

Education & Children's Services Scrutiny Sub-Committee

Tuesday 29 November 2016

7.00 pm

Ground Floor Meeting Room G02A - 160 Tooley Street, London SE1
2QH

Supplemental Agenda

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7.	Care Leavers review	1 - 35

The following documents have been provided:

- i) An update on the Care Leavers accommodation strategy
- ii) Supporting young people into employment in Southwark

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Webpage:

Date: 25th November 2016

Item No.	Classification: Open	Date: 29 November 2016	Meeting Name: Education and Children's Scrutiny Sub Committee
Report title:		Southwark Care Leavers Accommodation and Support Strategy	
Ward(s) or groups affected		All	
From:		James Postgate, Commissioning Manager, Children's and Adults' Services Paulette Robin, Senior Commissioning Officer, Children's and Adults' Services	

RECOMMENDATIONS

1. That the committee notes work currently underway to refresh the Southwark care leavers and 16/17 year old homeless accommodation and support strategy.

SOUTHWARK CARE LEAVERS ACCOMMODATION AND SUPPORT STRATEGY – BACKGROUND TO THE 16+ PROJECT

2. The transition to adulthood can be a challenging journey for any young person but, for those young people who are at risk of homelessness or who have been in local authority care, it can be particularly difficult. The impact on the cost of housing in areas such as Southwark is a significant challenge for young people, as is the reduction in the availability of local social and council housing. In acknowledgment of this, the Council is currently undertaking detailed work to refresh the approach in the borough to support young people for whom the Council has a duty of care, by supporting them to achieve better individual outcomes, to access good quality, affordable housing, and to be equipped with the knowledge and skills necessary to live independent lives and to access employment opportunities.
3. The 16+ accommodation and support project was set up to refresh the Council's current approach to the offer provided to vulnerable young people aged 16 years and above. The primary aims of this work is to ensure that the Council has a range of appropriate good quality accommodation for care leavers, young people who are at risk of homelessness or on the edge of care, and that services support young people to gain independence skills, employment and emotional resilience. The project is jointly led by Children's and Adults' Services and Housing and Modernisation. A summary of the project team's work, including information about the current delivery offer for care leavers and 16/17 year old homeless is set out in Appendix 1.
4. It was determined that, in order to provide a holistic offer to all young people in Southwark, the scope for the 16+ accommodation and support project should be wider than care leavers alone. Whilst the project's remit, in consequence, will be establishing a care leavers accommodation and support strategy – the breadth of the work is actually broader.
5. The current offer for Southwark care leavers and 16/17 year old homelessness is

divided in two along legislative boundary lines¹, that is, that there is one offer for care leavers and another offer for young people who have presented as at risk of homelessness due to their being 16 or 17 years old:

- **The offer for care leavers** is primarily based out of borough, with a focus on short-term, practitioner-directed interventions and with the majority of young people accessing semi-independent supported living arrangements, with help provided to develop the knowledge and skills to, for those able to, expected to be after a maximum of two years, then move into a tenancy of their own. In addition, a small number of young people choose to remain with their foster care family, and some young people require specialist or high-level interventions which may require a short-term residential placement.
 - **The 16/17 year old homeless** offer is very similar to that provided to care leavers in terms of its approach and stated outcomes although, primarily due to historic decisions, the accommodation and support is all based within Southwark and is underpinned by delivery by a contracted support provider. Young people are expected to spend a maximum of eighteen months in services prior to moving onto a tenancy of their own.
6. On 1st July 2016², there were 337 young people in the Southwark care leavers and 16/17 homelessness accommodation and support system. Of these:
- 240 were care leavers
 - 95 were young people who had originally approached the Council as at risk of homelessness due to being 16/17 year olds
7. One of the key challenges highlighted by the work of the 16+ accommodation and support project was that many of the young people staying in services were doing so beyond the anticipated target period, with some young people in services for up to 6 years. Work is still underway to understand the key drivers of this, although it is recognised that there are a number of challenges around the lack of affordable housing options for this group, which itself will be further impacted by:
- the Housing and Planning Act 2016 which will require local authorities to sell-off “higher value³” council homes as they become vacant in order to fund housing association tenants to “right to buy” their own homes. Southwark will be particularly impacted by this change as an area of both relatively high numbers of council housing and also relatively high house prices. The Government have set out that any homes sold under the scheme will be replaced on a one-to-one basis although this may be a very challenging target to meet.
 - the decision to cap the local Supported Housing Allowance (SHA) to people aged

¹ That is, to meet the parallel duties of (a) the Children’s Act 1989 (s20/22G) to provide looked after children with accommodation that, in so far as is practically reasonable, is (i) within the authority’s area and (ii) meets the needs of those children and (b) the Housing Act 1996 (s189 – 1c) to provide housing to people who are statutory homeless, including those who are in priority need due to (i) being aged 16 or 17 years old or (ii) aged under or over 21 years who are vulnerable as a result of being in local authority care and (c) the Children Leaving Care Act 2000 (s23B) to safeguard and promote the child’s welfare and, unless they are satisfied that child’s welfare does not require it, support them by (i) maintaining them (ii) providing them with or maintaining them in suitable accommodation and (iii) providing support of such other descriptions as may be prescribed.

² Total service landscape snapshot data from the 1st July 2016 was taken to inform the 16+ accommodation and support project in order to gain a complete picture across different divisional boundaries and data systems.

³ The Government have not set out a value for “higher value” homes at this time. The majority of local authorities are planning for this change on the basis that “higher value” is defined as homes with a value of £300,000 or above.

under 35 under Housing Benefit/Universal Credit from 2019/20, which in Southwark will be at the level of £95.18 per week (that is, for rent, water, electricity, gas and other housing charges). This level of allowance will restrict the availability of housing options in Southwark for the majority of care leavers and 16/17 year old homelessness who at this time do not have another source of income. The Government intends to provide a “ring-fenced” top-up budget to councils from 2019/20 to provide additional funding to the system to help meet any shortfall from this cap. This however will need to meet the needs also of adult mental health, learning disabilities and homeless clients. It is also unclear the amount that would be provided to Councils as part of this grant.

8. In order to assess both the accommodation needs and the level of support young people require to fully support them to go on to live independent lives, the 16+ accommodation and support project has considered pathways into accommodation from the point of referral, how young people are supported practically and emotionally during their residence and the processes for move-on to sustain more permanent accommodation.
9. The 16+ accommodation and support project has covered:
 - engagement with service users and service providers
 - an analysis of current financial information (2015/16)
 - engagement with internal partners including the local NHS and voluntary sector
 - benchmarking with other local authorities
 - residential placements scoping exercise
10. The scope of this work has not included those young people who have very high support needs and who have been assessed as unable to live a completely independent life. These young people are instead being considered in line with the 0-25 Special Educational Needs and Disabilities (SEND) and learning disabilities pathway. For young people living independently in their own accommodation feedback will be used to develop a move-on protocol where additional support may be required with tenancy sustainment.
11. A paper on a refreshed care leavers and 16/17 year old homeless accommodation and support model is planned to be presented to Cabinet in February/March 2017.

BACKGROUND TO 16+ ACCOMMODATION AND SUPPORT PROJECT – OPERATIONAL AND POLICY LANDSCAPE

12. A number of local and national drivers underpin the work of the 16+ accommodation and support project including the Southwark Sufficiency Strategy. The Sufficiency Duty in the Children Act 1989, places a duty on the Council to take steps to ensure that there is sufficiently high quality accommodation and support within the local authority area to meet the needs of LAC and those on the edge of care. The Council Plan 2014-2018 commits the Council to give children and young people the best start in life by ensuring that every child, young person and family in Southwark thrives and is empowered to lead a safe and healthy life.
13. The Children in Care and Care Leavers Strategy further outlines the need to improve the resilience of children and young people and to prepare them for a successful adult life where they can live independently. The document sets out the Council's approach in addressing a number of challenges for this cohort including the need for young people to 'feel safe, secure in their placements, live closer to home in

accommodation that meets their needs' and to ensure that young people are cared for and prepared for adulthood.

