

# Open Agenda



## Better Placed Joint Committee (Lambeth, Lewisham and Southwark)

Thursday 3 December 2015

10.00 am

Ground Floor Meeting Room G02C - 160 Tooley Street, London  
SE1 2QH

### Membership

Councillor Lib Peck, Leader of Lambeth Council  
Mayor Sir Steve Bullock, Mayor of Lewisham Council  
Councillor Peter John, Leader of Southwark Council

### Reserves

Councillor Jack Hopkins, Cabinet Member for Jobs and Growth (Lambeth)  
Councillor Alan Smith, Deputy Mayor (Lewisham)  
Councillor Ian Wingfield, Deputy Leader and Cabinet Member for Business, Employment and Culture (Southwark)

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#### Contact

Everton Roberts on 020 7525 7221 or email: [everton.roberts@southwark.gov.uk](mailto:everton.roberts@southwark.gov.uk)

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Members of the committee are summoned to attend this meeting

**Eleanor Kelly**

Chief Executive

Date: 25 November 2015



# Better Placed Joint Committee (Lambeth, Lewisham and Southwark)

Thursday 3 December 2015

10.00 am

Ground Floor Meeting Room G02C - 160 Tooley Street, London SE1 2QH

## Order of Business

Item No.	Title	Page No.
1.	<b>APOLOGIES</b>	
	To receive any apologies for absence.	
2.	<b>APPOINTMENT OF CHAIR</b>	
	To appoint a chair for the 2015/16 municipal year.	
3.	<b>NOTIFICATION OF ANY ITEMS OF BUSINESS WHICH THE CHAIR DEEMS URGENT</b>	
	In special circumstances, an item of business may be added to an agenda within five clear working days of the meeting.	
4.	<b>DISCLOSURE OF INTERESTS AND DISPENSATIONS</b>	
	Members to declare any interests and dispensations in respect of any item of business to be considered at this meeting.	
5.	<b>TERMS OF REFERENCE AND MEMORANDUM OF UNDERSTANDING</b>	1 - 7
	To note the terms of reference and adopt the memorandum of understanding for the better placed joint committee agreed by the three boroughs.	
6.	<b>PATHWAYS TO EMPLOYMENT (PTE) PHASE 2 - CONTRACT AWARD</b>	8 - 35
	To award the Pathways to Employment phase 2 contract.	

Date: 25 November 2015

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**TERMS OF REFERENCE**

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**BETTER PLACED JOINT COMMITTEE****Joint Committee of the London Boroughs of Lambeth, Lewisham and Southwark****Role and functions**

The London Boroughs of Lambeth, Lewisham and Southwark have established a joint committee to discharge executive functions on behalf of the three boroughs, in so far as they relate to joint activities or areas of common concern in relation to growth, economic development and skills. Over time the committee may consider other areas.

The committee will:

1. Provide oversight and decision-making of the Pathways to Employment pilot
2. Work together to transform local public services in employment support
3. Work collectively with employers, colleges and other stakeholders on jobs and skills, where appropriate
4. Represent the collective interests of the constituent boroughs to national and local government and other bodies, where appropriate
5. Jointly bid for funding, training and employment programmes e.g. EU funding and oversight of that funding
6. Manage and allocate spending of funding and other financial resources within its remit
7. Take on additional responsibilities and funding delegated from government where the committee judges this to be in the best interest.

The governance arrangements provide flexibility so that these functions can be added to or amended over time.

The joint committee does not have power to exercise non-executive functions on behalf of the three boroughs.

**Matters reserved for decision**

The matters reserved for decision are set out in the roles and functions of the joint committee.

## **APPLICATION OF CONSTITUTION AND PROCEDURE RULES TO THE JOINT COMMITTEE**

### **Membership**

1. Each council shall appoint its Leader / Mayor to sit on the joint committee. Each council should also appoint a named substitute (to be an executive member for those operating executive governance arrangements) to attend in the Leader / Mayor's absence.
2. Partners and stakeholders will be invited to be part of/or send representatives to the meetings of the joint committee as appropriate; they will attend in an advisory capacity only.

### **Quorum**

3. The quorum for meetings will be at least one member from each of the boroughs.

### **Voting**

4. Each member of the joint committee will have one vote and all business coming or arising before the joint committee shall be decided by a majority of the members of the joint committee present and voting (in accordance with paragraph 39 of Schedule 12 to the Local Government Act 1972).

### **Overview and scrutiny**

5. Decisions of the joint committee are subject to scrutiny and 'call in' by each or any of the three boroughs.
6. Each of the three boroughs has established overview and scrutiny arrangements for the joint committee.
7. In the event that a decision of the joint committee or any sub-committee is 'called in' the chief executive (or an officer designated by the chief executive) for the relevant borough will attend the relevant scrutiny committee together with the member or their substitute nominated from that borough to be on the joint committee.

### **Administration**

8. Administrative support for the meetings of the joint committee will be provided by Southwark Council and the chief executive of Southwark Council will be formally designated as clerk to the joint committee with responsibility for the provision of administrative support.

### **Lead borough / Accountable body arrangements**

9. Where necessary a lead borough shall be identified from amongst the parties to implement any necessary activities. Subject to any change from joint committee members, below details the initial roles and responsibilities of joint committee members:

London Borough of Lambeth – lead accountable body for procuring and contracting with third parties

London Borough of Southwark – lead accountable body for administering the joint committee

London Borough of Lewisham – lead accountable body for bidding for and holding grant funding and managing community budget staff.

10. Any changes to this will be accepted by unanimous agreement by voting members.

## **MEMORANDUM OF UNDERSTANDING**

### **Supporting the Joint Committee of the London Boroughs of Lambeth, Lewisham and Southwark**

#### **BETWEEN:**

- (1) THE LONDON BOROUGH OF LAMBETH of Town Hall, Brixton Hill London SW2 1RW
- (2) THE LONDON BOROUGH OF LEWISHAM of Town Hall, Catford Road London SE6 4RU
- (3) THE LONDON BOROUGH OF SOUTHWARK of Town Hall, 160 Tooley Street, London SE1P 5LX

Hereinafter called "the three boroughs".

#### **1. Introduction**

- 1.1. The London Boroughs of Lambeth, Lewisham and Southwark are establishing a Community Budgets / Better Placed Joint Committee to:
  - Share risk and facilitating joint decision-making in relation to the community budget pilot, including but not limited to the Pathways to Employment programme;
  - Provide a mechanism that could be used to support joint decision-making in relation to future joint initiatives and local co-commissioning arrangements; and
  - Support devolution of responsibilities from Whitehall in relation to welfare and employment support.

#### **2. Purpose**

- 2.1. The purpose of this MoU is to clarify the relationship, roles and responsibilities of the three boroughs in establishing a Joint Committee.

#### **3. Status of this Memorandum of Understanding**

- 3.1. The Memorandum of Understanding is an operational document. It is not a formally binding legal agreement and the partnership is not a legal entity.
- 3.2. The Authorities enter into the MoU intending to honour all their obligations in a spirit of commitment to joint working and co-operation. The Partners individually and collectively agree to use all reasonable endeavours to comply with the terms and spirit of the Memorandum of Understanding.
- 3.3. Under the Memorandum of Understanding the Partners cannot employ staff, let contracts or commit financial resources on behalf of the constituent Partners without their formal agreement.

#### **4. Management and governance arrangements**

- 4.1. Administrative support for the meetings of the Joint Committee will be provided by the London Borough of Southwark on a lead borough basis and the Chief Executive of Southwark Council will be formally designated as clerk to the Joint Committee with responsibility for the provision of administrative support and to ensure that all access to information requirements are met.

#### **5. Meetings**

- 5.1. Joint Committee meetings will take place as required, likely to be twice a year.

#### **6. Funding and finance**

- 6.1. Any funding requirements will need to be agreed by the voting members and liabilities will be split equally unless otherwise agreed by unanimous decision of voting members.
- 6.2. London Borough of Lewisham will be responsible for administering and holding grant funding, and will be the accountable body for any such grant funding.

#### **7. Duration**

- 7.1. This MOU will take effect from October 2015 and will terminate on such date as shall be agreed by all the Parties. This is a non-statutory agreement and is subject to the applicable national and international laws of the states to which the Parties belong.

