

## Overview & Scrutiny Committee

Wednesday 19 April 2017

7.00 pm

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

## Supplemental Agenda

### List of Contents

Item No.	Title	Page No.
4.	<b>Minutes</b> The minutes of the meeting held on 14 March 2017.	1 - 4
6.	<b>Peckham Rye Regeneration Scheme</b> Neil Kirby Head of Regeneration (South) to present the report to the committee.	5 - 50
7.	<b>Southwark Scrutiny in a day - Final Report</b> From Education and Children's Services Scrutiny Sub-Committee.	51 - 69
8.	<b>Care Leavers Local Offer - Final Report</b> From Education & Children's Services Scrutiny Sub-Committee.	70 - 97

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Date: 13 April 2017



## Overview & Scrutiny Committee

MINUTES of the OPEN section of the Overview & Scrutiny Committee held on Tuesday 14 March 2017 at 7.00 pm at Ground Floor Meeting Room G02A - 160 Tooley Street, London SE1 2QH

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**PRESENT:** Councillor Gavin Edwards (Chair)  
Councillor Rosie Shimell  
Councillor Jasmine Ali  
Councillor Paul Fleming  
Councillor Tom Flynn  
Councillor Rebecca Lury  
Councillor Michael Situ  
Councillor Maria Linforth-Hall  
Councillor Kieron Williams

**OTHER MEMBERS PRESENT:** Councillor Ian Wingfield – Cabinet Members for Environment and the Public Realm

**OFFICER SUPPORT:** Shelley Burke – Head of Overview & Scrutiny  
Duncan Whitfield - Strategic Director of Finance and Governance  
David Quirke-Thornton - Strategic Director of Children's and Adults Services

### 1. APOLOGIES

1.1 Apologies for absence were received from Councillors Anood Al-Samerai, Eleanor Kerslake and Mr Martin Brecknell.

### 2. NOTIFICATION OF ANY ITEMS OF BUSINESS WHICH THE CHAIR DEEMS URGENT

2.1 There were none.

### 3. DISCLOSURE OF INTERESTS AND DISPENSATIONS

3.1 There were no disclosures of interests or dispensations.

#### **4. MINUTES**

The committee agreed the following amendments:-

To record councillor David Noakes as substitute member present for the meeting on 30<sup>th</sup> January 2018.

Page 2, item 3.1 – line 1 delete “of” before London and insert “for”.

The Committee to note that the IT item was added to the workplan.

#### **RESOLVED:**

That the minutes of the meeting held on 30 January 2017 be agreed as a correct record.

#### **VIDEO - OPENING OF THE MEETING**

<http://bambuser.com/v/6666816>

#### **5. FOLLOW UP ON BUDGET SCRUTINY**

5.1 The Chair welcomed the Duncan Whitfield the Strategic Director of Finance and Governance and David Quirke-Thornton the Strategic Director of Children's and Adults Services to the meeting.

5.2 The officers presented the paper and updated members of the committee with the key points contained in the report and then responded to questions asked by members.

5.3 The chair thanked the officers for a useful session and update of information, he further stated that the committee would look forward for the next update which was scheduled for June 2017.

#### **VIDEO - BUDGET SCRUTINY FOLLOW UP**

<http://bambuser.com/v/6666818>

<http://bambuser.com/v/6666820>

#### **6. INTERVIEW OF CABINET MEMBER FOR ENVIRONMENT AND THE PUBLIC REALM - COUNCILLOR IAN WINGFIELD**

6.1 Councillor Ian Wingfield introduced his portfolio and answered questions from the committee.

Committee members asked about:

- markets and business space;
- street cleaning including litter and dog fouling;
- recycling and landfill;
- refuse collection;
- carbon reduction and climate change;
- green energy;
- cemeteries and crematorium services;
- marinas and internal waterways;
- flooding and flood defences;
- roads and road safety;
- parking;
- street scene;
- cycling and walking strategy.

## **VIDEO - CABINET MEMBER INTERVIEW**

<http://bambuser.com/v/6666846>

## **7. AIR QUALITY STRATEGY AND ACTION PLAN**

7.1 The Chair invited the Environmental Protection Team officer and the Environmental Services officer to the meeting and thanked them for their attendance. The chair stated that the committee would appreciate if the officers would give members a summary of the report and then members of the committee would ask questions.

7.2 The officers answered questions relating to the Draft Air Quality Strategy & Action plan and the consultation comments received and responses to the points raised during the session.

7.3 The chair with the agreement of the committee thanked officers for the information and report and stated that the committee would look forward to the progression of the strategy at a further meeting in the future.

## **VIDEO - AIR QUALITY STRATEGY AND ACTION PLAN**

<http://bambuser.com/v/6666874>

<http://bambuser.com/v/6666887>

<http://bambuser.com/v/6666890>

## **8. TRANSPORT REPORT - FROM COUNCILLOR G EDWARDS**

8.1 The chair introduced the report and highlighted the recommendations, after some

discussion the committee agreed the report.

**RESOLVED:** That the committee agreed the report and pass it to the Cabinet.

8.2 The chair then reported that he had received information regarding a item of business of scrutiny 'Further Education' and the Principle of Lewisham and Southwark College had invited members of the committee to visit the College, the chair undertook to arrange to get some dates and to arrange a visit for members to attend the College.

8.3 The Chair suggested that the work plan be an item of business for the next meeting of the committee.

#### **VIDEO - TRANSPORT REPORT**

<http://bambuser.com/v/6666896>

Meeting ended at 9.20 pm

**CHAIR:**

**DATED:**

<b>Item No.</b> 6	<b>Classification:</b> Open	<b>Date:</b> 19 <sup>th</sup> April 2017	<b>Meeting Name:</b> Overview and Scrutiny
<b>Report title:</b>		Peckham Regeneration Update	
<b>Ward(s) or groups affected:</b>		Lane, Peckham, Livesey, Nunhead, Peckham Rye, South Camberwell and Brunswick Park	
<b>From:</b>		Chief Executive	

## RECOMMENDATION

1. That progress on a number of key regeneration projects in Peckham is noted.

## BACKGROUND INFORMATION

2. The vision for Peckham was developed through the Peckham and Nunhead Area Action Plan (PNAAP) process which was adopted by the Council in November 2014. The vision is for a successful place where people want to live, work and visit which includes good housing, safe and attractive public realm, well-used open spaces, good connections, successful schools, shops, health and leisure facilities.
3. The PNAAP identified a number of key sites for development to take place. This report provides an update on the key housing, economic and cultural projects being taken forward.

## PROGRESS ON KEY PROJECTS

### 4. Peckham Rye Station Square

- 4.1 The scheme will provide new public square, improved commercial premises including refurbished railway arches, co-working space to support local businesses and start-ups and flexible community space. Following an extensive Co-design process planning permission was granted on 1<sup>st</sup> March 2016. As part of the business relocation proposals, the Council has also secured planning permission for a replacement building for part of the Iceland Store.
- 4.2 In order to implement the scheme vacant possession of the affected properties is required. The Council has been in negotiation with all interested parties for a number of years. To date 7 out of the 28 parties with legal interests have been acquired. All but two of the occupiers (a butchers and a grocery store) are

being relocated locally either within the redeveloped square or within the nearby Peckham Palms (see below). An agreement is in place with Network Rail as freeholder for the Council to carry out the works and take on the long leasehold interests. A CPO Inquiry was held 31st January - 2nd February 2017 and all but two objectors withdrew. The council is now awaiting inspectors report and Secretary of State confirmation of the CPO.

- 4.3 Works are being carried out in three phases (see diagram in Appendix). Subject to vacant possession, the work on phase 1 is anticipated to take start in Winter 2017 with completion in Winter 2019. Subject to vacant possession the work on phase 2 is anticipated to start in Spring 2019 and complete in Winter 2019. Subject to vacant possession work on phase 3 is scheduled to start in Winter 2019 and complete in Summer 2020.

## **5 Peckham Palms**

- 5.1 As part of the Peckham Rye Station Square project a number of retail tenants that are currently using the units along Blenheim Grove, many of whom provide hair and beauty services will need to be re-located during construction.
- 5.2 In 2016 the Council appointed design studio Something & Son and business support specialists Tree Shepherd to work with these businesses to develop ideas for a bespoke centre for afro-Caribbean hair and beauty in Peckham. After a number of one to one interviews and group workshops, the team has developed 'Peckham Palms'. This new centre for hair and beauty (see visual in Appendix) draws its inspirations from Peckham's cultural heritage and distinctiveness and will cement Peckham's reputation as the leading destination for affordable and quality afro-Caribbean hair styling and beauty in London. Planning permission was granted in July 2016. Works have started on site and the building is scheduled to open in September 2017.
- 5.3 Tree Shepherd are continuing to engage with all businesses affected with fortnightly visits to every business as well as workshops and business advice one-to-ones.

## **6 Peckham Library square**

- 6.1 The project (see image in Appendix) comprises the removal of the arch to create 6 social rented, 3 intermediate, 10 private for sale homes, 204 sqm of work space and a large gallery space (355 sq m). Following an extensive Co-design process a planning application submitted in July 2016 and resolution to grant was given in November 2016.
- 6.2 The project is being taken forward under the Southwark Regeneration in Partnership Programme by

Clarion Housing Group. Subject to vacant possession, it is anticipated that a start on site will take place in Summer 2017 with completion in Spring 2019. The Council is in negotiation with Peckham Platform over the new gallery space.

## **7 Co-design Review**

- 7.1 In response to requests at Peckham and Nunhead Community Council, Planning Committee and Cabinet an independent review of the Co-design process was carried out by Kaizen Partnership. The final report (attached in the Appendix ) was published on the Council website and emailed directly to a number of participants in the consultation process.

## **8 Mountview Academy of Theatre Arts**

- 8.1 Mountview Academy of Theatre Arts is relocating to Eagle Wharf in Peckham (adjacent to Peckham Library) from Haringey. Mountview is one of the most prestigious drama schools in the country with a long-standing and international reputation for providing the highest quality training to actors, musical theatre performance, directors and theatre technicians. They are developing a bespoke theatre school of 10,000 sq m on Peckham Hill Street. The presence of Mountview will enhance the borough as a cultural destination bringing new business and investment into the borough, creating jobs and opportunities. Local residents will benefit from enhanced learning, cultural, leisure and employment opportunities. An extensive community benefits package has been negotiated with Mountview. The scheme (see Appendix ) secured planning permission in April 2017 . The enabling works for the building contract have started on site and the building is scheduled to open in September 2018.

## **9 Land between Melon Road and Sumner Road and Sumner House**

- 9.1 The project provides 96 social rent homes, 24 intermediate homes, 48 market homes and commercial space. Planning was granted in March 2017. The site is being developed under the Southwark Regeneration in Partnership programme by Clarion Housing Group. Construction expected to start from Summer 2017 with completion in 2019.

## **10 Copeland Road Car Park**

- 10.1 The project provides 24 social rent homes, 18 intermediate homes, 25 market homes. The site is being developed under the Southwark Regeneration in Partnership programme by Clarion Housing Group. Construction expected to start from Summer 2017 with completion in Winter 2018.

## **11 Land at Angel Oak Academy**

- 11.1 Demolition of the existing school buildings to provide 26 new social rent homes, 32 intermediate homes, 27 market homes and new school



building. Submit to planning Winter 2017 The site is being developed under the Southwark Regeneration in Partnership programme by Clarion Housing Group

## **12 Wickway Community Centre**

- 12.1 This project will provide 20 social rent homes 15 intermediate homes, 30 market homes and re-provision of community space. The site is being developed under the Southwark Regeneration in Partnership programme by Clarion Housing Group. Further consultation Summer 2017.

## **13 Candle Grove & Nunhead Lane**

- 13.1 On the site of the old community centre are eight family social rent town houses in a mews type development which completed in 2016.

## **14 Tayo Situ House, Cator Street**

- 14.1. The project is 42 extra care social rent homes which completed in 2017.

## **15 Sumner Workshop site**

- 15.1 The project comprises 50 social rent homes, 20 intermediate homes, 42 market homes, a community centre and children's play area. Development on site, due to complete 2018

## **16 Parish Apartments**

- 16.1 8 new social rent homes built on the site of Clifton Garages, Clifton Estate. Completed in June 2016.

## **17 35-41 Nunhead Lane**

- 17.1 This development of 12 Social Rent homes is scheduled to start on site in January 2018.

## **18 95a Meeting House Lane**

- 18.1 This development of 29 Social Rent homes and a community hall is scheduled to go to Planning Committee in May 2017.

## **19 Lugard Road**

- 19.1 This development of 2 Social Rent homes is scheduled to go to Planning Committee in Summer 2017.

## **20 Daniels Road**

- 20.1 This development of 19 Social Rent homes is scheduled to start on site in January 2018.

## **21 Commercial Way sites**

- 21.1 The two sites bounded by East Surrey Grove and Pentridge Street will deliver 74 social rent homes and 35 intermediate homes. The proposals are scheduled to go to Planning Committee in April.

## **22 Peckham Multi Storey Car Park**

- 22.1 Bold Tendencies, now in its tenth year, will continue to run its festival of creative events from May to October. As part of the programme of events this year, the BBC Proms will be broadcast from the Car Park for the second year running. Bold Tendencies conduct extensive outreach work with local schools and children.
- 22.2 Frank's Campari bar is now open for the summer. Peckhamplex will also continue to be based in the ground floor of the car park.
- 22.3 Peckham Levels (see Appendix x) is a project led by Makeshift to transform the multi storey car park in Peckham into a new creative community for local people, artists and entrepreneurs. Spread across six levels of the car park there will be different environments to support a community of artists, makers and creative entrepreneurs. The plans include a series of initiatives offering free events space, training, education and employment opportunities for Peckham's residents. The scheme delivers:
- 50 x Studios for individual hire by local creatives and start-ups;
  - Two large Co-working spaces accessed through a membership system for local micro-enterprises and creative freelancers, as well as a range of individual offices for SMEs;
  - Workshop spaces and a broad range of facilities for the creative community including gallery space, ceramics & kiln room, printers
  - A large event spaces for private hire and community uses as well as associated rehearsal spaces & changing rooms;
  - A range of retail units, bar & food kiosks and restaurant and café.
- 22.4 The Peckham Levels project is anticipated to generate around 300-350 FT and 100-200 PT jobs. A proportion of the studio spaces will be let at subsidised rents for fixed-terms. Tenant selection process will prioritise local businesses, with viable business plans and a social ethos, who invest in the community. All tenants will be required to donate a proportion of their time through a Community Resource Scheme providing around 3,600 hours of training/volunteering annually. 10% of scheme profits will be retained as a Community Investment Fund for investment into local priorities, complementing the community resource scheme. Event spaces will be available for free to community groups for 25% of the time. Planning consent was granted July 16. Works started

on site January 2017 and will complete in Autumn 2017. Opportunities to join Peckham Levels are being advertised locally. Please refer to the web site for details of how to apply: <http://www.peckhamlevels.org/>

## **23 Aylesham Centre**

- 23.1 The owners of the Aylesham Centre, Blackrock, propose to redevelop the centre to provide new retail space and homes. Discussions are underway with TfL about the potential for replacing the current bus stands on Peckham Road with a new facility and improving bus access through the site. The owners of the site held an initial consultation exercise and are working with Peckham Citizens to take forward the scheme proposals. It is anticipated that a planning application will be submitted in 2018.

## **24 Townscape Heritage Initiative**

- 24.1 The council is working with building owners and leaseholders to protect and restore some of Peckham town centre's older buildings. The Heritage Lottery Fund and the council have both contributed to a Common Fund of £2.3m, which is available to part-fund repair and restoration works. The former Jones & Higgins building at 1a Rye Lane, the 1930s building opposite Peckham Rye Station, and the block of three shops on Rye Lane at the end of Hanover Park are among the buildings eligible to apply for funding. We have appointed an architect who will shortly begin work with those freeholders and leaseholders who have indicated a strong interest in the scheme. In January 2017 local people and groups with an interest in local history, architecture and the town centre were invited to apply to be members of the Peckham Heritage Regeneration Partnership. The council has appointed Claire Hegarty, who has 20 years experience in working with historic buildings, as the independent chair of this Partnership. The 20 person-strong Partnership is now up and running and meets quarterly to:

- review progress on the repairs and restoration project
- contribute to the delivery of the Rye Lane Peckham Conservation Area Management Plan
- agree a programme of community activities

More information about Peckham Townscape Heritage Initiative is available from [www.southwark.gov.uk/peckhamthi](http://www.southwark.gov.uk/peckhamthi) or you can contact the THI Project Manager, Julie Mallett 0207 525 3265 [julie.mallett@southwark.gov.uk](mailto:julie.mallett@southwark.gov.uk)

## **25 Wooddene**

- 25.1 Notting Hill Housing Trust are managing the redevelopment of Wooddene (former block on the Acorn housing estate). The project will deliver 333 residential units of which 54 are social rent and 201 are shared ownership and some flexible retail/office space. There will also

be new access routes, car and cycle parking, landscaping and an energy centre. Construction works are scheduled to start on site in Summer 2017. The former Wooddene residents who expressed their right to return will be able to move back to the development.

## **26 Queens Road Streetscape**

- 26.1 Following consultation, stakeholders expressed a strong desire for improvements on Queens Road to start at and emanate from the station hence the following works are planned to take place. Works on site start on 27 April 2017. Works will consist of:
- Cleaning brickwork around Queens Road station
  - Painting the bridge parapets including lettering (anti graffiti and discreet anti-pigeon measures will be installed)
  - Installing a lighting on the bridge
  - Installing a fence between the bridge and Joe Richards House, a hostel at 100 Queens Road (anticipated installation in July/August). The fence is metal with wooden insets and difficult to fly post and will have anti-graffiti coating
  - Installing a new higher spec palisade fence running from the bridge along the boundary of 100 Queens Road running alongside the Network Rail land under the tracks.
- 26.2 Network Rail are currently renovating the arch between the entrance and Blackbird Bakery sensitive to the period of the viaduct using reclaimed bricks and have plans to install a shopfront .
- 26.3 In 2014 the Council invested in new shopfronts, repairs, painting, signage and environmental improvements in the parade between Kings Grove and Asylum Road. A new programme is currently providing signage, awnings and planting to further shop units.
- 26.4 On the Cossall Estate frontage onto Queens Road bulb planting took place in Autumn 2015 and new signage is being installed.

## **27 Theatre Peckham**

- 27.1 Theatre Peckham moved into their new home on Havil Street in December 2016.

## **28 Former Town Hall**

- 28.1 This building has been converted into student accommodation for Goldsmiths, artists studios and a café. The student accommodation was let in December 2016.

## **29 Camberwell School of Art**

- 29.1 The extension and student accommodation for UAL (see Appendix) is nearing completion.

### **30 133 Rye Lane**

- 30.1 This development by Frame Architects will provide Market, a 3000 sq m development comprising 300 co-working desks, new restaurant space, an events space and a live music venue.

### **31 Peckham festival**

- 31.1 The first Peckham festival was held in September 2016 and attracted 13,000 people to a series of events in the creative spaces around Peckham. A further festival is happening in September 2017.

### **32 Peckham Coal Line**

- 32.1 A community group is using crowdfunded, GLA and Council funding to undertake a feasibility into reusing the former Coal Line (between Peckham Rye and Queens Road Stations) as a walking and cycling route. The study is being finalised.

### **33 Peckham Lido**

- 33.1 A community organisation is using crowdfunded, GLA and Council funding to undertake feasibility into reestablishing a lido on Peckham Rye. The feasibility study is underway.

