverse impact. .</p>
<p>Sex</p>	<p>No perceived adverse impact.</p>
<p>Sexual orientation</p>	<p>No perceived adverse impact.</p>

If you have identified negative impacts for other groups not specifically covered by the protected characteristics under the Equality Act 2010 you can include them here if it will help the decision maker to make an informed decision.

Stakeholders

Stake holders are people or groups who may be directly affected (primary stakeholders) and indirectly affected (secondary stakeholders)

You must evidence here who you involved in gathering your evidence about benefits, adverse impacts and practical steps to mitigate or avoid any adverse consequences. You must be confident that any engagement was meaningful. The Community engagement team can help you to do this and you can contact them at consultation@lincolnshire.gov.uk

State clearly what (if any) consultation or engagement activity took place by stating who you involved when compiling this EIA under the protected characteristics. Include organisations you invited and organisations who attended, the date(s) they were involved and method of involvement i.e. Equality Impact Analysis workshop/email/telephone conversation/meeting/consultation. State clearly the objectives of the EIA consultation and findings from the EIA consultation under each of the protected characteristics. If you have not covered any of the protected characteristics please state the reasons why they were not consulted/engaged.

Objective(s) of the EIA consultation/engagement activity

To ascertain the impact, if any, on groups who may be affected by the potential remodelling of the Youth Housing Service.

From April to August 2019, a number of engagement events have taken place, centred around the proposed integrated model and seeking feedback on current service delivery and experiences. A wide range of stakeholders have participated including service users, suppliers from the marketplace (including the incumbent supplier), District Councils, Health colleagues, Lincolnshire Police, Mental Health services, Lincolnshire Leaving Care Service and education providers, as well as a number of internal stakeholders such as the Virtual School, Social Care and the Futures4Me service

Who was involved in the EIA consultation/engagement activity? Detail any findings identified by the protected characteristic

Age	During one of the engagement events, stakeholders highlighted that this service will give young people in that age range (16-18 and up to 21 for care leavers) the opportunity to build strong relationships with their peers. The age range within the service was also discussed and one stakeholder suggested this could be extended to 24 years, however others felt the range of 16-24 may hinder the ability to manage those projects effectively, with a wider range of needs in the future.
Disability	With a higher level of funded being allocated to the new contract for this service, a wider range and complexity of needs will be met in the future, including those children and young people with disabilities.
Gender reassignment	
Marriage and civil partnership	
Pregnancy and maternity	The new service will no longer attach set support hours to beds and as such, there will be no beds specifically ring fenced for young parents or pregnant young people. However, this service will still deliver a service to this cohort of young people and they will still be able to access the support as they have done previously.
Race	
Religion or belief	

Sex	
Sexual orientation	
<p>Are you confident that everyone who should have been involved in producing this version of the Equality Impact Analysis has been involved in a meaningful way?</p> <p>The purpose is to make sure you have got the perspective of all the protected characteristics.</p>	<p>An extensive programme of engagement events has taken place with all stakeholders to the service and their views have been fed into the Equality Impact Analysis document. The service review has been also governed by a project group internally, and the views of the Assistant Director, relevant service managers and Corporate Parenting Manager have also been included in this document.</p>
<p>Once the changes have been implemented how will you undertake evaluation of the benefits and how effective the actions to reduce adverse impacts have been?</p>	<p>The Youth Housing Service, whether remodelled or not, will be subject to robust contract management with various measures designed to ascertain the benefits of the service and/or the effectiveness of any mitigating actions undertaken to reduce negative impacts.</p>

Further Details

Are you handling personal data?

Yes

If yes, please give details.

Supported Accommodation providers require information on the young people referred to their service, which is captured on a referral form completed by the relevant Social/Key Worker. This is primarily the young person's name, date of birth, ethnicity, health needs, previous address and a personal background regarding the individual's needs and behaviour. This information is used to allow the Youth Housing Service to make a decision on whether they can accommodate the young person and whether they would be more suited to a general or complex level of support. Further details may be obtained through the placement when a Needs and Risk Assessment, Extension of Stay or other document containing personal details is completed.

