

Date: 29th March 2019

Subject: Greater Manchester Care Leaver's Trust

Report of: Rishi Shori, Portfolio Lead for Children's Services and Geoff Little,  
Portfolio Lead Chief Executive, Children Services

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## **PURPOSE OF REPORT**

As part of the Department for Education (DfE) innovation grant funding and wider set of reforms for Greater Manchester (GM) Children's Services there was a commitment and resources allocated to establish a Greater Manchester Care Leavers Trust.

This report is to update the GMCA on the progress in establishing a GM Care Leavers Trust and delivering improvements for the GM Authority Care Leavers. The report seeks the agreement and commitment to deliver a Greater Manchester Care Leavers common core offer (Guarantee) and recommends that the Combined Authority approves the release of the associated innovation funding provided by the DfE. This funding will enable the project to be successfully delivered in partnership and across the 10 Local Authorities; promoting and delivering best practice for GM Care Leavers.

In addition during 2018 the DfE launched its care leaver covenant, as an ambition for businesses, charities and every government department in England to sign up to commit to provide work based opportunities to young people leaving the care system. Local Authorities are being supported by the DfE to launch the Care Leaver Covenant in each Local Authority area. It is proposed that the DfE Care Leavers Covenant will be launched simultaneously with the aforementioned common core offer across GM by the Greater Manchester Mayor

The GM Children's Board and the GM Reform Board have endorsed the proposed Common Core Offer and support the approach that is being developed for implementation.

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The Common Core Offer is set within the wider ambitions of the Combined Authority and GM local authorities and will support the delivery of the Care Leavers Covenant. This report will demonstrate the synergy of the Care Leavers work streams and the seven priorities of the GM Children's Plan that has been agreed by the GMCA and is due to be launched in April 2019.

## **RECOMMENDATIONS:**

It is recommended the Greater Manchester Combined Authority:

1. Approve the principles of the GM Care Leavers Covenant and content of the GM Common Core Offer for Care Leavers across Greater Manchester
2. Agree the Terms of Reference for the GM Care Leavers' Trust Board
3. Endorse the development of the 5 work streams for all GM Care Leavers and support the project funding proposals.
4. Agree to the release of £517k of the DfE Innovation funding allocated to the delivery of a GM Care Leaver Trust to enable successful implementation and in accordance with the financial plan; future commitments are summarised as follows;
  - Project Management support – Circa £200K
  - Development of a GM mentoring scheme – Circa £50K
  - Accreditation and Training for Personal Assistants (statutory role to provide advice and support) – Circa £150K
  - Launch of the GM Covenant and Common Core Offer – Circa £10k
  - Marketing and Promotion – Circa £10k
  - Award a grant to Manchester City Council of £97k to cover costs incurred to date that has led to a development of a project/delivery plan, baseline data to enable the GMCA progress to the 'delivery phase' of the GM Care Leavers Trust.

## **CONTACT OFFICERS:**

Paul Marshall – Strategic Director of Children and Education Services; Manchester City Council

Please note the following issues are considered within the corresponding paragraph:

- Risk Management – see paragraph 7
- Legal Considerations – see paragraph N/A
- Financial Consequences – Capital – see paragraph 4

Number of attachments included in the report: 1

**BACKGROUND PAPERS:**

This report has been informed and supported by;

- National Guidance 'Keep on Caring' published by the DfE in 2016
- Leaving Care Act 2000
- Greater Manchester - Working Together to Develop and Deliver a Consistently High Quality Core Offer for Care Leaver (Project Initiation Document) 18/1/19.

|  |                               |    |
|--|-------------------------------|----|
| <b>TRACKING/PROCESS</b>  |                               |    |
| Does this report relate to a major strategic decision, as set out in the GMCA Constitution   |                               | No |
| <b>EXEMPTION FROM CALL IN</b>  |                               |    |
| Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency? |                               | No |
| TfGMC  | Overview & Scrutiny Committee |    |
| N/A  | N/A                           |    |

## 1.0 INTRODUCTION

The National Care Leavers Covenant will be delivered via the GM Common Core Offer (Guarantee) as set out in section 2 of this report. The common Core Offer outlines the GM ambition for those young people who are Care Leavers who have been in care to GM authorities wherever they live; where possible and the agreed priorities of the GM Care Leavers Trust Board.

