

# **PSA Delivery Agreement 16:**

Increase the proportion of socially excluded adults in settled accommodation and employment, education or training

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October 2007

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## **HM Treasury contacts**

This document can be found on the Treasury website at:

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For general enquiries about HM Treasury and its work, contact:

Correspondence and Enquiry Unit  
HM Treasury  
1 Horse Guards Road  
London  
SW1A 2HQ

Tel: 020 7270 4558

Fax: 020 7270 4861

E-mail: [public.enquiries@hm-treasury.gov.uk](mailto:public.enquiries@hm-treasury.gov.uk)

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# VISION

**1.1** This Public Service Agreement (PSA) will support adults who are at risk of social exclusion. It recognises that some people suffer from a combination of problems and circumstances which make it very difficult for them to participate in society. Too often these people fall between different service providers, are not given the range of support they need, or fall out of contact with services entirely.

**1.2** Evidence suggests that ensuring individuals at risk of social exclusion have a stable home and the appropriate life skills to maintain it, and are either in a job or involved in productive, employment-focused activity, can help reduce the likelihood of negative outcomes in the future. Without the firm foundations of a job or settled accommodation, the most disadvantaged adults risk a lifetime of social exclusion for themselves and their children, and potentially place a lifetime cost on society.

**1.3** The Government is committed to ensuring that the most vulnerable adults are offered the chance to get back on a path to a more successful life, **by increasing the proportion of socially excluded adults in settled accommodation and in employment, education or training (EET).**

**1.4** The PSA focuses on four at-risk client groups, who may be negotiating a difficult transition point. While these groups are particularly vulnerable during this transition period, they are also in contact with services that could and should make a difference in preventing persistent exclusion. The four client groups are:

1. care leavers;
2. adult offenders under probation supervision;
3. adults in contact with secondary mental health services; and
4. adults with moderate to severe learning disabilities.

**1.5** This PSA represents a commitment to a direction of travel. It is not a 'guarantee of a home and a job'. The PSA has to work with the aspirations of the at-risk groups. If central and local government is providing opportunities, as far as possible individuals need to share and take responsibility themselves, particularly where their actions have an impact on those around them. User engagement is crucial in personalising services around the needs of the at-risk groups to improve their outcomes and help them achieve their individual ambitions and goals.

**1.6** The PSA is not intended to cover all socially excluded groups and is principally targeted at socially excluded adults aged from 18 to 69.<sup>1</sup> The PSA has been developed as part of a package of support across the wider PSA framework, focused on ensuring opportunity for all and reducing social exclusion across the life course. The Government is working to ensure that the needs of other groups, including those experiencing homelessness, are also addressed.

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<sup>1</sup> In particular it is intended to complement the PSA 14 (for children and young people) and the PSA 17 (for adults in later life).



# 2

## MEASUREMENT

**2.1** A total of eight indicators underpin the PSA and will be used to measure progress for each at-risk group towards increasing the proportions in settled accommodation and in employment, education or training. All of the indicators will be included in the national set of local government indicators. Further detail on each indicator can be found in the Measurement Annex.

### Indicators 1-4: Proportion of socially excluded adults in settled accommodation

- Settled accommodation is an important foundation that enables people to contribute positively to society and the economy. While most people are able to access settled accommodation, excluded adults in the four client groups are at greater risk of cycling in and out of homelessness or poor quality accommodation, and are more likely to require assistance to help them to live independently.

### Indicators 5-8: Proportion of socially excluded adults in employment, education or training

- Being in sustainable employment is one of the key factors in reducing the likelihood and impact of social exclusion for at-risk adults. It can have positive effects on health and well-being, helps to reduce offending behaviour, supports stable housing and represents the best route out of poverty for many excluded adults.

#### National Level Indicators

Client Group	Settled Accommodation	Employment, Education or Training
Offenders	Proportion of offenders under probation supervision living in settled and suitable accommodation at the end of their order or licence	Proportion of offenders under probation supervision in employment at the end of their order or licence
Care leavers	The proportion of former care leavers aged 19, who had left care aged 16 or over, who are in suitable accommodation	The proportion of former care leavers aged 19, who had left care aged 16 or over, who are in employment, education or training
Adults in contact with secondary mental health services	The proportion of adults in contact with secondary mental health services in settled accommodation	The proportion of adults in contact with secondary mental health services in employment
Adults with moderate to severe learning disabilities	The proportion of adults with learning disabilities in settled accommodation	The proportion of adults with learning disabilities in employment