14. The 2012 Ofsted inspection raised concerns about the quality of pathway planning for young people and requested that the Council take a closer look at how it helps young people feel safe in their homes or safeguarded in accessing council services. Ofsted also noted that, of equal importance, was the need to ensure improved outcomes for young people. Independent research through the Speakerbox Young Inspectors Accommodation Programme and the Care Leavers review undertaken by Catch 22 further highlighted that children in care wanted to feel safe, receive support to be near their family/siblings, have regular contact with their social workers and gain the necessary skills needed to be able to live independently.
15. The Care leavers Charter developed with the Children's Rights Team, sets out 7 key principles/promises which were agreed with service users and the Corporate Parent Panel. These principles, listed below are applied to all young people who the Council supports:
 - to respect and honour your identity
 - to believe in you
 - to listen to you
 - to inform you
 - to support you
 - to find a home
 - to be a lifelong champion
16. The Council has set out to address these issues and to work to deliver its vision as outlined in the Fairer Future promises (2014-18) and local strategic priorities, that is:
 - to reduce the numbers of children and young people coming into care
 - to ensure young people in care achieve positive outcomes and are in stable placements
 - the transition from care to independent living is a smooth one

BACKGROUND TO 16+ ACCOMMODATION AND SUPPORT PROJECT – LOCAL CONTEXT

17. Children in local authority care are enabled to put aside ongoing support on their 18th birthday. Local authorities however must continue to offer support until a young person reaches the ages of 21 or 25 years if that person is still in education or training. The preparation and planning to leave care is at the forefront of this change process at the age of 16 when, if appropriate, young people are able to access semi-supported accommodation. For some young people looked after in foster care placements, agreement may be reached with foster carers to allow the young person to stay beyond their 18th birthday where they will continue to receive support with accommodation, access to education and employment. For many young people this may be the best outcome for them, that is, to continue to receive help and support in the family-setting where they have always lived.
18. The Department of Education (DfE) reported that at the end of March 2016 that there were 70,440 children being looked after nationally. Whilst the overall statistics indicate a decrease in the number of children coming into care, this is sadly outweighed by the fact that fewer children are leaving care. This together with an increase in the number of unaccompanied asylum seeking children (UASC)

supported by London authorities (1,470 during 2015/16) has impacted on the overall number of children looked after in the country. The new Immigration Act 2016 will further impact on local authorities who will be required to support higher numbers of UASC due to the dispersal arrangements provided for in the Act, as well as the arrival of UASC from the Calais border.

19. At the end of March 2016, there were 475 Looked After Children (LAC) in Southwark with 51% over the age of 16. The number of children being looked after by the Council is still above the national average and since 2012, Southwark has consistently been within the top three London local authorities supporting the highest number of LAC annually. The number of *younger* children coming into care in the borough has continued to decrease year on year in line with the national picture.
20. During this same period (2015/16) the Council also supported 95 young people who were at risk of homelessness by providing them with accommodation and support. Following the Southwark Judgement made by the Supreme Court in May 2009, the Council now has a duty to, at the point of a homeless assessment, give the young person information about their right to be assessed as a child in need. For the most part young people do not choose to become looked after children, but for those that do, this places an additional responsibility on the Council to make certain provisions for that young person up to and until their 21st or 25th birthday (in those cases education where they remain in education until age 25). 22 young people became 'looked after' via this route during the last 18 months ie: April 2015 – October 2016.
21. Although the Council has different responsibilities/duties to young people being looked after/leaving care and those at risk of homelessness, both cohorts are in need of support to prepare them for adulthood.

KEY FINDINGS FROM 16+ ACCOMMODATION AND SUPPORT PROJECT - MODEL

22. There are a number of emerging issues from the 16+ accommodation and support project. These are being explored by lead officers in order to inform the development of a new model, which itself will be brought to Cabinet in early 2017.
23. The emerging issues are set out below:
 - a number of young people over 18 years are residing in services for longer than the anticipated periods of support required. There are a number of young people known to be "stuck" in services as they are unable to access appropriate permanent accommodation to enable them to move-on. There are also a number of young people with particular support needs (for example mental health) which are undermining their ability to make the shift to independent living.
 - the Southwark support pathway is largely predicated on service users obtaining a Council tenancy as their end permanent housing solution (to enable this all care leavers have historically been granted a "band 2" status as part of the Council's housing allocation policy). Changes to council housing and Housing Benefit/Universal Credit will disproportionately impact on the under 35s. If a Council tenancy is no longer a viable option for the majority of these young people, what is? Are we supporting young people to have realistic expectations?
 - with the ongoing costs of housing in Southwark, as well as the anticipated further reductions in council housing and the cap in housing benefit/universal credit paid, the current model for care leavers and 16/17 year olds at risk of homelessness

will not be financially viable in the near future. Council and other social rents are often in the area of £80 a week, whereas those in the private sector can be two or three times higher. What is the right approach to support young people to obtain the right support and housing for them?

- There is a complex commissioning and operational environment in Southwark with many teams working across homelessness, the reablement and resettlement service (RARS), children's social care, providers, and two different contracting frameworks for different services. The 16+ accommodation and support project is exploring the best way to organise our support and housing model for young people, including the option to have "one front door/one pathway" into and through services.

KEY FINDINGS FROM 16+ ACCOMMODATION AND SUPPORT PROJECT - FINANCIALS

24. Currently LAC in Southwark are accommodated in residential care, adoption and fostering services or semi-independent /supported accommodation; with the latter commissioned specifically for young people aged 16-18 years. Placement is dependent on age, level of need and availability. There is also an option to return young people to family home with/without support if appropriate.
25. In 2015/16, Children's Social Care spent £7.9 million on accommodation and support for young people aged 16 and over. £2.2 million was spent on semi-independent and supported housing provision alone with a further 288k on the delivery of a Floating Support service to assist young people aged over 18 years with resettlement and tenancy sustainment. The biggest spend area was specialist placements in residential care which accounted for £3.5m. A full outline of spend can be found in Appendix 1.

NEXT STEPS

26. The 16+ accommodation and support service is aiming to bring a proposal on a new model to the Council's Cabinet in February/March 2017. This proposal will be available for consideration and comment by Education and Children's Scrutiny Sub Committee as directed by scrutiny.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Children in Care and Care Leavers Strategy 2016-19	Commissioning Team Children's and Adults' Services	James Postgate Ext: 57627
Semi-Independent Living Service	Commissioning Team Children's and Adults' Services	James Postgate Ext: 57627
Prevention and Inclusion Services – Accommodation Based Support	Commissioning Team Children's and Adults' Services	James Postgate Ext: 57627

AUDIT TRAIL

Lead Officer	Dick Frak, Director of Commissioning		
Report Author	James Postgate, Commissioning Manager, Children’s and Adults’ Services Paulette Robin, Senior Commissioning Officer, Children’s and Adults’ Services		
Version	FINAL		
Dated	21 st November 2016		
Key Decision?	No		
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER			
Officer Title		Comments Sought	Comments Included
Director of Law and Democracy		No	No
Strategic Director of Finance and Governance		No	No
Director of Children’s Services		Yes	Yes
Date final report sent to Constitutional Team / Community Council / Scrutiny Team			21 st November 2016

Appendix 1

Southwark Care Leavers Accommodation and Support Strategy – update and next steps

Education and Children's Scrutiny Committee – 29/11/16

James Postgate and Paulette Robin

Children's and Adults' Commissioning, Southwark Council

16+ Support and Housing

There are three key complimentary and overlapping pieces of legislation which relate to the Council's responsibilities in relation to young people's housing and support:

Legislation	Responsible Body	Duties
Children's Act 1989 (s20/22G)*	Council	To provide looked after children with accommodation that, in so far as is practically reasonable, is (a) within the authority's area and (b) meets the needs of those children.
Housing Act 1996 (s1891c)	Council	To provide housing to people who are statutory homeless, including those who are in priority need due to (a) being aged 16 or 17 years old** or (b) aged under or over 21 years who are vulnerable as a result of being in local authority care.
Children (Leaving Care) Act 2000 [s23B ⁸]	Council	To safeguard and promote the child's welfare and, unless they are satisfied that child's welfare does not require it, support them by (a) maintaining them (b) providing them with or maintaining them in suitable accommodation and (c) providing support of such other descriptions as may be prescribed.

The 16+ Accommodation and Support Project was established to review and bring forward next steps regarding provision of support and housing for (a) care leavers and (b) 16 and 17 year olds who are statutory homeless.

* Section 31A of the Children's Act 1989 sets out that the local authority, as a corporate parent, must assess the child's needs and draw up a care plan.

** priority need for 16 and 17 year olds was introduced in England by the 2002 Homelessness (Priority Need for Accommodation) (England) Order.