## **Resource implications**

- 34 There are no resource implications directly from this report.

## **Legal implications**

- 35 There are no legal implications directly from this report

## **APPENDICES**

<b>No.</b>	<b>Title</b>
Appendix	Images of schemes

## **AUDIT TRAIL**

<b>Lead Officer</b>	Eleanor Kelly
<b>Report Author</b>	Neil Kirby
<b>Version</b>	

<b>Dated</b>		
<b>Key Decision?</b>	No	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>		
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments Included</b>
Director of Law and Democracy	No	No
Strategic Director of Finance and Governance	No	No
List other officers here		
<b>Cabinet Member</b>	No	No
<b>Date final report sent to Constitutional Team / Community Council / Scrutiny Team</b>		10 <sup>th</sup> April 2017



Phase 1:  
Iceland Back of House  
relocates to new 'Pod' (above)

Phase 3:  
North Arcade removal,  
Platform supports,  
North Square

Phase 2:  
South Arcade removal,  
South Square,  
Arches Retail Units

Phase 1:  
Blenheim Grove Building  
modification and extension,  
adjacent public realm



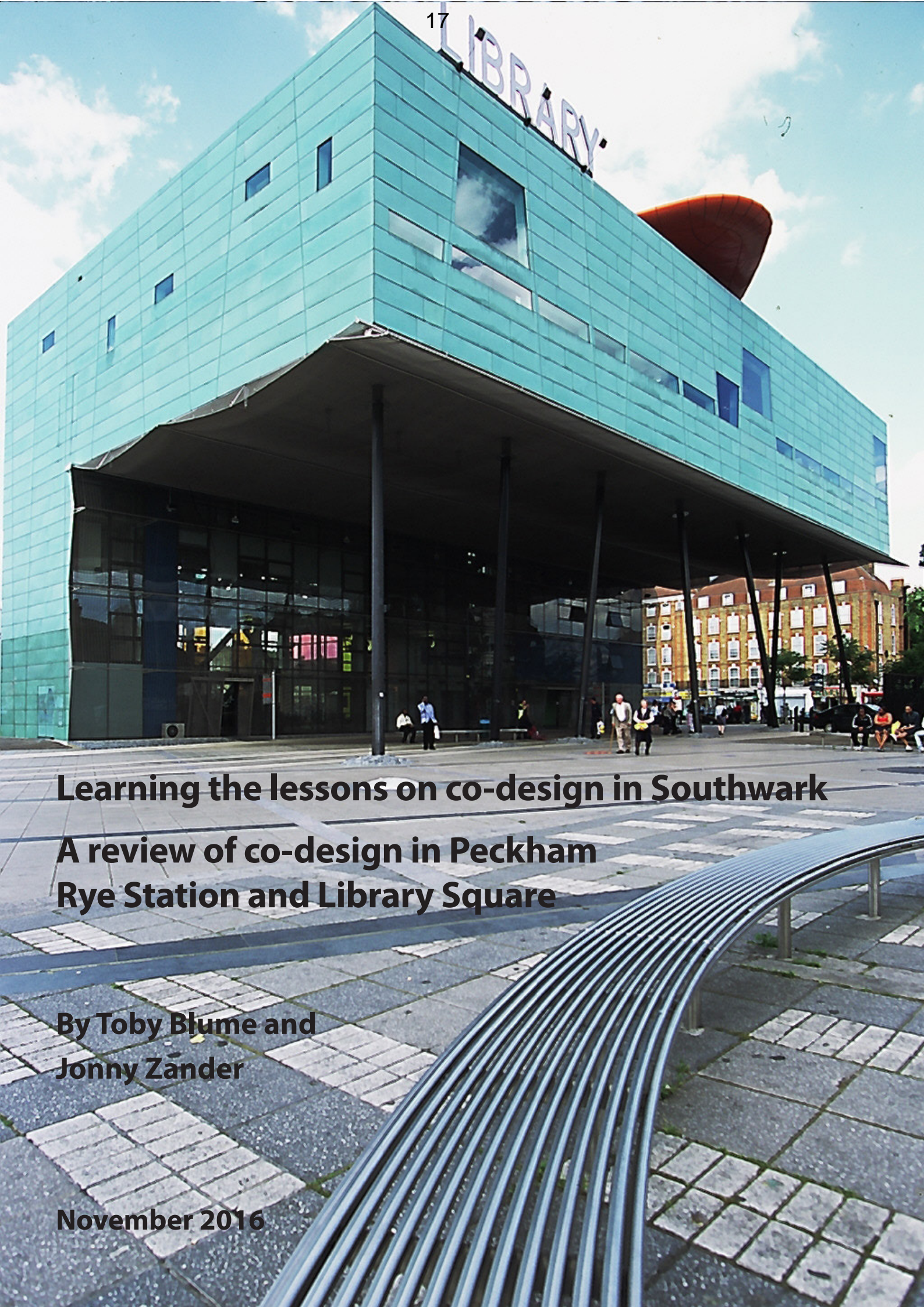












**Learning the lessons on co-design in Southwark**  
**A review of co-design in Peckham**  
**Rye Station and Library Square**

**By Toby Blume and**  
**Jonny Zander**

**November 2016**



1. Acknowledgements	3
2. Purpose and scope of the Review	4
3. Methodology – What we did	8
4. Key Themes – what we learned	10
5. Key recommendations – looking to the future	20
6. Conclusion	23

## 1

## Acknowledgements

The authors would like to express our thanks to the many people who willingly and freely gave up their time to speak with us about their experience. The following individuals took part in in-depth interviews as part of the research: Adam Brown, Cllr Fiona Colley, Eileen Conn, Lance Copeland, Peter Deane, Tim Dixon, Cllr Nick Dolezal, James Fisher, Joseph Hamblin, Dan Harder, Cllr Barrie Hargrove, Paul Harper, Alistair Huggett, Tina Jadav, Ruth Kennedy, Derek Kinrade, Neil Kirby, Michelle Male, Mohamed Mizou, Simon Moss, Benedict O’Looney, Nicholas Okwulu, Matthew Rust, Carl Turner, Cllr Mark Williams, Sally Williams

In particular we would like to thank Lauren Sharkey from LB Southwark for co-ordinating the project and Eileen Conn from Peckham Vision for not only sharing her considerable knowledge about the schemes but also for giving feedback on the survey design and research approach.

We have attempted to reflect the different opinions and perspectives of those we spoke to in a balanced and objective way. However any inaccuracies or misrepresentations are ours and ours alone.

*Toby Blume and Jonny Zander*



# 2

## Purpose and scope of the Review

**Kaizen** were commissioned by LB Southwark to conduct an independent review of the co-design processes that were part of the Peckham Rye Station and Peckham Library Square developments. The context for this review taking place was the recognition that there was a significant amount of learning that could be extracted from these co-design processes and that in order for the council to be better placed to effectively use co-design approaches in the future it would be essential to learn the lessons from these projects.

According to Peter Senge learning organisations are: *“...organisations where people continually expand their capacity to create the results they truly desire, where new and expansive patterns of thinking are nurtured, where collective aspiration is set free, and where people are continually learning to see the whole together.”<sup>1</sup>*

Although Co-design dates back to 1970s and 1980s Scandinavia, its application in UK public policy is a relatively new concept, and for LB Southwark these projects were the first significant attempts to use co-design in a development process. As such it is to be expected that there would be learning available from the experience and it is inevitable that with the benefit of hindsight aspects of the process could be strengthened.

There is a great deal of evidence to demonstrate the positive impact that co-design *can* have on development. It can improve design quality, provide efficiency savings in the whole-life costing of a site and enable better social, economic and environmental outcomes. Design Council research (from the Department for Communities and Local Government supported community-led housing and development programme) illustrates some of the benefits:

*“Where residents and landlords work together, new housing is more likely to meet the needs of the community and create a place that residents feel proud of.”<sup>2</sup>*

However, when done poorly, co-design can delay development, add costs and leave local people and professionals with a bitter taste in their mouths. Getting co-design right offers real benefits but the potential downsides can also be significant if poorly executed.

In this review we have attempted to be forward looking, drawing out the key insights and important learning from the two schemes in order to provide the council and the community with a report that is useful in shaping the future. We have not sought to provide detail on what individual people said, or chosen to conduct a forensic audit of the schemes, but rather attempted to identify practical learning points to inform future practice. Consequently the quotes included in this report are unattributed, as we did not consider it important who said them, but rather that they were said.

1 See: <http://infed.org/mobi/peter-senge-and-the-learning-organization>

2 See: <http://www.designcouncil.org.uk/what-we-do/community-led-design-development>





The review was purely focussed on the co-design process itself, and we did not seek to assess whether or not the people involved liked or agreed with the final designs and the scheme, but rather engaged with questions exploring the *process* by which those designs were developed. That said, we have attempted to understand the impact that co-design had on the development design and to recognise the difference that community contributions made to the schemes.

We are conscious that the audience for this report are not just council staff and built environment experts but also members of the wider community of Peckham and Southwark. With this in mind we have aimed to produce a report that is accessible, practical and engaging. Those expecting a lengthy academic research report may consequently be disappointed but our interest – and the brief we have been asked to follow – is in producing something of value and use for the future.

There are many important elements to a successful co-design process, but perhaps none is as important as the willingness of members of the community to give up their time and volunteer their energies and resources. Without this, there can be no ‘co’ in co-design, and we want at the outset to recognise and appreciate all the community members who did step up and participate. At whatever scale this involvement happened (whether giving views on questionnaires, attending meetings, sharing ideas, building models, encouraging others to get involved, or in challenging and holding the council to account) the involvement of community members must not be taken for granted. Peckham is blessed with many passionate and highly skilled community members and the willingness of local people to get involved in these projects and many others in the local community is to be highly commended.













# 3

## Methodology – What we did

### Research Questions

At the outset we identified key broad research question areas to be explored in the review. The questions were developed by Kaizen and then shared for comment with council staff, councillors and Peckham Vision. While this did not mean the questions were co-designed it did ensure that a variety of perspectives were included in shaping the process and the questions. Once the broad research questions were agreed, the actual questionnaires and detailed interview questions were developed. Again, council staff and Peckham Vision were asked to give feedback on the draft questions and their suggestions included in the final question sets used on the project.

### Primary Research Questions

- What aspects of the co-design processes worked well and why?
- What aspects of the co-design process could have worked better, and why?
- How did different stakeholder groups (council, architects, community groups, local residents, businesses) experience the co-design process?
- How effective were efforts to engage different groups in the engagement and co-design processes? Were there particular barriers/factors that prevented particular groups from participating effectively?
- What are the lessons from these co-design processes that could be used to inform future co-design?

### Research Methods

To carry out the review we used a range of research methods – combining qualitative and quantitative research gleaned from face to face and telephone interviews, online surveys and desk-based research. The approach was intended to offer a range of opportunities to people and to include both those who had been actively involved in the co-design process and others who may not have been aware of it. Our methods included:

1. **Desk research** and a review of the wide range of documentation surrounding the two projects.
2. **In depth interviews.** The interviews lasted from 20 minutes to 3 hours in length and the majority were conducted face to face in the interviewees' home or place of work. The interviews aimed at hearing from a broadly representative selection of people involved in the two schemes with the intention of hearing from people with different perspectives and roles. The initial list of interviewees was drawn up by LB Southwark and included, local residents, local businesses, representatives from community organisations, council staff and councillors, architects and the GLA. All but two of the people identified for interviews were engaged and interviewed in the project (the final two were not able to be reached). 20 people involved in the Peckham Station scheme were interviewed and 11 people involved in the Library Square scheme were interviewed (8 people were involved in both).

The split of the 24 interviewees by role was as follows:

- 9 were local residents
- 6 were council staff or councillors (including 3 Cabinet Members)
- 5 were local business people (also mainly local residents)
- 3 were architects1 interview was with the GLA

We developed an interview structure with a standard set of questions but also had the flexibility to explore different avenues of enquiry with different people based on things that they wanted to discuss and highlight.

3. **Online Survey.** A short online survey was developed and shared by LB Southwark's Regeneration team with everyone who they had on a database connected to the two schemes. The link to the survey was also shared and promoted by Peckham Vision. In total 56 people responded to the online survey. The survey contained a mixture of closed and open questions and significant space for people to add comments on different aspects of the process. The intention of this survey was to enable a wider range of local people the opportunity to feed their ideas into the review process. The online survey was an attempt to reach wider than the interview subjects and make sure that no one felt they were excluded from giving their view on the process.
4. **Community Outreach Survey.** As well as the online survey with people on the database we conducted a small amount of outreach engagement in the area around the two locations. The intention of this was to reach beyond those people who were actively involved in the process to investigate general levels of awareness about the co-design projects in the immediate local community and to hear from people who did not chose to get involved what their reasons were for not participating in the co-design. In total 99 people were engaged in the outreach fieldwork.

## Analysing the data

Both the online and the community surveys were analysed using quantitative analysis of the closed questions and thematic analysis for open questions; hand coding for themes that emerged using the principles and approach of Grounded Theory. The term 'grounded theory' refers to theory that is developed inductively from a body of data, rather than from the preconceptions of the researchers. A similar approach was used to identify themes from the in-depth interviews. Because of the relatively small sample size for the surveys we have not attempted to draw many conclusions from sub-group analysis (comparing responses by age/gender etc) as the accuracy of such small samples would not be reliable, though some interesting potential trends have been referred to in the findings.

# 4

## Key Themes – what we learned

We have attempted to draw together the strands of learning into broad themes. Across the stakeholder interviews and the online survey there were elements of strong agreement and other aspects where people expressed extremely different – and often diametrically opposed – views about the co-design process.

For each aspect or element there were people who thought it was very effective and others who thought it was a disaster. This is probably due to a combination of different needs, expectations and personalities, but it is indicative that there is no one-size-fits-all approach to co-design. It also serves to underline the expectations around engaging diverse communities in co-design: people have very different and very personal preferences and expectations about development and we should not underestimate the challenge of bringing them together into a coherent and viable scheme design.

*“You can please some of the people all of the time, you can please all of the people some of the time, but you can’t please all of the people all of the time”*

John Lydgate

For this reason the approach we have taken is to draw out key themes and broad learning points from across the two schemes rather than dwell unduly on specific details.

Before listing the key learning themes we wanted to highlight a couple of aspects of the projects that many (if not most) people praised as being particularly effective.

### The ambition

There were many plaudits for the Council in adopting the co-design process and for trying something that was ambitious and different (in fact this was one of the very few things that pretty much everyone agreed on). As an innovative and iterative process it was almost inevitable that there would be bumps along the way and things that – with hindsight and experience – could have been improved. However there was widespread positive recognition for the Council’s attempts to follow a more participative, inclusive and meaningful path with a co-design process.

*‘The Council has tried to do something really bold and they should be applauded for that.’*

Similarly the Council’s commitment to learn from the experience – particularly through the commissioning of an independent review – was warmly welcomed. Stakeholders generally felt that the review demonstrated the Council’s willingness to learn from the experience, to acknowledge that there was room for improvement and openly encouraging people to have a chance to reflect on their own experience. Again this should be recognised as a strength.

## Creativity

The approach taken to engage people and encourage them to offer ideas and opinions used a variety of techniques including both traditional and more unusual creative methods (especially in the first phase of the Peckham Station co-design led by Ash Sakular). Whilst there were differences of opinion about the ways of accommodating divergent thinking into the design process, the value of creative methods of participation were almost universally acknowledged, and many people identified this aspect of the co-design as being particularly effective. In particular the approach to generating ideas to include in the 'Atlas of Aspirations' and the pop up exhibition were mentioned as positive examples of creative ways of involving a diverse range of people.

## Community building

Many people pointed to the positive links, connections and friendships that had established as a result of the co-design process. This added value – building and strengthening community in the local area – should not be underestimated and should be regarded as a key outcome from a co-design approach. The process undoubtedly builds social capital – both bridging and bonding capital – which in turn will build community resilience. The downstream impact of stronger community ties and resilience can be significant, with potential savings on public health, community safety and a range of other local outcomes.

*“Members of the community) that were involved in the co-design process were transformed by it. It gave them a far greater sense of awareness of their community and knowledge of the people and issues. It forged new links and built networks – relationships were cemented through participation. People were more engaged locally as a result.”*

## Learning Themes

We have identified, from our research, a number of lessons from the two schemes which we feel are pertinent to using co-design effectively in the future. They reflect elements of effective co-design which have emerged from reflecting on participants' perspectives, coupled with our own knowledge and experience of community participation. Their inclusion as learning themes should not be construed as implicit criticism of what happened in Peckham; they include positive aspects of the process that we feel are important to recognise and retain as well as areas that we feel could be strengthened in the future.

**Clarity** is vital and is needed in all aspects of a co-design. The importance of this cannot be overstated. At a starting point, the main elements of the process need to be set out clearly from the beginning. If people are going to be engaged effectively to participate in a community project, they need to know more or less what the process will be like, how they can contribute throughout and what to expect. There was a significant absence of clarity on both schemes and many of the challenges faced in the projects (and the discontent the research has highlighted) stem in part from this lack of clarity around the process.

Clarity is also needed for the architects, and it is important that co-design is included as a key part of the design brief, with clear expectations setting out how the co-design process needs to be managed. The clarity around expectations will then enable the council to hold architects to account in the delivery of the co-design, to make sure what is agreed is then delivered. Architects are not necessarily trained in co-design methodologies and so the council cannot assume that every practice will be able to effectively deliver what is an inherently complex process and additional support for this may be needed.

Clarity is also needed on how decisions are made, and crucially on what aspects of the design are open for community influence and those that are not. Effective collective decision-making is integral to co-design working smoothly and this is an aspect where both schemes had issues at times.

It is unrealistic to expect a diverse range of community members to arrive at genuine agreement with each other - after all it can be hard enough to reach agreement with family members and close friends. Therefore expecting to achieve consensus on decisions is perhaps more of a hindrance than a help in co-design. A more achievable approach to collaborative decision-making can be the concept of *alignment* – where the question is posed as “can you live with this?” rather than “do you agree with this?”. Establishing clear processes for how decisions will be made at the outset is likely to be hugely beneficial and this can on its own contribute to mitigating some of the issues that emerged in the two schemes. The process of development is such that clarity is not always possible from the outset (and indeed even the best laid plans are extremely likely to change) nonetheless a commitment to clarity of intention and process can help establish trust which will enable future changes to be more easily navigated.