#### **8. Review, amendments, dispute resolution and termination**

- 8.1. The content of this MOU will be reviewed annually or at the request in writing of one of the Parties. Amendments can only be made on the agreement of the three boroughs.
- 8.2. Disputes and/or disagreements between the members of the Joint Committee will be referred to the chief executives of the authorities to deal with the matter directly.
- 8.3. Disputes and/or disagreements arising from officers in the boroughs in the Joint Committee will go to Directors and then to Joint Committee members.
- 8.4. The Parties will actively seek to develop co-operation, MOUs and other forms of agreement with other local authorities and regional stakeholders.

#### **9. Intellectual Property Rights**

- 9.1. Subject to the rights of third parties, the Partners will share equally the intellectual property rights to all data (except personal data), reports, specifications, designs, inventions or other material produced or acquired including copyrights in the course of their joint work. The Partners agree that any proposal by one Partner to permit a third party to utilise the documents and materials produced by the partnership shall be subject to the agreement of all

other Partners. Any changes, amendments or updates made to the documents and materials, if made under the terms of the Memorandum of Understanding, shall be jointly owned by the Partners.

## **10. Freedom of Information Requests**

- 10.1. If any partner receives a freedom of information request in respect of shared work associated with the Memorandum of Understanding it will be shared at the earliest opportunity with the other relevant authorities in order to determine and achieve a consensus as to what information shall be released.

## **11. Termination**

- 11.1. Any of the Partners may withdraw from the Memorandum of Understanding at any time. Any Party wishing to withdraw from the Memorandum of Understanding must obtain the approval of all members of the Joint Committee, who will give any such approval subject to conditions that will ensure an orderly winding down of that Partner's responsibilities without detriment to the other Partners that would arise from premature withdrawal. No Partner may withdraw agreed funding which has already been committed by the Lead contracting party to third parties, or which would expose the lead accountable Partner to financial loss.
- 11.2. If the Memorandum of Understanding is terminated, the Partners agree that any reports, studies or any other information which has been jointly prepared by the Partners can be used by each of the Partners separately.

## **12. Indemnities**

- 12.1. The three boroughs agree to indemnify against any costs, losses, liabilities and proceedings which the Lead Boroughs may suffer as a result of or in connection with its obligations hereunder provided and to the extent that such costs, losses, liabilities and proceedings over and above that which each borough to this Agreement is required to contribute and such extra costs are not due to any avoidable negligent act or omission (determined at law) of the Lead Borough or breach by the Lead Borough of its obligations hereunder.
- 12.2. Any Lead Borough appointed hereunder shall indemnify the other Parties against any costs, losses, liabilities and proceedings over and above that which each borough to this Agreement is required to contribute and such costs which the other Party or Parties may suffer as a result of or in connection with any breach of the Lead Borough's obligations hereunder and/or any avoidable negligent act or omission (determined at law) in relation thereto.
- 12.3. Each borough to this Agreement shall inform the other boroughs at the earliest opportunity of any issue or matter or legal process or proceedings which may affect the three Boroughs' obligations under this Agreement.



**13. Signatories**

Signed for and on behalf of Lambeth Council

Name.....

Title.....

Signature .....

Date.....

Signed for and on behalf of Lewisham Council

Name.....

Title.....

Signature .....

Date.....

Signed for and on behalf of Southwark Council

Name.....

Title.....

Signature .....

Date.....

<b>Item No.</b> 6.	<b>Classification:</b> Open	<b>Date:</b> 3 December 2015	<b>Meeting Name:</b> Better Placed Joint Committee
<b>Report title:</b>		Pathways to Employment (PtE) Phase 2 – Contract Award	
<b>Ward(s) or groups affected:</b>		All wards across Lambeth, Lewisham and Southwark	
<b>Cabinet Member(s):</b>		Councillor Lib Peck, Leader of Lambeth Council Mayor Steve Bullock, Mayor of Lewisham Council Councillor Peter John, Leader of Southwark Council	

## RECOMMENDATIONS

1. That the Joint Committee awards the Pathways to Employment (PtE) phase 2 contract, maximum value of £1,823,611.60, to St Giles Trust for a period of two years. The indicative start date for this contract will be 14<sup>th</sup> December 2015. The contract will be finalised once an agreement has been entered into with London Councils and they are able to draw down on European Social Funding.
2. To note that Lambeth Council will be the contracting authority for this award, though the three boroughs, in line with the Joint Committee agreement, will share risk and liabilities.
3. To note that, should the boroughs be successful in gaining more ESF match fund, the contract may be extended accordingly. The boroughs have set aside a contingency fund for this using Transformation Challenge Award funding.

## BACKGROUND INFORMATION

4. Lambeth, Lewisham and Southwark are three London boroughs with remarkably comparable challenges – we have similar levels of unemployment and residents needing better skills to access employment.
5. We place a high priority on promoting a strong local economy in our boroughs; we want to see more people in work, more apprentices, and more opportunities for the 71,000 residents across our three boroughs claiming out-of-work benefits.
6. In the face of ongoing challenges for local public services as a result of ongoing reductions in funding, we believe that only by working collaboratively across our three councils with our local partners are we better placed to implement whole system change for the benefit of our residents and to help move them from dependency to employment.
7. By collaborating, sharing information and using our collective influence, we have been able to shape and develop provision to ensure it provides the right intervention at the right time for our most vulnerable residents.

8. We believe that traditional delivery models of employment and skills support can often fail to achieve outcomes because they do not address the hidden, complex issues that are really preventing our residents from working. Our approach to redesigning the local welfare-to-work system has been to engage in continual dialogue with residents, government and local partners about what works best in in our localities.
9. Together, Lambeth, Lewisham and Southwark Councils have established a Joint Committee to make joint decisions relating to the boroughs' work and skills agenda. The purpose of the Joint Committee is to ensure effective governance for the Better Placed initiative and to enhance the transparency of the decision making process.
10. The award of the contract for Phase 2 of Pathways to Employment (PtE) is the first significant decision for the Joint Committee. Phase 2 has been informed by the learning from the first phase of the programme, which ran from November 2014 to November 2015.
11. The contract award will allow the second phase of delivery to commence. Over the past year, we have run the first phase of PtE, which is designed to provide the right interventions at the right time for a range of unemployed residents with complex needs, and has supported over 100 people into work.

#### **KEY ISSUES FOR CONSIDERATION**

12. This report proposes that the Joint Committee awards the contract for PtE to St Giles Trust for a period of two years, following an open and transparent, two stage restricted procurement procedure using EU Supply. Officers across the three councils are satisfied that the consortium led by St Giles Trust can meet the requirements of the service and contract, delivering a high quality service that provides value for money for the council and its residents.
13. The three councils secured £1.1m funding for this programme through the Department for Communities and Local Government's Transformational Challenge Award (TCA), and we have since increased this by a further £985,736 through the European Social Fund (ESF) via London Councils' direct bid. Of this, £1,823,611.60 is being used to fund the PtE contract.
14. In order to access ESF funding, the three boroughs must transfer £985,736 of the TCA funding to London Councils and permit them to become a 'managing agent' of this contract. Of this amount, £911,806 will be available for contract spend and £73,930 will be for London Councils' administration fee.
15. Without London Councils' involvement, the councils would be unable to access European funding. The three boroughs will retain oversight of contract delivery and performance through the programme's Steering Group and Programme Board.
16. The TCA has been confirmed and has been received by Lewisham Council. The three boroughs have received confirmation from London Councils that our ESF bid has been accepted. London Councils are currently in negotiations with the GLA's European Programme Management Unit. The contract will be finalised once we have entered into agreement with London Councils and they are able to draw down on ESF.

17. Initially the contract value will be a maximum of £1,823,611.60 and the contract period will be 24 months. However, provision is being made to extend the contract should a further ESF bidding round allow us to access additional funding. Appendix 1 of this report details the specification for phase 2 of Pathways to Employment. Contract price and outcomes have since altered due to ESF funding amounts; this will be reflected in the final contract with the appointed provider.