In addition, the Youth Housing Service may share personal data with relevant services in order to facilitate access to education, employment, training or health care, as well as passing relevant information to Lincolnshire Leaving Care Service if the young person is eligible to receive support post-18.

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Actions required	Action	Lead officer	Timescale
Include any actions identified in this analysis for on-going monitoring of impacts.			

Version	Description	Created/amended by	Date created/amended	Approved by	Date approved

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Open Report on behalf of Heather Sandy, Interim Director of Education

Report to:	Children and Young People Scrutiny Committee
Date:	06 September 2019
Subject:	Local Area SEND Inspection by Ofsted and CQC – Update on Action Plan

Summary:

This report provides an update on the Action Plan, previously presented to the Children and Young People Scrutiny Committee in January 2019, following the Local Area inspection undertaken jointly by Ofsted and the Care Quality Commission, in October 2018.

The Action Plan is appended to the report. This is being monitored through the Special Educational Needs and Disability (SEND) Steering Group and reported to the Children's Services' Quality Assurance Board and the Women and Children's Board.

Actions Required:

The Children and Young People Scrutiny Committee is invited to review and comment on the updated Action Plan of the Local Area SEND inspection.

1. Background

Between the 1st and 5th October 2018, Lincolnshire Local Area was inspected by Ofsted and the Care Quality Commission (CQC) to judge the effectiveness of the area in the implementation of the duties and responsibilities set out in the Children and Families Act 2014 in respect of children and young people (0-25 years) with special educational needs and/or disabilities (SEND).

The inspection focused on three questions:

- The effectiveness of the local area in identifying children and young people who have special educational needs and/or disabilities.
- The effectiveness of the local area in assessing and meeting the needs of children and young people who have special educational needs and/or disabilities.
- The effectiveness of the local area in improving outcomes for children and young people who have special educational needs and/or disabilities.

The inspectors from both Ofsted and CQC conducted Focus Groups with a wide range of professionals including Local Authority Officers, Lincolnshire Parent Carer Forum (LPCF), health service staff and other key partners as well as undertaking visits to Health Teams, Early Years settings, Primary, Secondary and Special Schools and a Further Education College.

In reaching their judgement the inspectorates also tested the accuracy and rigour of our local area's self-evaluation and the extent to which we know our strengths and weaknesses and have appropriate and realistic development plans.

Inspectors met with the LPCF and parents and carers across the county to understand how well the local area engages with them and their children and young people to inform decisions about the strategic commissioning of services and to ensure that these primary users are clear about the identification and assessment processes and the criteria used to make decisions. In all of the educational settings they visited, the inspectors met with children and young people to hear their experiences. They also conducted a week-long online survey for parents and carers to feedback their experiences of the support their children receive through the wide range of services and organisations in the county.

The full report was presented to the Children and Young People Scrutiny Committee in January 2019 and highlighted the many strengths that the inspection identified in the local area. This is set against a backdrop in which 49.5% of the 91 Local Authority areas inspected in the last three years have received a Written Statement of Action (WSOA) because of serious weaknesses. In the last academic year, the period in which Lincolnshire was inspected, 66% of areas inspected received a WSOA. The Department for Education commended Lincolnshire and since the inspection a number of other areas have visited to see how the local area is meeting the needs of this vulnerable group of children and young people.

A number of areas for development were identified by the inspectorates. There were no surprises; the areas for development were those that the Local Authority and the Clinical Commissioning Groups had identified in the joint Self-Evaluation. The Action Plan was initially presented to the Committee with the Ofsted findings. Progress against the actions is managed through the SEND Steering Group. The updated Action Plan can be found at Appendix A and illustrates the progress that is being made against the areas for development.

2. Conclusion

The joint Ofsted and CQC inspection identified many strengths in Lincolnshire. Those areas that require improvement have a specific focus which is being monitored through the SEND Steering Group and reported to the Children's Services' Quality Assurance Board and the Women and Children's Board. Progress has been made against all of the actions. These improvements will strengthen further the positive experiences and outcomes for children and young people with additional needs in the county.

3. Consultation

a) Have Risks and Impact Analysis been carried out?