The work has been structured around 5 work streams for all GM Care Leavers to:

- Be better prepared and supported to live independently
- Have improved access to education, employment and training
- Experience stability in their lives and feel safe and secure
- Receive improved access to health support
- Achieve financial stability

Informed by the views of young people, the Common Core Offer seeks to define clear and deliverable outcomes that will form the basis of service delivery plans which will deliver the Greater Manchester Corporate Parenting Approach and support the ten local authorities to fulfill their Corporate Parenting responsibilities to the highest possible standard.

The responsibility for delivering the Care Leavers Covenant and Common Core Offer, will sit with the newly formed Greater Manchester (GM) Care Leavers Trust Board (**proposed Terms of Reference can be found in appendix 1**).

The GM Care Leavers Trust Board, which will be chaired by the Lead Portfolio Holder for Children and Young People, has been established to:

- Oversee, support and drive the delivery of the Greater Manchester Care Leavers Covenant and Guarantee
- Receive a core data set / scorecard to provide support and challenge to monitor progress and achievement of a consistently high standard of intervention and outcomes across the region
- Oversee a planned programme of peer challenge arrangements that involve young reviewers
- Identify and maximise opportunities across GM that will enhance our respective local offer and improve the experiences and outcomes for our care leavers.

### 1 Context:

**1.1.** Care Leavers are more likely to experience higher levels of disadvantage and have poorer outcomes than their peers, including: 4 times more likely to have mental health issues; significantly more likely to have physical health problems; represent a disproportionate number of young people known to the criminal justice system, less likely to be in education, employment, or training.

**1.2.** Whilst a common data set for Care Leavers in Greater Manchester does not currently exist, a benchmarking exercise has identified the Greater Manchester

Authorities perform well against national and regional comparators. However, there is variation across the conurbation with some authorities performing better than others. This presents a unique opportunity to learn from and support each other.

**1.3.** In addition there is variation in the approach and delivery of support for Care Leavers; all of which are equally valid. All the approaches have strengths, but all authorities want to do more and, where possible, find new resources or improve the use of existing resources in meeting the needs of Care Leavers.

**1.4.** The Common Core Offer for Care Leavers has been identified as a priority for DfE funding alongside the development of the **GM Children's Plan** which will be launched in April 2019 and outlines the Greater Manchester context, ambition and the following seven priority areas;

- **School Readiness** – The best start in life and the right support to be ready to learn are crucial factors for long term successful outcomes for children and are already a key priority in the Greater Manchester Strategy.
- **Quality Education and Outcomes** – Increasing the quality of education and educational achievement, especially in secondary schools is crucial for the next generation of the workforce to match their skills and academic achievement with the jobs of the future.
- **Special Educational Needs and Disabilities** – All children and young people deserve the right to achieve their potential and a specific focus on those with SEND will help us support them to have the right start in life
- **Looked After Children and Care Leavers** – Each authority as a corporate parent and the Combined Authority with a corporate parenting approach has a special responsibility to these children and young people to enable them to have the support and opportunities that should be available to all.
- **Ready for Life** – Transition to adulthood can be both exciting and challenging and our job is to equip young people with the support they need to make that transition effectively and seamlessly, becoming the next generation of parents, workers and leaders.
- **Healthy children and young people** – The best health possible adds so much to the quality of life and the ability to live it to the fullest. We want all children and young people to have the best health they can regardless of where they live or any conditions they were born with.
- **Safe children and young people** – Safety is a complex issue and supporting children and young people to keep themselves safe, plus intervening to support and if necessary, protect them when they are less than safe, is a crucial responsibility for us all. Safeguarding is everyone's responsibility and we need to know what our role is if we are to make GM as safe as possible for our children and young people.

**1.5.** The Care Leavers work-streams have a synergy with the GM Children's Plan.

**1.6.** In addition the GM Core Offer will commit us to the following:

- Free bus travel for 18-21 year old care leavers
- Appropriate accommodation and support
- An education, employment or training offer that meets needs
- An offer of support wherever care leavers live in Greater Manchester
- A supportive health offer according to need

This approach will set the conurbation apart from other national regions; working together to provide a consistently high quality core offer for our Care Leavers.