**2.2** At the local level, appropriate improvement targets should be negotiated between Local Strategic Partnerships (LSPs) and Government Offices, as part of Local Area Agreements (LAAs) and based on the balance of priorities in an area. The actual level of any improvement targets will depend on local circumstances, but should be based on evidence, the capacity of the agency to deliver, the level of resources available and any other issues that drive performance. Where improvement targets are not set, Local Authorities (LAs) and their partners will continue to report performance on each of the indicators. Although no national targets or minimum standards will be attached to these indicators, if the indicators show a decline in performance at a local level, authorities will be supported through a comprehensive National Improvement and Efficiency Strategy that is a key part of the new, coordinated performance framework.

**2.3** This PSA is to be delivered in all areas across England, both urban and rural. Where appropriate, the PSA indicators will be disaggregated using the Rural/Urban Definition for monitoring purposes only.



# 3

## DELIVERY STRATEGY

**3.1** This PSA will be delivered in partnership, with responsibility for the achievement of outcomes spread across a range of different departments and delivery agencies. Within central government, Cabinet Office will monitor this PSA and share accountability for delivery with the departments shown below.

Indicators	Delivery Partners
Settled Accommodation	Communities and Local Government (CLG) Ministry of Justice (MoJ) <sup>1</sup> Department for Children, Schools and Families (DCSF) <sup>2</sup>
Employment, Education and Training (EET)	Department for Work and Pensions (DWP) Department of Health (DH) <sup>3</sup> Department for Innovation, Universities and Skills (DIUS)

### PRIORITY ACTIONS

**3.2** The PSA has been developed in collaboration with stakeholders throughout the delivery chain, including national third sector organisations, key delivery services, frontline workers, and service users. The insights provided by the programme of consultation have fed directly into the development of the PSA and are reflected in the delivery agreement, indicators, and policy changes highlighted in the priority actions below:

- the Government will help the most socially excluded adults to access and maintain settled accommodation, across both the social and private sector;
- the Government will improve access to employment for excluded groups and improve the availability of quality education and training;
- the Government will ensure specialised support is delivered for at-risk groups; and
- the Government will ensure design, delivery and governance of key public services supports the most excluded.

<sup>1</sup> For the offender at-risk group.

<sup>2</sup> For the care leavers at-risk group.

<sup>3</sup> For two at-risk groups: (1) adults in contact with secondary mental health services and (2) adults with moderate to severe learning disabilities.

## PRIORITY ACTION 1: HELPING THE MOST SOCIALLY EXCLUDED ADULTS TO ACCESS AND MAINTAIN SETTLED ACCOMMODATION, ACROSS BOTH THE SOCIAL AND PRIVATE SECTOR

**The role of CLG** 3.3 When moving out of institutions or temporary accommodation, the four at-risk groups are most likely to access housing in the social or private rented sectors. CLG help the most excluded adults access and maintain settled accommodation through their mainstream housing and support programmes within existing resources. DH, MoJ and DCSF will continue to have a crucial role working with CLG in improving settled accommodation outcomes for the at-risk groups.

3.4 Following the publication of *Ends and Means: The future roles of social housing in England*,<sup>4</sup> CLG is considering the role of social housing, including access and allocations policy. CLG and the Cabinet Office will work closely to ensure that any reforms take into account any potential impact on the most socially excluded.

**Tackling low quality housing** 3.5 The Government will also continue to tackle low quality housing through the Decent Homes initiative, ensuring that accommodation across the public, social and private sectors is safe, secure and warm. Programmes like the Disabled Facilities Grant and Warm Front are also helping vulnerable people to make the necessary, practical changes they need to have the right home environment.

**Supporting people to live independently** 3.6 Living independently in settled accommodation requires life skills, such as cooking, budgeting and accessing utility services. Some individuals in at-risk groups will need assistance with these tasks in their own homes, while many require supported accommodation before they can consider living independently. Providing assistance at the right time can prevent a full-scale, long-term crisis.

3.7 Without this support, many of the excluded adults in the four client groups may not be able to sustain their tenancy in settled accommodation. The Supporting People programme, run by CLG and delivered through Local Authorities, provides housing-related support to vulnerable people. It improves quality of life by providing a stable environment which enables greater independence. The programme has a strong record in delivering appropriate services tailored to the needs of individuals. The Government will build on this success and continue to deliver for the four at-risk groups, alongside other groups in need of housing support to achieve settled accommodation. It will place a strong focus on moving individuals, when appropriate, on to settled accommodation in a planned way, and on helping them to identify training and job opportunities.