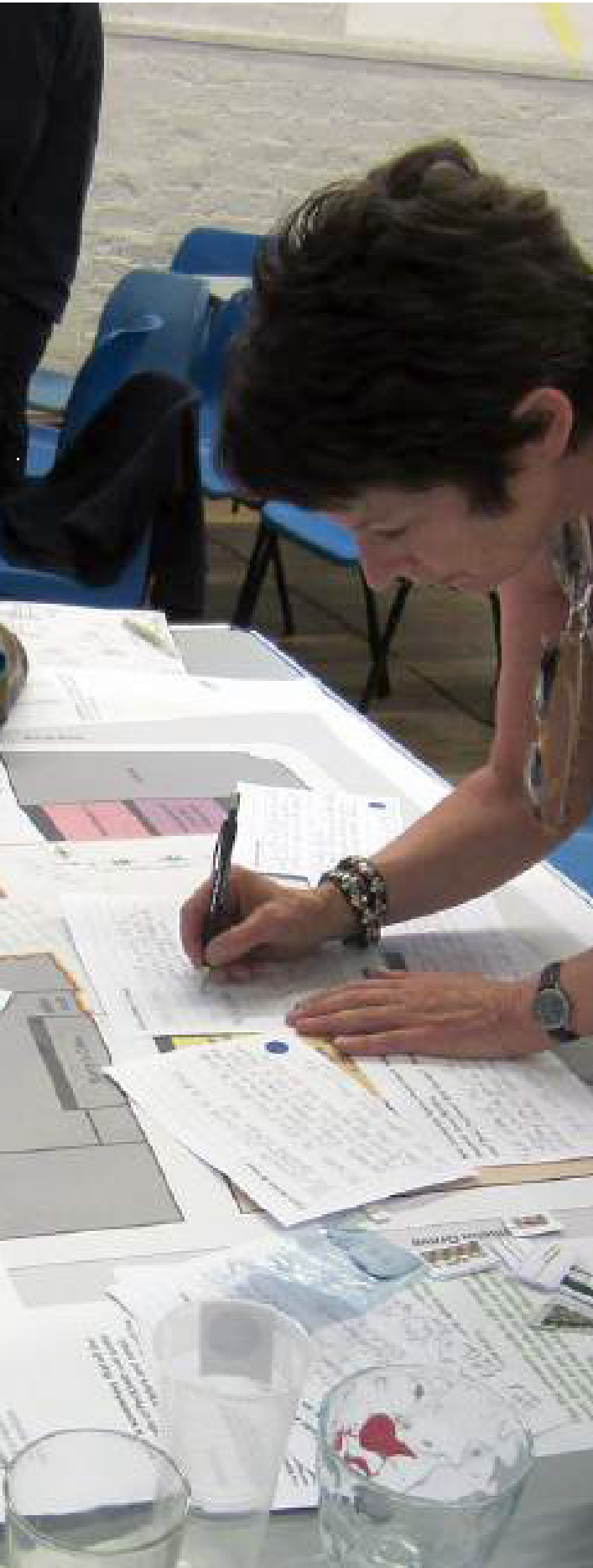
There may also be times where it is impossible for the community to reach a place of alignment (an example of this was over whether to keep the arch in Library Square) and in this situation there needs to be a clear process for who will make the decision and how. The lack of clarity at the outset about how to address a situation of deadlock like regarding the Arch, meant that when that decision was eventually made by the council it caused some upset with community members who felt it invalidated the co-design ethos.

***“(the) crucial decision to remove Peckham Arch made by councillors outside of the ‘co-design’ forum renders workshops as meaningless talking shops”***

Related to this is the importance of transparency – if people are not clear (and things are not transparent) then there’s a real risk of people ‘thinking the worst’ which impacts adversely on trust. By being transparent the risk of ‘conspiracy theories’ emerging is minimised. This also applies to partners (eg Network Rail – who appeared to some to have a different agenda which was at times perhaps less visible).







Being clearer about the constraints and limits to the co-design process – identifying the ‘red lines’ which proposals had to operate within – would also have helped people to understand better what was and wasn’t possible.

*“My feeling is that everyone was learning about the process and there was not quite the full clarity that would have been helpful on costs, timescales and importantly, the limit of community say over a piece of privately owned land.”*

**Expectations** – people’s expectations at the outset differed wildly and as a result their views of whether the process met them were also very varied. Some of this stems from a lack of clarity about the process and the (in) effectiveness of communication, but some was the result of differing perceptions and understanding of what co-design itself actually means.

Expectations were not managed as effectively as they might have been and as a result, a significant number of people felt disappointed that the co-design process did not deliver all they had hoped it would. More prominent and continuous reference to the need for prioritisation and compromise through the process could have helped better manage expectations, whilst (if skilfully facilitated) avoiding limiting ambitions and creativity for the potential of the site.

*“I think the community needs to be thought of as a client. And their role, responsibility and scope to be very clearly defined and set out, ie manage expectations or you will create fatigue”*

There were also differing expectations related to the high level of built environment professionals in the local area who wanted to contribute their considerable expertise and knowledge to the process. A more effective way of enabling them to contribute their skills and knowledge might have been possible – for example inviting them to a specifically organised event/s where the discussion could be more technical and specialised. Where a local area is known to have a significant level of expertise of this type, this might be a more appropriate way to manage the differing expectations and capabilities that exist, in order to avoid potential conflict emerging.

*“I wanted to be involved because it was a good opportunity to bring my expertise to my local community, but it was very hard to actually get involved. A lot of the activities felt like they were paying lip service to co-design rather than actually inviting input.”*

*“...designers forget local people have intimate knowledge of the area, but also expertise and skills”*

**Understanding of co-design** – as mentioned above, people’s expectations around co-design varied considerably. Differences in understanding stemmed from the level of knowledge (quite crude through to very sophisticated understanding of co-design as a process) and levels of confidence in the process and in the Council to deliver. We encountered huge differences in opinion at the most basic level of whether either project was in fact a co-design process. These differences in understanding/definitions of what co-design was, also led to substantially different expectations and assessments of whether the process delivered what it was intended to.

Some people believed co-design meant having a chance to influence specific designs, while others thought it was about contributing ideas at a more strategic level (‘vision’) whilst others felt it was about the process of doing things together working collaboratively. There is no right or wrong answer here (though some of these expectations are not, in our view, strictly co-design) but what does matter tremendously is clarity – so people know what they are being asked to contribute to and the limits to their involvement and to decision-making. This would mean that everyone can at least get on the same page at the start of the process.

**Communication** needs to be a continuous, effective, multi-channelled dialogue. Information needs to be provided that is timely, accurate and useful, and packaged in a way that people can easily engage with it. Opinions on the quality and effectiveness of communications throughout the co-design process varied considerably – possibly reflecting differences between the two schemes and variation across the phases of the project. Some stakeholders felt they did receive very good information and were kept in contact well over progress but others felt differently – highlighting different expectations people had (and are likely to have) in any participatory process.

There were wildly differing views of whether community views (ideas and aspirations) had been incorporated into the final designs or not as a result of the co-design process. Some people pointed to numerous examples of how the final proposals had been influenced by the process whilst others expressed huge disappointment that community input had been ignored. What is abundantly clear is that people were not always aware of how community views had contributed to design proposals. More explicit, unambiguous communication spelling out precisely how community views had been incorporated (or considered and rejected) into proposals will help strengthen the co-design process. This would also help reduce the risk of community members feeling they had not been listened to.

*“The process was interesting and positive, but I am not sure how much it was taken into account in the final plans.”*

**Balancing divergent and convergent thinking** – there is plenty of scope for creative (divergent) thinking in a co-design process of these types. However, insufficient prior thought was given to how this would feed into the subsequent convergent thinking which was needed to develop viable schemes for submitting a planning application. In particular, the connections or transition between different parts of the process was less clear than it might have been – possibly because the process itself was iterative and not clearly defined at the outset.

As a result the flow from one phase - of idea generating and divergent thinking - to the next phase – of convergent thinking and designing a viable scheme for a planning application - was more stilted and less smooth than it could have been. Connecting these different phases and managing the transition between them would strengthen the approach. This could be achieved through the use of an independent facilitator working throughout the whole process, providing the necessary continuity and with the trust of the community to help ‘join the dots’. In the Peckham Station scheme many people commented that the handover between the two sets of architects was not nearly as smooth as it could have been and that this impacted negatively on their experience of the process and the levels of community engagement.





**Trust** – to be effective, co-design requires a high level of trust among participants. It is clear that at some points, and among some parties, a lack of trust significantly hampered the co-design process. Further, for some community members, the gap between their hopes and expectations and the reality they experienced in the co-design, has actually seriously damaged their trust in the council that will impact on future co-design processes and their relationship with the council more generally.

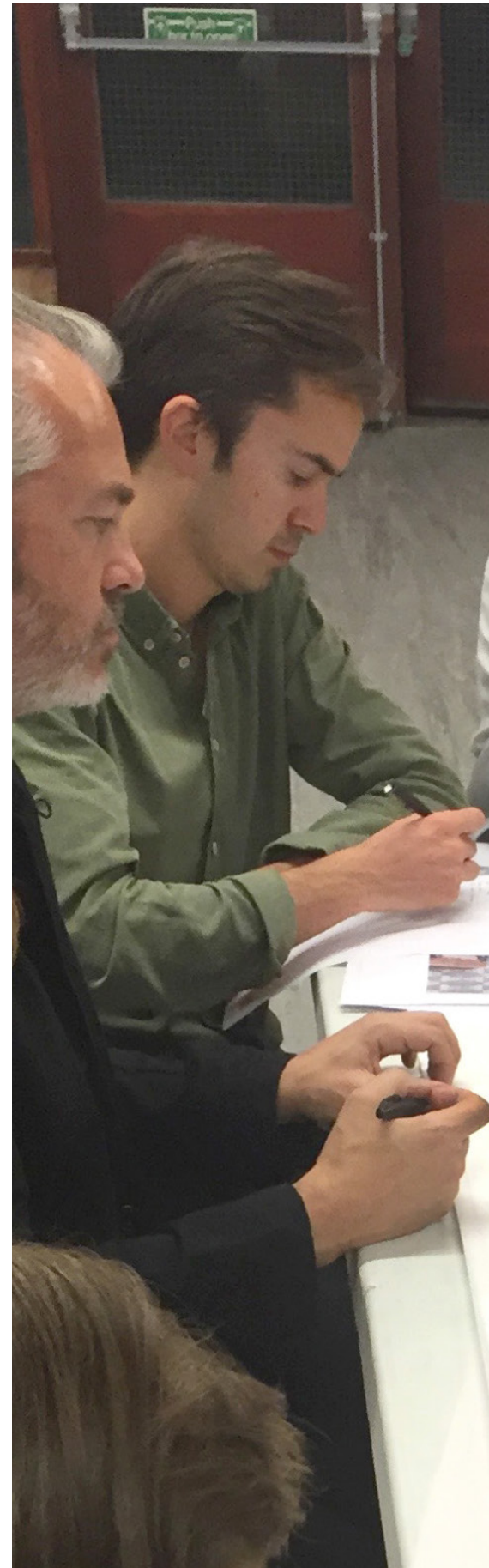
*“The process as experienced in the Station Square and Library Square projects has left a lingering feeling of distrust, alienation and scepticism about the council and its’ community engagement process. This is deeply damaging to our local democratic fabric.”*

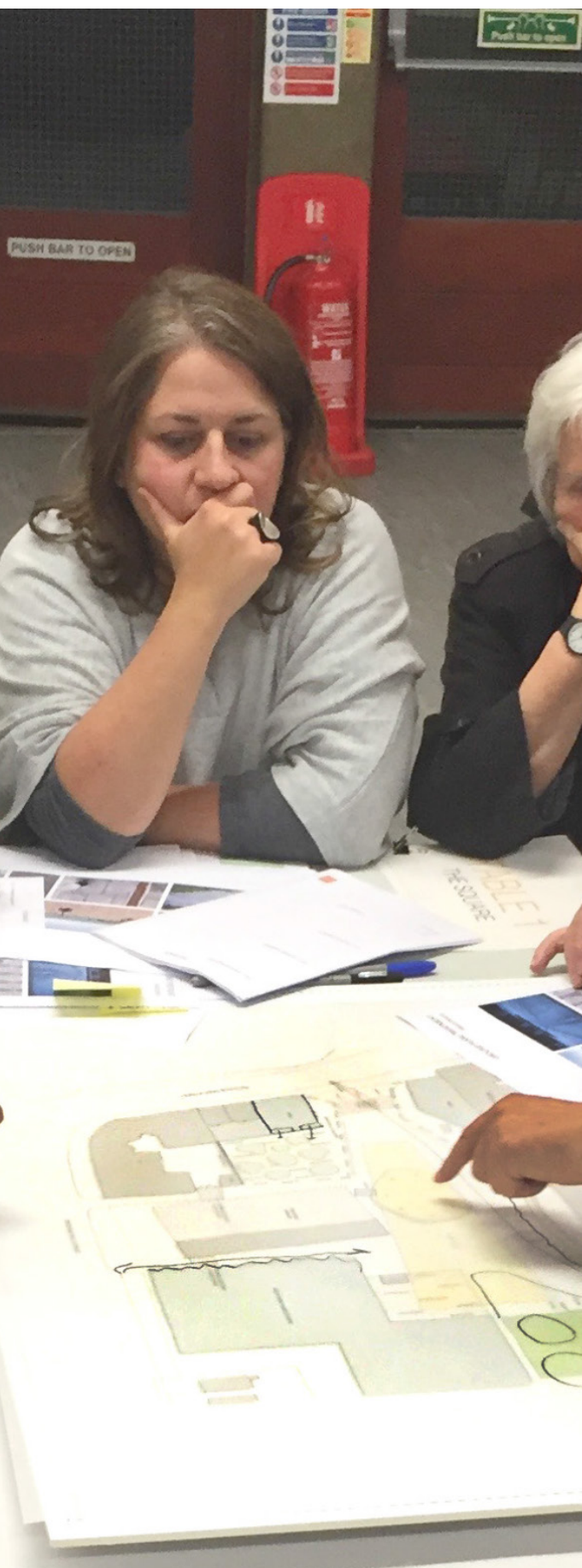
The ‘co’ in co-design could be taken to mean collaborative; and trust and understanding are critical elements in effective collaboration. For this reason, time and emphasis must be put on developing and maintaining trust as it this can be either a key enabler or a major barrier to an effective co-design process.

In neither scheme was enough work done to foster and encourage trust to grow. Trust can take a long time to build and a very short time to damage and an awareness of this dynamic needs to be present in all aspects of co-design planning and delivery.

**Leadership** – whilst co-design requires inclusive participation and enabling people to have their say in order to influence and inform the outcome, it should not come at the expense of strong and decisive leadership. Decisions ultimately need to be taken and competing interests (including from more or less vocal quarters) need to be balanced in the broader interests of the community. This requires strong leadership. At times it appears as if there may have been some nervousness about showing leadership for fear that this would be inconsistent with co-design. It is not and should not be the case.

**Participation** – it appears as if there was a feeling with some people that the co-design process was seen as being ‘outsourced’ and that the council should not therefore fully participate in it. Some people felt that the council staff removed themselves too much from the process to the extent that they were not as involved in the discussions as they could have been and therefore were less informed about the subtleties that lay behind views that were expressed. Whilst seeking support to facilitate a co-design process is an extremely effective approach, the Council must continue to see the importance of engaging fully in the process. Council staff need to participate throughout the process – alongside community members and other stakeholders – and resist any tendency to step aside to leave it to independent consultants.





**Early Engagement**—It is important to begin the engagement (whether for a co-design project or a consultation) at as early a stage as possible in the process. Involving people earlier on increases the chances of identifying potentially controversial issues (that might delay development) and enable the community to exert greater influence over the strategic design of proposals.

*“Developers should spend more time and money investing in early engagement to gather ideas and aspirations and work out how development can resonate with local views.”*

For some community members the fact that they were not able to influence the overall strategic approach and scope for the co-design invalidated the integrity of the process as one of genuine co-design. Again this comes back to clarity of expectations and the importance of establishing at the outset what is and what is not within the scope of the co-design.

*“The brief itself must be co-designed with the community, otherwise the brief is imposed and the contradiction sets the scene for a mismatch between expectations and a failure to link well enough to local community dynamics and communications.”*

**Inclusion**—ensuring that all sections of the community have the opportunity to participate in a co-design process was universally recognised as important among stakeholders. However, there was also an acknowledgement that some groups had found it more difficult to contribute and feel heard, especially in the large meetings, and neither scheme was as successful as it could have been in engaging the widest diversity of the local community.

Significant effort was made (with varying degrees of success) to engage different sections of the community, but there are opportunities to strengthen this to ensure less vocal or technically proficient people are engaged and supported to participate. The community outreach highlighted the extent of the gap in terms of raising awareness about the co-design, with a vast majority of people we spoke to saying that they did not know that there was a co-design process for either project.



*“...the main inhabitants of Central Peckham – harder to reach because they don’t all speak English, they don’t necessarily use social media, they may be less conversant with the process of planning and local government, perhaps unwilling to get involved with the authorities either through habit or necessity – were largely neglected in the process. It didn’t feel like a coming together of different communities, which is what it needed to be”*

**Facilitation** – the benefits of a skilled and independent facilitator to a co-design process should not be underestimated and both schemes could have benefited from this. Having an honest broker – similar to the resident advocate model often used in estate regeneration – to work alongside experts and residents to guide and facilitate the process can provide invaluable capacity and capability. This would help the process run more smoothly, help build trust and ensure confidence in the process and enable the Council to actively participate more freely in the co-design.

An independent facilitator can also have the role of making sure that expectations are clearly understood at the outset and to manage any conflict that emerges from the process. Just as an architect would not actually build the building, or make structural engineering assessments, it may be that the specialist skills of community engagement and facilitation need to be brought in to deliver on this aspect of the co-design. It could be that the council ask for specialists in this area to be included in a project team at bid stage or even that the council stipulate that any successful bidder would need to work with a council approved facilitator. Either way could work, but to leave this aspect up to architects to deliver themselves is potentially a risk that is not worth taking as community facilitation is not a core skill that is widespread in the profession. Having said that, in different ways, all the architects were praised for their work on the co-design aspect by some and criticised by others.

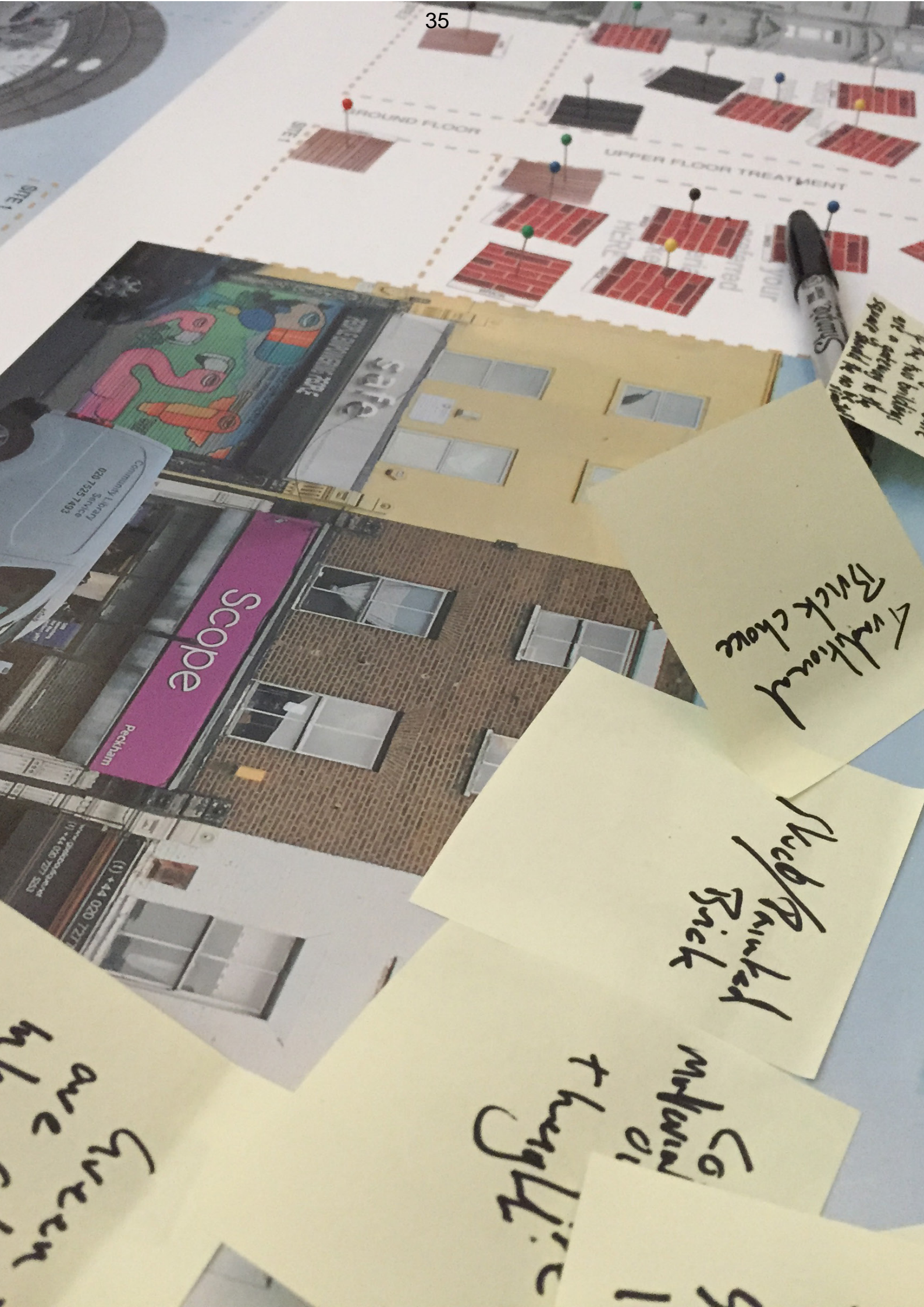
*“Certain voices are inevitably louder than others in workshops and meetings. This sometimes meant it was a frosty environment.”*

*“I felt that the architects really listened to people, and took great trouble to prepare presentations that explained all the options and why they were or were not feasible. They were very patient!”*

*“The ‘professionals’ had their view and rubbished any opposing view.”*

**Pragmatism and flexibility** – it is important to strike a balance between defining a clear process from the outset and remaining flexible as things develop. There will always be twists and turns in any effective engagement process and it is important to respond to these in an open-minded way – rather than seeking to ‘shut down’ anything that does not fit with a pre-determined plan. This is far easier said than done as it is a judgement call to decide when sticking with a specified plan is correct and when it makes more sense to change things. As well as being flexible, it is important to be pragmatic: we are dealing with the ‘art of the possible’ and must remain focused on realising the end goals, in this instance a viable scheme that can be submitted for planning approval.