N/A

b) Risks and Impact Analysis

N/A

4. Appendices

These are listed below and attached at the back of the report	
Appendix A	Updated Action Plan

5. Background Papers

Document title	Where the document can be viewed
The framework for the inspection of local areas' effectiveness in identifying and meeting the needs of children and young people who have special educational needs and/or disabilities	https://www.gov.uk/government/publications/local-area-send-inspection-framework
Lincolnshire's SEND Inspection Outcome Letter	https://files.api.ofsted.gov.uk/v1/file/50041170
Local Area SEND Inspection by Ofsted and CQC – Report to the Children and Young People Scrutiny Committee (18 January 2019)	http://lincolnshire.moderngov.co.uk/ieListDocuments.aspx?CId=124&MId=5256&Ver=4

This report was written by Sheridan Dodsworth, who can be contacted on 01522 553310 or sheridan.dodsworth@lincolnshire.gov.uk.

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Action Plan Update August 2019

Areas of development identified through the Ofsted/CQC Inspection of Special Educational Needs and Disabilities

Area for Improvement	How	By when	Lead	Where are we now? Progress at August 2019	RAG rating
To improve SEN attainment and progress in the primary phase, with a focus on Reading and Maths	Focused work with schools to enhance the support for pupils with SEND.	31.08.20	Martin Smith	<p>Funding from successful bid for £500k is being used to deliver a targeted school improvement project this academic year to raise attainment of pupils in receipt of SEN support.</p> <p>The LENS schools' SEN Support pupils show better gains in terms of attainment for Reading, Writing and Maths combined than the non-LENS schools' SEN Support pupils. The GAP between the LENS and non-LENS cohort in Reading, Writing and Maths combined has reduced from 4.9% in 2018 to 3.0% in 2019.</p>	Amber
The proportion of children who have been identified as having a moderate learning difficulty in primary schools is higher than seen nationally. Focus on developing a shared	Ensure accurate coding within the Schools Census to avoid the category of MLD being misused as the primary need.	31.08.20	Kate Capel	A Task and Finish Group was established to develop clear guidance and descriptors for schools in Lincolnshire for recording pupils' needs by clarifying each term so that categorisation of need, using	Amber

<p>understanding of this to ensure that the category of need is being accurately identified and recorded.</p>				<p>these specific terms, is consistent across settings. Guidance document is currently in draft form pending the work identified below.</p> <p>The deadline for completion of the work has been extended from August 2019 to August 2020 as the workflows on Mosaic for SEND are being reviewed and reworked to support the accurate recording of SEN categorisation.</p> <p>Lincolnshire remains in-line with the national trend of MLD being the most commonly recorded primary need although overall the county continues to have a higher proportion of pupils identified with this need (27.6% compared to England figure of 21.6%). Whilst the Mosaic workflows are being revised there is continued focus on this through the Graduated Approach briefings for SENCo.</p>	
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<p>To improve the quality of Education, Health and Care Plans.</p>	<p>Specific focus on improving health outcomes in EHC Plans.</p>	<p>31.08.20</p>	<p>Kate Capel/Health DCO</p>	<p>The Designated Clinical Officer (DCO) for SEND is in the process of appointing an Associate DCO. This role will provide critique/commentary/challenge on clinical report writing in order to improve quality of report writing and reduce variability.</p> <p>An independent audit of the health elements of EHC Plans has just been completed and the final report is due to go to the SEND Health Committee. This provides useful evidence of where and how improvements can be made to support clinicians to provide reports that are outcome focused.</p> <p>The use of the electronic Hub for all EHC needs assessments and annual reviews continues to progress; this will provide a clear report/assessment format for all contributors to the needs assessment and review. This is likely to be implemented in September 2020 following an initial pilot.</p>	<p>Amber</p>
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<p>To increase the completion rate for the Health Visitor mandatory assessments at two and a half years.</p>	<p>Improve timeliness and completion rates of the mandated health reviews as part of the delivery of the Healthy Child Programme through the Children's Health Service 0-19, with a specific focus on timely and integrated delivery of the two and a half year review to ensure early identification of children's needs</p>	<p>31.08.19</p>	<p>Linda Dennett</p>	<p>Universal 2.5 year reviews delivered by skill-mix workforce and together with increased clinic utilisation has resulted in significant improvement in delivery of mandated contacts; 81% at end of May 2019 (39% February 2019).</p> <p>Health Visitors continue to undertake targeted 2 year reviews.</p> <p>'Missing' contact reports are reviewed monthly by local managers who produce Mitigation reports for each missed contact. The highest number of 'missed' contacts is due to failure to bring a child to the appointment. (2nd appointments are always offered)</p>	<p>Amber</p>
<p>To promote / ensure that the Local Offer is known about and useful to families and professionals.</p>	<p>Review the content and structure of the Local Offer and engage with families to ensure it meets their needs. Undertake active promotion.</p>	<p>31.03.20</p>	<p>Caroline Jackson</p>	<p>Project Plan and working group established.</p> <p>All content and structure has been reviewed and through engagement it was agreed to refresh both SEND content and the structure, to</p>	<p>Amber</p>