### **Pathways to Employment**

18. Our ambition is to ensure our residents, especially those with complex needs, get the 'right intervention at the right time', supported by skills and training provision that meets the needs of the current and future London labour market to enable them to secure good quality job outcomes.
19. PtE delivers a customer-centric keyworker model to help residents with barriers to employment navigate and access different provision and support them into work. Keyworkers work closely with people to establish a relationship built on trust, help them to better understand and tackle their wider barriers, and work together to develop an action plan to progress them into positive outcomes.
20. PtE is designed to work towards the transformation of public services to a model where services are resident focused and support is delivered in an integrated and holistic manner.
21. PtE intends to demonstrate that a more devolved approach to employment support services lead to better outcomes for residents, support wider service integration ultimately lead to the creation of a localised welfare, employment and skills system.
22. In designing PtE, we have worked with Jobcentre Plus, over 150 local partners and providers from the community and voluntary sector, residents from across all three boroughs, central government, and the Public Service Transformation Network (PSTN) to generate evidence for the development of a new system of back to work support for residents with the most complex needs.
23. The fundamental principles of PtE are:
- Comprehensive triage and assessment of people's needs and barriers to employment;
  - A customer centric, keyworker model with the needs of service users at its heart;
  - A well-defined, strongly linked network of partners across the councils and local voluntary and community sector providers as well as employers;
  - The integration of wider support services across the boroughs in order to deliver better outcomes for residents including a tailored, flexible pathway into employment but also wider benefits such as improved wellbeing;
  - Support to access training and jobs which match growth employment sectors and other opportunities which are present in the local labour market.

24. Phase 1, which began in November 2014, worked with 457 residents, with 111 supported into work to date – a success rate of 25%, far in excess of other provision for similar groups of people.
25. A procurement exercise has been undertaken and this report seeks permission to appoint St Giles Trust to deliver phase 2 of the PtE programme across three job centres in Lambeth, Lewisham and Southwark. This will be a 24 month contract, with an 18 month client intake period. Should the boroughs be successful in gaining more ESF match fund, the contract may be extended accordingly. The boroughs have set aside a contingency fund for this using Transformation Challenge Award funding.
26. This contract will be delivered through a consortium that includes The Green Man Skills Zone, Southwark Works, Tomorrow's People and Women Like Us. St Giles Trust will be the contracting organisation and responsible for managing the delivery partnership.
27. The second phase of PtE will help us develop and strengthen the process of integrating services across boundaries, by allowing us to build on findings from Phase 1 of what works and what does not work about the way we currently deliver wider support services for our residents. The learning will help inform future delivery and commissioning activity across the three boroughs.
28. The Joint Committee will be kept updated on progress with Phase 2 throughout the delivery period.

### **Procurement process**

29. The procurement of this service has taken place in accordance with European Union procurement rules and directives. As the contract value is above EU thresholds, information has been published on EU Supply on the OJEU website.
30. Lambeth Council led on the procurement, and published all procurement documentation at PQQ stage and used extended bidding timescales in order to encourage quality bids. In order to encourage partnerships and smaller organisations to access this procurement, all three councils shared the opportunity throughout their local supply chains and provided extended bidding time periods.
31. Potential suppliers were also informed about the potential TUPE implications. 11 members of staff who have been delivering phase 1 of the programme would have the opportunity to TUPE to the new provider.
32. At the pre-qualification questionnaire (PQQ) stage, providers in the marketplace were able to access all the tender documents. We received thirty (30) bids, with twenty-four (24) of these fully compliant.
33. It was stated in the PQQ instructions that the highest scoring six (6) providers would be invited to submit full tenders (the invitation to tender, or ITT, stage). The PQQs were evaluated, individually, by a panel of 3 (one representative from each borough) and then fully moderated to produce the results.

34. At PQQ, tenderers were required to complete a business questionnaire and respond to questions designed to demonstrate experience of delivering similar employment programmes. Suppliers were evaluated on:

<b>Criteria</b>	<b>Weighting</b>
Experience of delivering similar programmes Give details of one current or recent (last three years) project(s)/programme(s) of a similar design and purpose to that which Lambeth Council is commissioning	40%
Experience of building relationships and effectively accessing local services to address multiple barriers	15%
Experience of brokering job opportunities and enabling clients with complex needs to secure work experience and jobs and place clients into work, as well as providing post-employment support.	15%
Experience in assessing clients' needs in order to produce and maintain an effective action plan	15%
Experience of delivering and managing a complex programme, (for example previous ESF projects, the Work Programme, or any similar undertaking).	15%

35. Breakdown of PQQ evaluated scores were as follows:

<b>Supplier</b>	<b>Experience of delivering similar programmes (out of 40)</b>	<b>Experience of building relationships and effectively accessing local services to address multiple barriers (out of 15)</b>	<b>Experience of brokering job opportunities and enabling clients with complex needs to secure work experience and jobs and place clients into work, as well as providing post-employment support (out of 15)</b>	<b>Experience in assessing clients' needs in order to produce and maintain an effective action plan (out of 15)</b>	<b>Experience of delivering and managing a complex programme (out of 15)</b>	<b>Total (%)</b>
B	32	12	12	12	12	<b>80</b>
C	32	12	12	12	12	<b>80</b>
D	32	9	12	12	12	<b>77</b>
St Giles	32	9	9	12	12	<b>74</b>
E	32	9	9	12	12	<b>74</b>
F	32	9	9	12	12	<b>74</b>
G	32	9	9	9	12	<b>71</b>
H	32	12	9	6	12	<b>71</b>
I	32	12	9	9	9	<b>71</b>
J	32	9	9	9	6	<b>65</b>
K	32	6	9	9	9	<b>65</b>
L	32	6	9	6	9	<b>62</b>
M	24	9	9	9	9	<b>60</b>
N	24	9	6	9	9	<b>57</b>
O	32	6	6	6	6	<b>56</b>
P	24	9	6	6	9	<b>54</b>
Q	24	6	6	9	9	<b>54</b>
R	24	6	6	9	6	<b>51</b>
S	24	6	6	9	6	<b>51</b>
T	16	9	9	9	6	<b>49</b>
U	24	9	6	6	3	<b>48</b>
V	24	6	3	6	6	<b>45</b>

<b>Supplier</b>	<b>Experience of delivering similar programmes (out of 40)</b>	<b>Experience of building relationships and effectively accessing local services to address multiple barriers (out of 15)</b>	<b>Experience of brokering job opportunities and enabling clients with complex needs to secure work experience and jobs and place clients into work, as well as providing post-employment support (out of 15)</b>	<b>Experience in assessing clients' needs in order to produce and maintain an effective action plan (out of 15)</b>	<b>Experience of delivering and managing a complex programme (out of 15)</b>	<b>Total (%)</b>
W	16	6	6	6	6	<b>40</b>
X	16	3	6	6	6	<b>37</b>
Y	16	3	6	3	3	<b>31</b>
Z	16	3	3	6	3	<b>31</b>



36. At ITT stage, five (5) bids were received, with one provider withdrawing from the procurement the day before the tender deadline.
37. Tenders were evaluated on:

Criteria	Weighting
Service design	60%
Demonstrating outcomes	20%
Managing the delivery of the contract	20%

38. The evaluation panel consisted of representatives from all boroughs and the LLS Community Budget Programme Manager. The five (5) proposals were evaluated individually and then moderated to give an overall winner. Breakdown of tender scores were as follows:

Tenderer	Service design (out of 60)	Demonstrating outcomes (out of 20)	Managing the delivery of the contract (out of 20)	Total (weighted %)
St Giles Trust	49	14	16	<b>79</b>
Supplier B	46	14	12	<b>72</b>
Supplier C	44	13	12	<b>69</b>
Supplier D	34	13	8	<b>55</b>
Supplier E	26	12	13	<b>51</b>
Supplier F	<b>Tender not returned</b>			

### Policy implications

39. All three boroughs are committed to working collaboratively to achieve the best possible outcomes for our residents. We share a common aspiration to help residents with complex barriers make the most of the opportunities that London has to offer.
40. We are using our collective influence to transform local employment support provision for the hardest to help groups, with the ultimate aim of ushering in a completely new way of delivering services which focuses on individual need considered in a localised context.
41. This work aligns with the Cities and Local Government Devolution Bill 2015-16, which makes provision for conferring additional functions on local authorities.
42. The work demonstrates our proactive response to the devolution agenda, as discussed at the Institute for Public Policy Research event *Better Placed: Is a Local Offer Best?* in July 2015.
43. This work aligns with strategic priorities at all three boroughs.