## **2. Common Core Offer (Guarantee) for Care Leavers**

**2.1.** The GM Care Leavers Trust will focus on the delivery of the Common Core Offer or Guarantee that will fulfill the covenant commitment. It aims to establish a better infrastructure for collaboration that aligns to wider GM policy ambitions on public service reform. This infrastructure will be 'strengths based' and achieve our ambition for the 'best practice to be the minimum standard' across Greater Manchester.

**2.2.** The objective of the work is to enable each of the 10 Greater Manchester local authorities and partners to identify 'best practice', of which there is much, and successfully develop and adopt a common core offer for Care Leavers across the conurbation. This would include cross border collaboration and multi-agency working, which is focused on improving the outcomes for our care leavers, reduces risk for young people and reduces demand on the local system.

**2.3.** The GM Directors of Children's Services and Lead Members in the Greater Manchester Authorities are committed to launching the National Care Leavers Covenant together. This is a national initiative promoted by the DfE which seeks to engage the private, public and voluntary sector to make a commitment to support people leaving care.

**2.4.** The Greater Manchester Guarantee will underpin the covenant for Care Leavers which will deliver the Common Core Offer. It is proposed this guarantee will go much further than the National Care Leaver Covenant and is made up of the following five elements, which were shaped and agreed with young people during a Mayoral Round Table event during October 2018 and supported at the Reform Board on 1 February 2019;

1. Care Leavers 18 – 21 years will be able to travel for free on buses across Greater Manchester. It is intended this offer will build upon the Mayor of Greater Manchester pledge to support all young people 16-18 years old with an Opportunity Pass for bus

travel. It should be noted this proposal is estimated to be dependent on Circa £1m funding being made available and not yet identified.

2. No care Leavers will be assessed/determined intentionally homeless
3. Care Leavers will be able to access a clear, consistent education, employment, and training offer.
4. There will be access to a mentor for every Care Leaver who wants one
5. Care Leavers will be supported as a priority group within the health economy. This offer will be informed by the findings of the GH Health and Social Care Partnership review of Children looked after, Care Leavers and Adopted Children health needs which is due to report in May 2019.

**2.5.** The GM Care Leavers Trust project/delivery plan has been considered and scrutinised by the GM Children's Board on 18th January 2019. On 15th February 2019 the GM Children's Board endorsed the project/delivery plan and supported an indicative Terms of Reference for the GM Care Leavers Trust Board. The revised version is attached for consideration and approval..

**2.6.** This work will support and enhance the 10 Local Authorities delivery of their Corporate Parenting duties and responsibilities; offering specific opportunities around employment and skills, housing and health support, plus cross border collaboration, multi-agency working and sharing of best practice in order for the basic standard to be the best standard; improving outcomes, reducing risk for young people and supporting the transition to adulthood.

### **3. Summary of Implementation and Proposals**

**3.1.** The Care Leavers Trust Board will work to ensure delivery of the Common Core Offer in

respect of enhanced work, support and mentoring opportunities, appropriate housing and health support and the delivery of the transport commitment.

**3.2.** The 'delivery group' which will report into the Trust Board will have representation from all 10 local authorities and key stakeholders/partners will meet bi-monthly; structured around 5 issue specific projects that will be encouraged to engage young people, be innovative and multi-disciplinary.

**3.3.** Each local authority will commit to being actively engaged in the GM Care Leavers partnership workstreams and will provide a worker to co-lead on one of the five workstreams.

**3.4.** The workstreams will identify and seek to establish the best practice as the basic practice for all our Care Leavers across Greater Manchester.

**3.5.** The workstream members will support the spread of best practice across all local authorities so that Care Leavers will easily identify the opportunities

**3.6.** A programme of peer reviews led by ‘young reviewers’ will ensure practice and developments are improved, shared and informed by young people themselves. Regular performance/assurance reporting to GM Children’s Board and Care Leavers Trust Board will ensure progress is maintained and sustained.

