

## **Derbyshire Creative Council**

### **Purpose**

For discussion and direction.

### **Summary**

This report updates the Board on progress made by Derbyshire County Council with their Creative Councils project and raises discussion points for consideration by members. Cllr Lewis, (Cabinet Member for Young People) and Ian Thomas, (Director of Children Services) will present Derbyshire's 'Uni-fi' project.

### **Recommendation**

Members are invited to comment on the project update and to discuss points arising from the presentations to be made by Derbyshire County Council.

### **Action**

Officers to reflect Members' suggestions in the design and delivery of future support to councils, communications and lobbying activity derived from the Creative Councils programme.

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## **Derbyshire Creative Council**

### **Background**

1. The Creative Councils programme is a joint programme between NESTA, the independent charity, and the LGA. The ambition is to work with a small group of creative, pioneering councils and their partners throughout England and Wales in developing, implementing and spreading transformational new approaches to meeting some of the biggest medium and long-term challenges facing communities and local services.

### **Programme Progress to date**

2. Six Creative Councils from an initial pool of seventeen in Phase 1 were selected to go forward under Phase 2 of the programme and these are receiving financial and non-financial support to help them progress their work. Derbyshire are attending to present their progress and raise discussion points for consideration by members:
  - 2.1 **Derbyshire** are developing 'Uni-fi', a bespoke package of support aimed at developing aspiration amongst young people in care. This will include a guaranteed entitlement to financial support on leaving care to be spent on the pursuit of self-selected goals, which might include further education or training.
3. **Monmouthshire** and **Cornwall** attended the Improvement Innovation Board on 17 September 2012:
  - 3.1 Monmouthshire is implementing 'Your County Your Way', a cultural transformation programme within the council to listen and respond more creatively to the needs of its communities. Central to this approach is an internal training programme, the Intrapreneurship School, which seeks to introduce council employees to the concept of innovation and what it means for service delivery.
  - 3.2 Cornwall is implementing 'Shaped by Us', a technology platform and open innovation approach which makes it easier for local communities to put forward creative ideas to solve the county's biggest challenges, a number of which will be co-produced with the council.
4. **Rotherham** are attending the Economy and Transport Board's 'Town Hall Debate' meeting on 22 April in Manchester and **Stoke** are to attend a future meeting:
  - 4.1 Rotherham are developing 'Rotherham Ready', a council-backed social enterprise that works with the teachers of students aged 4-19 to engage them and their schools in the development of an enterprise-based curriculum, ensuring young people have skills relevant for the future.

4.2 Stoke are developing their goal to become an energy sufficient 'Great Working City', pushing the boundaries of energy regulation and localism by moving towards local ownership of energy supply and re-imagining the role of the council as a strategic broker of resources.

5. **Wigan** are to attend the Community and Wellbeing Board on 8 May:

5.1 Wigan are creating a new economic model for social care to meet their service and financial challenges, by harnessing underutilised and untapped resources within the local community through volunteering and the development of micro-enterprises.

### **Progress by Derbyshire**

6. Uni-fi was established by Derbyshire County Council in 2012 with the support of the LGA and NESTA as part of the Creative Councils programme. Uni-fi aims to raise aspirations and improve outcomes for children in care. This will be achieved by transforming parenting of children in care, shifting the sense of what it means to be a corporate parent and to fundamentally change the Council and society's sense of their own role.
7. There are approximately 65,000 children in care in the UK. These young people under-achieve academically compared to their peers, and are over-represented in worklessness, criminality and mental ill-health statistics. If rolled out nationally, the estimated potential savings are £190 million per year, rising to £1.9 billion per year after 10 years. Please see **Appendix A** for analysis of potential benefits accruing from Uni-fi.
8. The Uni-fi initiative has emerged from the growth and success of social pedagogy within residential children's homes in Derbyshire, and inspiration from Derbyshire's partnership with a national network of care organisations in Sweden. Social Pedagogy shifts what society thinks about children's upbringing, the relationship between the individual and society, and how society supports its disadvantaged or marginalised individuals. What characterises social pedagogy in practice depends not on 'what' is done but on 'how' it is done and with what rationale. This means that social pedagogy is both a science and an art form – it's not just a skill to learn but needs to be brought to life through the social pedagogue's attitude. Its application in children's homes has been transformation, in terms of staff morale and practice, physical environments and quality of experience for young people.
9. The anticipated outputs that can create the skills and resources to sustain the movement in Derbyshire and beyond, and be scaled across the UK and transferred to other vulnerable groups are:

- 9.1 Embedding of social pedagogy through creation of a qualification that sets the minimum standard for staff working with young people, and that sets a national precedent, and also through...;
  - 9.2 ... establishment of an ethical framework developed with international partners to embed a culture of respect between young people and adults;
  - 9.3 An approach to mentoring and support that awakens ambition;
  - 9.4 An entitlement for children in care that breaks down barriers to achievement and that can be adapted to different groups and areas;
  - 9.5 A technology platform for vulnerable young people, designed by young people that enables achievements and memories to be recorded, kept, shared and celebrated;
  - 9.6 An international learning network driving forward the very best practice and emerging evidence in improving outcomes for vulnerable young people.
10. The initiative is underpinned by key innovation strategies and principles as follows:
- 10.1 A sharing of power and influence with our young people - not just through co-design and creation of the products which will emerge from the Uni-fi journey, but a true framework of respect and ethics between adults and young people through a new working ethos and framework for the role of the Corporate parent in its widest sense.
  - 10.2 An acceptance and embracing of risk and creativity - Uni-fi will take risks and will expose itself to testing, prototyping, challenge and evaluation at every stage. From international exchange and challenge, to performance frameworks of proxy indicators, the initiative is to be shaped according to learning at every point, and where things do not work, this is harnessed as valuable learning.

### **Points for discussion**

11. As a result of their journey, Derbyshire have identified the following recommendations that could enable greater improvements in outcomes for children in care, and support the learning from Uni-fi in enabling positive national changes.
12. **National Inspection Frameworks could be a catalyst for the cultural changes required.** The embedding of social pedagogy and new ways of working requires a cultural shift for councils and other bodies, such as schools, in terms of their responsibilities and roles with young people. In the context of changes being made to the Ofsted inspection framework this could support such a cultural shift in that councils should be considered 'excellent' and schools 'outstanding' when they are delivering great parenting and good outcomes for children in care. Inspections of council social care and residential units have often over-looked creative and nurturing practice at the expense of process checks.

13. **Social pedagogy can change the way we work with young people for the better.** Learning from global partners about what works clearly supports the effectiveness of social pedagogy in changing practice. Applying its principles across the corporate parent agenda – from elected members assuming an active and nurturing corporate parent role, to transforming relationships and support with and for children in care could transform expectations of young people, both themselves and those of the wider community.
  
14. **Mobilising the public sector and beyond.** Truly making a difference to the outcomes of our most vulnerable young people cannot be delivered by Councils alone. A shift is required in social norms about responsibility for our most vulnerable young people across the public sector for overall betterment – the benefits of getting this right will be felt across the public sector, from the NHS to the criminal justice system. Derbyshire would like to see the likes of business, central government, the NHS, and community take ownership of outcomes for children in care – creation of more apprenticeships and work experience opportunities, provision of mentors to inspire young people and using the Corporate Social Responsibility agenda to able some of these. Ensuring that support that does exist, such as the pupil premium, is used for the benefit of these young people should also be a priority.

### **Conclusion**

15. This is an exciting and interesting programme that offers many lessons for the local government sector in how best to innovate.

**Appendix A**

**Analysis of potential benefits accruing from Uni-fi - Summary of Analysis**

1. Based on 100% achievement of calculated benefits in the areas of crime, health, worklessness and economic contribution, improvements in educational attainment of children in care could result in benefits to the public purse of £0.533 million for Derbyshire, rising to an annual benefit of £5.335 million after 10 years. If this is extrapolated to England, the benefits are projected to be £64 million in the first year, rising to an annual benefit of £640.2 million after 10 years.
2. In addition, if the wider economy implications of the impact of crime and mental health are taken into account, a further £190.7 million of benefits would accrue in year 1, rising to an annual benefit of £1,907.1 million after 10 years.
3. A table showing the anticipated benefits in Derbyshire in year 1 by origin and at alternative levels of achievement is shown below:

Benefit Achievement	50% £k	75% £k	80% £k	90% £k	100% £k
Crime	128.3	192.5	205.3	231.0	256.7
Health	18.8	28.2	30.1	33.8	37.6
Worklessness	15.9	23.9	25.5	28.7	31.9
Economic Contribution	103.7	155.5	165.9	186.6	207.4
<b>Total</b>	<b>266.7</b>	<b>400.1</b>	<b>426.8</b>	<b>480.1</b>	<b>533.5</b>

4. In addition to these benefits that are based on statistical variations between population segments, there are significant costs to the public purse arising from chaotic families. There is evidence and analysis that a chaotic family can cost around £1 million over a lifetime resulting from involvement of various services including significant involvement of local authorities when children have to be removed from the family. Although it has not been possible to confirm this within the time available, it has been shown that these families often have teenage parents at the start of the family life. This project, by raising aspirations, may well prevent or delay parenting until later in life and, whilst parenting skills and engagement are also significant factors in the development of chaotic families, the benefits if just one of these was avoided would be around £1 million.