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Stucco/Painted  
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# 5

## Key recommendations – looking to the future

One of the strongest areas of agreement was the hope that Southwark continued to use co-design approaches, learning from and building on, the experience of Peckham. Our hope is that the recommendations contained here can help shape thinking about how best to continue to use co-design while strengthening practice and avoiding some of the pitfalls that can jeopardise an effective co-design process.

**Establish a clear framework for co-design in Southwark** – This framework could be a practical guide that would set out not only the key approaches but also give a structure for planning and delivery on co-design in Southwark. Ideally it would extend beyond just co-design to include other forms/levels of participation.

A clear framework would help in a variety of ways, including to:

- a) Determine whether or not co-design was in fact an optimal method to use in the circumstance of a particular scheme or project.
- b) Identify the most appropriate level of participation for a particular project/initiative/development and a checklist or diagnostic for selecting the right approach
- c) Set out the expectations and design principles of each participatory approach (eg information, consultation, co-design, community control – broadly following Arnstein's ladder)
- d) Establish a broad approach and key elements that could be adapted for any co-design process

In an ideal scenario, the framework itself would be co-produced with community members and other stakeholders.

**What's in a name? - Is co-design a helpful term or is it actually a hindrance?** Co-design is one of those terms that means something different to each person, and amongst those interviewed views differed significantly on whether or not this had indeed been a co-design process, or whether it was merely extended consultation with a 'co-design makeover'.

Whilst some genuinely felt this was co-design – and delivered what it should have – others believed it was a long way from the true spirit or practice of co-design. Our view is that it was a somewhat variable process that occasionally lacked consistency – going from genuine and successful co-design at points through to fairly unambitious consultation at other parts of the process. The term 'design' itself has specific connotations that led to differing understanding of what the process offered with some people assuming that this meant that they would actually be involved in the architectural design process itself.

It would be worth considering whether the term *co-design* now carries too much baggage to be usefully used and whether there are advantages to side-stepping the negative connotations that have now built up and to instead describe any future collaborative process in a different way.

It is also important to reflect at the outset whether a process will genuinely be co-design before describing it as such. Not everything has to be co-designed and indeed there are times when it would be inappropriate to do so (see Proportionality below). But when describing something as co-design - and in view of the learning from the experience of these projects - it is important to be certain that it truly is co-design that is being used.

**Co-design is a continuum** - The continuum of co-design runs from tokenistic, through to effective and empowering and it is important that throughout the process an awareness of this dynamic is maintained. It is not enough to say you are doing a co-design process like it is a single defined process (like a planning application). Rather co-design is fluid and needs tending and nurturing as well as a clear commitment to try to do effective and empowering co-design. If there is not the resource (time/money/skills) to realistically do effective co-design then perhaps it is better to not do it at all and just concentrate on effective engagement around a planning process. To do poor co-design not only damages the individual scheme integrity but it destroys trust in the council and in the concept of co-design, and that has repercussions far beyond the individual scheme.

Co-design is not necessarily suited to all circumstances and the type of framework mentioned above could help the council to identify which types of schemes to deploy it (and at what scale) and where to adopt more appropriate forms of active participation and consultation.

**Proportionality** – co-design needs to be proportionate – useful some of the time, but not always, and if done it has to be delivered to a high standard. People are generally far more willing to accept more limited engagement done well than to be offered something more ambitious only to find it doesn't live up to their expectations. If it comes down to a stark choice between under-promising and over delivering or over-promising and under-delivering (and in practice it is often not that simple!) then it's generally better to exceed more limited expectations. That should not be confused with being ambitious – which is to be encouraged. But it is incredibly important to follow through on what's been promised.

**Sufficient Resource** - Effective co-design can be resource intensive – both in terms of budget but also in demands made on the time of council staff, architects and community members, and it is vital that there is sufficient resource to be able to deliver an effective process. Whilst we remain convinced that it ultimately delivers significant return on investment, it is important to acknowledge the upfront investment it requires. It also can't be rushed and there needs to be sufficient time in the schedule to work at the speed of the community. Early engagement before appointing architects, would mean that the community could be involved in the commissioning process, but this adds further to the time needed and it opens the question of who would be doing the early engagement if it is before an architect team is contracted to the scheme. Additional resource needs could include venues, support for community dialogue, engagement specialists, translators, digital space etc. There is no way to do effective co-design on the cheap, and in fact any attempt to do so significantly increases risk of having unwanted negative impact from the process.

**Asset based approach** - Understanding and harnessing existing local knowledge and assets can help not only increase engagement and reach through using existing networks, but also improve communications and project delivery. An asset – or strength - based approach seeks to focus on the available or latent assets (people, skills, knowledge, networks and aspirations) in a community, recognising the positives, rather than focussing heavily on problems. There are very well established community organisations in Peckham and individuals with substantial experience and more could be done to make sure that any further co-design projects recognise and mobilise these assets effectively from the outset.

An example of how an asset-based approach could have been better employed would be the Southwark Young Advisors. This is a group of young people from the community who are trained and paid to give their views as consultants. Young people were not significant participants in the more formal meetings and deliberative parts of the co-design processes but by engaging the services of the Southwark Young Advisors in future co-design projects it would be possible to not only have a clear voice of youth in the process but to use a resource that the council has paid for and established for just this type of situation.

**Ensure training and support for Council officers is made available** – where officers (and Members) are tasked with designing and leading co-design processes (and potentially other types of non traditional engagement) access to appropriate support and guidance is important. Co-design is different to consultation and it's important to recognise the difference. It requires a different set of skills to do it successfully and these aren't necessarily capabilities that have traditionally been needed by (or present in) the Council. Support might include training courses, signposting to online materials and ways of sharing knowledge within/across the organisation. Support should be practical (whilst ensuring officers have sufficient knowledge of underlying theory/principles) to enable easy application to real-life working; flexible and ongoing.

Training and support could also be usefully made available to community members, architects and other stakeholders where it is identified as appropriate to do so, enabling them to better engage and participate effectively in the process.

**Establish links to other council strategies and services** - The recent work with the VCS community to develop a strategy for how the council will collaborate with the not-for-profit sector has obvious links to the co-design themes and the proposed framework mentioned above. Ensuring that connections to other current and existing council collaborative processes are made and developed will enable future co-design processes to capitalise on the work in other directorates beyond regeneration. Co-design, as a process, has the potential to contribute to broader positive outcomes on health and well-being, economic development and community cohesion (to name just a few). Understanding and quantifying these links – whilst not without challenge – will help to maximise the impact of resources expended and provide a strong business case for co-design in delivering improved outcomes.

**Independent facilitation** – the use of a skilled and experienced facilitator would have helped provide continuity, and clarity – particularly with different professionals and agencies being engaged to deliver different elements of the process. It would also help to gain (and retain/rebuild) the trust of the community, in the process and in seeing that they had an advocate 'within' who could influence the process on everyone's behalf. The facilitator would need to be outcome focused and tasked with ensuring the process enabled all parties to participate and to encourage and remind all participants of their roles and responsibilities.

Having an independent facilitator would also enable council staff and architects (in particular) to be fully a part of the process as 'participants' rather than being pulled between the (potentially conflicting) roles of facilitators, leaders and participants/stakeholders. Co-design processes will often involve the need to manage divergent perspectives and needs and to bring people together behind a common goal or vision. A skilled facilitator, with the clear aim of reaching alignment, can be invaluable in achieving this as well as in managing conflict when it does emerge.

**Continue the process of evaluation and reflection** - It cannot be expected that, even with a clear framework, co-design will instantly prove to be effective for all parties. For this reason it would be a good idea to continue the process of review and reflection and to embed this in any upcoming co-design processes so that learning could be captured at the time (rather than primarily after the event as happened in this case). This would allow changes to be made to the co-design process while it is happening, if ways of making it more effective are identified. This would include capturing data about participants and their perceptions of the different elements in the process and their experience of it. This type of commitment to learning and development can also help to build trust, manage expectations and develop a collective sense of shared purpose.





# 6

## Conclusion

In conclusion the authors would like to reflect that what the council attempted to achieve in these schemes is inherently complex and 'messy'. There are reasons why there are few really successful examples of co-design in large scale urban regeneration, and while part of this is because it is a relatively new approach, it is also a fact that many organisations and authorities are scared to take the risk to genuinely try to attempt it. So LB Southwark needs to be applauded for its boldness in initiating two significant co-design processes and for the desire to capture learning in this review process in order to better understand how it went and what could be done differently in the future.

It is also important to acknowledge that as a new approach, and one which both the community and the council had to adjust to and learn as they went along, it was inevitable that it would not be without challenge along the way. The experience of adopting co-design in these two developments should build knowledge and expertise that can make things easier and smoother in future.

Co-design will never be a neat and tidy linear process and any attempt to turn it into a tick-box exercise adopting a 'cookie cutter methodology' is bound to fail. To do so would miss the true essence and potential of co-design which is that it must be organic, iterative and reflective of the wonderfully diverse communities which are a tremendous strength of places like Southwark. It could be helpful to consider that effective co-design is a cha-ordic process (a mixture of chaos and order) where there can be clarity of structure, expectations and approach and yet the flexibility to be inventive and responsive. No two co-design processes will be the same although learning and core principles can be consistent.

It will always be possible (if not ever easy) for people to criticise co-design projects; both from those who do not believe in co-design and from those who are passionate supporters of co-design for whom there can never be enough "co". We hope that the criticism can be seen as an inevitable part of the learning process that comes from trying to deliver complex processes in diverse communities.



The reflections from the architects, was that while co-design was a lot of work (and in all cases more work than they had anticipated) it was worth it, and they all valued the experience. There are considerable potential benefits and added value to be derived from encouraging co-design that could have impact far beyond an individual scheme by influencing behaviour among built environment professionals and communities. Whilst this goes beyond the scope of this review, the lessons from it to inform this broader agenda are worth recognition and further consideration.

Despite wildly varying views on the extent to which community views had been incorporated into the final proposals, a considerable number of people (including community members, council staff and architects) felt that the design proposals had been improved as a result of the co-design process, even if only in small areas. In the online survey a clear majority of people said they felt there had been some positive improvement because of the co-design process.

***“It’s DEFINITELY so much better than it might have been 😊 That doesn’t mean it couldn’t have been – oh – so much better still!”***

We strongly encourage and hope that LB Southwark continues to explore how it is possible to include communities at depth in design processes, as we believe that it has the potential to not only create better places but to have a wide range of other positive impacts – for the individuals involved and for the wider community.

***“I would do it again and again and again. It’s a far better way of getting some thoughts together from the community.”***

***“Any co-design process is imperfect – it’s how you manage the bumps along the way and respond to them in a flexible and open way.”***

Finally, the fact that something is now happening is also important to acknowledge. Nothing had happened on these sites and that was a source of frustration to the community, the council and the GLA. While the process may not have been perfect, the fact that development is now proceeding is a major step forward. The risk of the whole development being shelved was real and it was in no small part down to the willingness of community members and the council to engage with the process that brought viable proposals forward.

MOUNTVIEW AT PECKHAM: EXTERNAL VIEW FROM LIBRARY SQUARE



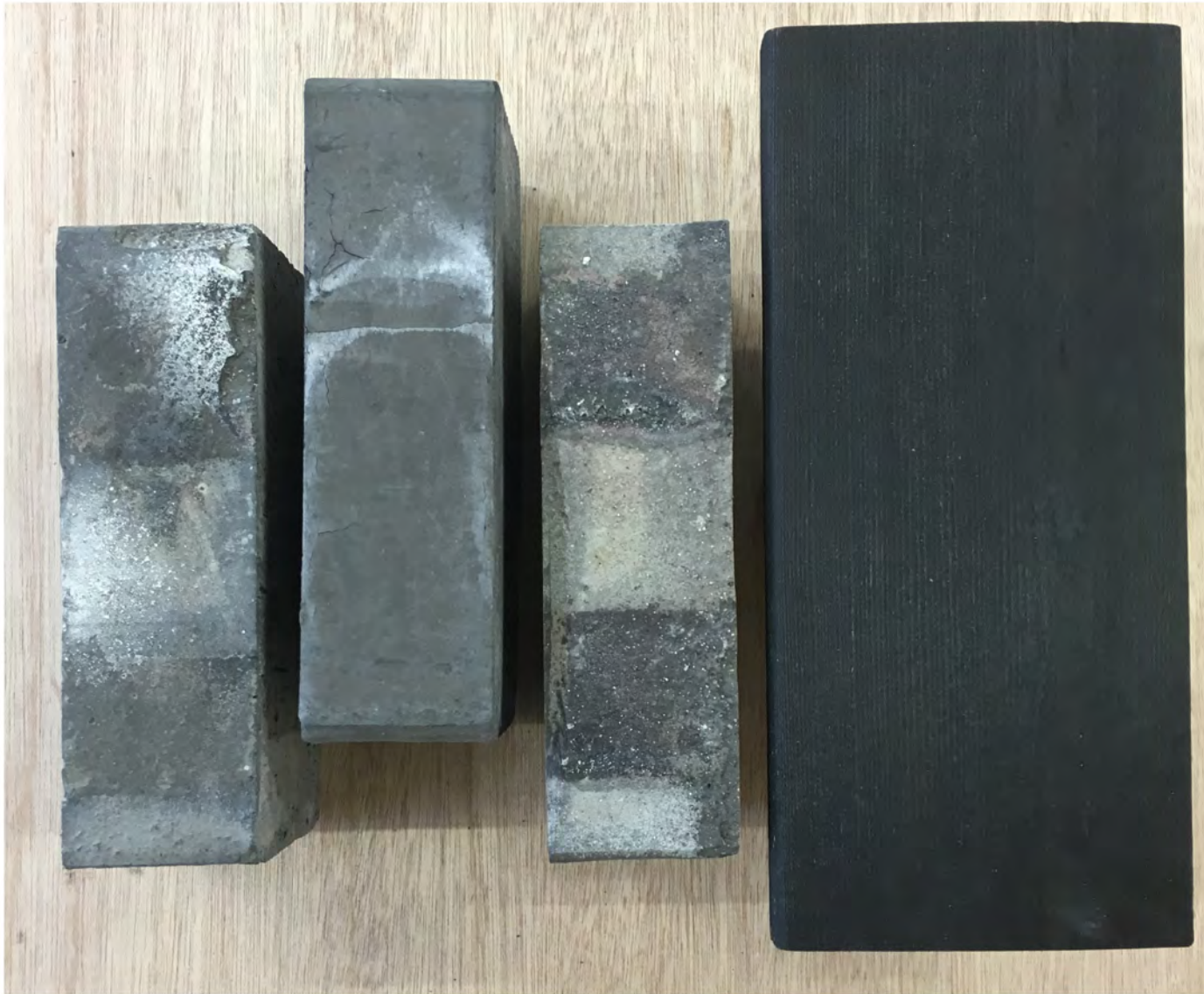


MOUNTVIEW AT PECKHAM: EXTERNAL VIEW FROM PECKHAM HILL STREET





# MOUNTVIEW AT PECKHAM: EXTERNAL CLADDING SAMPLES



Samples of wienerberger brick [dark grey/black hectic range] and scorched larch timber

The theatre block (pictured to the right overleaf) will be dark grey wienerberger brick, selected to complement the coloured glass of Stirling Award-winning Peckham Library, which stands adjacent to the theatre block.

The education wing (pictured to the left overleaf) will be clad in scorched larch timber, much darker grey in colour, to break up the building as a whole and emphasise the dual block design.

Mountview's plot is a historic wharf site, previously home to a number of warehouses and workshops. The design of the building and façade materials have been chosen specifically to reflect the history of the site, with the scorched timber and wharf style building reflecting the canal-side look and feel of the area.

Architect Will Alsop, winner of the Stirling prize for his innovative design of neighbouring Peckham Library, has been exceptionally supportive of our plans and design. He has written directly to Southwark Council in support of the scheme.