44. The pilot contributes directly to the achievement of the following outcomes in Lambeth's *Community plan (2013-16) and Outcomes Commissioning Framework*:
- People have the skills to find work
  - People achieve financial security
45. The pilot ties in with *Shaping Our Future: Lewisham's Sustainable Community Strategy (SCS)* and Lewisham's *Work and Skills Strategy 2015-2017 (WSS)*, and in particular with the following priorities:
- Dynamic and prosperous - where people are part of vibrant communities and town centres, well connected to London and beyond; (SCS)
  - Ambitious and achieving - where people are inspired and supported to fulfil their potential (SCS)
  - Deliver employment support for those with the most complex needs (WSS)
46. The core aims of Southwark's *Economic Wellbeing Strategy 2012-20* include supporting local people into employment and mitigating against financial challenges:
- Ambition 1: Employment – narrowing the gap with the London employment rate
  - Ambition 4: Promoting financial wellbeing and independence
47. Furthermore, the Work and Pensions Select Committee's [welfare-to-work report](#) (published in October 2015) highlighted PtE as a model of excellent practice, recommending its key principles be adopted on a national scale.

### **Resource implications**

48. The three councils secured £1.2m funding for this programme through the Department for Communities and Local Government's Transformation Challenge Award (TCA).
49. This has since increased by a further £985,736 through the European Social Fund (ESF) via London Councils' direct bid, giving total funding for the programme of £2,185,736. Of this, £1,823,611.60 is being used to fund the PtE contract.
50. In order to access ESF funding, the three boroughs must transfer £985,736 of the TCA funding to London Councils and permit them to become a 'managing agent' of this contract. Of this amount, £911,806 will be available for contract spend and £73,930 will be for London Councils' administration fee.
51. Whilst Lambeth Council is the contracting body, Lewisham Council is the accountable body for the funding, and as such holds the funds for this contract. There are no general fund implications for any of the three boroughs as the contract will be funded through external funding.

52. London Councils will monitor the contract. The three boroughs will retain operational management of the provider, and this will be done through the use of existing resources.

*(Approved by Paul Badiani, Senior Accountant, Lambeth; John Johnstone, Acting Group Finance Manager, Lewisham; Mark Dean, Senior Finance Manager, Southwark)*

### **Community impact statement**

53. This pilot targets residents with a range of complex needs who are overrepresented in unemployment measures, including some of the most marginalised groups in the labour market.
54. By focusing attention on these residents, this service specifically aims to meet the needs of protected characteristics groups. Due regard has been paid to the Public Sector Equality Duty (PSED) in section 149 of the Equality Act 2010 specifically; to have due regard to the need to eliminate discrimination, harassment, victimisation or other prohibited conduct; advance equality of opportunity; though providing the means to engage in the labour market and improve socio-economic outcomes and wellbeing, and foster good relations between people with protected characteristics and those who do not. The relevant protected characteristics specifically supported through this provision are age, disability, race and gender.
55. In order to address need most effectively the specification, the tender assessment process and the measurement of pilot performance have been designed to take into account explicitly the findings of the Better Placed Community Budget research in relation to addressing inequality in accordance with the Public Sector Equality Duty. The provider's approach to equalities has already been assessed through stage one of the tendering process as part of the PQQ as gateway requirement.
56. The service contract will specify that employment support and local employment opportunities are made available solely to residents of Lambeth, Lewisham and Southwark.
57. Community benefits will accrue through the direct outputs of the pilot, principally through measurement of numbers entering employment, but also indirectly through meeting employer demand for a local workforce.
58. An equalities gateway criterion in the tender evaluation required at least an adequate score to be considered for funding. The impact of the pilot across equalities groups will be monitored and any disproportionate impact will be investigated through regular contract monitoring meetings.

### **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

#### **Director of Law and Democracy**

59. This report seeks the approval of the Joint Committee to the award of the PtE phase 2 contract to St. Giles Trust as detailed in paragraph 1. The services procured are classed as 'light touch' services, and as they are estimated to

exceed the relevant EU financial threshold must be tendered in accordance with the 'light touch' regime under the new Public Contracts Regulation 2015 (PCR 2015). As noted in paragraph 27, this procurement has taken place in accordance with those EU procurement rules.

60. Article 9.2 of part 2 of Southwark Council's constitution allows the council to establish joint arrangements with other authorities to exercise certain functions, which may involve the appointment of a joint committee with those other authorities (as permitted by the Local Government Act 2000).
61. The report confirms that Lewisham Council is the accountable body for the funding and Lambeth Council will be the contracting party on behalf of the other boroughs.
62. The Joint Committee is reminded that the PSED applies and they are directed to paragraphs 53 – 54.

*(Approved by David Thomas, Contracts Lawyer, Lambeth; Mia Agnew, Senior Contract Lawyer, Lewisham; Norman Coombe, Finance and Corporate Services, Southwark)*

#### **Strategic Director of Finance and Governance**

63. The resource implications in paragraphs 48 - 52 are noted. It is observed that the total cost of the contract can be covered by external funding that has already been secured from the organisations listed in paragraphs 48 and 49. The contract will be monitored by London Councils.

#### **BACKGROUND DOCUMENTS**

<b>Background Papers</b>	<b>Held At</b>	<b>Contact</b>
Better Placed: Establishing a Joint Committee between Lambeth, Lewisham and Southwark Councils	Dunraven School, 94-8 Leigham Court Road, London, SW16 2QB	Adrian Smith ( <a href="mailto:asmith2@lambeth.gov.uk">asmith2@lambeth.gov.uk</a> ); 020 79260182
Link: <a href="#">Better Placed: Establishing a Joint Committee between Lambeth, Lewisham and Southwark Councils</a>		
Community Budget: Establishment of a joint committee between Lambeth, Lewisham and Southwark	Civic Suite, Catford Road, SE6 4RU	Robyn Fairman ( <a href="mailto:robyn.fairman@lewisham.gov.uk">robyn.fairman@lewisham.gov.uk</a> ); 020 83146635
Link: <a href="#">Community Budget: Establishment of a joint committee between Lambeth, Lewisham and Southwark</a>		
Better Placed Joint Committee with London Borough of Lambeth and London Borough of Lewisham	160 Tooley St, SE1 2QH	Stephen Gaskell ( <a href="mailto:Stephen.gaskell@southwark.gov.uk">Stephen.gaskell@southwark.gov.uk</a> ); 020 75257293
Link: <a href="#">Better Placed Joint Committee with London Borough of Lambeth and London Borough of Lewisham</a>		

**APPENDICES**

No.	Title
Appendix 1	Specification for Pathways to Employment

**AUDIT TRAIL**

<b>Lead Officer</b>	Adrian Smith, Director of Strategy and Commissioning (Lambeth Council)	
<b>Report Author</b>	Rahul Rana, Programme Manager (Lambeth, Lewisham and Southwark)	
<b>Version</b>	Final	
<b>Dated</b>	24 November 2015	
<b>Key Decision?</b>	Yes	
<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 – Southwark	Yes	Yes
Strategic Director of Finance and Governance – Southwark	Yes	Yes
Senior Accountant – Lambeth	Yes	Yes
Contracts Lawyer – Lambeth	Yes	Yes
Group Finance Manager – Lewisham	Yes	Yes
Senior Contracts Lawyer – Lewisham	Yes	Yes
Cabinet Member – Southwark	Yes	Yes
Cabinet Member – Lambeth	Yes	Yes
Cabinet Member – Lewisham	Yes	Yes
<b>Date final report sent to Constitutional Team</b>	24 November 2015	

## Specification for Pathways to Employment

### Executive Summary

Lambeth Council is seeking to appoint an organisation to provide an employment support service called Pathways to Employment (PtE). This service will be delivered in the London Boroughs of Lambeth, Lewisham and Southwark. The provider will be required to deliver the service in order to help people in these boroughs who face complex barriers back into employment by addressing these barriers, and by helping them to navigate and access the range of provision available. This will be a 15 month pilot, with a 9 month intake period to attach clients, with a contract value of £1,330,900. There is potential for this to be expanded, dependent on an ESF funding application (this will be clear before contract implementation).

Across the three boroughs there are over 71,000 people on out-of-work benefits (11% of the working age population) and approximately 9% of our residents have never worked. The national and local economies are improving, although vulnerable residents are still finding it challenging to access work. The three boroughs recognise that current commissioned provision can be disjointed, leading to some residents' individual needs not being addressed or employment services not holistically tackling wider barriers to employment or joining up support together to deliver the best possible outcomes for residents. With this in mind, PtE has been designed around the following key principles:

- A comprehensive triage and assessment of people's needs and barriers to employment to ensure that participants need the service;
- A customer centric, keyworker model with the needs of service users at its heart;
- A well-defined, strongly linked network of partners across the councils and local voluntary and community sector providers to ensure that this service is joined up with other agencies the participant would be receiving services from.