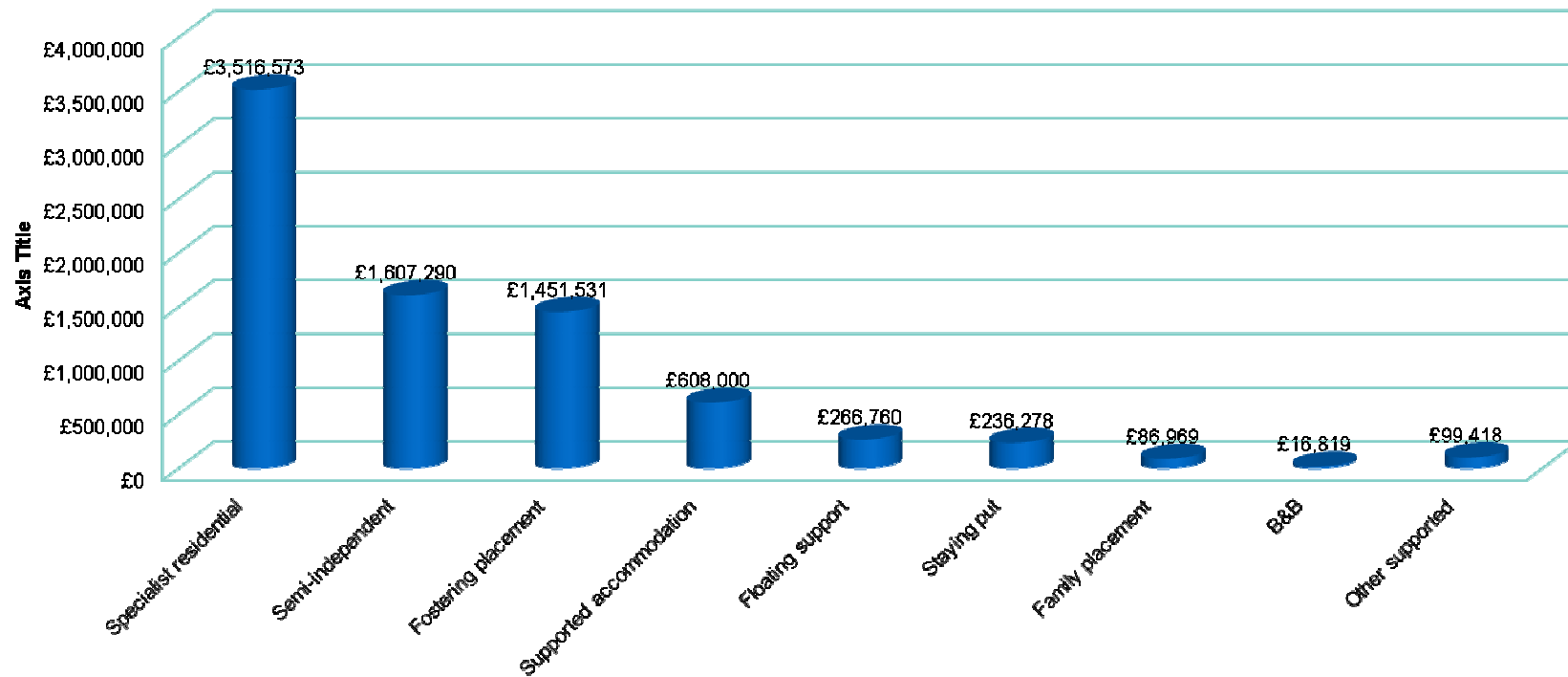
16+ Support and Housing Project - update

We are in the final stages of the 16+ /Care Leavers/young people homeless accommodation and support project , with an aim to bring forward a final report in the coming month.

Current activities include:

- ✓we are undertaking a series of service-user engagement events specifically for the project cohort (alongside the other events led by Children's Services)
- ✓we held a very successful provider forum with all of our 16+ support and housing services.
- ✓particular final focus on our residential offer and links with health services
- ✓analysis of impact of Housing Benefit cap (and recent Government decision on proposals to delegate a ring-fenced budget for supported housing)
- ✓linking with public health
- ✓beginning to draft the final report...

Outline of spend across all provision for young people (16+) in Southwark 2015-16



	Specialist residential	Semi-independent	Fostering placement	Supported Accommodation	Floating support	Staying put	Family placement	B&B	Other supported
Spend 2016/17	£3,516,573	£1,607,290	£1,451,531	£608,000	£266,760	£236,278	£86,969	£16,819	£99,418
Number of clients	31	115	8	146	123				

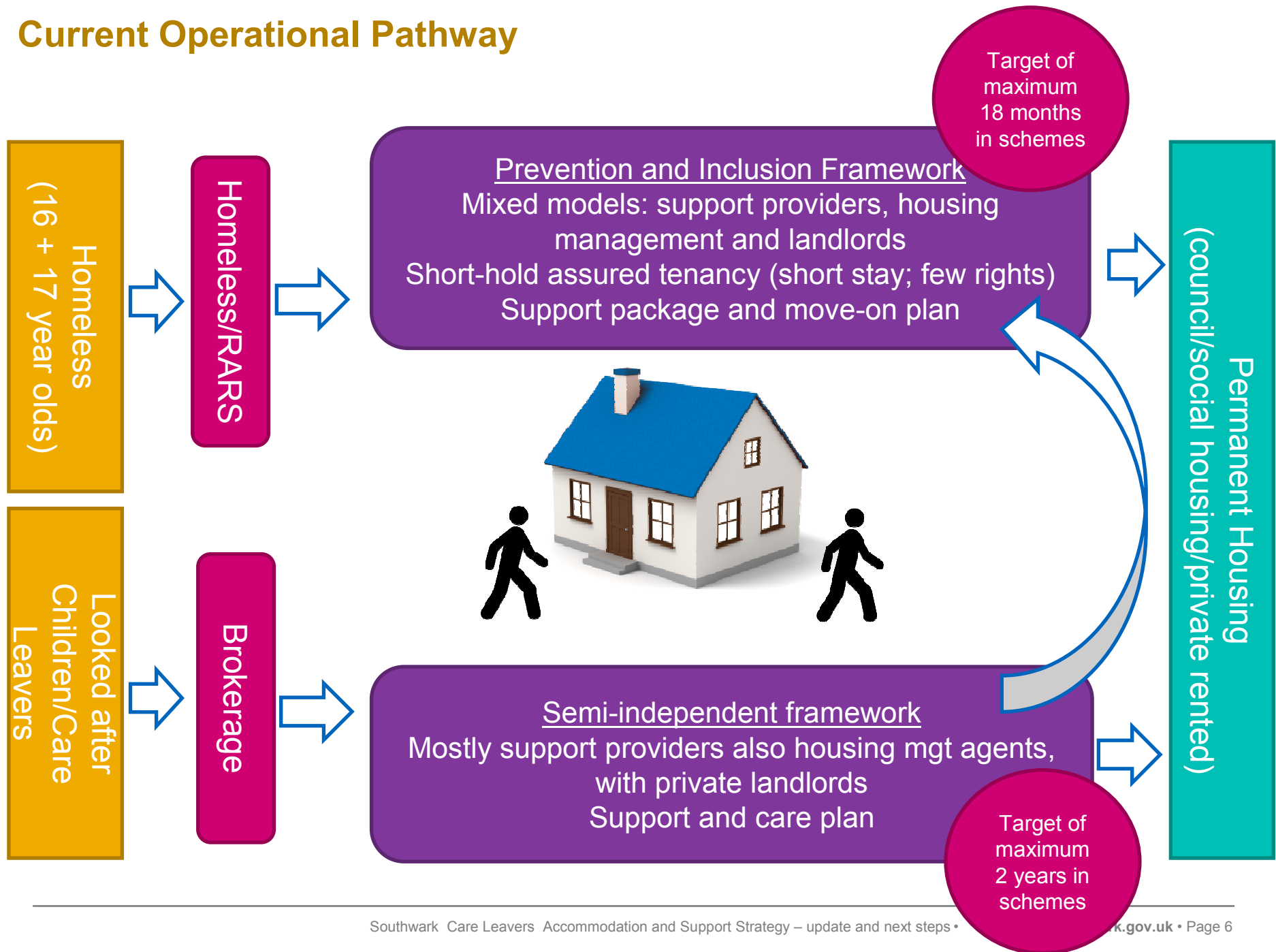
16+ Supported Housing and Semi-Independent Accommodation

- The Council currently operates two separate commissioning frameworks for 16+ accommodation. The (a) semi-independent living service for children in care [Oct 2013-2017] and (b) the prevention and inclusion framework for supported housing [Jul 2015-2019].

Young people – commissioning framework	Numbers	Type
(a) Semi-independent living service	115	Care leavers
(b) Prevention and inclusion supported housing	137	Mix of care leavers/risk of homelessness
TOTAL	252	