MOUNTVIEW AT PECKHAM: CLOSE-UP OF FACADE FROM LIBRARY SQUARE





# MOUNTVIEW AT PECKHAM: ENTRANCE VIEW TOWARDS NORTH OF STUDIO BLOCK





# MOUNTVIEW AT PECKHAM: ATRIUM FIRST FLOOR VIEW

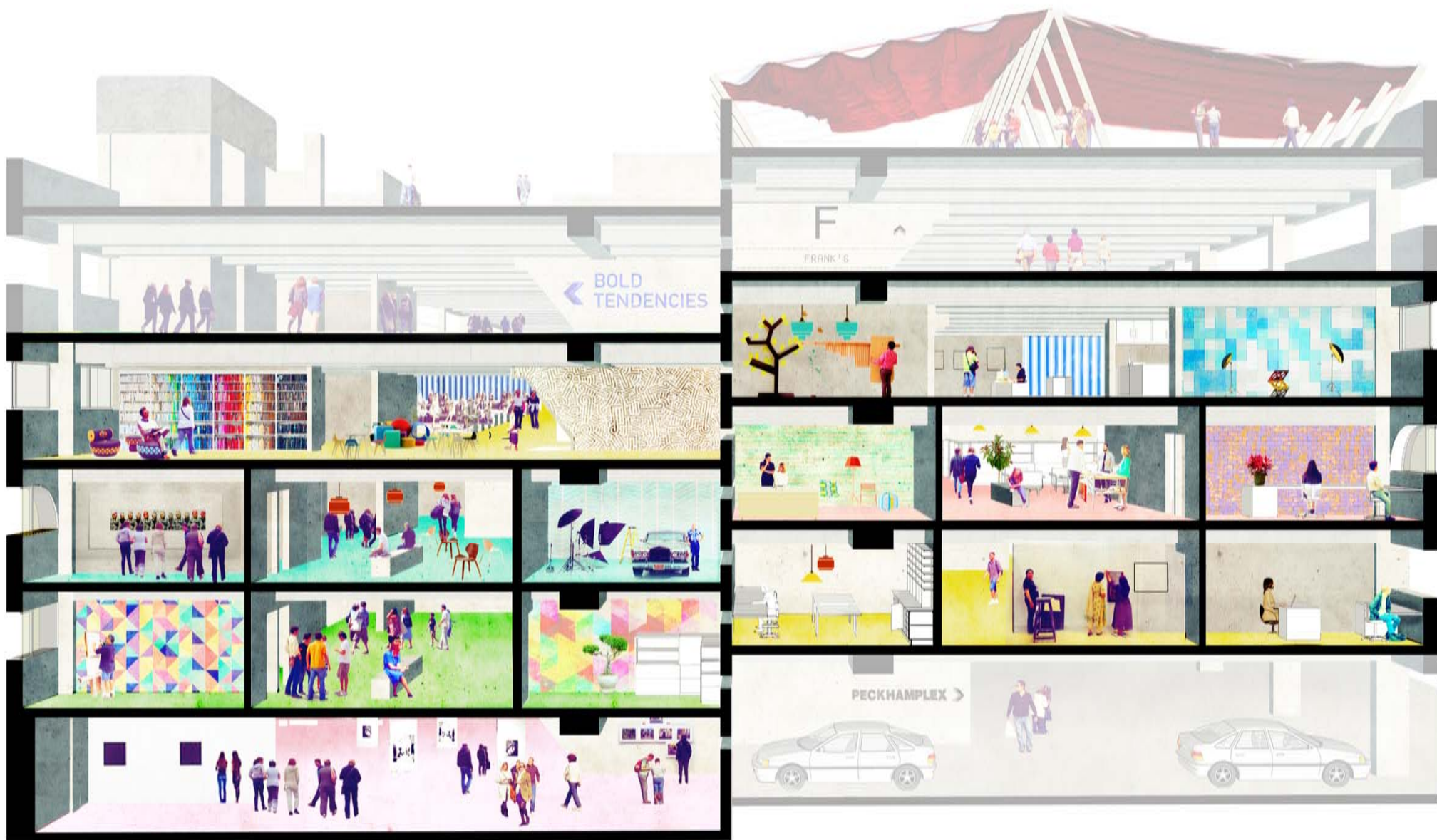




# MOUNTVIEW AT PECKHAM: INTERIOR STUDIO VIEW















## **Southwark Schools Scrutiny in a Day**

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Report of the Education and Children's Services  
Scrutiny Sub-committee

**April 2017**

<b>Contents</b>	<b>Page</b>
1 <b>Executive summary and list of recommendations</b>	<b>3</b>
2 <b>Lunch session: Channel 4 documentary ‘Will Britain Ever Have a Black Prime Minister’ featuring Globe Academy.</b>	<b>4</b>
3 <b>Session One: What are the governance arrangements for Southwark schools and what role do parents play?</b>	<b>5</b>
4 <b>Session Two: How do we secure great outcomes for all our young people post 16?</b>	<b>10</b>
5 <b>Session Three: School Funding</b>	<b>16</b>
6 <b>Report contributors</b>	<b>17</b>



## Executive Summary

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On 9 March 2017 Southwark Council's Education and Children's Services Scrutiny Committee held a Schools Scrutiny in a Day at the ARK, Globe Academy, Harper Road, London, SE1 6AG. The aim of the day was to take scrutiny out of the Town Hall and into a local school along with teachers, head teachers, parents, lead members for children's services and jobs and skills, local businesses, representatives from the voluntary sector and young people including the Southwark Apprentice of the Year.

Change has been a major feature of school policy over the past few years and judging by the proposals in the recent 'Schools that Work for Everyone' consultation, that trend is set to continue. It is in this context that the School Scrutiny in a Day shone the spotlight on the issues that matter most to our residents: School Governance, ensuring we secure great outcomes for all our young people post 16, and that we have enough resources for our local schools.

This report contains both a written record of the discussion and links to videos made on the day of each session. There is also a comprehensive summary of all the recommendations from the day. These include.

**School governance** The schools' governance session highlighted the important role of governors, and parent governors in particular, by setting the ethos of the school. To do that effectively training is necessary and we have asked our school governance team to redouble their efforts in promoting this.

**Great outcomes for post 16 pupils** Our session on securing on great outcomes for all young people post 16 highlighted that there is some great work being done by the council, schools, businesses, universities and the voluntary sector in providing apprenticeships, employment support and brokering work experience, however there is a lack of coordination and communication. Much more needs to be done to bring this together so that young people can make the most of the opportunities.

**School funding** The proposed reduction to the funding of schools in Southwark was the focus of the final session. The local campaign to prevent this has been growing, and the recommendations focus on enabling more parents to effectively respond to the consultation and recommends that the council reach out to the wider business community to engage them, who will also be affected. The results of the 'Fair funding' consultation is expected in July 2017. The council must be ready to continue its work with schools, parents and businesses to mount a lobbying programme to protect local schools from the proposed cuts.

The Scrutiny in a Day report recommendations are set out below in full. The report will be sent to the council cabinet, local schools and attendees. Although only the council has an obligation to formally consider the recommendations, we believe the content will resonate beyond this. We believe that by taking this scrutiny from the Town Hall and placing it in the local community we have built consensus that will influence future policy and the development of constructive partnerships, which will be crucial to effect change on the themes chosen.

### **School governance & parental involvement**

- 1 Promote transparency on school governance by working with every Southwark school to ensure that it publicises the governance structure; provides the names of members of the local governing body and academy trustees; provides the link to the Declaration of Interest, and promotes the election of parent governors widely.
- 2 Promote the school governors training to all schools and governors.
- 3 Review school governors training on Exclusions to ensure that all governors know what good practice looks like.

### **Securing great outcomes for all our young people post 16**

- 4 Develop a 'supporting people' quality standard for local businesses that provide work experience, mentoring and employment support, to demonstrate appreciation and promote involvement; link this to demonstrating social value in the procurement process.
- 5 Work on better coordination and communication with schools on the post 16 training, employment and apprenticeship programme, making sure that schools are aware of the support available for children in need/ NEETS, and the pathways available for young people not pursuing university post 16.
- 6 Work with schools, the business community and colleges to ensure that young people have a broad range of work experience taster opportunities that dovetail with the school work experience programmes, to enable young people to choose their career path and develop work social skills.
- 7 Bring together school leaders with the council to: a) contribute to the development of the emerging post 16 offer (especially higher and degree level apprenticeships) with LSBU and b) explore potentially commissioning better pathway support post 16, including careers advice and guidance
- 8 Promote the benefits of the apprenticeship levy to business and look at how this fits in with the supply chain
- 9 Integrate specific training with employment support providers on the needs of Care Leavers, and other young people in need.

### **School Funding**

- 10 Make technical information available to enable parents to fill out the School Funding consultation form
- 11 Brief local schools that the council is promoting Federations for mutual support, where suitable.
- 12 Raise the potential impact of school funding cuts with the broader local community, and particularly the potential adverse direct and indirect impacts on local businesses.

**Lunch session featuring the Channel 4 documentary ‘Will Britain Ever Have a Black Prime Minister?’ linking to the second question: how do we secure great outcomes for all our children & young people post 16?**

Video link : <http://bambuser.com/v/6661558>

Over lunch **Matt Jones, Principal at Ark Globe Academy**, introduced an excerpt from the documentary, which featured Globe school, and examined the differences in life chances between black and white children in 21st century Britain, focusing on how education can promote social mobility for communities and children that are historically less advantaged.

In Matt Jones’s introduction he spoke about the importance of education and that the school’s mission is to prepare children for university and to be leaders in the community. His conviction was that aspiration and achievement ought not to be determined by postcode. He had been invited by Channel 4 to contribute to a film focused on the first black prime minister, however he considered that the factor that most held back black young people was the proximity to poverty: 40% of black Caribbean / Black African young people are born into relative poverty, compared to 20% of white young people. He shared his conviction that aspiration and achievement ought not to be determined by postcode, and invited people to view the film partly through the lens of race, but particularly in terms of poverty and proximity to resources.

The film highlighted the socio economic deprivation that many young people are dealing with, and the lower levels of both achievement and aspiration. Black young people start out their school career at a lower educational level, with Caribbean children further dipping as they get older, however at 14 achievement rises, and at 16 another increase takes place with Black African pupils surpassing white pupils at GCSE. There is evidence that this is in part down to external examiners marking papers impartially, and that racial stereotypes in school can hold black pupils back.

Another segment dealt with confidence and developing interviewing skills and the social skills that young people will need in the work context.

The Principal said that whatever the perceived prejudices of teachers the film identified, the most important factor was that academic achievement matters and that black children, as well as white working class children, are under-achieving. He also emphasised the importance of developing the social skills expected in different, and unfamiliar, cultural contexts, in particular Russell Group universities and the particular social skills needed in order to network and build professional relationships effectively. The school teaches these explicitly. The other thing that school helps develop is the networks needed in order to provide young people with the opportunities to experience a range of work environments, including prestigious law and accountancy firms, politics and charities. This work is focused on developing the social and cultural capital young people will need in order to be comfortable in a variety of contexts, including the most aspirational contexts.

## Session One: What are the governance arrangements for Southwark schools and what role do parents play?

Video link: <http://bambuser.com/v/6661558>

**Introduction:** The fast changing landscape of education has meant considerable uncertainty amongst local residents about what the future for schools – and the pupils, staff, parents and governors within them – will hold. There are now a number of different schools structures: maintained, academy & free school, and recent proposals to change the role of parent governors. This complexity can be confusing. This scrutiny session concentrated on bringing clarity to the governance arrangements for Southwark schools and examined the role of the school governing boards, parents and local authority governors in making sure that the schools work in the interests of all pupils, in order to amplify best practice and make it easier for parents to get involved.

**Tom Crisp, Senior Lawyer - Governance**, provided a paper and presentation on the governance structure of different school models: maintained, academy and free. The paper can be found here: <http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=380&MId=5552&Ver=4>

**John Finch, Head of Governor Services** provided a paper and presentation on how to become a school governor: opportunities, training, roles and responsibilities, with an appendix from the National Governors' Association (NGA). The papers can be located here: <http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=380&MId=5552&Ver=4>

**John Fowler, LGiU**, provided an update on the government's evolving position on governance and the role of parents. He opened by referring to the white paper, 'Education Excellence Everywhere', which was published this time last year. This set out the government's intention that by 2022 all schools would be academies, which caused uproar, particularly in Tory shires, possibly as it would see the end of small rural schools. Another paragraph talked about governors and the type of governors needed. There has been a long running debate on whether governors ought to be there as representatives of various constituencies or because they have the skills to govern a school and run a complex organisation. The paper discussed this and went on to say the government no longer intended to make it mandatory for academies to have two parent governors on the local governor bodies. This caused further uproar, with critics referring to the commitment given when academies were legislated for that there would be two parent governors. He added that following the publication of the white paper the government appears to have retreated from this position. When the new education minister, Justine Greening, went to an education select committee in the autumn she spoke about the important role of parent governors, and parental investment in schools.

The government handbook on governance, recently published, has 40 pages on the skills needed to be a governor; however the current composition remains in place, including the role of parent governors. He noted that one local large academy chain a website does publicise the role of governors, but not specifically the role of parent governors. He spoke about his experience with the variation in the quality of governors, and also the impartiality needed to negotiate matters such as salaries - this could be more challenging for parent governors at their own school.

*The chair opened up the session for a discussion with the panel, and invited questions. The first question from an audience member queried the different governance arrangements for maintained*

*and academies/ free schools. Officers explained that there are looser governance requirements for academies, and that there was no local authority governor. Recruitment of headteachers in maintained schools is done by governors, in academies it is by the company directors. The council offers training to all governors – whatever the school status. The importance and value of governor training was highlighted by the officers and endorsed by parent governors present.*

*There was a comment that in Southwark all secondary schools are academies (or church schools run by local diocese), and a query as to how many school do buy in governances service offered by the council. John Finch, Head of Governance, said about 70 % of Southwark schools buy into the training and governance service, which includes clerking support, off the shelf policies for adaptation, and training in HR. He was then asked how the other 30% of schools access governance training, and he responded that diocese schools will offer in house training.*

*The panel was then asked what can be done to ensure the impartiality in the election of governors, to ensure it is open to all and that the headteachers or the academy does not unduly influence the result. Officers explained that elections are open to all parents, and there is a requirement to publicise this- for example an expectation of notices in the school newsletter and on noticeboards. A further query asked about the other types of governors on academy boards. The questioner highlighted that a local secondary academy chain trustees are known to have the sponsor's family members on the board. Officers clarified that while parent governors and teachers are elected, other governors are appointed by the overarching academy trust. These trustees appoint governors to the local school. This means that more than one person will make the appointment, but it is not via election. The panel said there is nothing that can be done about opening up the appointment process, but it is possible to view a 'Register of Interests ', which contains a requirement to notify relationships and also to disclose if a trustee is a school trustee or governor of another school. However, John Fowler clarified that EduBase only has a Register of Interests for academy trust members, not local governing bodies members, and so the information being asked about is hard to find. He said at one point minutes of governor meetings were being published by some academy chains, and so it was possible to identify who the governors were, however it is likely that this openness is receding. Tom Crisp, Senior Lawyer said that schools are subject to FOI; however there is lesser requirement for academies than maintained schools, though they are obliged to respond to requests for information. This does give a level of transparency. John Finch said that academies are required to publish online their governance structure and who the governors are. The chair indicated that scrutiny could test who is abiding by this.*

*A committee member asked how the council addressed working with academies on issues that schools found difficult and could be reluctant to address openly because of reputational concerns. He gave the example of tackling knife crime and how discussion this might conflict with schools seeking to promote an aspirational ethos. Schools may focus on raising culture capital rather than looking at difficult issues. Officers said that the most important avenue for tackling these issues was by fostering good relationships; particularly as there are limited powers for the Local Authority to intervene, and those powers are limited mainly to maintained schools. The Director of Education, Nina Dohel, confirmed that the statutory powers are extremely limited and influence is primarily through developing relationships with teachers and governors, and taking the longer view about what is best for young people and the community.*



*Exclusions and the role of governors were raised by a committee member, and the tendency for the exclusion panels to rubber stamp the headteacher's recommendations. He said that in his experience as a governor 9/10 times the recommendation of the headteachers was followed, even when the governors had concerns about the circumstances or questions about the extent the school had offered enough support. He asked if there was legal guidance that governors were obliged to follow. Tom Crisp said that governors now have limited powers to reinstate exclusions by the head. After a permanent exclusion a parent can make representations to the governing body. The governing body can make a decision requiring the head to reinstate the pupil, but in practice this rarely happens. If the pupil is not reinstated, the parents can then ask for a review of that decision to be heard by an independent panel. This panel cannot direct the pupil be reinstated – their role is in effect limited to reviewing how the governing body went about its decision. They can uphold the governors' decision, recommend that they look at it again, or (in cases where they think the decision was unreasonably or procedurally unfair, quash the decision, and ask the governing body to look at the case again.)*

*John Fowler said that formerly there was also an appeals process but other than a judicial review, perhaps on the grounds of disability or other discrimination, there is no appeals system now. For academies there is recourse to take the matter to the academy trustees, and for the maintained school there is still the governing body. John Finch said that in the maintained sector the Local Authority Head of Exclusions is required to be invited to the exclusions meeting, so they can give advice on the case, and what other schools might do. The clerk can advise on the right process to be followed. Tom Crisp advised that there is clear statutory guidance on the processes to be followed for exclusions.*

*An audience member commented that there is a trend for schools to be operated like businesses, with large salaries and performance related pay. She asked if there anything to stop this unhealthy ethos developing? John Fowler said that in addressing this there is a distinction to be made between the maintained and academy sector. In the maintained sector staff need to be paid in accordance with national pay and conditions , however there was the local instance of a school federation head being paid a 'telephone figure' salary . This was awarded by the governors over and above the pay scale. The rationale was that the head was managing a number of schools. On performance related pay, good practice is that teachers would be clear about what outcomes pay awards were linked to and that there was proper process to earn any salary increase. The Education Director said this goes back to the role of the governors. In recent times there has been a questioning of the need for this role and even if schools actually need trustees and governors, but the rationale of having them is that having a broad range of governors inputting into the school allows an ethos and culture to be developed. Although there is guidance on pay and exclusions, there is still a huge range of scope for influence and variation. The governance group set the values that shape the decisions on matters such as exclusion and pay. If we do not have governors than it raises the question of who would do that and what would be the accountability mechanism.*

*An audience member asked who holds the governing body to account. John Finch responded that governors conduct a self audit, and also for maintained sector the Local Authority can step in and advise on issues on the governance composition, policies etc. OFSTED also has role.*

**Surrey Square parent governors: Simona Tottoli and Frances Edegbe** provided a talk. They said that Surrey Square believes that children can achieve personal excellence through the teaching and

modelling of values and skills. The school has 7 values – Responsibility, Respect, Enjoyment, Community, Perseverance, Compassion and Excellence - drive that shape every aspect of school life, and have taken the place of school 'rules' . These values are also reflected in the school engagement with the parents/ carers.

Surrey Square School manage to reach a wide range of parents/carers with a consistent approach. Parents know that the doors are always open and there is a non judgemental environment. The school understands that interaction with parents/carers will help to increase the children's learning. Parents/carers are not just recipients but active partners . The school believes in the importance of acknowledging the parents/carers efforts.

The school shows their commitment to support the parents/carers by investing in a pastoral post who help and signpost with housing issues, safeguarding, domestic violence, emigration issues, debts or just simply give advice. The school also runs a Positive Parenting course. This links to the school value of responsibility.

Training for parents/carers includes:

1. Teachers run workshops on different topics to help the parents/carers to support the children with their learning/homework; these workshops are run at different times during the day, to make it more accessible.
2. The school offer the opportunity for parents/carers to do work experience at the school
3. They facilitate and run ESOL classes

This links to the school value of excellence .

The school run cafe mornings for Spanish speakers' parents/carers, also for parents/carers of children with special needs, and run a mums exercise class during school hours. The school also provide a lending service for bilingual books for most of the languages spoken in the school. There are community nights which usually start with a motivational guest speaker and conclude with all of the families having dinner together, sharing food from different cultures. This links to the school value of community.

The school give some financial help i.e. if a family has more than one child that would like to attend one of the extra curriculum activities the school give sibling discounts. The school is aware of some families that are struggling and not been able to receive any benefits, so the dinner ladies prepare some take away food to be given to those families at the end of the day and some parents/carers also attend magic breakfast in the morning so are able to eat breakfast. This links to the school value of compassion.

The school employ a person from CAMHS (Child and Adolescent Mental Health) who supports some of the families in school and at home, and they also invest in Place to Be (a leading children's mental health charity). This links to the school value of respect.

The school have a parents/carers open mornings, which will include:

1. a workshop with all the parents/carers,

2. about an hour while parents/carers can seat and watch their children teacher teaching to the class
3. Feedback session on what is really important, in order to implement the suggestions given.

Last year a group of parents/carers recorded a Respect music video that can be seen on the website, of which the kids are really proud. This links to the school value of enjoyment.