#### **4.1 Financial Considerations**

In order to ensure effective and successful delivery of the GM Care Leaver Trust/project it is necessary to provide additional support to each of the aforementioned work streams and ‘pump prime’ initiatives, these areas are listed below along with the indicative costs;

- **Project Management support** – This will be developed as a tender from the Combined Authorities to build extra capacity for the successful implementation of the Common Core Offer (Guarantee) - **Circa £200K**
- **Development of a GM mentoring scheme** – There are currently mentoring schemes operating in Greater Manchester at an average annual cost of £70k/annum for a single local authority. This funding will be used to support through training and promotion, the development of further schemes to ensure there is a mentor for every young person in Greater Manchester - **Circa £50K**
- **Accreditation and Training for Personal Assistants (PA)** – The ambition is to develop a consistently well qualified PA workforce. The PA is a statutory role to provide advice and support to care leavers. However, to date there does not exist an recognised training programme/qualification. It is therefore intended the GM Care Leaver Trust will ‘pioneer’ this area of work through the grant funding and to establish a nationally recognized qualification for PA. Indicative costs are c£3k per person. Therefore, the funding requested for this will only be pump priming and will need to be supplemented by Local Authorities so that over time a fully qualified workforce can be established - **Circa £150K**
- **Launch of the GM Covenant and Common Core Offer** – The launch will be supported by the Mayor for GM - **Circa £10k**
- **Marketing and Promotion** – The Care Leavers work is currently high profile with the launch of the National Covenant. To maintain this high profile and promote new opportunities for organisations to support the work there will need to be a dedicated marketing and promotion budget - **Circa £10k**

Following a commissioning/procurement exercise final costs would be identified. Therefore in order to progress our shared vision to have a consistently good offer for all our care leavers across Greater Manchester, it is necessary for the enabling resources listed above to be released so that the GM Care Leavers Trust Board can progress with purpose, pace and traction. Without this progress will be inhibited.

It should be noted that Manchester City Council has to date funded the commissioning of Peopletoo to progress the development of a project plan, baseline data and draft Terms of Reference thus far, in the expectation that a grant will be awarded and sourced from the innovation fund once we progress to this the 'delivery phase' of the GM Care Leavers Trust. The cost of this work is £97k.

## **5. Next Steps**

If the investment is supported by the Greater Manchester Combined Authority, a tendering specification for the work will be undertaken and the workstreams duly supported through to successful delivery of the Greater Manchester Care Leavers Covenant/Guarantee.

## **6. Conclusions**

In response to the commitment of DfE to fund the development of a GM Leaving Care Trust, GM Local Authorities and partners from the GMCA system have developed a response which draws on the best practice in supporting Care Leavers both nationally and regionally. It has done this by building on the experiences and strengths of each local authority, with the capacity of the GMCA. Agreeing investment at this stage will enable local authorities to avoid delays in implementation and put in place the appropriate capacity to proceed.

## **Appendix 1**

### **TERMS OF REFERENCE GREATER MANCHESTER CARE LEAVER'S TRUST BOARD**

#### **1. Background**

Growing up and being a successful adult is not easy for most people; for care leavers they face the added challenge of having to cope with the demands of living on their own at a young age, manage finances, maintain a home and manage their lives independently, often without the support from families that most of us take for granted. These challenges cannot be understated. This is why the public sector, as their Corporate Parent are expected to act as a 'reasonable parent' with support from the private sector who have a moral responsibility to do as much as they can to provide care leavers with the support and opportunities they need to be successful.

The establishment of the Greater Manchester Care Leaver Trust Board offers a unique opportunity to positively change the lives of the c2000 Care Leavers living in our 10 local authority areas, for whom we have the greatest duty and responsibility. Greater Manchester is committed to a GM Care Leavers' Covenant underpinned by a Common Core Offer which will be our Guarantee to those young people of support for their future lives.

The GM Care Leaver Trust Board will ensure delivery of our collective Corporate Parenting Approach and manage the delivery of the GM Care Leavers' Covenant and the Common Core Offer (guarantee) which will result in specific and measurable offers and opportunities. This work will support and enable the Corporate Parenting responsibility of the 10 local authorities, offering specific opportunities around employment and skills, housing and health support, plus cross border collaboration, multi-agency working and sharing of best practice in order for the basic standard to be the best standard; improving outcomes, reducing risk for young people and supporting the transition to adulthood of this special group of young people..