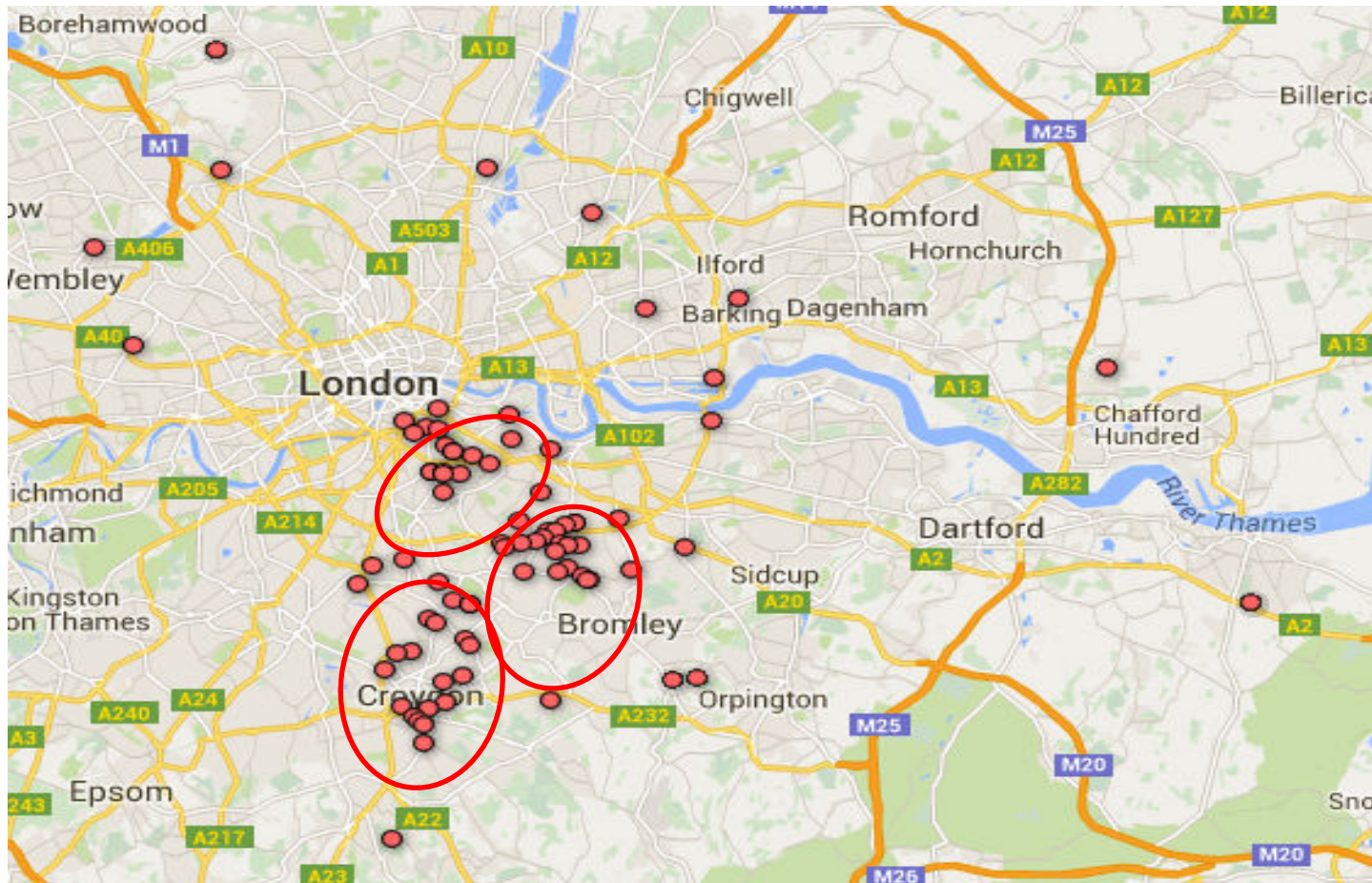
- The services meet the Council's separate (but complimentary) duties under separate pieces of Children's and Families and Housing legislation.
- The aim of all the services is to provide support/accommodation for young people in order to overcome challenges and to, following a period of sustained help and eventually be enabled to sustain their own tenancy.

Current Operational Pathway



Location - Supported Housing and Semi-Independent Accommodation

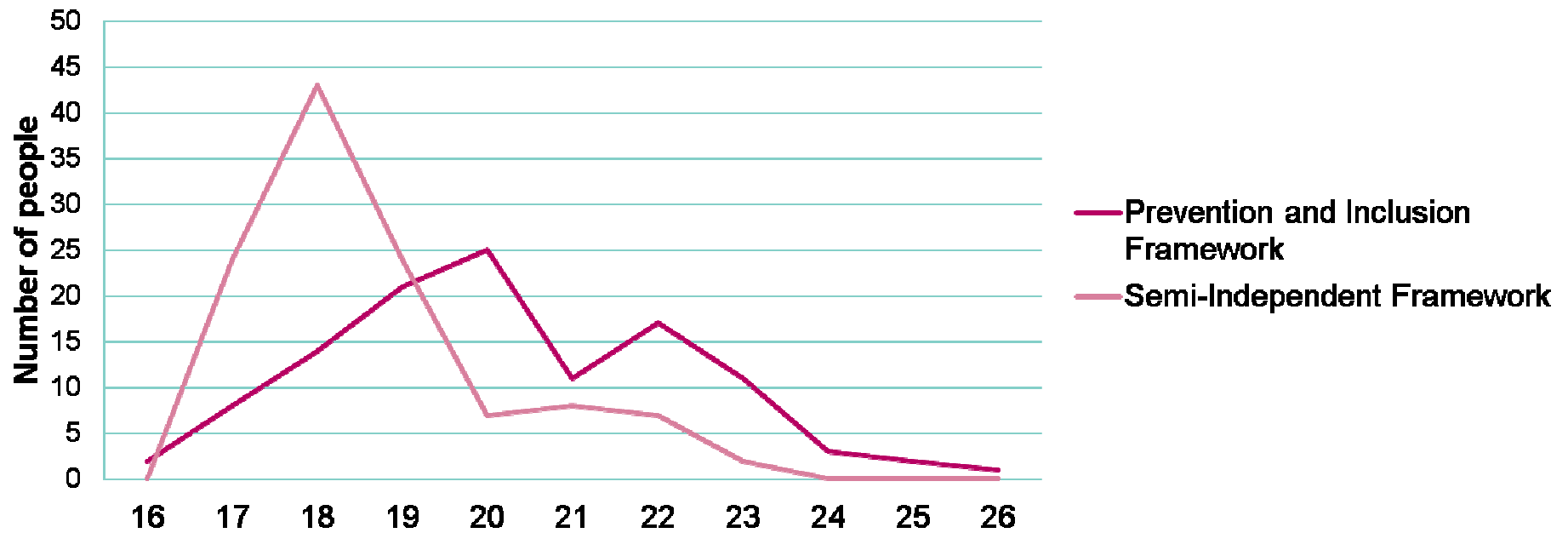
- There are three main “clusters” where services are located in (1) Southwark/Lewisham, (2) Bromley/Bexley/Greenwich and (3) Croydon.
- That said, there remain a significant number of young people who are placed outside of London based on need eg. safety, specialist support



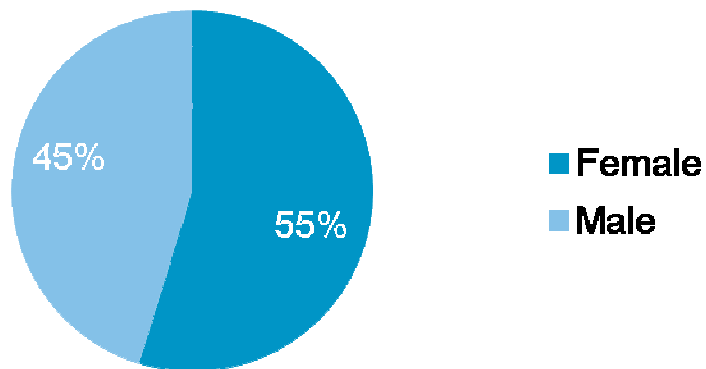
16+ Accommodation – Residential Placements



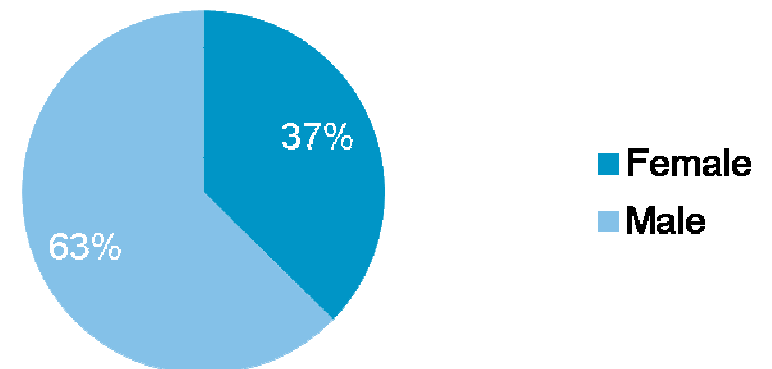
Age - 16+ Accommodation and Support



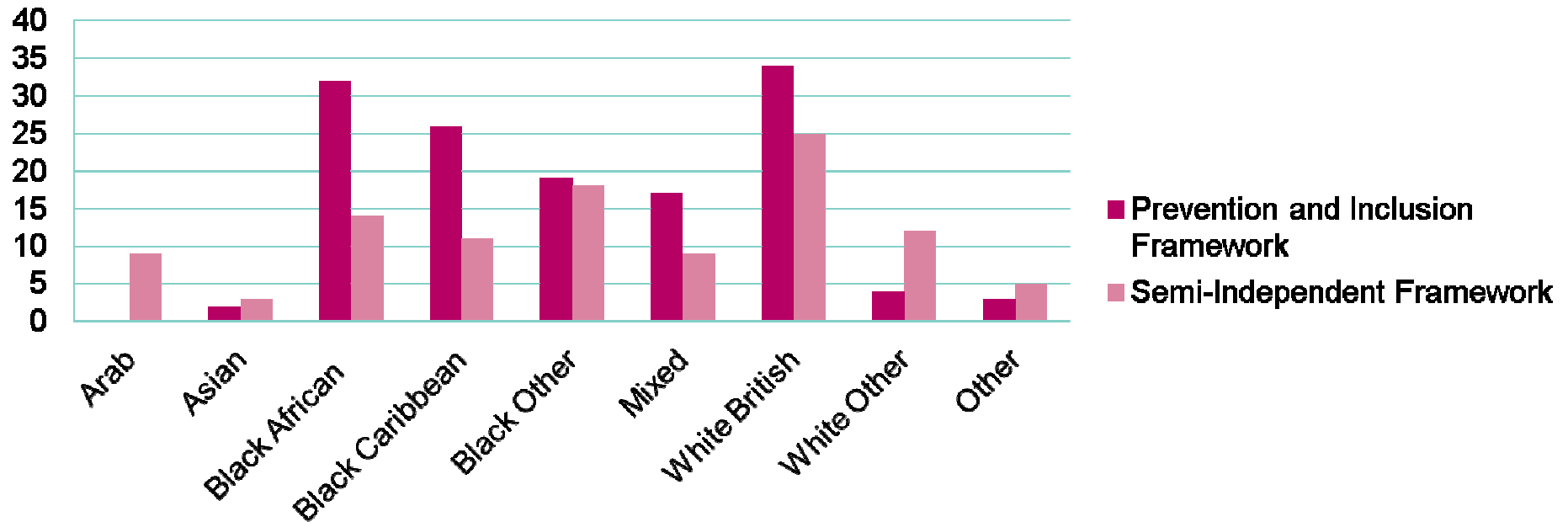
Gender – 16+ Acc/Support Prevention and Inclusion Framework