Parents/carers can communicate with the school in lots of different ways: in person, on the phone, via email, texts, they also receive communication via ParentMail. Messages around the school are also available in other languages which shows that the school understand that one size does not fit all. This links to the school value of perseverance.

Following the presentation a Surrey Square film was shown:

<https://videocentralhd.lgfl.org.uk/Play.aspx?id=txKXKVRahEU5V9>

Attendees were invited to leave comments & questions and one was received from Will Carter, Southwark scholar, currently at Bristol University: *Do you feel that the recent statistics regarding the tendency for children with high income families to get there first choice of secondary schools highlights a new economic and social divide in Southwark. Especially as this often parallels race and ethnicity. And so I want to know what you are doing to protect the educational opportunities of people from low income/ethnic minority backgrounds?*

#### **Recommendations:**

- 1 Promote transparency on school governance by working with every Southwark schools to ensure that it publicises the governance structure; provides the names of members of the local governing body and academy trustees; provides the link to the Declaration of Interest, and promotes the election of parent governors widely.
- 2 Promote the school governors training to all schools and governors.
- 3 Review school governors training on Exclusions to ensure that all governors know what good practice looks like.



## Session Two: How do we secure great outcomes for all our young people post 16?

Video link: <http://bambuser.com/v/6661576>

**Introduction** Most of our young people do well at exams with 75.5% of pupils in secondary schools achieving 5 good GCSE at A\*C, but what more can we do to ensure there is a good post 16 offer, for 100 % of young people? How can we be sure that all our children are reaching their potential? How can the local community, voluntary services, colleges and business help support pupils in school as well as getting the post 16 offer right? Young people, educators, the council and business leaders have all identified the importance of really good work experience, excellent training, and high quality apprenticeships. The session set out to explore how post 16 support can be improved by working together , and to scrutinise the progress the council has made in delivering our promise to provide education, training or jobs for all school leavers, and to increase the quantity and quality of apprenticeships.

**Cllr Mills, Cabinet Member for Children and School** spoke about the great success story for Southwark schools: this includes 48% of children on Free School Meals achieving 5 GCSE and on Attainment 8 Southwark have achieved significantly higher than comparators. The council also have a good post 16 story to tell: most 16 - 18 year olds are achieving A levels and 94 % are in education training and employment. Most ethnic groups are outperforming other similar local boroughs, though Southwark is behind for white pupils and Chinese. In terms of progress after school, Southwark also have more people progressing well. Southwark is a high skill and high achieving borough. The council has strong business links through the business alliance, which is offering opportunities for our young people. Over 1000 work related opportunities were brokered last year. The council have a one million pound youth fund that particularly looks at education and employment opportunities, including some excellent employment support. NEET figures are low, but the cabinet lead said that there is more can we do. The council have agreed new career programs to work with those young people. One of the biggest challenges is that the local Further Education provider; Lewisham Southwark College, is weak , so for young people seeking to pursue vocational opportunities there is not a good enough offer .The careers service is variable - though some schools are probably doing this very well.

**Cllr Johnson Situ, Cabinet Member for Business, Culture and Social Regeneration** said a big part of a good post 16 offer is looking at the world of work and the opportunities offered by apprenticeships, work experience and vocational training. That is a key area that the local economy team and business forum work on. The borough recognises the importance of good apprenticeships and increasing employment opportunities. The council aim to support 5000 residents into employment, many of whom will be young. This includes a strand supporting young people into part time employment, which is often right for young people studying, and St Giles deliver this. The council also fund the SEEDS program that guarantees training, mentoring and support. They also offer pre-apprenticeship support, which concentrates on developing soft skills. The council's ambition is to create 2000 apprenticeships, and have delivered 900 of these - this is outperforming other local boroughs, who are coming to the council for advice. The council have developed an apprenticeship standard - which includes the London Living Wage, mentoring, training and support. Against our target of helping 5000 people into employment the cabinet lead said that the council

have achieved 3700. The council have also set up a business support space. The cabinet lead ended by saying that challenges include ensuring the vocational offer meets our needs.

*The chair invited questions and the panel was asked about support for young people in need, because of youth offending, disabilities, or they are care leavers. The cabinet members responded that we have a very good support service. This was recently inspected, and was found to be doing a good job. We are looking to see if we do need a more specialised support service for care leavers; we now have group, facilitated by a council officer, looking at employment support for care leavers and other children in need<sup>1</sup> An issue to explore is do we support care leavers within our broader support or do we commission more specialised services. Scrutiny has raised improving tracking care leavers, and that our programmes like SEEDS have the capacity to support care leavers. SEEDS have had a learning process, with employers now understanding better the type of young people and the support needed.*

*Matt Jones was asked how he marries the talk about apprenticeships and training with the Globe statement about preparing young people for university. He contrasted the implicit assumption of private schools that their children will go to university, with the experience of many local young people, where only 15% people in the local ward go to university, whereas it is 40% nationally. The school therefore make the expectation of preparing for university explicit to Globe pupils, because it is not implicit in many of the pupils' communities. He also spoke about how this relates to lifelong learning and higher level qualifications, that meet or exceed this bar, but preparing for university is a pithy way of encapsulating the concept of preparation for higher learning, and ensuring young people feel university is a choice they can make.*

**Matt Jones Principal, Ark Globe Academy and Chair of SASH secondary school head** opened his talk by agreeing that Southwark schools do well. He pointed out most are academies; either standalone or part of Multi Academy Trusts or diocese schools, rather than maintained by the council. However he emphasised the strong Southwark identity in the SASH network of secondary heads that he chairs. There is a feeling amongst SASH schools that for a proportion of post 16 the provision is not meeting their needs. Through the panel presentations he now realises that actually there is a whole lot going on, but he was not aware of this. The panel discussion has demonstrated a high level of commitment. He would welcome a further discussion on commissioning; someone coming to the school and asking what Globe is seeking for its young people, and most of all he would like to see better communication of what is on offer, and lastly a better focus on coordination. He said that although he is a secondary head he did not know how to access the provision outlined, and it was concerning. The perceived lack of provision amongst secondary heads had provoked the request for this session. Specifically he asked if there is a one stop or two step process, for those young people who are not achieving the grades to go to university, or have needs such as NEET, or are young offenders etc., or just want to pursue a vocational career path. In each year group we can identify about 10 young people who need opportunities to see that they are valuable and could make a contribution in the world of work. These young people often feel isolated - they recognise that university is not for them, but they need to access other opportunities, with the wrap around care they need. Yesterday the Globe was featured in The Guardian for its work brokering

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<sup>1</sup> Southwark also has Southwark Education Business Alliance, which brings together schools, businesses and community organisations across Southwark

apprenticeships, which he is proud of, however it would be much easier to do this with the knowledge of the opportunities that council provides, which he has heard about today for the very first time.

**Eleanor Wright , Community Executive, British Land , and Southwark Business Forum**

**representative**, explained that she is a member of the Business Alliance , and the Career Ready cluster - which is focused on providing and mentoring young people in work placements. These have come about largely through British Land's relationships with local schools in Canada Water, where they are major developers. She has gone out to businesses to get them involved. She praised the Southwark Apprenticeship Standard, and suggested another standard might be a 'supporting standard' for businesses who offer work opportunities, get involved in the InSpire programme and in other ways support people in employment. Business often would welcome some kind of formal sign of appreciation, and this would encourage others to follow in their steps.

*The chair invited comments and there was a discussion about using the procurement process and obligations for social value in the supply chain. Cllr Mills said this already includes offering apprenticeships and Danny Edwards, Local Economy Strategy and partnerships manager, said that there is currently a new procurement framework to improve this. Companies not offering social value will not score well enough to tender in the procurement process. The panel said there was scope to develop this further. Cabinet members welcomed the idea of an additional supporting standard for business offering employment support and work placement opportunities.*

*Matt Jones emphasised talking to school leaders & specialised teachers who are responsible for careers advice, prior to commissioning. His school offer a work experience programme and he would like an offer that dovetails with this. Eleanor suggested a shopping list approach whereby businesses can offer a range of things and choose the appropriate level and commitment. Businesses also need assistance in understanding more about 16 and 17 year olds; a practical thing might be a list of tasks that a young person would be able to do, and building in feedback loops. The cabinet lead pointed out that it does cost to run the Education Business Alliance, and with both council and school budgets under pressure, she raised the issue of business contributing to the costs, such as travel or paying for time.*

**Denrick Elliott, team leader, GROW, St Giles Trust** spoke about GROW which offers support around training, employment and studying, and assisting young people with managing their lives - particularly debt management .

One big issue is career identification - young people can struggle to identify what they want to do, incur debt studying, and then discover it is not the right path. He recommended more quality career guidance.

He agreed with Matt that training in appropriate conduct for work environments, which the young people are unfamiliar with is crucial, and this can be a major problem. GROW has a relationship with PWC, where the young people visit to do interview workshops and work experience. Some young people realise the behaviour expected, but others can often react to that environment by withdrawing into a shell, or acting in ways that are totally inappropriate for the context. He recommended increasing the range of opportunities for work experience. He suggested 4 separate weeks spread over a longer period would be better, particularly for those young people who need to



develop the right social skills, and reflect between placements. Also young people need to get a variety of experiences so they understand what they do, and do not like, in order to understand what they want to do.

His work involves advocacy and work with young people to understand how to apply for work- CVs, cover letters, making online applications. Many of the young people who struggled in school are often finding things difficult. The advice to take a level one functional course does not provide a pathway. Young people need to understand that they can still achieve great things, and even if they did not get the right qualification at 16, and that at this young age they can still recover within one year, and go to university at 19 or 21. Others find routes to work via apprenticeships, which can work very well if it is the right apprenticeship. The crucial issue is finding out what young people want to do, and that takes young people getting out and about, experiencing different work environments.

The project works with care leavers from Talfourd Place. This cohort does need specific help; there is often a lot of anger. Care leavers even past 21 often have social and care needs that still need addressing. Care leaver can certainly achieve well, but are statistically over represented in offending etc, and are more at risk of not reaching their potential.

#### **Apprentice, Suley Muhidin, Southwark Council Apprentice of the year 2015 / Communities**

**Projects Officer (Projects and Young People)** said the apprenticeship he undertook prepared him for work. He had gone through university, however there is a difference between knowledge and experience and the council apprenticeship scheme gave him time to build up experience and apply his knowledge. Having a wide of variety of work placement is good for young people to explore what they want to pursue and for young people to understand where they can add value. There are challenges around education, what is on offer, and also the mentality of your people and the culture. One of the things in the council and the Globe are trying to do is develop leaders. One forum for this is the Youth Council. Leadership is not for everybody, but having youth council representative means people do have access to influence.

*Cllr Mills commented that the present curriculum has shortfall in application. She asked about the Globe' careers advisor service. Matt Jones said that Globe has a careers advisor in position, and the school also has access to a careers network. Matt Jones suggested that the council acted as the commissioning body for this kind of service, which is focused on where young people are located ( in schools) and where teachers can be upskilled by outside bodies coming in , such as the people here, to explain where the opportunities are. Services for young people at risk of NEET need to access and hook young people in while at still at school.*

**Michael Simmons, Director of Corporate Affairs, London South Bank University (LSBU)** picked up on the point made by Cllr Mills and Suley Muhidin on the need for young people to be able to apply knowledge and the curricula gap there. Many of the students at LSBU are sponsored by industry and do have those links with their employers. Life-long learning is a key part of the LSBU offer, and it specialises in professional and technical education. LSBU has over a hundred degree level apprentices, which are set to grow further. From September LSBU will offer over 20 higher and degree apprenticeship courses. One of the critical issues is people seeing a career. LSBU has employers ringing up seeking applicants from our building surveyor course, as the university is the largest supplier of graduates in that sector. However we cannot meet that demand as our students

in that sector are mostly part-time and working for surveyors while they study. We even struggle to find students for employees to sponsor in education, whereby they pay no fees, and get a wage of £28,000. The problem is that young people are not aware of these industries and do not see a pathway. The government is looking at revamping technical qualifications, however we probably do not need this, and rather we need a better line of sight, so that people understand the career opportunities and trajectories that already exist. We want to grow apprenticeships, not just the higher levels, but also at the lower levels to provide an entrance at level three for young people and link with employers. The university is very supportive of the council's apprenticeship programme and seeking to work closely going forward.

*He was asked about the qualifications needed for a technical course and responded that good English and Maths is needed, and this can be an issues for young people pursuing a technical career; the standard is often as high as those pursuing an academic career.eg Good maths is needed for quantity surveying. Matt pointed out that the loss of Connexions service meant that was a loss of knowledge in school to guide young people, and the lack of coordination between existing services, meant that schools were often in the dark. Matt said there was a tranche of young people who would probably benefit from a technical higher education route*

*The cabinet lead for employment spoke about the future opportunities in the borough, for example building the construction skills centre, to make the most of development in the area.*

*An audience member from British Land asked how the apprenticeship levy will impact when it comes into affect. She commented that it will be a pretty big pot. The cabinet lead said they recently brought together a group of business leaders over breakfast, some of whom see it as an opportunity and other as a tax that they are less engaged with. There are a significant number of business leaders who want to explore this further and want to take on both new apprenticeships and retrain the existing workforce. It is a mixed bag and both an opportunity and a risk. Michael Simmons highlighted the levy will come in very soon, in May, and one of the issues is the short time frame to prepare. The audience member said that for her business it is an opportunity, so she recommended educating businesses on the benefits. Eleanor said that British Land and other developers have been lobbying to use the money in their supply chair to support smaller business.*

*Matt Jones emphasised making connections between apprenticeships and business. The Education Director said the council has been working with LSBU to develop a strategy for a local offer which links with schools .This is still in development, with a cabinet paper anticipated. Matt Jones recommended early meetings with local heads and other stakeholders to shape the strategy at the initial planning stage. The cabinet leads said the intention is to involve schools, once they have a concrete proposal to present.*

*There was a discussion about the contemporary pattern of a person having two or three careers, and how this can be supported. Michael Simmons, LSBU, said that this is about ensuring that university is about both education and acquiring skills, to enable people to make changes in the future, if their skills become obsolete. Matt Jones spoke about exposing children early to different experiences. He was asked about local connections and the community. The Globe has 48 feeder primary schools, and close links with about 9 schools. The Globe primary has relationships with the community, and for example, visits the Shard for projects so the young people make the most of the local opportunities.*

*The chair asked each panel member to sum up and make a recommendation:*

- *Denrick Elliott, Team Leader, GROW, St Giles Trust the council does a good job funding NEETS, but more needs to be done.*
- *Eleanor Wright, Community Executive, British Land think more about the role of parents, and how the wellbeing and economic agenda fits in with supporting young people post 16. Business can acts a critical friend to local economy functions and business fora.*
- *Michael Simmons, Director of Corporate Affairs, London South Bank University (LSBU) said collaboration is critical, both with the council and wider stakeholders to build partnerships for local learners.*
- *Cllr Mills, Cabinet Member for Children and School developing a quality FE college; communicating and collaborating better.*
- *Matt Jones Principal, Ark Globe Academy the council innovating and getting the right people in the room early to co-create.*
- *Cllr Johnson Situ, Cabinet Member for Business, Culture and Social Regeneration his is looking forward to new economic challenges , risks and opportunities, and working together to meet these.*
- *Suley Muhidin, Apprentice young people having exposure to more opportunities.*

### **Recommendations**

- 4 Develop a 'supporting people' quality standard for local businesses that provide work experience, mentoring and employment support, to demonstrate appreciation and promote involvement; link this to demonstrating social value in the procurement process.
- 5 Work on better coordination and communication with schools on the post 16 training , employment and apprenticeship programme , making sure that school are aware of the support available for children in need/ NEETS, and the pathways available for young people not pursuing university post 16.
- 6 Work with schools, the business community and colleges to ensure that that young people have a broad range of work experience taster opportunities that dovetail with the school work experience programmes, to enable young people to choose their career path and develop work social skills.
- 7 Bring together school leaders with the council to: a) contribute to the development of the emerging post 16 offer (especially higher and degree level apprenticeships) with LSBU and b) explore potentially commissioning better pathway support post 16, including careers advice and guidance
- 8 Promote the benefits of the apprenticeship levy to business and look at how this fit in with the supply chain
- 9 Integrate specific training with employment support providers on the needs of Care Leavers,



and other young people in need.

## Session Three: School Funding

Video link: <http://bambuser.com/v/6661554>

**Introduction:** London schools are expected to be hit particularly hard by both changes to direct school funding and the predicted demise of local authority grants to provide school services. We know that Southwark schools are very successful with 75.5% of pupils in secondary schools achieving 5 good GCSE at A\*C, (outgoing measures) and above the national average against the new measures of Attainment 8, Progress 8 and English Baccalaureate. But can we maintain this if resources go down? Changes to National Funding Formula (NFF) could mean significant cuts to the funding for Southwark schools. The Education Services Grant (ESG), used to support Local Authority statutory functions in relation to schools, was reduced in 16/17 and will cease from 2017. There may be a partial replacement but there will still likely be a big impact. This session will look at the impact of these proposed cuts to schools and the responses to the current consultation on the proposed changes.

Nina Dohel, Director of Education and Russel Dyer, Departmental Finance Manager referred to the presentation: <http://moderngov.southwark.gov.uk/documents/s67603/School%20funding.pdf>

*The chair introduced the discussion by explaining that there are a number of rallies around the borough at local primaries involving parents about potential cuts to school funding, and commended committee member Cllr Catherine Rose, for her work on the campaign. A meeting will take place at John Donne School tonight, involving parents, teachers and local politicians.*

*The funding changes could see funding move from cities to rural schools, and this could impact on the good results that London has achieved. Many children are living below the poverty line in London, which is unacceptable, but it is still possible to be from a poor background and get a good education.*

*There was a question from a committee member about completion of the consultation form and the evidence needed, which is hard to find. She asked if it was possible for this to be made available so the data can then be personalised by respondents as it is crucial that as many people as possible send in consultation responses. Russel Dyer, finance manager, said the council has provided a response, and they would be happy to make that available. There is also information on the Fair Funding campaign website, and the national audit office has provided independent figures on their website. London Councils have identified that £350 million as the amount that needs to be found. The Education Director said that the council response has been shared with headteachers, who are well placed to advise parents. The cabinet member said that this is quite technical and there are other ways to highlight and campaign, other than completing a consultation response. The committee member agreed that there are a variety of ways of campaigning, but helping parents who want to complete the form is important. John Fowler commented that a mass response to consultations does impact on ministers. A committee member said that there are group sessions to help parent fill in the form. Postcards, email, meetings are also effective. The campaign will likely be long running.*

*The Education Director was asked if the local Multi Academy Trusts (MATs) have provided a response. She said that some have and they have said that while the cuts will affect the schools, these will be mitigated by the parent organisation. However it is not clear by how much the MATs will be able to subsidise the funding reductions, and for how long, possibly because the MATs do not know. Local schools are predicting a range of possible outcomes: these could include larger class sizes, more unqualified teaching assistants, or only delivering the core educational offer and cutting back on extra curricula and pastoral activity. The Education Director said that she is aware of school budgets, and where they are more stretched, or have an underspend, which is the situation in some secondary schools. She added that we do not know what the outcome of the consultation will be. The council are receiving updates on little pockets of additional funding that we are then relaying to the schools, but information is unpredictable. School staffing is very expensive and important, so these tend to go last. One tactic to mitigate is to encourage schools to work together, in Federations for example. London Councils are also advocating for the ESG budget to stay.*

*The white paper suggested that the Schools Forum might go. John Fowler said that he thought the Schools Forum is secure, for the following year or so, however the function and parameters of what the Schools Forum would do could well change. The Education Director said there was a lack of clarity. John Fowler suggested that going forward Schools Forum may in future become a local choice.*

*A local headteacher in the audience cautioned against the promotion of Multi Academy Trusts, without the evidence to support these. Some Multi Academy Trust schools have said that it is very similar to being in a local authority and they have not realised the expected benefits. He questioned the promotion of Federations. The Education Director clarified that Federations, which the council are promoting, are not the same as MATs, which they are not promoting. Partnerships in Federation are about providing mutual support, while individual schools retain their leadership, governing body, and independence. The headteacher responded said that the language the council employ to describe this was important, as what the council thought it was communicating, is not necessarily what is being heard, particularly when there is the perception of a wider strategic objective from central government for all schools to become part of MATs.*

*A committee member raised the importance of involving the wider community in the campaign to stop school funding cuts, as these cuts will impact on young people post 16, in employment, and therefore on businesses and the community. The potential reduction in funding will also impact directly on the delivery of pastoral and extra circular activities, and so there will be impacts on the local supply chain.*

## **Recommendations**

- 9      Make technical information available to enable parents to fill out the School Funding consultation form
- 10     Brief local schools that the council is promoting Federations for mutual support, where suitable.
- 11     Raise the potential impact of school funding cuts with the broader local community, and particularly the potential adverse direct and indirect impacts on local businesses.