The provider will motivate and help participants overcome barriers to employment so that they can:

- gain meaningful and sustained employment, that pays the living wage and provides a work / life balance;
- gain employment skills;
- have improved health and wellbeing, such as increased confidence;
- see an improvement in their employability prospects.

## 1 Summary

- 1.1 Lambeth Council is seeking to appoint an organisation to provide an employment support service ('Pathways to Employment' or 'PTE') focused on providing the right interventions at the right time for a range of unemployed residents with complex needs. PTE will be delivered in the London Boroughs of Lambeth, Lewisham and Southwark ('the three boroughs').
- 1.2 The aim of PTE is to ensure that those with complex needs do not end up becoming, or staying, long term unemployed and cycling in and out of different employment support programmes. It will demonstrate a localised approach to service transformation which, developed across local authorities in the three boroughs with Jobcentre Plus (JCP) and other partners, can lead to better outcomes for the residents that the programme supports and reduce demand on future services.
- 1.3 The provider will be required to offer a customer centric keyworker model (as set out in section 5 of this specification) that will assist clients to navigate and access the range of different provision which exists in the three boroughs whilst supporting them into employment and/or other positive outcomes. Clients will be identified through an in-depth triage carried out by JCP Work Coaches, with the support of the three boroughs and the provider. A key aspect of this programme is to support the better integration of local services and as such the provider will be expected to work with the three boroughs to achieve this. The three boroughs will support the provider to work alongside local partners to enable and strengthen integration.
- 1.4 This will be a 15 month pilot, with a 9 month intake period to attach clients, with a contract value of £1,330,900 (excluding a two week contract implementation period) for the provider to successfully attach clients and provide a minimum of 6 months support. Subject to a pending European Social Fund (ESF) bid, the programme value may expand to a maximum of £2,156,915 with output changing to 2 year delivery, with an 18 month intake period (excluding a two week contract implementation period). This specification is based upon a 15 month pilot, but indicates where the addition of ESF funding may have an impact.
- 1.5 The fundamental principles of PTE are:
- Comprehensive triage and assessment of people's needs and barriers to employment;
  - A customer centric, keyworker model with the needs of service users at its heart;
  - A well-defined, strongly linked network of partners across the councils and local voluntary and community sector providers as well as employers;
  - The integration of wider support services across the boroughs in order to deliver better outcomes for residents including a tailored, flexible pathway into employment but also wider benefits such as improved wellbeing;
  - Support to access training and jobs which match growth employment sectors and other opportunities which are present in the local labour market.

- 1.6 Within the overall aims and objectives of this specification and the fundamental principles of the delivery model, there is scope for providers to be creative and innovative in their proposals, demonstrating their knowledge and experience of what will work in delivering employability and related support services to those with complex needs at risk of becoming or remaining long-term unemployed.

## 2 **Ambition and strategy**

- 2.1 Our ambition is to ensure our residents, especially those with complex needs, get the ‘right intervention at the right time’ supported by skills and training provision that meets the needs of the current and future London labour market to enable them to secure good quality job outcomes. This programme will transform public services to a model where services are resident focused and support is delivered in an integrated and holistic manner. PTE intends to demonstrate that a more devolved approach to employment support services lead to better outcomes for residents, support wider service integration ultimately lead to the creation of a localised welfare, employment and skills system.
- 2.2 Across the three boroughs there are over 71,000 people<sup>1</sup> on out-of-work benefits (11% of the working age population<sup>2</sup>) and approximately 9% of our residents have never worked<sup>3</sup>. The national and local economies are improving, although vulnerable residents are still finding it challenging to access work. These residents are also likely to be adversely affected by changes in the welfare system.
- 2.3 The three boroughs recognise that current commissioned provision can be disjointed, leading to some residents’ individual needs not being addressed or employment services not holistically tackling wider barriers to employment or joining up support together to deliver the best possible outcomes for residents. The PTE approach will test the effectiveness of a locally commissioned employment service which is tailored to the individual and has close relationships with other services in the local area.
- 2.4 The joint local ambition is therefore to ensure that residents with the most need have the skills, motivation and support to be able to secure work, improve their skills and health and wellbeing through a personalised journey. We want to appoint a provider who will help us to achieve these outcomes for a greater number of individuals than previous employment programmes working with these groups. We want a provider who will work with the boroughs to innovate, evaluate and refine the programme further throughout the course of the contract.
- 2.5 This is the second phase of Pathways to Employment. Phase 1 is currently being delivered and completed attachment of clients in June 2015, with support to clients finishing in November 2015. The development of phase 2 builds on the lessons learned from phase 1:

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<sup>1</sup> *Nomis* – main out-of-work benefits includes the groups: job seekers, ESA and incapacity benefits, lone parents and others on income related benefits. Figures as at November 2014 for Lambeth (24,200), Lewisham (23,080) and Southwark (23,750).

<sup>2</sup> Working-age populations (2014) taken from *Nomis*: Lambeth (237,100), Lewisham (204,000), Southwark (222,400).

<sup>3</sup> *2011 Census* – percentage of residents declaring they have ‘never worked’ across Lambeth, Lewisham and Southwark as a proportion of the combined population.



- It takes time to establish working arrangements for new programmes and performance will take some time to reach expected levels;
- Attaching people onto the programme is critical, and an effective referral mechanism is central to this process. Co-location with the referral partners is crucial to make referrals work effectively;
- A key worker responsible for developing empowering relationships with clients and partners is the central feature of the programme, and must be retained. Firstly, the key worker needs to focus on moving people into employment and secondly, for those with greater barriers that cannot be overcome in the delivery period, substantially closer to the labour market. The keyworker will need to bring in other agencies to tackle barriers, and at all stages the client must be an active part of this process. The key worker must make use of local services, such as skills training and job brokerage, as well as creating effective links with relevant public services;
- More effective integration of wider support services is needed.

2.6 With this in mind, we are co-commissioning employment support pathways tailored to meet the specific needs of residents with complex barriers. The local vision is based on a pragmatic approach which focuses on what works, where genuine benefits can be realised, and how outcomes can be improved for people on this programme.

2.7 The ambition is to integrate service delivery across a number of areas, so as to provide residents with a comprehensive and holistic offer. The second phase of this pilot will help us develop and strengthen that process, by allowing us to build on findings from phase 1 of what works and what does not work about the way we currently deliver wider support services for our residents. The learning will help inform future delivery and commissioning activity across the three boroughs. We envisage the main areas providers will work with to deliver this are (but not limited to): housing support services, health (particularly mental health) services, and debt advice services.

2.8 This pilot is intended to demonstrate that by providing a more personalised 'customer journey' through a comprehensive triage process, better integration with local services and a key worker delivery model, better outcomes can be achieved for vulnerable/at risk residents and savings can be made to local and central government budgets.

### **3 Contract period and funding**

3.1 The contract period will be for 15 months starting 14<sup>th</sup> December 2015 (the contract implementation period will begin 23<sup>rd</sup> November), subject to procurement timescales. Should ESF funding be agreed, contract implementation will begin when London Councils are able to draw down ESF. In this case, it is anticipated that the contract period will be extended to 24 months with an 18 month intake, and provision will be made in the contract for the extension. The three boroughs have set aside some contingency funds (not linked to ESF) to reward over-performance should the provider be able to deliver an outstanding service that goes beyond that detailed in this specification. This will be agreed between the provider and the three boroughs over the course of the contract. We will consider allowing more time to achieve the specified outcomes in the event that the provider is unable to achieve them before the end of the contract period but is using its best endeavours and has the capacity to meet them in the extended period.

- 3.2 It is envisaged that eligible participants will have been attached (i.e. will have signed a registration form to signify their commitment to work with the provider) by the end of month nine (month 18 should ESF be secured) to allow sufficient time to provide intensive support to participants – this will allow each participant to receive a minimum of six months of support; however, those attached earlier can be supported for as long as the client, keyworker and JCP Work Coach deem this to be beneficial.
- 3.3 Should the chosen provider be part of a consortium, there requires to be one lead accountable organisation, which will be expected to put in place its own management arrangements in time for the contract’s implementation (such as collaboration agreements, sub-contracts, payment schedules) to ensure that contractual requirements are met. The lead organisation will need to ensure and demonstrate that the consortia provides a joined-up, coherent and efficient service and addresses the risks of multiple partners delivering the service.
- 3.4 The three boroughs will use a combination of agreed funding from central Government in addition to funding from their own organisations to fund this pilot. If ESF funding is secured, the contract will reflect the changes in value and duration.
- 3.5 The delivery agent will have a maximum budget of £1,330,900. 15% of this will be paid upfront in advance (£199,635), with the remainder paid quarterly in arrears based on outputs and results. If ESF funding is secured, this budget will be £2,156,915 and the upfront payment will total £323,537.25. The remainder will be paid quarterly in arrears based on outputs and results.
- 3.6 See [Appendix A](#) for a schedule of payments both a) without ESF funding and b) with ESF funding.
- 3.7 Transfer of Undertakings (Protection of Employment) Regulations 2006 (TUPE) may apply to a maximum of 11 members of staff who are currently delivering phase 1 of this pilot. Details of these staff can be found in [Appendix G](#).