				<p>streamline sections and to have a single entry point.</p> <p>New navigation system in place making easier to move around the offer. In addition new pathway model and content for Transitions.</p> <p>Local Offer Booklet has been reviewed and refreshed.</p> <p>Undertaking the mapping of individual pages to ensure these pages are correctly linked to others. The pages are also being rewritten to target the correct people.</p> <p>Engagement has been undertaken with families at Parent Carer Forum meetings and school promotion events. Their feedback is being used to make the pages and the site more informative. More written documentation is also being created for those without internet access.</p> <p>Communication and promotion has been undertaken with</p>	
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				parent groups and schools. Also presented at SENCO training and at other professional meetings. More promotion is planned over the coming months.	
Establish systems of leadership that are effective in ensuring that all managers are held to account for improvements to services.	Develop clear lines of accountability that report to both the Local Authority and Clinical Commissioning Groups.	31.12.18	Sally Savage/Sheridan Dodsworth	<p>Governance arrangements established to ensure that actions/areas for development are monitored and managed through the SEND Steering Group and the SEND Health Committee and reported to the newly established Children's Services' Quality Assurance Board and the Women and Children's Board.</p> <p>Further research and mapping has been undertaken to produce a clear diagram showing the governance arrangements across the council and health, including links to Lincolnshire's Sustainable Transformation Partnership (STP) boards. This was shared with Women and Children's Board and a further task and finish group held.</p>	Green

				<p>Note: August 2019 - Further work is now required to reflect on-going changes to CCG/STP governance as well as updates to the terms of reference for the Future in Mind Steering Group, CYP Transformation Board and Women and Children's Board.</p>	
<p>Increase understanding of health needs by improving local health information in the JSNA to help commissioners plan future services to meet children and young people's health needs.</p>	<p>Focus work on the data that is available locally and use relevant prevalence data available nationally. To be supported by the Integrated Commissioning Team.</p>	31.08.19	Kevin Johnson/Russell Outen-Coe	<p>The Children's Integrated Commissioning Team is now fully established and working with colleagues across LCC and health to identify data sets available locally to improve health information.</p> <p>Work is continuing across the council and NHS to establish on-going reporting of local SEND health data to inform the JSNA SEND topic refresh later this year. An Information Sharing Agreement is in the process of being signed by all partners which will enable easier sharing of information relating to CYP with SEND/EHC Plans.</p>	Amber

				The Designated Clinical Officer (DCO) is working closely with health colleagues to improve recording and reporting of the SEND cohort across health, engaging through the East Midlands DCO network, working with the SEND Service and health colleagues to design the new EHC hub system and looking at ways to record and report SEND health data.	
To reduce the waiting time for children and young people requiring neurodevelopmental/autism diagnosis and ensure that appropriate support is in place.	Develop a new diagnostic and support pathway for neurodevelopmental delay disorders for CYP to improve timeliness of autism diagnosis	April 2020	Sally Savage/CCG	<p>Proposals for how the pathway and associated waiting times for autism assessment and diagnosis can be improved have been supported by the Women and Children's Board and by CCG Executive; detailed planning is now underway.</p> <p>A Partnership Steering Group including the council, Lincolnshire's CCGs and the three NHS Providers, continues to meet to monitor and seek ways to reduce the current waiting list, including looking at maximising system resources and implementing</p>	Amber