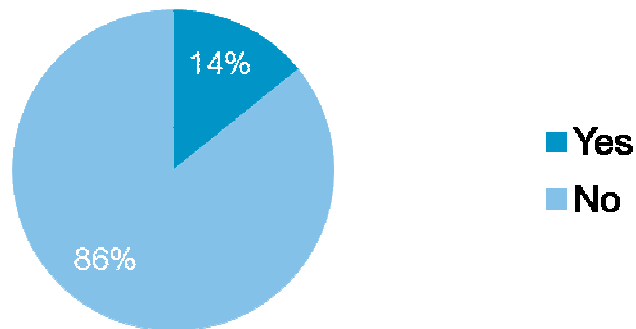
Gender – 16+ Acc/Support Semi-Independent Framework



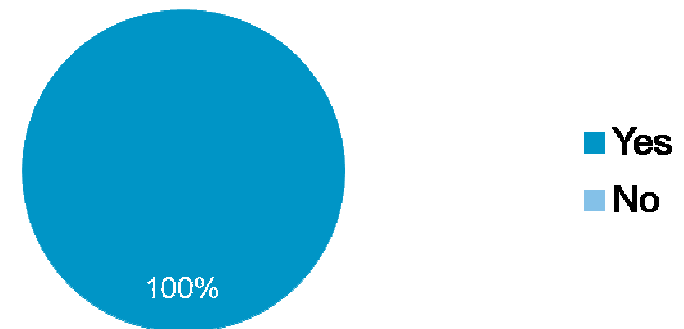
Ethnicity - 16+ Accommodation and Support



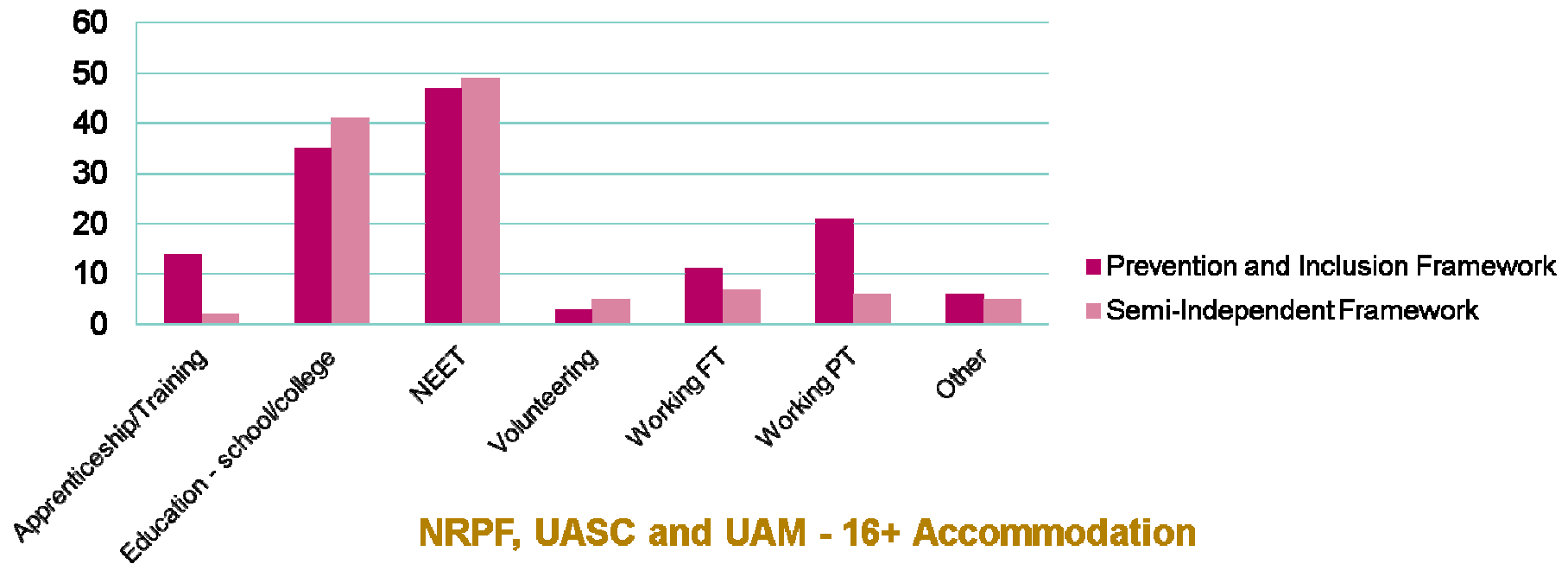
**Looked after Children/Care Leaver -
Prevention and Inclusion Framework**



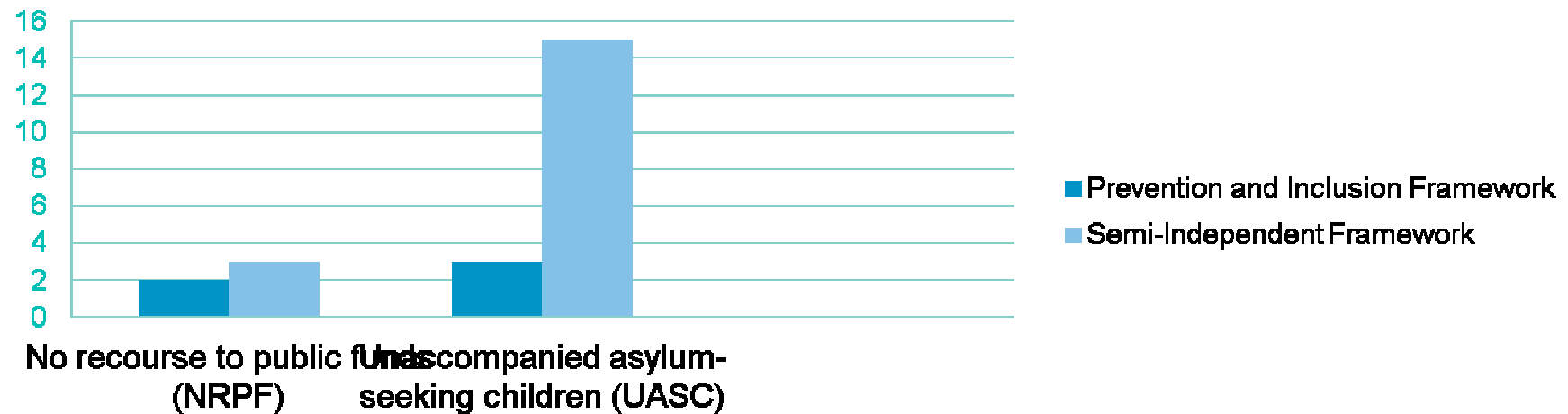
**Looked after Children/Care Leaver -
Semi-Independent Framework**