#### **4 Description of service**

- 4.1 The intention of phase 2 of this pilot is to focus on finding employment for people claiming work-related benefits who are assessed as having complex needs. The definition of complexity is broad, although particular priority may be given to target groups in line with those identified through earlier phases of work.<sup>4</sup> Further, in the event of evidence coming to light which demonstrates a more pressing need amongst these priority groups of residents, the focus may change to support such groups prior to or after contract launch. Our delivery model relies on a triage to identify claimants who meet our definition of vulnerability / complexity and have barriers that prevent them from accessing employment opportunities. This requires people’s barriers to employment and wider needs to be identified.
- 4.2 The triage will be conducted by Jobcentre Plus, supported by the three boroughs and provider; in most cases, this triage will take place 13 weeks into a JSA / Universal

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<sup>4</sup> These target groups are: residents aged 18-24; residents aged 50 and over; lone parents; residents with mental health needs; residents with substance misuse needs; offenders/ex-offenders; residents involved or at risk of involvement with gangs; residents with physical health needs or a learning difficulty/disability; residents who are homeless; residents with English language needs.

Credit claim. This is because the majority of JCP clients would have found work by this stage, and those remaining on the register are likely to be in need of further support – the triage will determine the extent of these needs. Work coaches may also refer residents to the programme earlier if they felt that they had complex needs; for example if they are transitioning from Employment Support Allowance (ESA) to JSA or if they are in receipt of Income Support and transitioning to JSA (for example, if their youngest child is approaching 5 years of age).

The draft design of this triage is available at [Appendix B](#). The triage assigns scores to each question and individuals must score above the threshold of 16 to be referred to the programme. The JCP Work Coach reserves the right to refer individuals who do not meet this threshold if they feel that the individual in question is a suitable candidate for the programme and would benefit from the support on offer.

- 4.3 The three boroughs and Jobcentre Plus have committed to triage a minimum of 1,250 claimants over 9 months (under ESF, this will double to 2,500 claimants over 18 months). In the event of any changes being made to the design or scope of the triage after the pilot has started, these will be agreed between JCP, the three local authorities and the successful provider (and also, if ESF funding is secured, London Councils) through the pilot's Steering Group.
- 4.4 The triage will be conducted at three Jobcentre Plus offices:
- Lambeth: Streatham (Crown House, Station Approach, Streatham, SW16 6HW);
  - Lewisham: Lewisham (9-19 Rushey Green, Catford, SE6 4AZ);
  - Southwark: Peckham (24-26 Peckham High Street, Peckham, SE15 5DS).

These sites are subject to alteration and may change or be added to before or after contract launch.

- 4.5 For residents who undergo the triage process and are deemed to have high needs and therefore be eligible for Pathways to Employment support, it will form part of their claimant commitment to have a discussion with the provider about joining the programme. We will be expecting the chosen provider to use their expertise to engage with a prospective client empathetically and persuasively to inform them of the offer and convince them of the benefits of participating in the programme – this will be at the triage stage and throughout the client's involvement in the programme.
- 4.6 The chosen provider must employ a team of suitably experienced and qualified keyworkers to deliver the services outlined in this specification. Keyworkers must undertake and pass DBS checks or have current DBS checks in place. Providers must endeavour to employ a workforce that is empathetic and considers the needs of the clients that they will serve. A key feature of this programme is the ability of keyworkers to relate to clients and empower them to make better decisions.
- 4.7 The provider will be expected to facilitate an element of client choice. The boroughs have an expectation that participants on the programme will have the opportunity to exercise a degree of choice in relation to the keyworker that supports them. PTE was co-designed with residents, the vast majority of whom suggested that they would feel more valued and would be more likely to achieve outcomes if this was the case.

- 4.8 To ensure a ‘warm handover’, the provider will hold the initial meeting with the client in JCP offices at a time agreed with JCP Work Coaches. During the attachment phase of the programme, this will require the provider to have adequate staff and resource in place to meet this objective. The relationship with Jobcentre Plus is crucial to the success of the programme. The provider’s keyworkers should periodically update the client’s Work Coach of progress and significant changes in circumstances.
- 4.9 One of the central aims of the programme is to further strengthen the integration of wider support services across the three boroughs. The provider will work alongside the three boroughs to build and maintain a network of referral points across council departments and other agencies. These will help to address barriers to employment, including but not limited to health, childcare, debt, benefits, legal and housing advice services, as well as employment or skills focused services. This network will help strengthen the integration of wider support services. The three boroughs expect the provider to record and report on gaps in local services as mentioned above, which will help influence and inform future commissioning across a range of services.
- 4.10 By addressing underlying barriers to employment, such as housing, mental or physical health problems, low confidence, lack of motivation, drug and alcohol misuse, and skills issues, the individual will also benefit in other ways during their ‘journey to employment’. The provider is expected to use professional judgment when determining:
- a) what support can be directly provided, and/or;
  - b) what support needs to be provided by other parties.
- 4.11 The provider will operate a discretionary fund, which is to be drawn upon to address gaps if neither of the options outlined at 4.10 is viable. Participating individuals will work closely with their keyworker on areas that are limiting their ability to work, and the keyworker will have access to a discretionary budget to address their barriers to employment. The budget will be used to purchase support, equipment or interventions which will help individuals to address their barriers and which are not available elsewhere for free. For example, this may include: skills courses, work-related equipment, psychological therapy, etc. The provider will work with the three boroughs to develop a terms of reference on the use of this fund during contract implementation.
- 4.12 The availability and being able to pay for childcare, travel and other reasonable costs can affect an individual’s ability to participate in employment support programmes. The provider will be required to support clients in finding appropriate ways to overcome these barriers; and, if appropriate, make a financial contribution towards these. Childcare support will be monitored and evaluated, and will take account of provision via Universal Credit and tax-free childcare.
- 4.13 The provider will be aware of the growth job sectors identified by the boroughs’ preliminary research into the future London jobs market – such as construction, health and social care, IT, business and administration. See [Appendix D](#) for a full list of these sectors. We also expect the provider to access good quality job opportunities in the wider London jobs market.

- 4.14 Employment is the primary objective of this pilot, therefore the provider will foster and develop links with employers and make use of their wider networks to broker job opportunities for clients. Where available, the provider will work with borough brokerages, such as Lambeth Working.
- 4.15 Given the complexity of this client group the provider needs to take an effective approach to securing employment outcomes. Innovation would also be welcome to achieve successful outcomes. This could include, but not be limited to, the use of intermediate labour markets, job carving, brokering supported employment opportunities, or supporting self-employment.
- 4.16 The provider will also be responsible for delivering in-work support for their clients who have successfully found employment, to help clients sustain their job and to develop their skills. In order to claim sustainable employment payments, the provider will be expected to maintain support and track participants on the programme.