We will work with and alongside other initiatives across GM to establish a better infrastructure for collaboration, aligning with the GM policy ambitions and reform.

#### **2. Purpose**

The GM Care Leavers' Trust Board will have a focus on the following 4 areas:

1. Oversee support and drive the delivery of the Greater Manchester Care Leavers' Covenant and Guarantee via a clear delivery plan and co-ordination of agreed sub groups.

2. Receive a core data set / scorecard to provide support and challenge to monitor progress and achievement of a consistently high standard of intervention and outcomes across the region
3. Oversee a planned programme of peer challenge arrangements that involve young reviewers
4. Identify and maximise opportunities across GM to increase our offer and improve the experiences and outcomes for our care leavers

### **3. Duties**

It is the duty and responsibility of Board Members to actively contribute to the development of the GM Guarantee, with specific offers for care leavers wherever they live in GM. They will have regard to the interests of GM's care leavers, and other stakeholders including;

- Agreeing and further developing the Guarantee for care leavers according to the needs identified and the commitment made in the Care Leavers Covenant
- Ensuring compliance with relevant legislations and regulations
- Monitoring key performance indicators and progress of the 'project plan/priorities
- Ensuring the control, coordination and monitoring within the board of risk and internal controls
- Actively identifying business synergies and opportunities to improve the experiences and outcomes of Greater Manchester's care leavers and facilitating inter-service cooperation and collaboration
- Identifying and executing new business opportunities outside the current core activities

### **4. Reporting Arrangements**

The work of the board will be delivered via the GM Care Leavers Partnership which has been structured around the following 5 work-streams for all GM Care Leavers to:

- Be better prepared and supported to live independently
- Have improved access to education, employment and training
- Experience stability in their lives and feel safe and secure
- Receive improved access to health support
- Achieve financial stability

The Programme Manager who will coordinate the work of the partnership shall report formally to the GM Care Leavers Trust Board in respect of progress against key priorities, milestones performance and budget spend to track the progress and impact

### **5. Quoracy**

The Board will not operate a strict quoracy approach. However, the aim is for four members to be involved in making recommendations via the GM Childrens Board to the Combined Authority which must include the Chair or Deputy of the board, one of the Director of Children's Services representing the 10 local authorities, and two partnership or business leads. In addition the views of young people will always be sought and taken into account.

## **6. Membership, Chair and Support**

The Board shall be supported by the GMCA governance function. and membership will be as follows:

Lead Portfolio Holder for Children and Young People (Chair)  
Lead Director of Children's Services for the Portfolio  
Programme Manager (PM) for GM Care Leaver Partnership  
Representation from North West Business Leaders Team  
GMCA Assistant Director – Skills  
GM Strategic Housing Board representative  
GM Health & Social Care Partnership representative  
Transport for GM representative  
Jobcentre Plus representative  
Higher Education Institute representative  
Youth Focus NW representative

Other stakeholders / agencies may be invited to attend all or part of any meeting as appropriate to advise or take part in discussions.

## **7. Accountability**

The Board will report to the GM Children's Board and GM Reform Board in respect of progress made and outcomes delivered including the making of any recommendations requiring formal decisions to the GMCA.

## **8. Frequency of Meetings**

The Board shall meet at least six times per year; meetings will be planned for a 12 month period, confirming venue, time and date. Notice of each meeting including an agenda of items to be discussed, support documents / papers shall be forwarded to each Board member by the GMCA Governance function and any other person required to attend, no later than 3 days in advance of the meeting.

## **9. Record of Meetings**

The GMCA Governance function shall produce a note of the proceedings and matters agreed of all meetings of the Board, including recording all the names of those present and

in attendance. A record of the Board meetings shall be circulated promptly to all members of the Board and to the following meeting of the Board for agreement.

#### **10. Other Matters**

The Board shall arrange for periodic reviews of its own performance and review its constitution and terms of reference annually to ensure it is operating at maximum effectiveness.

To be agreed at the first Board meeting and reviewed annually.