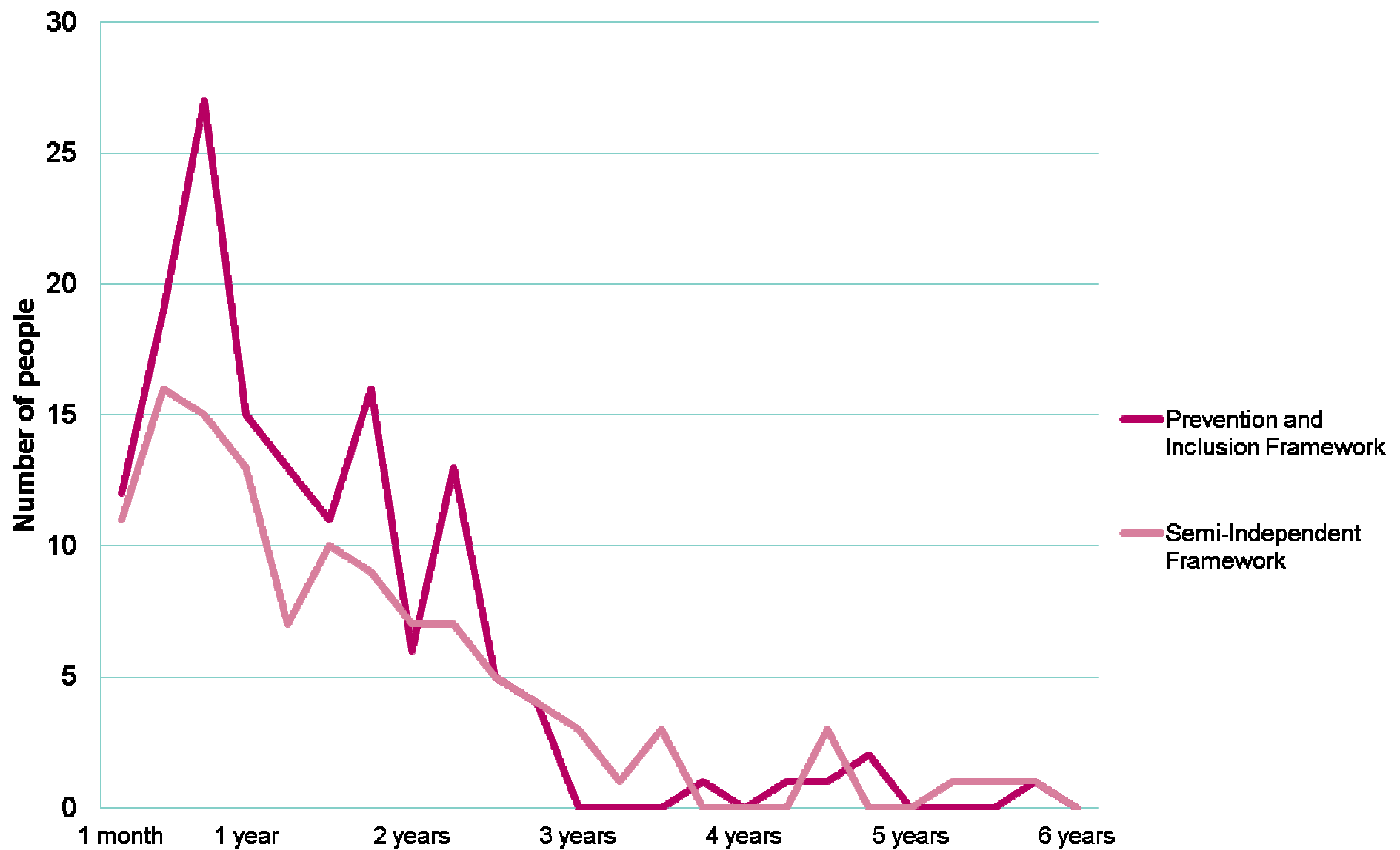
Education, Employment and Training 16+ Accommodation and Support



NRPF, UASC and UAM - 16+ Accommodation



Length of Stay in Services - 16+ Accommodation & Support

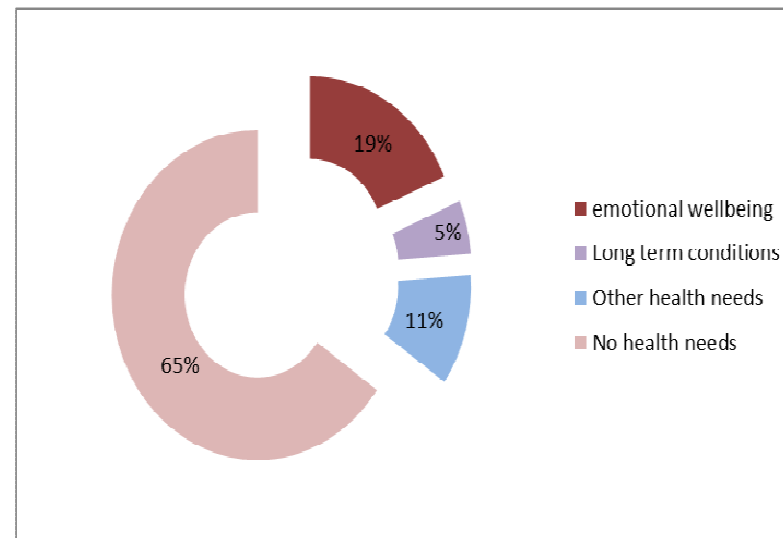


Health

At the end of March 2016

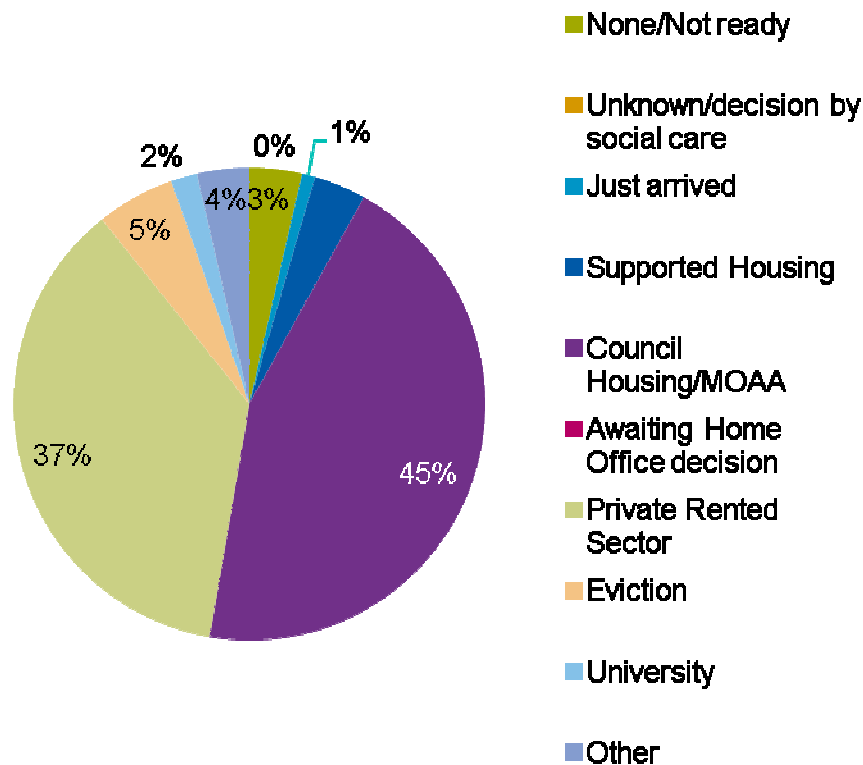
Overall, (across semi supported housing services) of the 210 young people in housing services 65% (137) have been reported to have no known health needs however

- 19% (39) need support around emotional wellbeing or mental ill health
- 5% (11) have long term conditions
- 11% (23) had other health needs as indicated above.

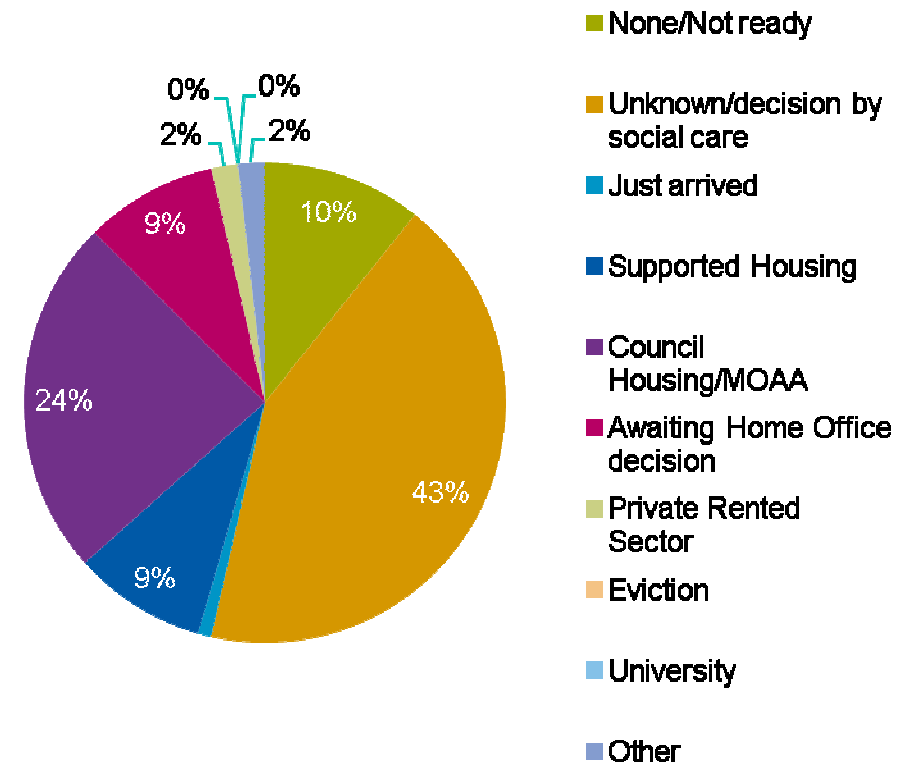


- 7 young people are known to SLAM or receiving support through a CMHT
- 8 via their GP
- 4 young people are receiving counselling
- 7 receiving support from Solace
- Of the 11 young people known to the YOT, 3 have been recorded as having mental ill health
- 34 young people had other health needs which although able to function within their current setting mean that they may need some additional support now or in the future.

