



Department  
for Education

# **Extending Personal Adviser support to age 25**

**New burdens assessment**

**February 2018**

# Contents

Summary	3
Who is this publication for?	3
Extending Personal Adviser support to age 25: new burdens assessment	4
Background	4
The size of the new cohort of care leavers who are entitled to support	4
Higher Education (HE)	5
Other Education	5
Training and Employment	5
Not in Education, Employment or Training (NEET)	6
Not in touch	6
How many care leavers have we assumed will take up the offer of support and how much support have we assumed each care leaver will need?	7
The cost calculation	8

## Summary

This publication provides information on the new burdens assessment for extending Personal Adviser support to age 25

## Who is this publication for?

This new burdens assessment is for:

- Local authorities

# Extending Personal Adviser support to age 25: new burdens assessment

## Background

1 Prior to the introduction of the Children & Social Work Act (2017), all care leavers were entitled to support from a Personal Adviser to age 21, and this extended up to age 25 if the young person was engaged in a programme of education or training. Through a new duty introduced through the Children & Social Work Act, the offer of Personal Adviser support will extend to all carer leavers to age 25. This new duty will commence on 1 April 2018.

2 An initial new burdens assessment was published when the Children & Social Work Bill was introduced to Parliament in May 2016. A copy is available at: <https://services.parliament.uk/bills/2016-17/childrenandsocialwork/documents.html>. This revised assessment has been updated to take account of: new data published in September 2017; the development of the draft guidance at annex 1; and discussions and a workshop with local authority leaving care managers.

## The size of the new cohort of care leavers who are entitled to support

3 Based on the data published in 2017, our latest estimates of the numbers of care leavers aged 21 for the years ending 31 March is set out in the table below.

Year	Number of care leavers reaching age 21 in following 4 years	Cumulative number of care leavers within scope
2017/18	9,030	9,030
2018/19	9,460	18,490
2019/20	9,935	28,425
2020/21	10,410	38,835
<b>Total</b>	<b>38,835</b>	<b>38,835</b>

Note: Derived with reference to the number of 19, 20, and 21 year old care leavers in 2016-17. The figures for this year are 9,460 (19 year old), 9,030 (20 year old), and 8,510 (21 year old). Extrapolating forward would give an estimate of 9,030 21 year old care

leavers in 2018-19. The other numbers are derived analogously. The average increase of 475 across the ages in 2016-17 is used to estimate figures for the last two years in the table.

*NB Some young people leave care aged 16 or 17 but do not qualify for leaving care support, for example if they have not been in care for a minimum of 13 weeks.*

4 The total cohort of care leavers aged 21-24 is 38,835. However, care leavers in education or training are already covered by the duties that existed prior to the introduction of the Children & Social Work Act and so are not included in this new burdens assessment.

5 DfE does not collect data on the activities of care leavers after their 21<sup>st</sup> birthday and so assumptions have been made based on the data we have on the activities of care leavers aged 19 to 21, and the intelligence gathered through discussions with local authority leaving care managers about their knowledge and experience of care leavers' trajectories post-21. The assumptions used are set out below:

## Higher Education (HE)

6 In 2017, 5% of 19 year olds, 6% of 20 year olds and 7% of 21 year olds were in HE. While HE participation rates for young people in the general population decrease after age 21, local authority managers' report that this is not the case for care leavers and their experience is that more care leavers are in HE aged 21 to 24 than at age 19-20. This is because care leavers have generally had disruptions to their education and sometimes chaotic lives in their late teens, which mean that they are not ready to engage in HE until their early twenties. On that basis, we have estimated that around 10% of care leavers will be in HE aged 21 to 24.

## Other Education

7 The proportion of care leavers engaged in education other than HE decreases between age 19 and age 21, from 28% at age 19, to 16% at age 20 and 11% at age 21. We have assumed this trend continues beyond age 21, but levels off and have therefore worked on the basis that around 10% of care leavers will be in other education aged 21 to 24.

## Training and Employment

8 In 2017, 22% of 19 year olds, 26% of 20 year olds and 26% of 21 year olds were in employment or training. We have assumed that this upward trend will continue and so have estimated that around 30% of care leavers will be in employment or training aged 21 to 24.

9 DfE data does not differentiate between those in employment and those in training, but those in the latter group are already covered by duties on local authorities

that existed before the C&SW Act was introduced. We have therefore assumed that of the 30% of care leavers aged 21-24 in employment and training, two-thirds will be in employment and one third in training. This assumption equates to 20% of all care leavers being in employment and 10% in training.