## **Method**

5. The source of the approach used to estimate benefits is the report *The costs and benefits of educating children in care* which was produced for the Social Exclusion Unit by the Thomas Coram Research Unit (TCRU). This report was produced in 2002 so the figures referred to have been updated but the methodology covered in the report has been broadly followed but from a Derbyshire perspective. Four areas have been considered: crime, worklessness, health and economic contribution

## **Crime**

6. Improved attainment and the associated benefits of working are assumed to reduce the incidence of criminal behaviour.
7. An economic study of the costs of crime in 1999 calculated the total cost to the UK criminal justice system (CJS) as £11.6 billion and the total cost of crime to the economy as £59.9 billion. Inflating the cost of the CJS to current levels and apportioning by the percentage of UK convictions attributable to the Derbyshire population gives an estimate of the cost in response to crime in Derbyshire of £200 million per year. Studies found that 33% of persistent offenders had been in care as children, assuming this percentage applied to all crime it would suggest that the average cost per Looked after Children (LAC) would be approximately £3890 per year compared to £560 per year for the comparable population.
8. Incorporating the wider costs of crime including insurance, value of stolen or damaged goods, the impact on victims and communities would significantly increase these figures giving average costs of £20,100 per LAC and £2,890 for the comparable population.
9. Having identified the annual potential reduction in crime, this would build up over time as fewer of the ex-LAC population engage in criminal activity than previously anticipated.

## **Health**

10. Improved attainment and the associated benefits of working are assumed to improve the incidence of mental health problems and to reduce the tendency to worse physical health than the population as a whole.
11. The information on incidence of mental health problems from the 1958 and 1970 cohort studies indicated an incidence within the ex-LAC population of 25% compared to 14% in the comparable population excluding the effect of LAC.

12. The average cost of mental health problems is estimated at around £12,000 per mentally ill person. This includes lost employment and productivity (37.5%), benefits payments (25%) and NHS costs (12.5%).
13. There is therefore the risk of some overlap in that by including benefits payments within this figure, this is double-counted with the estimates of reducing the overall benefit claimant rate under the Worklessness calculation.
14. Physical health improvements are estimated solely on the savings within NHS costs and are based on estimates of additional use of services due to poorer physical health than the population as a whole.
15. Both these methods are those used in the TCRU report with the unit costs adjusted for inflation. This does not allow for any change in services over the intervening 8-9 years however given the economic situation and the changes in services due to funding reductions and health provision restructuring, this is perhaps of less significance when getting a ball-park figure.

### **Worklessness**

16. Lower levels of attainment are likely to lead to lower chances of employment and therefore a cost to the public purse for the benefits payable.
17. The expected numbers of children leaving care and entering adult life in a single year has been estimated. The potential improvement in the unemployment rate has been applied to this cohort of young people to estimate the number that would not now be dependent on benefits. Three methods have been used to estimate this improvement in the employment rate – the differential between the unemployment rate of the whole UK adult population and the ex-LAC population as measured from the 1958 National Child Development Study (NCDS) and the variation in young people not in education, employment or training (NEET) rates between the whole Derbyshire population and the ex-LAC population. The differential from the NCDS study has been used in Option 1 as an absolute adjustment to the % rate and in Option 2 as a proportionate adjustment in the % rate.
18. There appears to be a lack of research into longer-term outcomes for the ex-LAC population other than the two cohort studies referred to in the report (the second is a 1970 cohort and at the time of the research, individuals would have been around 30 years old). The TCRU report does refer in section 3.3.4 to follow-up studies in the UK and US on care leavers that indicates a benefit claim rate of almost twice that of the general population.



19. Having identified the annual potential reduction in benefit claims, this would build up over time as more of the ex-LAC population achieve employment than previously anticipated.

**Economic Contribution**

20. Data is available which analyses the increase in median hourly rate according to level of qualification. For this analysis, it is assumed that those ex-LAC that are employed (using UK National employment rate) currently earn on average wages of those with no qualifications. The project is assumed to improve the academic performance of individuals such that 30% achieve A\*-C GCSEs, 50% achieve A-levels and 20% got to university. The government will therefore benefit from increases to wages resulting in higher tax and national insurance contributions.