Move on plans – Prevention and Inclusion Framework



Move on plans - Semi-Independent Framework



NOTE – Council Housing (priority bands) and 16+ accommodation/support

•The Council's housing allocation policy grants "band 2" status for Southwark care leavers for studio flats only. This means that individuals bidding through band 2 should get a tenancy within 3-4 months.

•The Council's Move on Allocation Allowance (MOAA) for people in supported housing enables these individuals to be granted "band 2" status if they meet certain requirements. 25 young people received MOAA status in 2015/16.

Changes to Council housing

- The Housing and Planning Act 2016 will require local authorities to sell “higher value” homes as they become vacant in order to fund housing association tenants to ‘right to buy’ their own homes. Although the Government have not set out the threshold for this change, councils are anticipating a value of around £300,000.
- Southwark will be particularly impacted by the Act – as a borough with a relatively high level of Council housing in an area of high house prices.
- The Government has additionally capped (LHA) housing benefit/universal credit rates for under 35s at the level of “shared accommodation” – that is, in Southwark, £95.18 a week. (care leavers have access to the higher level of HB).



Housing Benefit Cap - implications

A summary of the work undertaken on the implication of the Housing Benefit cap (linking with housing and revenues and benefits) is set out below:

- On 16th September, the Government confirmed that it will delegate a “ring-fenced” top-up budget down to councils from 2019/20 to provide additional funding to the system to help meet any shortfall from a cap of Housing Benefit (HB) – however **it is unclear how much this budget will be**.

- Some work has been done to look at the implications of the cap – which itself will be in place from 2019/20.

- All areas of the Council’s supported housing services will be affected (across refuges, sheltered, adults mental health, adults learning disabilities) although it is clear that our young people’s services will have a disproportionately high impact (relative to other areas). The total cost to supported housing in Southwark is estimated at **£3.5-£4m** annually. [this cost falls to the landlord, which is in some cases also the Council]

- The annual shortfall based on 2015/16 occupancy and available bed/ spaces for **young people’s supported housing providers** is an estimated **£448,199.64**.

- Mapping any shortfall for those young people in semi-independent accommodation is **work in progress**.

Supported Housing Provider	Weekly rent	HB covers	Weekly shortfall	Annual shortfall
Springfield Lodge	£7,645.40	£3,325.00	£3,870.20	£202,024.44
Oasis	£3,708.32	£1,510.08	£2,198.24	£114,748.13
Look Ahead	8,908.67	6,390.91	2,517.76	£131,427.07
			Total	£448,199.64

Feedback from Engagement Work

(1) Provider Engagement

Exercise 1: Providers were asked what are the top 3 challenges faced by Southwark's 16+ young people support and housing services (care leavers/homelessness).

The groups identified 3 key main challenges.

- ❖ **Housing**
- ❖ **Communication** – how do we manage change, ensure consistency, have a joined up approach and share information
- ❖ **Getting what young people need right** – how we balance needs, risks, costs, empower young people support young people to manage change and ensure consistency

Exercise 2: What is the right housing and support pathway in LB Southwark?

- ❖ **Need to building a pathway which is clear and** understood by ALL from the moment that they walk in the door

(2) Service-user Engagement

Key themes – from young people who attended the Engagement events (or completed the questionnaires)

- **there needs to be consistency with placements and staffing** - moving home is disruptive and unsettling unable to commit to education, always having to start a new life, would also like to maintain same support staff
- **consistency of placement**
- **different approaches depending on if you are in care or homeless – not fair**
- **need to respect privacy** - entering rooms and sharing personal information
- **no discrimination between how residents are treated** – same attitude towards every client and house rules to be made clear.
- **offer trial run in own property and allow young people to be more involved in things that concern them** – how are they to learn?
- **need continued support to make the transition to own tenancy smoother**

Service User Engagement [supported accommodation providers mainly supporting young people at risk of homelessness]

Young people said they

- **wanted to be respected** by Council staff and wanted them to believe their personal story when they approached the Council for help

'[Council] staff are rude, they don't give you any respect, you tell them why you're homeless and they tell you you're lying, you look too clean to be homeless'

'I told them I couldn't stay in my house but they sent me back home'

'I think they [Council] got to make it hard for you, I understand they're doing their job, but they don't care, they don't treat young people with respect'

- **generally felt safe** in their accommodation, in the area they lived and in accessing services. **2 young people did not feel safe** in the area due to it being Peckham

- **required more training on budgeting and managing their finances** to support their journey to independence

- **Felt ready to move-on but did not understand processes**, why this differed if you were a care leaver or homeless.

‘why is it some [young people] get accommodation and others don’t, why do some people get a Band 2 and others got to jump through so many hoops... and even then its not guaranteed’

- **were frustrated with who decides when they were ready to move-on**

‘.....we decide and then we have to rely on someone else who don’t even know us making a decision about if we are ready or not’‘I’ve been here for 9 months, I know I’m ready, even my key worker says I’m ready but I’ve just got to sit here and wait, I need to follow the process’ When where they thought they were on their independence journey

I’m Not prepared at all	I Need a lot more support	I think I’m Almost There	I am Very Prepared
0%	18.1%	45.5%	36.4%

- **did not want to move to another supported provider** [Northcott House if MOAA applicant] having had several placement moves – did not understand why this was necessary when the current supported provider offered life skills training
- **were happy for a permanent move out of Southwark** wanting to start a new life away for the areas which had negatively impacted their lives.

Emerging issues from the 16+ Accommodation and Support Project

There were a number of emerging issues which came out of the review . The Key issues are

- **There are a number of young people over 18 years who have become ‘stuck’ in these services** and not moving on – what do we need to do (or do differently?) to resolve these?
- **There is no clear pathway** which allows young people to step up/down
- **The pathway is largely predicated on service users obtaining a Council tenancy** as a permanent housing solution. Changes to council housing and housing benefits will particularly impact on this group. If a Council tenancy is no longer the next step for many of these young people, what is? **Are we supporting young people to have realistic expectations?**
- **Complex commissioning and operational environment** – many teams across homelessness, RARS, social care, providers; and two different contracting frameworks for different services. Is this the best way to organise our support and housing for young people? **Do we want one front door/one pathway?**
- **Need to improve consistency and stability of placements for young people**

Next steps

- Continued Engagement with young people/service users – November 2016
- Joint briefing with all relevant Cabinet Members on impacts of Housing Benefit cap (across adults/children's provision) – November/December 2016
- Final paper on 16+ Support and Accommodation – November/December 2016
- Education & Children's Scrutiny Committee – additional review - February 2017 (if required)
- Cabinet decision on new model - February/March 2017

Item No.	Classification: Open	Date: 29 th November 2016	Meeting Name: Education and Children's Services Scrutiny Sub Committee
Report title:		Supporting young people into employment in Southwark	
Ward(s) or groups affected:		All	
From:		Emily Nice – Head of Organisational Transformation Elaine Gunn- Principal Strategy Officer, Local Economy Team	

BACKGROUND INFORMATION

Employment support

The Local Economy Team

1. The Local Economy Team (LET), in the Chief Executive's department, is responsible for the delivery of the Council Plan target to support 5000 local people into jobs and create 2000 apprenticeships by May 2018 as part of the delivery of the [Economic Wellbeing Strategy](#). The councils combined commissioning and partnership work has now ensured 3299 job starts and represents excellent progress towards our 5000 jobs target by May 2018. To date, the council has supported the creation of 803 apprenticeships towards its target of 2000 by 2018.

Southwark Works

2. The LET commissions the council's employment support programme, Southwark Works, to support those who need additional help to address barriers to work and move into sustainable employment. Southwark Works operates as a network of providers who specialise in supporting specific 'cohorts'; people with learning difficulties and disabilities; young people, etc. It has been operating since 2004. The current projects were commissioned via a Framework and have been delivering since July 2015.
3. Through Southwark Works, the InSpired to Work programme is available to young people aged 18 – 24. It provides training, job searching & creation, advocacy and bursaries. This programme includes the Employee Mentor programme, which matches a young person's aspirations with a mentor and placement in an organisation. An employer mentor guides the young person's work placement and supports their future career development.
4. Since the Southwark Works Framework started (July 2015) over 1280 young people have been supported and 355 have moved into work.

Youth Fund

5. The LET also commissions and manages employment support programmes through the council's Youth Fund, detailed below:
 - The Southwark Employment and Enterprise Development Scheme (**SEEDs**) provides a wage subsidy and support to small and medium sized businesses to support high needs young people to gain employment for at least 12 months at the London Living Wage. It provides mentoring and support for the employer and young person. The SEEDS1 project ran from 2014 to June 2016 and supported 47 young people with complex needs into employment. Building on this success, SEEDS2 will start delivery in early 2017.
 - **Getting Ready for Work** (delivered by Inspire) provides a 'ladder of support' for young people who are keen to engage in employment but are not work ready. The offer targets support based on the level of need and work readiness of the young person. A recent impact assessment found major advantages to this approach over mainstream employment services such as Jobcentre Plus and the DWP Work Programme.
 - The Part Time Employment Project called **GROW** (delivered by St Giles Trust) is the third Youth Fund project that supports young people who are still in education or have other responsibilities (such as caring) into part time work.
6. Since the Youth Fund projects started delivery in 2014 700 young people have been supported and 221 have secured jobs.