				less resource intensive types of autism assessment.	
To increase the number of pupils at age 19, who receive SEND Support, gain a level 2 in English and mathematics.	Work with Post 16/FE providers to understand the reasons why this cohort of young people have fallen below national average and identify appropriate mechanisms to increase relevant support.	31.08.20	Kate Capel/Post 16 providers	Considered at FE Leads meeting February 2019. More detailed data analysis is being undertaken to ensure that all Post 16 settings are included. FE Leads are reviewing their own setting's data to develop a more comprehensive understanding of trends and attainment for this cohort of students. Further work to be followed up in autumn 2019.	Amber
To increase the timeliness of completion of initial health assessments for looked after children.	The development of an effective plan to rectify the delays so that health needs of children and young people coming into care are identified and assessed quickly.	30.04.19	John Harris /CCG	The LAC Health Steering Group has agreed and put in place a revised process for the completion of IHAs. This involves a named business support employee tracking all required consents and paperwork at the commencement of any placement. Health staff have access to MOSAIC in order for them to ensure timeliness of referrals and monthly management oversight of progress is in place. This process is seeing progress improve.	Amber

				<p>LAC (Health) pathway in place. Children & Young People's Nurses (CYPN) informed by LAC Health team when child becomes looked after. At 15 days if the child or young person does not have a booked IHA the CYPN is informed via referral and a face to face contact for health assessment is arranged within 5 days. This is not a full medical assessment but ensures that any immediate health needs are identified early.</p> <p>A weekly overview of performance is being monitored by the Team Manager for West Lindsey and performance is starting to improve.</p>	
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Open Report on behalf of Andrew Crookham, Executive Director - Resources

Report to:	Children and Young People Scrutiny Committee
Date:	06 September 2019
Subject:	Children and Young People Scrutiny Committee Work Programme

Summary:

This item enables the Committee to consider and comment on the content of its work programme to ensure that its scrutiny activity is focused where it can be of greatest benefit. The Committee is encouraged to highlight items that could be included for consideration in the work programme.

Actions Required:

- (1) To review and agree the Committee's work programme as set out in this report.
- (2) To highlight for discussion any additional scrutiny activity which could be considered for inclusion in the work programme.

1. Background

Current Items

For reference, the Committee's items for this meeting are set out below: -

6 September 2019		
Item	Contributor	Purpose
Restorative Practice - Lincolnshire Joint Diversionary Panels (JDP)	Andy Cook, Youth Offending Manager	Performance Scrutiny
Commissioning of Supported Accommodation: Children's Services	Amy Allcock, Senior Commissioning Officer	Pre-Decision Scrutiny (Executive decision on 1 October 2019)
Local Area Special Educational Needs and Disability Inspection by Ofsted and Care Quality Commission – Action Plan Update	Sheridan Dodsworth, Head of Special Educational Needs and Disability	Performance Scrutiny

In addition, at the conclusion of the formal meeting on 6 September 2019, there will be an information briefing session on the new Education Inspection Framework, which was published by Ofsted in May 2019 and is effective from 1 September 2019.

Planned Items

The Committee's planned items are listed below:

18 October 2019		
Item	Contributor	Purpose
Proposal to expand capacity at Athena School, Lincoln (Final Decision)	Matthew Clayton, Admissions and Education Provision Manager	Pre-Decision Scrutiny (Executive Councillor Decision – 1 November 2019)
Children's Services Inspection by Ofsted – Action Plan	Janice Spencer OBE, Interim Director for Children's Services Heather Sandy, Interim Director for Education	Performance Scrutiny
Special Educational Needs and Disability Strategy - Review Update	Sheridan Dodsworth, Head of Special Educational Needs and Disability	Policy Review (Yearly Update)
Early Years Education Improvement Strategy	Jo Kavanagh, Assistant Director, Early Help Michelle Andrews, Head of Early Years	Policy Review
Annual Review of Complaints for Children's Services	Jo Kavanagh, Assistant Director, Early Help	Performance Scrutiny