## 5 The keyworker role

- 5.1 Keyworkers will use professional judgment to develop a flexible, holistic and appropriate pathway to employment for the individual. Although the primary focus of this pilot is employment outcomes, keyworkers will be expected to help clients to achieve other positive outcomes which may not directly be related to employment.
- 5.2 Keyworkers are expected to develop a good understanding and rapport with their clients to understand their clients' motivations and personal goals and identify additional barriers which may not have been picked up at triage. The way professionals interact with their clients will affect the impact these services have on a person's life; either positively or negatively. Keyworkers will be expected to display empathy and humanity in their interactions with clients.
- 5.3 The keyworker role is pivotal to the success of the programme, and we believe that the role must do the following:
- Encourage and shift people to see the benefit of development, commitment and hard work to strengthen motivation and achievement<sup>5</sup> – keyworkers must nurture a growth mind set (which promotes development and progress through commitment and hard work) at the expense of a fixed mind set (which believes that attainment / progress is fixed and irretrievably constrained by barriers) to strengthen motivation and achieve more with participants.<sup>6</sup>
  - Take a relational approach: working *with* people, not *for* or *to* them – we expect keyworkers to work with participants to provide the space within which development takes place, tensions can be worked at, and purpose and meaning can be found.<sup>7</sup>

<sup>5</sup> *Mind set: The new psychology of success*, Carol S. Dweck, (Ballantine, New York, 2007) – section on fixed and growth mindsets

<sup>6</sup> *Empowering Others: Coaching and Mentoring* (National College for Teaching and Leadership, 2013): <https://www.nationalcollege.org.uk/cm-mc-mccor-tp.pdf>

<sup>7</sup> *The relational state: How recognising the importance of human relationships could revolutionise the role of the state* (IPPR, 2012): <http://www.ippr.org/publications/the-relational-state-how-recognising-the-importance-of-human-relationships-could-revolutionise-the-role-of-the-state>

- Promote positive psychology – positive psychology is about looking at what works for people to improve their sense of happiness.<sup>8</sup> A study has linked positive emotions with health and a sense of wellbeing, and describes six core themes of positive psychology<sup>9</sup>:
  - strengths
  - mind set
  - resilience
  - positive emotions
  - relationships
  - personal growth
- Adopt a positive, empowerment-focused approach – the keyworker will act as a coach to form and sustain productive relationships and engender long-term behavioural and attitudinal change.
- The role is not about:<sup>10</sup>
  - giving answers without also encouraging behavioural change
  - making judgements
  - offering counselling
  - creating dependency
  - imposing agendas or initiatives
  - confirming long-held prejudices
- The role is about:<sup>11,12</sup>
  - establishing rapport and trust
  - being honest, frank and open
  - challenging without threat
  - being consistent over time
  - listening for meaning and offering genuine respect
  - questioning for understanding
  - prompting action, reflection and learning
  - developing confidence and celebrating success

5.4 Keyworkers will work with the client to develop an action plan, which will be used to measure progress towards employment. Action plans will be reviewed and updated regularly with the client. We anticipate that an effective action plan will take more than one meeting though there is an expectation that an initial action plan will be developed within the first 6 hours of support. The action plan will be a 'living document' that the keyworker will use as a focus for discussions and work upon at each interaction with a client. The action plan will be focused on a client's main barriers to employment which would be identified by the client through discussions with their keyworker.

<sup>8</sup> *Positive Psychology: an Introduction*, M. Seligman and M. Csikszentmihaly, *American Psychologist*, 55 (1), 12 May 2000

<sup>9</sup> *Coaching Positively: Lessons for Coaching from Positive Psychology*, M. Driver, (Open University Press, McGraw Hill, Berks. and New York, 2011)

<sup>10</sup> *Leadership development and personal effectiveness*, J. West-Burnham & J. Ireson, (National College for School Leadership, Nottingham, 2005)

<sup>11</sup> *Ibid.*

<sup>12</sup> *Leading coaching in schools*, J. Creasy & F. Paterson, (National College for School Leadership, Nottingham, 2005) – p.14.

- 5.5 Keyworkers are expected to provide challenge to individuals – for example, by helping individuals to think differently about the barriers they face, and how they might address these challenges. The keyworker’s role will be to help identify solutions and actions with clients that will help them succeed in finding employment and becoming more independent and resilient in the future, all of which will be recorded on a jointly produced action plan and measured through client surveys.
- 5.6 Keyworkers will get to know the strengths and assets that their clients already have and their needs and aspirations. This should lead to a more positive and balanced relationship between the client and keyworker. We anticipate that this will require keyworkers to maintain small caseloads.
- 5.7 Where individuals are not immediately ‘work ready’, the keyworker will facilitate opportunities for individuals to make constructive use of time in terms of increasing their employability.
- 5.8 Keyworkers will facilitate client choice by having a reasonable choice of location (easily accessible to the client) in which meetings could take place (such as in the home, at JCP, community facilities, after school, at cafes etc.); and offering a range of support services, including both one-on-one and group activity, from which to choose.
- 5.9 Keyworkers will develop and maintain effective relationships with other services and professionals in order to support their clients and meet the wider service integration objective.
- 5.10 As part of the 6 month support period, the keyworker will support participants who are successful in gaining employment to stay in employment and will provide support on future progression pathways in order for their clients to become more independent and resilient. The provider will recognise the importance of sustainable employment and keyworkers will endeavour to help their clients find employment that pays the London Living Wage, provides training and development opportunities, guarantees minimum hours and is flexible if needed to provide a work / life balance.
- 5.11 For participants who have been on programme for over 6 months, having achieved limited outcomes, the keyworker must at that point discuss progress to date with the client and then their JCP Work Coach and relevant borough leads and agree upon whether there is value for the client in extending the support period, or agree a more appropriate pathway of support.
- 5.12 For all participants on the programme, the keyworker and participant must communicate with JCP Work Coaches to ensure that relevant activity is recorded by the JCP and that their claimant commitment is up to date. The keyworker will also have regular discussions about a client’s progress with JCP Work Coaches. Any changes in status or circumstance must be communicated to the client’s Work Coach.

## 6 Expected outcomes

- 6.1 Our payment model has been designed based on research and the experience of the three boroughs in getting the best results for residents in need of employment support. The payment model seeks to achieve maximum outcomes for residents to improve their independence and resilience whilst achieving value for money for the public purse. Should the provider achieve all outcomes that the payment model allows for, the three boroughs will work with the provider to explore possible ways to ensure further outcomes can be achieved.

There are four categories of results against which a payment can be made:

- a) Participant receives a minimum of 6 hours of support and has a signed initial action plan;
  - b) Participant enters into employment (including self-employment) of at least 16+ hours a week;
  - c) Participant achieves progress measure;
  - d) Participant sustains employment for 26 out of 32 weeks.
- 6.2 When submitting an outcomes payment claim, documented proof of completion must be available and can be requested by the three boroughs at any time. The steering group and provider will agree what constitutes acceptable evidence for specific outcomes. If ESF funding is secured, London Councils will be responsible for monitoring outcomes and making payments. In that event, the provider must follow the processes and procedures set out by London Councils.
- 6.3 Outcome (c), relating to additional progress, constitutes any of the following (see [Appendix E](#) for full definitions):
1. Attainment of a job paying at least London Living Wage;
  2. A part-time (less than 16 hours a week) job start (not including zero-hours contracts);
  3. Enrolment onto a training or skills course related to a growth sector (see [Appendix D](#) for a list of these sectors)
  4. Evidence of a positive health and wellbeing outcome;
  5. Evidence of a significant reduction in debt.

There may be other, and by exception, outcomes that are in addition to this list. Any additions to the above list of progress goals eligible for payment must be agreed between the three boroughs and the provider (and, if ESF funding is secured, London Councils).

- 6.4 The maximum amount payable for outcomes is £1,254,515. If ESF funding is secured, the maximum amount payable for outcomes will be £1,833,377.75.
- 6.5 Each outcome category listed at 6.1 has a cap on the number of successful outcomes that the provider can submit. These caps are detailed at [Appendix A](#). In the event of ESF funding being secured, these caps will change – see [Appendix A](#) for details.



6.6 In addition to the above measures, we wish to measure participants' improved wellbeing. Providers will track the following measures with participants:

- Increased confidence / self-esteem
- Reduced isolation
- Increased positive functioning – autonomy, control, aspirations
- Improved emotional wellbeing

## 7 Eligibility

7.1 All participants must be referred through the triage process, unless alternative referral routes are otherwise agreed by the three boroughs, JCP and the provider.