Construction

7. To enable residents to take advantage of the employment opportunities created as a result of investment and development in the borough, employment in construction is a key focus of delivery. Through S106 agreements secured by the council, 908 Southwark residents have been supported into construction related employment since 2014.
8. The Council, in partnership with Lendlease, opened the Southwark Construction Skills Centre at Elephant Park in May 2016 .The Centre provides construction and employability training to Southwark residents to equip them with the skills and qualifications to access apprenticeships and employment opportunities within the local construction sector.
9. The Centre delivers up-skilling training to existing construction employees in the local construction sector and provides engagement programmes to local school-aged young people and other local residents to promote vocations within the construction and wider development industry as careers of choice.
10. To promote the Construction Skills Centre locally, the council has secured funding from DWP's Flexible Support Fund (FSF). The Construction Outreach Project, which started delivery in May 2016, provides specialist support to those claiming out of work benefits who live in the Elephant and Castle area. Specifically, support is provided to help:
 - Promote the construction industry as a career choice to local people

- Take up paid work experience
- Deliver essential skills training
- Link to other training opportunities through Southwark's new Construction Skills Centre.

Employment support – links to the Care Service

11. The above mentioned projects are available to care leavers in Southwark. The Care Service makes direct referrals to the Getting Ready for Work programme and referrals are made to the GROW programme, via hostels and semi-independent accommodation. These programmes have been promoted via the Children's Rights Team and the Children's Social Care Employment Advisor, based in the Care Service, is part of the Southwark Works network, regularly receiving updates about the employment and apprenticeship opportunities available to residents in Southwark.
12. Inspire and St Giles Trust are members of the recently convened NEET Expert Panel, led by Children's Social Care, which aims to meet on a quarterly basis. This group meets to discuss NEET care leaver cases and agree action plans to engage care leavers and support them into education, training and/or employment. As well as Children's Social Care and the Participation, Education and Training Team from the council other members include 2nd Chance, Drive Forward Foundation, Step Ahead, Roots and Shoots, the Princes Trust, Reed in Partnership and training providers.
13. The council's Children in Care Board was established in July this year. It is chaired by the Strategic Director of Children's and Adults Services (other members include the Strategic Director of Housing and Modernisation and senior representatives from the Clinical Commissioning Group, Children's Social Care, Education, Commissioning and the Chief Executive's Office). The Board aims to develop and deliver shared strategic ambitions for children in care and care leavers across the council and consider how to get most impact from partnership working to achieve these ambitions.

Apprenticeships

14. In March 2015 Southwark Council launched the [Southwark Apprenticeship Standard](#), the first of its kind, to set a new standard for quality apprenticeships. The Standard sets out the key features that employers should design into apprenticeships, including the London Living Wage, secure employment, quality training and proper mentoring.
15. The LET has also recently commissioned some additional support to ensure that both smaller businesses and local residents are being supported to benefit from local apprenticeship opportunities. The **pre-apprenticeship programme**, delivered by Step Ahead, provides apprenticeship training and coaching with employers to help prepare for interviews. The **SME programme** offers free advice and support to any SME based in Southwark looking to create an apprenticeship, including help tailoring the job description and advertisement to recruit, access to recruitment channels, help selecting a training provider and providing on-going support once the apprenticeship has started. The pre-apprenticeship programme is available to care leavers.
16. The LET works closely with the Participation, Education and Training Team and

also with the Organisational Transformation Team, who manage the council's in-house apprenticeship service.

Organisational Transformation Team – Southwark Apprenticeship programme

17. Southwark started a council-wide apprenticeships scheme in 2005 as a strategic workforce talent management initiative which would maximise the opportunities available to people living in the borough. It was the first step towards creating talent pipelines; that would eventually foster career pathways into the different professional roles that exists within the council.
18. The Apprenticeship programme is a priority for Southwark Council, and is articulated with a Council Plan target to create 2000 apprenticeships across the borough by May 2018. In addition to this, the council also aims to ensure 3% of the workforce are apprentices or are at the first level of entry into the workforce.
19. Southwark are top of the London Councils' table in terms of apprenticeship recruitment for 2015/16, recruiting 60 apprentices and were named best borough in the London Council Apprenticeship Award.
20. Managers across the council are encouraged to create more apprentice positions to offer wider opportunities for entry to employment and career pathways.

Apprenticeship Levy and public sector targets

21. From April 2017 the government will launch changes to the national apprenticeship scheme with the introduction of an Apprenticeship Levy with the aim of increasing the number of apprenticeships nationally to 3 million by 2020. The government hopes that this will significantly increase apprenticeships amongst smaller employers; and encourage greater cooperation amongst some of the larger employers. The cost of the levy for the council is indicatively calculated at £750,000 (at October 2016).
22. The levy will be applied to employers who have a pay bill of £3 million or more at a rate of 0.5% paid through PAYE, alongside income tax and all NI contributions.
23. The public sector target of 2.3% of the council's workforce to be apprentices will be introduced in April 2017.

Support for looked after Children

24. Children's Social Care and Organisation Transformation will establish a working group for supporting care leavers into apprenticeships as part of a refreshed strategy. Actions flowing from this working group could include working with Children's Social Care to prepare care leavers to apply for council apprenticeships and also to encourage them to apply for other council roles; support with completing council application forms and interview skills coaching.
25. This will not duplicate the work currently underway in Children's Social care, who refer to a number of organisations to support care leavers with preparing CVs and interview skills, or that of the Local Economy Team. Any support will be tailored to complement their approach.
26. Southwark has a 'manager's guide' and information on the intranet, The Source, which promotes the benefits of the apprenticeship scheme, and specific protocols in managing apprentices. The Organisational Transformation Team will expand

this to make sure that the specific needs of care leavers entering the work place are considered.

27. The NEET Expert Panel will continue to provide direct support to care leavers via a range of commissioned and external providers.
28. There is evidence that, as a group, care leavers are more disadvantaged and experience more challenges than the general population of young people.
29. Ensuring successful transitional planning for young people leaving care is crucial to them living happy and fulfilling lives. This means ensuring they are well supported, have suitable and stable accommodation and can live independently; manage their money, work or continue in education/training and look after their health and wellbeing.
30. The employment support offered to young people detailed in this paper provides holistic support for young people; providers recognise that employment is often one of several things to address, including money management, housing etc. in order for them to succeed in securing a job and living independently. Providers support young people by being their advocate and treating each young person as an individual.

Policy implications

31. The government plans to introduce the **Youth Obligation** from April 2017 where 18-21 year old job seekers receiving Universal Credit will be expected to take part in an intensive activity programme from day 1 of their claim. They will be referred to training and encouraged to take up an apprenticeship. Should they not be on either after six months, they will be referred to a mandatory work placement.
32. The government's [Keep on Caring Strategy](#), published this summer, includes the following aims as part of their *improved access to education, employment and training outcomes* for care leavers:
 - promote the take up of supported internships, including through the provision of targeted information to Personal Advisers;
 - meet the training costs for care leavers undertaking apprenticeships up to age 25;
 - support care leavers' access to, and achievement in, further and higher education, employment and apprenticeships;
 - Guarantee a place on the National Citizen Service to every child in care or care leaver aged 16 or 17; and consider how best to improve access for care leavers to employment opportunities in government departments and their agencies
33. The government aims to introduce the **Care Leaver Covenant** to expand corporate parenting principles beyond the remit of local authorities to other public, private and charitable bodies to be able to set out how, as members of civil society, they too will make a commitment to support care leavers. The new voluntary care leaver covenant was due to be launched in October but has been delayed.
34. The council's **Economic Wellbeing Strategy** 2012-2020 is being refreshed, and an updated version will be published in December 2016. The refreshed strategy remains ambitious with the aim of ensuring Southwark is a full employment borough, with a job for every resident who wants to work. This

includes young people leaving council care.

35. The council adopted its **Children in Care and Care Leavers Strategy** in February 2016. This includes the strategic priority to ensure *more care leavers are in education, employment and/or training*.
36. The councils **Corporate Parenting Committee** *seeks to ensure that the life chances of looked after children are maximised in terms of health, educational attainment, and access to training and employment, to aid the transition to a secure and productive adulthood*.
37. The council's **Children in Care Board** has been established to deliver shared strategic ambitions for children in care and care leavers across the council and its partners.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Economic Wellbeing Strategy	Local Economy Team, Chief Executive's Department	Elaine Gunn 55479
Children in Care and Care Leavers Strategy	Children's Social Care, Children's and Adults Services	

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**EDUCATION & CHILDREN'S SERVICES
MUNICIPAL YEAR 2016-17**

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