## **Report contributors**

The Committee would like to thank all the contributors to the Scrutiny in a Day, who made this report possible, as well as the committee members and officer:

### **Committee members:**

Councillor Jasmine Ali, Chair

Councillor James Barber, Vice-Chair

Councillor James Coldwell

Councillor Jon Hartley

Councillor Lucas Green

Councillor James Okosun

Councillor Catherine Rose

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# Review of the Local Offer for Care Leavers

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Report of the Education and Children's Services Scrutiny Sub-  
committee

**April 2017**



<b>Contents</b>	<b>Page</b>
1 Introduction	3
2 The local offer	4
3 Examples of successful care leavers' accommodation commissioning	7
4 Mental Health	10
5 What Southwark care leavers want	15
6 Conclusion	16
7 Recommendations	17
8 Appendices	
i) Care leavers accommodation visits	
ii) Employment & training support visits	
iii) Commonweal Housing and Catch22 Peer Landlord Scheme Evaluation	

## 1 Introduction

1.1 The scrutiny subcommittee for education and children's services has now considered Southwark's local offer for care leavers. This is timely given that national government is looking closely at the experiences of care leavers, through its inquiry into foster care and its proposed legislative changes in the Children and Social Work Bill.

1.2 Southwark supports high numbers of children in care:

- 500 Looked After Children
- 330 children on Child Protection Plans
- 350 Care Leavers

### Background

1.3 While growing up in care is not a barrier to a successful life, and many care leavers go on to achieve good outcomes, the life chances of the majority of children in care and care leavers are significantly worse than for those who have not grown up in care. Recent legislative and policy developments have prioritised services for children in and leaving care.

### Legislation

1.4 The **Children and Social Work Bill** seeks to combine a commitment to protect the most vulnerable in society with the "ambition to ensure that disadvantaged children have the brightest possible future". The Bill has been heard in the House of Lords and will be debated in the House of Commons in October. A subsequent strategy entitled **Keep on Caring - Supporting Young People from Care to Independence**, published in July 2016, sets out a plan for the delivery of a 'step change' in services for children in and leaving care.

- 1.5 At the same time the House of Commons Education Committee published its inquiry into the **Mental Health and well-being of looked-after children 2015/16.**

The following report is the result of a year-long scrutiny review conducted into services for care leavers in Southwark.

## **2 The local offer**

- 2.1 The local offer for care leavers is a combination of statutory entitlements i.e. what the law says must be given, and what Southwark and its partners can give, over and above its local duty. The Children and Social Work Bill wants local authorities to consult on and publish details of their local offer to care leavers, setting out areas such as education, health, employment and accommodation.
- 2.2 The scrutiny committee heard evidence on Southwark care services' statutory duties.

### **Personal Advisers**

- 2.3 Currently all local authorities must appoint a personal adviser for care leavers until they are 21, or until they are 25 if they are in education or training.

Once the Children and Social Work Bill is legislated, the right to a personal adviser will be extended to the age of 25.

- 2.4 In Southwark, personal advisers' case loads have been reduced to 20-25. They are located together in four practice groups. The service as it stands

cannot guarantee consistency of personal adviser for care leavers and is often reliant on agency staff.

## **2 Accommodation**

- 2.3 In Southwark, following assessment, care leavers are offered a priority housing nomination and supported accommodation to continue preparation for independence. Support workers are employed to assist the young person in her/his transition and care leavers are entitled to £2,000 when gaining permanent tenancy.
- 2.4 The committee received evidence from the Southwark Care Leavers Accommodation and 16-Plus Support Project, but noted that most accommodation for care leavers is out of borough and out of London. Based on February performance data, 368 of our looked after children population were placed out of borough leaving 142 placed in borough.
- 2.5 The Children and Families Act 2014 introduced Staying Put to allow young people to stay with their foster families until the age of 21. However, for children who do not have that option - like those children in residential care or adolescents coming into the care system late - housing is an important and pressing issue.
- 2.6 In the course of this review we visited specialised accommodation for care leavers, such as Springfield Lodge accommodation for young homeless people including care leavers. The in-London support for care leavers included supported, semi-independent and independent placements to get the young people ready for independent living. This is an approach that has worked well for children leaving care in Southwark.
- 2.7 But such placements are in short supply. While Government may have committed to piloting 'Staying Close' arrangements for young people leaving



residential care, which would provide some form of suitable accommodation for young people in this category, this does not amount to a legal entitlement, so it is not equivalent to Staying Put. This is pertinent for Southwark care leavers.

### **Care leavers feedback**

- 2.8 When we spoke to a focus group of 10 care leavers they told us that accommodation is a key issue, and nine said their accommodation options were limited and inadequate. One of the young people must commute to and from Southport to attend his London college course.
- 2.9 One young person has been placed in Birmingham but prefers to stay in overcrowded conditions at a friend's house in Croydon so that she can be near friends and family. One young man has been in 'semi independent' accommodation for five years. Although he likes where he is staying he has no idea or plan when he will move to his own permanent accommodation. For those that are 'staying put' with their respective foster carers, they are worried that they will end up having to leave London.
- 2.10 One young British Black young woman had been placed in Devon. She couldn't relate to anyone and came back to London.
- 2.11 When we spoke to the young care leavers' focus group, it was quite clear that they understood the pressures on the London housing market. They were not being unreasonable about the type of housing that could be available to them. The scrutiny committee considered alternative accommodation models that may be helpful to commission in Southwark for care leavers.

### **3 Examples of successful care leavers' accommodation commissioning**

- 3.1 One example to consider is the Barnardo's Care Leavers Accommodation and Support Framework. This was written in 2015 by Barnardo's in partnership with St Basils (a Midlands youth homeless charity). It is a tool to help local authorities commission a wide range of accommodation and support for care leavers. The work was originally funded by DCLG to help local authorities prevent young people falling into homelessness.
- 3.2 The Framework is based on the Positive Youth Accommodation Pathway that St Basils produced five years ago. The DCLG funded it to better support young people at risk of homelessness. The DfE has provided money to roll this programme out for care leavers.
- 3.3 Young people leaving care need somewhere safe and suitable to live to help them make a positive transition into adulthood. Good housing underpins success in other areas of life. This framework draws together expertise from local authorities, voluntary sector organisations and young people across England on how to provide appropriate accommodation for care leavers.

#### *Catch 22 and Commonweal Peer Landlords*

- 3.4 The peer landlord scheme provides an innovative and supportive approach to housing for young people. The houses are jointly occupied by three or four young people. One is assigned the role of 'peer landlord'. The peer landlord has the responsibility of providing support to other tenants as well as overseeing the smooth functioning of the house on a day to day basis.
- 3.5 The first peer landlord who is 23 now sees himself as a live in property manager. He explained that the security and safety of the house was really important to him given his past experience in 2012 when he was living with friends in Lewisham, was burgled, and was forced out of his bedroom window

by a man holding a gun. He fell 40 feet. He likes being a peer landlord as he feels he has other people to look out for, not just himself.

- 3.6 Many young care leavers like the set up as they feel like they are living independently with a combination of house mates that feels like a family. These examples can serve as a model for the commissioning of local accommodation for care leavers.

### **3 Education and Employment**

- 3.1 The government's [Keep on Caring Strategy](#) sees the local help and support that care leavers receive from their local authority as being critical to whether care leavers make the transition from care to independence successfully. One of the key outcomes of the strategy is to improve access to education, employment and training.
- 3.2 The Councils' Local Economy youth employment programmes are accessible to care leavers, though *they do not track outcomes for care leavers* specifically as part of their contract monitoring with providers.
- 3.3 This review notes the role of the Corporate Parenting Committee in monitoring education outcomes for children in care. The review was interested in the post 16 experience of children in care and care leavers.
- 3.4 As part of the review into Southwark's local offer to care leavers, the committee organised a visit to two significant services: St Giles Trust and Inspire. Both are examples of great work with young people to realise their educational and employment aspirations.



*St Giles*

- 3.5 The project confirmed that they work with care leavers, and other young people who need support, including young people with caring responsibilities. Some young people can only work for shorter periods due to restrictions on time.

The project addresses career progression, and can often include college and attending short courses. Smaller providers are able to build confidence with young people through developing relationships. Part of the project's work is employment engagement with actual and potential employers.

*Inspire*

- 3.6 Inspire delivers the *InSpired to Work* programme as part of *Southwark Works*. This programme supports young adults of 18-24 into employment by supporting them through 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.

- 3.7 The project is open to all young people who are local, not just Care Leavers. InSpire have been working with a specialised service that works with care leavers so they have received more referrals. More recently Inspire have been working with an officer who is the employment lead for Southwark on a council initiative recently convened to focus on 40 young people, in conjunction with other agencies. Relevant people and organisation all came together to create action plans for the young people and develop a range of services. The young people were not there for time efficiency reasons; however the young peoples' social workers & PAs were present. InSpire found this approach really valuable, particularly being able to hear from the range of professional expertise and understand the breadth of opportunities.

Each young person was assigned support and an action plan. The lead council officer is holding this process. Inspire received nine referrals.

- 3.8 Young people are supported to attend workshops about employment, and how to manage their money. Each young person has a dedicated case worker. Young people are matched with a placement and mentor from the industry they want to enter e.g. Accountancy. The initiative also holds unique events, such as event management.

Unresolved issues are wide ranging and challenging in the current financial climate. But better working arrangements between different departments and institutions could bring about improvements.

- There are problems in communication between housing and social care for the young people that the voluntary sector have to pick up.
- Apprenticeships are low pay jobs; the high living costs locally mean young people require extra support to be able to access an apprenticeship. This means that apprenticeships are unaffordable unless there is either family support, or additional social support.
- Care leavers can get support but those of them on the fringe might have problems – for example where they have accessed care services later.
- Young people who fall through the gaps are a concern.
- London living wage is needed for young people. This would make Apprenticeships fully accessible to a range of young people.
- There is an absence of a viable further education offer in Southwark which will have an impact on all young people planning to access higher education (OSC are considering this).
- University tuition fees present obstacles for care leavers to see higher education as a viable issue.

## 4 Mental Health

- 4.1 The state of mental health services for looked after children has been subjected to national scrutiny. The House of Commons Education Committee report *Mental health and well-being of looked-after children 2015/16* provoked a national outcry for putting the media spotlight on the inaccessibility of CAHMS to children in care and care leavers.
- 4.2 The mental health of looked after children is significantly poorer than that of their peers, with almost half of the children and young people in care meeting the criteria for a psychiatric disorder. The 2014 report into CAMHS is cited for revealing the crisis in the commissioning and provision of CAMHS.
- 4.3 The Government is investing £1.4 billion in children and young people's mental health services over the course of this parliament. Yet children in care and care leavers are more likely to experience poor health, education and social outcomes. Young people leaving care are five times more likely to attempt suicide than their peers, and looked-after children and care leavers are between four and five times more likely to self-harm in adulthood.
- 4.4 National statistics show that children leaving care are likely to enter the criminal justice system. 23% of adult prisoners have been in care and 40% of prisoners under 21. A comparative case study shows how one child's unstable and unsupported experience of care costs £22,415 more per year (including health, social care and criminal justice costs) than another child's stable and well supported care journey. It is widely accepted that seen in context, it makes more sense to invest in good mental health services earlier on, to prevent inflated costs for those children who have a poor experience of care and services.
- 4.5 The Education and Children's Scrutiny committee looked at the issue of looked after children and care leavers mental health in Southwark.



The issues are as follows:

- 4.6 It is widely accepted that Looked After Children (LAC) are too often based out of Southwark. This is more challenging for the council in its corporate parenting role. The committee asked how young people's health needs are addressed and officers responded that there is an out of borough nurse and we also work with GP receptionists to ensure registration.
- 4.7 The transition for young people into local borough CAMHS services remains patchy. With fostering done locally the transition is easier. For the cohort that often moves further out it is harder. There is a danger that children with self-harm issues, for example, are not accessing services. Elizabeth Murphy said she does extensive work with young people moved out of borough to advocate for young people to receive services from the borough that the young people are located in.
- 4.8 Local service providers can advocate but cannot force local CAMHS to provide services. However sometimes that is not adequate and the local CAMHS will not step in or it will be too late by the time the young person is accepted. In these circumstances, social care will privately commission services if young people are not able to access local services.
- 4.9 Young people with greater needs are often the people the council struggle to provide services for closest to home.
- 4.10 There is an issue of children on the edge of care. Commissioned services are not where we want them to be. Our staying put (with foster carers) is working well. Yet the availability of public housing has reduced drastically for all people.

- 4.11 So, if a person has been based in Kent for 10 years, it makes sense for them to live there. The developing post-16 accommodation strategy highlighted above acknowledges that young people are now sometimes placed outside of borough.
- 4.12 Southwark has good educational outcomes for its looked after children. But the issue of accommodation and the onset of mental health issues at the often 'tricky' adolescent stage of life can be a barrier for care leavers to realise their education or employment aspirations.
- 4.13 CareLink will accept all children for an assessment if they receive a referral where someone is raising a concern about a mental health issue.
- 4.14 Evidence shows that care leavers have poorer outcomes for physical & mental health, and are vulnerable to issues of Child Sexual Exploitation. The safeguarding board identifies risks to mitigate. Care leavers have been 'repositioned' within safeguarding as they have already reached that threshold.
- .
- 4.15 The review looked at assessments for care leavers and found that the joint strategic needs assessment doesn't always meet needs.
- 4.16 Officers report risky behaviour indicators that that demonstrate that responses are needed and this will be picked up in the Mental Health Strategy, due for completion in March.
- 4.17 Faced with this evidence it makes sense that all care leavers should receive the offer of a mental health assessment by a mental health professional so that they can be given the mental health and well-being support that is right for them.

### **Issues for consideration**

- 4.18 There could be a better link between demand for local care leaving services and local commissioning.
- 4.19 As above a commissioning strategy for care leaver's accommodation locally would mean that care leavers with poor mental health could access local services.
- 4.20 The investment of £1.4 billion nationally in CAMHS announced by the Government is extremely welcome, but it is crucial that it is used locally to provide the best possible outcomes for children and young people, and particularly for vulnerable groups such as children in care.
- 4.21 There needs to be greater joint working and commissioning of services between early help and intervention, mental health assessment and housing. In short a joint commissioning strategy for care leavers in Southwark.



## **5 What Southwark care leavers want**

5.1 On 05.04.17 we held a focus group with 10 Southwark care leavers at Talfourd Place. They were asked a series of questions on the key aspects of the Local Offer and mental health services. A note of the review can be found in the appendix.

5.2 Each young person was asked what if they would like to see anything change

5.3 The following suggestions were made.

- 1) Reinstate telephones with someone at the other end.
- 2) Reinforce transparency and honesty on the decisions made about individual care leavers..
- 3) Personal advisers, social workers and all other staff are asked to be professional when it comes to time keeping and always be on time.
- 4) Young people requested that managers demonstrate better leadership of social workers and personal advisers.
- 5) Move on accommodation should be made available in London – this doesn't have to be a house or flat – but could be shared options.
- 6) Local emergency and temporary accommodation was required. One young person had to travel all the way to her job in Croydon because she had been moved to emergency accommodation in Waltham Forest
- 7) More services; workshops on support on independent living were requested.
- 8) A commissioning strategy for accommodation in multi cultural areas – as noted above one young British Black woman complained about placements in Devon. Others felt that placements in Scotland and the Isle of Wight are just too far away.
- 9) Young people emphasised the importance of knowing their rights, and having good information about services. Specialised and generic services we visited were not always making use of the full range of services for Care Leavers.

## 6 Conclusion

The scrutiny review has revealed good practice in Southwark for care leavers. The areas which need improving are already known and understood by the children's workforce. The Council and its partners are working under considerable financial pressure which makes it doubly important that our care leavers service is fit for purpose. At the time of writing the DfE announced that the Council has been successful in its joint innovation bid with Catch 22 to transform our services for care leavers. This is welcome news which will enable greater positive outcomes for young people leaving care.

In addition, the opportunities for care leavers outlined in the Children and Social Work Bill along with further investment in CAHMS must be seized upon by the leaders of the Southwark children's workforce to better improve the life chances of children in care and leaving care.

The committee wishes to make sure that all care leavers can access a range of services to meet their needs including: financial support; access to education, training and employment; personal advisers and effective pathway planning; appropriate housing, including supported accommodation; and mental health and counselling services.

Given the well documented evidence that young people who have been in care are at risk of mental health problems, it is important that no young person in or leaving our care requiring emotional support falls through the safety net. It is vital that care leavers are able to access to child and adolescent mental health services (CAMHS) during their transition out of care and into independence, if needed.

## **7 Recommendations**

### The Local Offer

- The Council should begin its consultation on its implementation of the Care Leaver Covenant with all the relevant partners in the children's workforce, local economy and local businesses and health
- A new Care Leaver Offer as amended in line with the new legislation and attached recommendations must be communicated to children and young people in care and leaving care.
- The Local Offer for Care Leavers should be published so that both young people and agencies know their rights, entitlements and the range of support service available to meet their needs, and include both specialised and generic services that they are likely to make use of. This should include: housing entitlements; accommodation & housing support services; higher education grants; employment, training, education support services; apprenticeships programmes; counselling, mental health and emotional support; personal advisers; advocacy & mentoring; accesses to practical and relational courses to prepare young people for independent living.

### **Personal Advisers**

- The extension of support from a Personal Adviser to all care leavers to age 25 must be communicated to those who have already left our services but will now be eligible for a 'retrospective personal adviser' service provision.
- A capability review of personal advisers could be made, so that the council and its partners can meet the expectations of the care leavers requiring services
- A plan is required to get in touch with care leavers retrospectively on the extended support arrangements.

### **Housing**

- A joint commissioning strategy for care leavers must be drafted about housing and children's services.
- The commissioning strategy should consider examples of innovative accommodation commissioning featured in this report, with a view to commissioning accommodation for care leavers in Southwark.
- The Corporate Parenting Committee should review the commissioning strategy and its implementation

### **Mental Health**

- Mental health assessments to be made available for every child in care and care leaver in Southwark.
- A joint commissioning strategy for care leavers services is urgently needed to find innovative solutions to find local placements for care leavers close to local mental health services.