7.2 The provider must ensure that clients are eligible for the PTE programme as follows:

- Live within Lambeth, Lewisham or Southwark.  
Or where participants are homeless, their registered Jobcentre Plus office or temporary/sheltered accommodation is within the specified borough.  
Participants who engage onto the project under these conditions, but then move out of the specified boroughs may continue to be supported through the programme on a case by case basis. (Individuals who live outside the specified boroughs should be referred to other appropriate support services.)
- Have the right to work in the UK.
- Are not already mandated on to the Work Programme.  
Or are about to be mandated onto the Work Programme or Jobcentre Plus (JCP) approved provision, and the JCP advisor has not approved enrolment onto this programme as an exclusive alternative to the Work Programme.
- Are workless, i.e. working less than 8 hours a week.  
This applies to unemployed participants and those who are economically inactive including those not in receipt of benefits. Participants in receipt of JSA or any participant who is working less than 8hrs a week is defined as being unemployed on this programme. Participants not in receipt of JSA and who are not working are defined as being economically inactive on this programme.
- Are not in full time education (i.e. studying less than 16 hours a week).
- IF ESF FUNDING IS SECURED: Are aged 25+.  
The majority of participants on this programme will be aged 25+, however, a small number of 16-24 year olds will be allowed on this programme. ESF have yet to clarify this statement.
- IF ESF FUNDING IS SECURED: Are not on another ESF funded employment programme where the claimable financial output / result is the same.  
This includes ESF employment programmes delivered under the co-financed / opt-in provision or direct bid (such as London Councils) provision. The exception to this would be clients could potentially be referred on to Big Lottery ESF provision, or provision under investment priority 1.4. ESF have yet to clarify this statement.

7.3 Dependent on flows onto the pilot and with prior agreement of the three boroughs, Jobcentre Plus and the provider, the scope and design of the triage may change and / or expand.

## **8 Management arrangements**

- 8.1 Lambeth Council is the accountable body for funding and contracting purposes; however, this is a partnership between the London Boroughs of Lambeth, Lewisham and Southwark. We are in the process of setting up a Joint Committee to strengthen our governance arrangements and oversee the management of this contract. This will have governance implications and the provider will be kept informed on progress and any changes as appropriate.
- 8.2 Oversight of the pilot will be undertaken by a steering group made up of a programme manager, alongside borough officers, key stakeholders (including JCP) and representation from the provider. The steering group will meet monthly.
- 8.3 Should we secure ESF match funding, London Councils will also have a role in the management of this contract and will be responsible for monitoring and reporting outcomes related to ESF.
- 8.4 The steering group's terms of reference (see [Appendix C](#)) will include:
- Monitoring performance of the service
  - Suggesting amendments to the programme's design and delivery or initial methodology in line with lessons learnt real time operationally which will need to be agreed by the Programme Board (see Appendix F – Governance Structure).
  - Consideration and resolution of operational concerns or conflicts, including case management
  - Consideration of any remedial actions required to counter material or persistent default in the performance of the contract
  - Consideration of any disputes between the parties
  - Guidance on relationships with other third parties working within the three boroughs
  - Consideration of any changes to the national policy or legal framework that may affect this programme (for example, introduction of Universal Credit and any other Welfare Reform)
- 8.5 The provider may be asked to attend local authority meetings to present on the programme.
- 8.6 Monitoring of the programme will take place monthly with finance and outcomes claims submitted quarterly to the programme manager who will check evidence and verify outcomes before releasing funding. In the event of ESF funding being secured, London Councils will be responsible for releasing funding and the provider will be expected to follow their processes.

## **9 Policies and procedures**

- 9.1 The provider is required to have in place effective policies and procedures, and to follow legislative, national and local policy and protocols as provided to the provider by the three boroughs in writing or as agreed between the provider and the three

boroughs in writing, which promote the wellbeing and safety of service users, their dependents and staff.

9.2 All providers are required to comply with the Data protection Act 1998. Providers are responsible for ensuring that all ESF data for this project is held securely and that information is not corrupted or lost. All providers must ensure that they have a data handling protocol and a robust data security process in place. If part of a consortium, lead partners are responsible for ensuring that delivery partners handling project data meet the same requirements.

9.3 Should ESF funding be secured, providers should ensure that all marketing and communications materials produced as part of, or to promote, the programme, must acknowledge the European support and use the standard European Union emblem. It should be noted that failure to comply with the publicity rules can result in financial penalty up to the total value of the European Structural & Investment Funds grant awarded. Further information can be found at:

[www.gov.uk/government/publications/european-structural-and-investment-funds-project-requirements-and-publicity-materials](http://www.gov.uk/government/publications/european-structural-and-investment-funds-project-requirements-and-publicity-materials)

## 10 Equalities

10.1 The new public sector equality duty, which is part of the Equality Act 2010, came into effect on 5 April 2011. Under the new duty, the following are 'protected characteristics': age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, gender and sexual orientation. The duty also covers marriage and civil partnership, with regard to eliminating discrimination.

10.2 Under the new duty, the provider must have 'due regard' to:

- eliminate unlawful discrimination, harassment, and victimisation on the grounds of race, age, disability, gender, gender reassignment, pregnancy and maternity, religion or belief and sexual orientation;
- advance equality of opportunity between different groups;
- foster good relations between different groups.

10.3 The provider will establish robust equality indicators at the outset of the pilot. These indicators will be built into the contract and will be monitored. The provider will be expected to demonstrate at monitoring meetings how equal opportunities have been implemented in the delivery of the programme.

## 11 Reporting and Monitoring

11.1 The provider will maintain consistent and accurate electronic management information (MI), this will be agreed upon during the contract implementation period. Failure to provide accurate MI may lead to payments being withheld; this is subject to change in order to comply with ESF regulations.

11.2 The provider will maintain an electronic data management system to record interactions, progress and outcomes with all individuals. This system will also be capable of producing relevant MI data. The three boroughs will be able to request reports at any time. In addition, the provider will provide performance information on

outcomes for service users for a period of six months after employment has been achieved.

- 11.3 In the event of ESF funding being secured, the provider will be responsible for ensuring that they have in place a robust MI system that is capable of meeting the reporting criteria for ESF projects, due to be published in October. If the provider's MI fails to meet ESF requirements which result in financial penalties, the provider will be liable for any costs or claw backs incurred. Should ESF be secured, the provider will be responsible for ensuring it holds all records relating to any aspect of delivery of the project (including those of partners) for 7 years. This is in line with ESF rules on document retention, and subject to changes.
- 11.4 If requested, the provider will supply information on individual service users in order for the three boroughs to assess progress. This will include retaining copies of all needs assessments, action plans and case files, and sharing with the three boroughs or Jobcentre Plus if requested.
- 11.5 Finance and output monitoring will be required monthly and verified by a representative of the three boroughs at quarterly monitoring visits. Narrative progress reports will be required monthly. If ESF funding is secured, London Councils will be responsible for monitoring the pilot and the provider will be expected to follow their processes and procedures.
- 11.6 Reporting will require a breakdown of programme participants and outputs which will include (but not be limited to): home borough; ethnicity; gender; age; disability; employment status; type of benefit claimed; and caring responsibilities, to ensure that our residents are being engaged and supported into positive outcomes.
- 11.7 We will require the provider to carry out regular user satisfaction surveys of participants receiving support and recording of progress and achievement to measure soft progress towards increased employability.
- 11.8 The provider will submit monthly narrative reports on progress to the three boroughs and regular attendance at steering group meetings and any of other meetings requested by the officers coordinating the delivery of this contract. The provider may be asked to provide additional information, such as case studies, or support promotional activity that would support the overarching ambition of the programme.
- 11.9 The provider will be required to take part in and accommodate visits and events involving government representatives, local authority representatives, officials and a range of other stakeholders.

## **12 Evaluation**

- 12.1 An evaluation of the performance and outcomes of the pilot will be procured separately. The evaluation will measure the outcomes and progress towards employment for the participants taking part in the programme compared to residents who did not receive the service. It will also include a cost-benefit analysis. The provider will be expected to fully participate in and support the evaluation.

- 12.2 If ESF funding is secured, the provider will be expected to adhere to London Councils' evaluation requirements in addition to those of the three boroughs.

**BETTER PLACED JOINT COMMITTEE AGENDA DISTRIBUTION LIST (OPEN)  
MUNICIPAL YEAR 2015/16**

**NOTE:** Original held by Southwark Constitutional Team; all amendments/queries to  
Everton Roberts Tel: 020 7525 7221 email: [everton.roberts@southwark.gov.uk](mailto:everton.roberts@southwark.gov.uk)

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Councillor Jack Hopkins (electronic)		Councillor Ian Wingfield	1
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		Johnson Situ	1
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<b>Committee Members</b>		Stephen Gaskell	1
Mayor Sir Steve Bullock	1	Danny Edwards	1
Councillor Alan Smith	1	Rahul Rana	1
<b>Chief Executive</b>		<b>Total</b>	14
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Gareth Siddorn	1		
Liam Curran	1		
Brenda Dacres	1		
Carl Handley	1		
Jim Mallory	1		
Jamie Milne	1		
Hilary Moore	1		
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