22 November 2019		
Item	Contributor	Purpose
Transitions Scrutiny Review – Response from the Executive and Action Plan	Councillor Mrs P A Bradwell OBE, Executive Councillor for Adult Care, Health and Children's Services Heather Sandy, Interim Director for Education Justin Hackney, Assistant Director for Specialist Adult Services	Scrutiny Review Activity

22 November 2019		
Item	Contributor	Purpose
Sustainable Modes of Transport to School (SMOTS) Strategy	Teri Marshall, Education Transport Manager	Pre-Decision Scrutiny (Executive Councillor Decision – 3 December 2019)
Special Education Needs and Disability Transport	Teri Marshall, Education Transport Manager	Update
Children in Employment and Entertainment Prosecution Policy	Jill Chandar-Nair, Inclusion and Attendance Manager	Policy Review
Lincolnshire Learning Partnership Strategic Review Outcome	Martin Smith, Interim Assistant Director of Education	Policy Review

17 January 2020		
Item	Contributor	Purpose
Revenue Budget Proposals 2020/21	Heather Sandy, Interim Director for Education Janice Spencer OBE, Interim Director for Children's Services	Budget Scrutiny
Children Missing Out of Education Annual Report 2018/19	Jill Chandar-Nair, Inclusion and Attendance Manager	Policy Review

The Committee is invited to review, consider and comment on the work programme as set out above and highlight for discussion any additional scrutiny activity which could be included for consideration in the work programme.

A list of all upcoming Forward Plan decisions relating to the Committee is also attached at Appendix A.

2. Conclusion

The Committee is invited to consider the content of its forthcoming work programme.

3. Appendices

These are listed below and attached at the back of the report	
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Appendix A	Forward Plan of Decisions relating to the Children and Young People Scrutiny Committee
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4. Background Papers

No background papers within Section 100D of the Local Government Act 1972 were used in the preparation of this report.

This report was written by Tracy Johnson, Senior Scrutiny Officer, who can be contacted on 01522 552164 or by e-mail at Tracy.Johnson@lincolnshire.gov.uk

FORWARD PLAN OF DECISIONS RELATING TO CHILDREN'S SERVICES FROM 2 SEPTEMBER 2019

DEC REF	MATTERS FOR DECISION	REPORT STATUS	DECISION MAKER AND DATE OF DECISION	PEOPLE/GROUPS CONSULTED PRIOR TO DECISION	DOCUMENTS TO BE SUBMITTED FOR DECISION	OFFICER(S) FROM WHOM FURTHER INFORMATION CAN BE OBTAINED AND REPRESENTATIONS MADE	KEY DECISION YES/NO	DIVISIONS AFFECTED
I018688 New!	Commissioning of Supported Accommodation: Children's Services	Open	Executive 1 Oct 2019	Children and Young People Scrutiny Committee	Reports	Senior Commissioning Officer Tel: 01522 552687 Email: amy.allcock@lincolnshire.gov.uk	Yes	All
I018597 New!	Proposal to expand capacity at Athena School, Lincoln (Final Decision)	Open	Executive Councillor: Adult Care, Health and Children's Services 1 Nov 2019	Interested parties as DfE guidance including parents, school staff, neighbouring schools, County, Parish and District Councils, MPs, Trade Unions and Diocese	Reports	Admissions and Education Provision Manager Tel: 01522 553535 Email: matthew.clayton@lincolnshire.gov.uk	Yes	Boultham; Carholme; Ermine and Cathedral; Park; St Giles
I018626 New!	The Sustainable Modes of Transport to School (SMOTS) Strategy	Open	Executive Councillor: Adult Care, Health and Children's Services 3 Dec 2019	Colleagues in Highways; Countryside Services; Public Health; the Transport Services Group; Children and Young People Scrutiny Committee	Reports	Children's Commissioning Manager Tel: 01522 554053 Email: mark.rainey@lincolnshire.gov.uk	Yes	All

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