## Not in Education, Employment or Training (NEET)

10 In 2017, 37% of 19 year olds, 42% of 20 year olds and 41% of 21 year olds were NEET. Among the wider population of young people NEET rates are much lower, but remain stable between age 21 and 24. We have assumed the same applies to care leaver NEET rates and we therefore estimate that 40% of care leavers will be NEET aged 21 to 24.

## Not in touch

11 In 2017, local authorities were not in touch with 8% of care leavers aged 19-21. A further 2% had refused contact, and a further 2% of care leavers had said that they no longer required any support.

12 As set out in the table below, using the above assumptions, we have assumed that 30% of the cohort of 21 to 24 year old care leavers will be in HE, other education, or training, so already covered by existing duties to support care leavers in education or training to age 25. We have further assumed that even when all of the remaining care leavers become entitled to request Personal Adviser support, local authorities would not be able to keep in touch with all of them (as is the case for 19-21 year olds). We have assumed this applies to 10% of the cohort.

Category	Percentage	Number
HE	10%	3,883
Other Education	10%	3,883
Training	10%	3,883
Employment	20%	7,768
NEET	40%	15,535
Not in touch	10%	3,883
	<b>100%</b>	<b>38,835</b>

13 This means that the size of the overall cohort that represents a new burden to local authorities comprises the 40% who we have assumed will be NEET and the 20% who we have assumed to be in employment (but not training) aged 21 to 24.

**38,835 x 60% = 23,301 care leavers bought into scope through the new duty**

## **How many care leavers have we assumed will take up the offer of support and how much support have we assumed each care leaver will need?**

14 As the PA guidance makes clear, we envisage that care leavers needs will vary considerably. Some of them will, from time to time, require only limited support to resolve a relatively straightforward query or to be signposted to another specialist service (such as careers guidance). Other young people will require more intensive support for a limited period of time when things go wrong, such as losing a job or receiving a benefit sanction – but then require only limited support once they are back on track. And there will be others who have complex needs and will need intensive ongoing support.

15 It is very difficult to predict both how many young people will request support after the age of 21, or what type and level of support they will need. When we carried out the initial new burdens assessment, we used the information that we had received from Trafford local authority, which had been offering support to all its care leavers to age 25 for a number of years. This information suggested that around 15% of care leavers were actively receiving support in any given week, and that on average this equated to each young person receiving about 2 hours' Personal Adviser time per week.

16 In the initial assessment, we had assumed that Personal Advisers would predominantly be supporting only the 40% of care leavers who are NEET (which at the time of the initial assessment was estimated to be around 16,000 care leavers). However, in subsequent discussions with leaving care managers it became apparent that many of those care leavers in employment might require support too – in fact they might need support to sustain employment. On that basis, **we have amended the initial new burdens assessment to allow for an average of 1 hour Personal Adviser support for the 20% of care leavers in employment.**

17 Through further discussions with local authority managers, we have also revisited our assumption that, in a typical week, 15% of the new cohort would be actively receiving support. On the basis of the information we have received from local authority managers, **we have increased that assessment to 20% of young people engaging with services each week.**

18 We apply an hourly cost of a Personal Adviser of £30p/h, based on the information at: [http://www.barnardos.org.uk/staying\\_put\\_for\\_young\\_people\\_in\\_residential\\_care.pdf](http://www.barnardos.org.uk/staying_put_for_young_people_in_residential_care.pdf)

## The cost calculation

21 The cost calculation is below:

**The total cohort of care leavers aged 21-24 in 2020-21 is estimated to be 38,835, or an average of 9,709 care leavers at each age point.**

**40% of this cohort is NEET = 3,884**

**20% of these engage each week = 777**

**The cost per week is 777 x 2 hours x £30 (PA cost) = £46,620**

**The cost per year is £46,620 x 52 = £2,424,240**

**20% of this cohort are in employment = 1,942**

**20% of these engage each week = 388**

**The cost per week is 388 x 1 hour x £30 (PA cost) = £11,640**

**The cost per year is £11,640 x 52 = £605,280**

**Total annual new burden = £2,424,240 + £605,280 = £3,029,520**

22 Funding would therefore be as follows:

<b>Year</b>	<b>Amount of new burdens funding</b>
2018/19	£3,029,520
2019/20	£6,059,040
2020/21	£9,088,560
2021/22	£12,118,080

*NB The initial new burdens assessment estimated that the cost of full implementation would be £7.8m*

23 There are around 23,000 young people who are brought into scope through the new duty, of whom we have assumed that 20% (4,600) will require support in any given week. If an average Personal Adviser caseload were 25 young people, it would require an additional 184 Personal Advisers nationally once the service is fully implemented.





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