### **Employment, education and training**

- A programme of training for care leavers must be refreshed, published and widely advertised
- All care leavers must be supported to manage their finances, find safe and stable accommodation and not find themselves falling into debt.
- In the absence of a good further education offer Southwark should look at ways to increase the number of care leavers attending university. This should include lobbying government to waive tuition fees for care leavers or guarantee access to apprenticeships.
- To fully understand the impact of the local offer for care leavers, performance information should be collected on the above points. In addition, the Council should collect statistics on every care leaver accessing services like Inspire and St Giles and collect information on the outcomes in education and employment.



### **Outreach visit to Accommodation providers on Monday 20 March 2017**

The Education and Children's Services Committee is conducting a review into the experience of children and young people leaving the care system, in order to make recommendations for improvement. Two visits were made to council funded accommodation providers, by the committee chair Cllr Jasmine Ali, the scrutiny project manager, Julie Timbrell and the commissioning officer, James Postgate. Both the projects house care leavers and other young people in need.

#### **Springfield Lodge – support and housing service for young people aged 16+**

1 Grove Hill Road  
Camberwell  
London  
SE5 8DF

The service is run by the Salvation Army. Ivan Congreve, service manager, and Helen Wilson, coordinator, discussed the service and gave a tour of the accommodation.

The project houses 33 young people. Around 50 % are care leavers. The other young people are 16 to 18 year olds who the council have deemed priority homeless. Often these young people will also have some kind of social care involvement. Young people can choose to be 'Looked After' at 16, 17 & 18 years old, and there was a court judgement to this effect. This means they can access more support. Homelessness is often a result of relationship breakdown between the young person and parents, the wider family & stepfamily.

The young people are frequently experiencing social problems: there is a significant problem with gang involvement. This can mean the young people are involved in the drugs business, robberies, knife crime and other forms of inter-gang violence, as well as child sexual exploitation / prostitution. Young people are vulnerable to gang involvement because they often yearn for a sense of belonging, and gangs offer this. Grooming for gang involvement can take place at school.

The project works with young people by building relationships, developing trust, and seeing the young people for who they really are. They challenge bad behaviour, and reward positive behaviour.

Support meetings take place initially once a week, then every couple of weeks. In the initial meeting a Risk Assessment is done and the young people is given 8 areas to work on, including physical, emotional and spiritual development. Young people are originally given a 28 days to licence to occupy, and this can be extended to 1 month, 2 months and 3 months. Young people can progress from a small room with shared kitchens in clusters (similar to university student accommodation), then to a studio flat, and then finally there are a few flats located in the grounds of the project, which are used to prepare for independent living. There are also extra facilities on site: a study/computer room, music studio and garden.

Before being allocated a permanent council tenancy young people live in Northcote House training flat, however that can involve mixing with adults with mental health problems and involve difficulties with storage of furniture and household goods acquired. It also means another move, and for young people who may have experienced a lot of instability and several moves this needs to be justified.

Young people are expected to progress. If there are problems the project uses the same disciplinary process that young people may experience at work, partly in preparation. The reasons for young people having their supported accommodation terminated include perpetrating a crime, not paying

rent, or not engaging. Normally moves are planned, and options include going to Bournemouth Road, a bedsit, or specialist residential accommodation, which can be frequently based out of London.

The workers were asked if moves out of London work; they said although there can be reasons for moving young people away it often does not work as young people travel back.

The workers said that for those who progress successfully through the programme the housing move options include being resettled back home, moving into private rented accommodation or if Band 2 status is given because of Care Leaver status or through the Move On Allocation Allowance (MOAA) scheme they can access a council flat or social housing. (The Move On Allocation Allowance (MOAA) assists adults and young people in supported housing to move into their own homes. Young people have to demonstrate they have taken steps to progress, for example: engaging with education, employment and training over time. The scheme is recognised as valuable in how it offers support and help, on the basis of clear milestones achieved, and responsibilities fulfilled.)

The workers were asked about permanent rehousing out of Southwark given the limited social housing availability. The workers said most young people want to stay in Southwark, though the rest of London is okay, but further afield is problematic as the young people would have little support. Young people will have local relationships and much of the projects preparation work is focused on building community links.

The project was asked if it would be helpful for Southwark to offer a scheme of shared living with one person acting as a peer landlord. They thought this could be useful as a development stage as young people who receive their own tenancy too soon can fail to sustain it.

The project links in with Southwark Works for employment support. Apprenticeships can be difficult for young people to maintain because the pay is low.

The project has links with care leavers who have moved on and they come back from time to time to offer their experience, and sometimes informal peer support happens, which they considered valuable as this happens organically.

The scheme runs a Life skills programme, with about 23 modules; however they are working to develop a smaller range of core categories.

The project was asked for recommendations and they gave the following:

- Recent re-tendering has left the project with the same money, which is not sufficient. The Salvation Army tops up with fundraising, how if the money continues to flat line this will become increasingly difficult
- More consistency - longer term contracts and also a consistency with expected outcomes. They would like commissioners to recognise the journey and little milestones e.g. a young person not grunting and instead offering a greeting is an important step.

**Southwark Accommodation Based Service/Floating Support Service for Young People - support and housing service for young people aged 18+ including mothers and babies**

4 Chancel Street  
London  
SE1 0UX

Jess Haigh and Jacqueline (LookAhead Care and Support) met and talked about the service.

Southwark Accommodation Based Service (SABS) delivers accommodation based support in properties owned by private landlords. The people using the service are semi-independent, as they are coping with floating support. They have their own tenancies and receive 3 hours support (not all face to face) for about 2 years. Support workers will link people into the community and offer tenancy support.

People usually move on using the Move On Allocation Allowance (MOAA) scheme. The project said this is a valuable route as it built independence. Workers said it would be helpful to have more consistency for clients in the MOAA expectations, and also the expectation for young mothers to work can be problematic. This is particularly so for care leavers, who may have increased separation anxiety around leaving young babies or toddlers because of their early experiences. They also struggle to find an appropriate person to child-mind, with no income and little or no family support. Once the children are older and the 15 hours early years offer becomes available it is easier for young mothers to fulfil the work requirement for MOAA.

Moving on options without MOAA are very difficult. Private housing is prohibitively expensive; in supported housing £204 per week is available via housing benefit, but this drops to £95 when people leave. Moving out of the borough to access cheaper housing is difficult without local support networks. They considered young mothers staying in borough a particular priority.

Floating Support around 100 young people receive floating support. There are a range of issues leading to people being in a precarious housing situation and in need of support ; often related to family breakdown. The floating support service is offered to people in a variety of situations, but hardly anyone or no-one is in private accommodation. Some people are sofa surfing, or staying with family, or in social housing.

Although support is offered it can be difficult to get young people to engage – the support is voluntary. Care leavers can sometimes not engage authentically because of a lack of trust. Other issues with care leavers are related to ‘attachment’. Boundaries can be an issue, with confusion between friendships and professional relationships – this is not helped by inconsistent messages from providers.

The project thought better working relationships with social workers, for example joint team meetings, would be helpful to provide better support to care leavers. They thought more courses on practical life skills, relationships and managing emotions would be helpful for care leavers e.g Managing Money and Healthy Relationships . These need to be made appealing; accredited courses are more popular. The project encourages people to develop relationships and engagement in community, and they promote positive risk taking. They work with REED to get employment support.

They thought peer mentoring for care leavers would be good, particularly from older people with experience of the care system, as care leavers can often distrust professionals.

## Outreach visit to Local Economy Team programmes on Thursday 10<sup>th</sup> November 2016

The Education and Children's Services Committee is conducting a review into the experience of children and young people leaving the care system, in order to make recommendations for improvement.

The government's [Keep on Caring Strategy](#) sees the local help and support that care leavers receive from their local authority as being critical to whether care leavers make the transition from care to independence successfully. One of the key outcomes of the strategy is to improve access to education, employment and training.

The Council's Local Economy programme youth employment programmes are accessible to care leavers, though they do not track outcomes for care leavers specifically as part of their contract monitoring with providers.

The chair of the committee, Councillor Jasmine Ali, , scrutiny project manager, Julie Timbrell, with the support of Elaine Gunn , Principle Strategy Officer, visited two providers, St Giles Trust and Inspire. They were chosen as examples and in order to understand more about the employment support offer available to young people in Southwark, the issues young people are often faced with, the impact of the programmes on the lives of young residents and to hear case study examples about Southwark care leavers.

### **St Giles Trust**

Visit Dee Rouse (Contract Manager) at St Giles Trust.

Address: St Giles Trust, Georgian House, 64-68 Camberwell Church Street, SE5 8JB

[www.stgilestrust.org.uk](http://www.stgilestrust.org.uk)

St Giles Trust provides the council's Youth Fund part-time employment programme called **GROW**. This programme supports young people (aged 16-24) who are still in education or have other responsibilities (such as caring) into part time work. The current 2 year contract runs until March 2017. They **deliver** the Youth Fund **Getting Ready for Work programme**. This provides a 'ladder of support' for young people who are keen to engage in employment but are not work ready. The programme targets support based on the level of need and work readiness of the young person. They have been contracted to work with 220 people and to date they have worked with 200. The aim is part time employment and sustaining employment for 6 months.

The project confirmed that they work with care leavers, and other young people who need support, including working with young people with caring responsibilities. Some young people can often only work for shorter periods due to restrictions on time.

The project works by addressing career progression, and this can often include college and attending short courses. Smaller providers are able to build confidence with young people through developing relationships. Part of the projects work is employment engagement with actual and potential employers.



A Young person's experience - Ariana O

*Joined through work experience for a week, but stayed for a year. Her work experience in St Giles enabled her confidence to grow and she said she has learnt a lot. Ariana said the project made her aware of the qualities she had. She went on to work at another cafe, and now has a job as a barista for 6 hours. She is also attending full time education, studying business.*

*She said the project helped her with everything - from personal issues to education. She obtained a qualification and received help with the course homework. Now she is studying English, as her third language. She said that GROW helps people get out of gangs and fights.*

*When asked if the project had helped Ariana develop friendship she said that when she first arrived she was more withdrawn and lacked confidence, but now she has developed and focused on that area, becoming more outgoing; now she does have many friends. Dee added that Ariana has developed experience with mixing with different ages in a work environment. Ariana said that with clients here it is important to be patient with people and not judge people. The staff here are very good at that. When asked about young people who are more resistant Ariana said that staff can talk to people in separate rooms and that helps.*

The project looks at the wider needs of young people and they do training on food and budgeting. Many young people turn to McDonald's to eat. The project provides advice, but it is difficult as some hostels may not have cooking facilities.

Another problem was zero hour's contracts. This created problems with young people's hostels because of variation in money to pay rent. Changes in take home pay were difficult to manage particularly as many young people do not know how to negotiate with the hostels; consequently the young people were building up debts of 500 or 600 pounds. The project now keeps in contact with the young people every two weeks addressing issues as they arise. They also help them with their rights e.g. not taking overtime the young people can not actually manage, through fear of losing their jobs. The support workers are there to fight the young people's corner.

Their work is about building confidence in making choices to build independence, and showing the young people services that can help, if the young people need to access specific help. The project is there, with the young person, to offer support and guidance, until such time as the young people decide they can do it for themselves. The project said that when the young people start to make autonomous decisions they know the young person is ready to move on and at that point the project might suggest reducing support to once a month, for example.

When asked how long this takes the project team said it takes some time often to build a relationship and to identify the issues - depression; exploitation; gangs. There can be many things going on for each young person, and help can only be provided once a relationship is developed. Sometimes young people can be helped in a month, sometimes support lasts a year and half.

One issue flagged up was that funding can be time limited, but the project can not just drop clients. This needs to be looked into if the funding changes; giving consideration to what happens to the young people still receiving support from the project.

## **Inspire**

Visit Tracy Franklin (Director) and Asma Begum (Programme Manager InSpired to Work) at Inspire at St Peter's

Address: InSpire at St Peter's, The Crypt at St Peter's, Liverpool Grove, SE17 2HH

<http://in-spire.org.uk/youth-programme/>

Inspire deliver the **InSpired to Work programme** as part of **Southwark Works**. This programme supports young adults 18 – 24 into employment by supporting them through 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.

Inspired to Work started 5 years ago

A young people coming through the door will first receive an Initial Assessment, which will help decide where the young person would best fit. A plan will be developed identifying what the young person wants to do. The project will look for ways to address functional skills and life issues. A programme will be developed to work with the young people to upskill or find paths to an apprenticeship and or employment.

Young people are supported go on extensive workshops about employment, and also money savvy workshops on how to manage their money. Each young person has a dedicated case worker. Young people are matched with a placement and mentor from the industry the young want to enter into e.g. Accountancy. The initiative also holds unique events, such as event management.

There is higher level support package for young people "getting ready to work" for people with more needs, which offers intensive support and access to funds.

The project is open to all local people who are local, not just Care Leavers. InSpire have been working with a specialised service that works with care leavers so they have received more referrals. More recently Inspire have been working with an officer who is the employment lead for Southwark on a council initiative recently convened to focus on 40 young people, in conjunction with other agencies. Relevant people and organisation all came together to create action plans for the young people and develop a range services. The young people were not there for there for time efficiency reasons; however the young peoples' social workers & PAs were present. InSpire found this approach really valuable, particularly being able to hear from the range of professional expertise and understand the breath of opportunities. Each young people were assigned support and an action plan. The lead council officer is holding this process. Inspire received 9 referrals.

Recently the project received new funding for "ladies in reduced circumstances" for employment support, training, white goods, transport. The money is focused on meeting needs and then enabling

young people to develop independence. An example is where one young person has received funding for two illustrations courses from this fund.

InSpire was asked for recommendations on improving the offer for Care Leavers and identified the following issues:

- There are problems around of communication with housing and social care for the young people, which the voluntary sector then often has to pick up.
- Apprenticeships pay a low amount; the high living costs locally mean young people require extra support in order to be able to access an apprenticeship. This means that apprenticeships are unaffordable unless there is either family support, or additional social support.
- Care leavers can get support, but Care Leavers on the fringe might have problems – for example have accessed care services later.
- Young people who fall through the gaps are a concern.
- London living wage is needed for young people. This would make Apprenticeships fully accessible to a range of young people.

## **Commonweal Housing and Catch22 Peer Landlord Scheme Evaluation**

### **The nature of the peer landlord scheme**

The peer landlord scheme provides an innovative and supportive approach to housing for young people. Houses are jointly occupied by three or four young people, one of whom is assigned the role of 'peer landlord'. The peer landlord has the responsibility of offering support to other tenants, as well as overseeing the smooth functioning of the household on a day-to-day basis.

### **How does the peer landlord scheme add value?**

Young tenants in the peer landlord scheme are likely to have more in common with young peer landlords than with the professional key workers involved in other supported housing schemes. Because of this – and due to the increased level of contact that peer landlords and tenants have by virtue of their living together – peer landlords are well placed to provide support and guidance to tenants. This might consist of help and advice around issues such as employment and benefits applications and timely payment of rent.

The scheme provides peer landlords and tenants with experience of living in shared housing, which in turn provides good foundations for future living arrangements which might include further shared accommodation. In particular, the scheme enables peer landlords to develop transferable skills, such as communication, negotiation, engagement and conflict resolution skills. These are valuable general life skills, but might be especially useful in terms of securing future education and employment opportunities.

### **What kind of person makes a good peer landlord?**

One of the main factors contributing the success or failure of the peer landlord scheme is the suitability of the young person to the role of peer landlord. It is important for a peer landlord to have an appropriate degree of maturity, professionalism and confidence in order to fulfil the function of a peer landlord. In this regard, someone with a recent record of engagement with education or employment is likely to be best suited to the role.

Existing tenants with a positive history on the peer landlord scheme might be particularly well suited for progression to the role of peer landlord.

### **What kind of young person is suitable as a tenant?**

Tenants should be young people who have already made relatively good progress in their transition toward adulthood and independence. In other words, those who require intensive support around issues such as mental health or substance abuse are unlikely to be suitable for the scheme. Ideally, tenants should be those who are engaging in education or employment, and have clear plans for their future e.g. around future move-on accommodation.



## What tools do we use to identify both peer landlords and tenants?

Referrals for peer landlords and tenants are made by professionals in Catch22 and other relevant agencies. These people are interviewed to ascertain their suitability for the peer landlord scheme. In order for this process to work successfully, good communication should be made with referral agencies, because these agencies will have useful information about the young person who is being referred.

Interviews should include relevant methods of assessing suitability, such as conflict resolution exercises, and questions about key issues relating to shared housing. Wherever possible, existing tenants and peer landlords ought to be involved in the recruitment of replacement tenants when a young person moves on to further accommodation.

## What have we learnt from this project and how will we apply this learning?

### *Appropriate selection of peer landlords and tenants*

During the initial phase of the peer landlord scheme, pressure to fill accommodation resulted in a somewhat hasty appointment of peer landlords and tenants. With hindsight, these young people may not have been the most suitable candidates for participation in the scheme. Moving forward it is important that a well-structured recruitment process is established and followed.

One tenant in particular was upset that she had been placed in a three person household, in which the other two tenants had been good friends before the tenancy – this meant that she found it difficult to socialise with the other two residents, which led to her feeling isolated.

### *Training & clear expectations*

There was a general acknowledgement that peer landlords had not received appropriate training. Tenants in particular felt that peer landlords did little more than the tenants themselves in terms of the day-to-day management of the household, e.g. paying bills and arranging household repairs.

A formalised system of training should be established so that peer landlords are clear about their roles and develop the capability to fulfil these roles adequately. At the start of their tenancy, tenants need to be made fully aware of the role of peer landlords, in order to effectively manage their expectations and ensure that they can make the most of the support on offer from peer landlords. In particular, it would be useful for tenants and peer landlords to have an initial household meeting to discuss key issues around household management and responsibilities, followed by regular (e.g. monthly) household meetings to discuss any relevant issues. Professionals from Catch22 should also attend these household meetings whenever possible.

### *Disputes: the need for appropriate structures and support*

One of the main problems raised by the peer landlord scheme was around rent arrears. While peer landlords seemed comfortable in offering support and advice to tenants on issues such as education and employment, they were reluctant to engage with tenants around money issues. This resulted in some tenants falling into significant rent arrears.

A clear and structured approach should be created toward the payment of rent. For example, if a tenant misses a specified number of rent payments, this should trigger a conversation between the peer landlord and the tenant regarding the creation of a realistic payment plan. If this fails to rectify the problem by the time of the next rent payment, the peer landlord should make contact with the relevant professional in Catch22, who in turn should contact the tenant to discuss the issue. If the problem remains unresolved at this point, a formal response may be necessary, e.g. warning letters and the possible threat of eviction.

A graded system of support and sanctions – to be initiated soon after a problem of rent arrears has arisen – provides a good way of addressing this issue. Such a system ought to be covered in the training process for peer landlords. Moreover, tenants should be made aware of the procedures around rent payment at the outset of their tenancy, so that they are clear about what is expected of them.

### *Utilising peer landlords*

Whilst it is important that peer landlords are fully utilised in the scheme – i.e. that they are the main source of support for tenants, as well as the primary individuals responsible for the smooth functioning of the household – it is also important that they feel they can fall back on the support of Catch22 professionals when appropriate. To date it seems that peer landlords have negotiated a good balance between addressing issues themselves and calling on the support of professionals, with the exception of issues around rent arrears. Establishing the types of situation which require the support of professionals in Catch22 is another issue that should be covered during peer landlord training.

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**OVERVIEW & SCRUTINY COMMITTEE****MUNICIPAL YEAR 2016/17****AGENDA DISTRIBUTION LIST (OPEN)****NOTE:** Original held by Scrutiny Team; all amendments/queries to Shelley Burke Tel: 020 7525 7344

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