**The role of Local Authorities** 3.8 Delivery at local level will be led by Local Authorities (LAs), who have direct housing management responsibilities (where they are landlords), provide advice and assistance directly to those seeking accommodation, and have an important strategic housing role across the social and private sectors. In their capacity as a strategic housing lead, LAs exert an important influence on accommodation outcomes for excluded groups through managing policies on the allocation of social housing, facilitating new housing supply, ensuring that accommodation meets required standards, and working directly with the most excluded adults through adult social services, third sector providers and other lead professionals working with the at-risk groups.

<sup>4</sup> *Ends and Means: The future roles of social housing in England*, London School of Economics. Hills, J, February 2007. (<http://sticerd.lse.ac.uk/dps/case/cr/CASEREport34.pdf>).

**3.9** As part of their strategic housing role, Local Authorities will work with Registered Social Landlords (RSLs). RSLs are an important provider of existing and new social housing, and provide accommodation and services to many disadvantaged people. Effective partnership arrangements with RSLs, building on LSPs and housing forums, are critical to ensuring that the supply of homes and provision of specialised services most effectively meets the needs of the most excluded adults in the locality.

**Housing for those with priority needs**

**3.10** Although Local Authorities determine priorities for the allocation of social housing, they must give "reasonable preference" to certain groups of housing applicants set out in legislation (broadly, those considered to be in greatest housing need). Under the homelessness legislation, Local Authorities must secure accommodation for people who are homeless through no fault of their own and who fall within a "priority need group". Accommodation must be provided until a settled home becomes available. This statutory duty will provide an important safety net for those at-risk adults who fall within the "priority need" groups.

**Improving quality in the private rented sector**

**3.11** The quality of homes in the private rented sector varies considerably, and many at-risk adults are not able to make their voices heard and negotiate improvements to their homes with landlords. Accredited Landlords Schemes are an important way of driving up standards in the private rented sector, thereby providing protection for at-risk tenants and making the private rented sector more accessible. Many voluntary arrangements already exist, and the Government will encourage more Local Authorities to establish similar schemes in other areas. Local Authorities should also take steps to promote the use of accredited accommodation and to provide clearer information about vacancies. Housing officers and lead professionals should recommend accredited accommodation if at-risk adults are unsuccessful in accessing social housing.

**Timely access to Housing Benefit**

**3.12** Many individuals that this PSA aims to help will be leaving institutions, and timely access to Housing Benefit will be essential if they are to move into and sustain a tenancy. However many find they lack the information or skills necessary to complete relevant application forms, resulting in lengthy delays before receipt. For some at-risk adults, their particular condition or circumstance (such as cycling in and out of institutions) may also mean they accumulate rent arrears which could threaten their tenancy. Lead professionals have an important role to play in helping their clients access Housing Benefit, and Local Authorities administering Housing Benefit have a role to play in ensuring claims are processed quickly.

**3.13** Many of the at-risk groups, particularly adults leaving custody, struggle to raise a financial deposit for rented accommodation. This can often be their biggest obstacle to moving into settled accommodation. Many Local Authorities provide rent deposit schemes, and in 2006 these prevented over 11,000 households from becoming homeless. They are an important means of supporting the crucial first step towards living in settled accommodation. All Local Authorities should consider establishing rent deposit schemes which are available and accessible to socially excluded groups. Local Authorities should also work with local accredited landlords to broker good relations between landlords and tenants using rent deposit schemes.

**The role of DWP**

**3.14** In addition to subsidised rent in the social rented sector, Housing Benefit is the main source of housing-related financial support. DWP is responsible for setting Housing Benefit policy and has an important role to play in exploring how it can better meet the needs of the recipients. For example, there is a perceived lack of stability in Housing Benefit when circumstances change, such as moving into work. Currently, customers are required to inform Local Authorities of every change of circumstance, however small, that may affect their benefit entitlement. However, to ease the transition

into work, Housing Benefit payments can run on for four weeks provided that the claimant meets the qualifying conditions.

**3.15** The Local Housing Allowance (LHA) is intended to be a more transparent way of calculating entitlement to Housing Benefit for private rented sector customers. As the rates will be published in advance, customers will be better informed about the maximum amount of housing benefit they can receive. The LHA also encourages claimants to take more responsibility for housing costs, as in most cases it will be paid directly to the customer. The LHA should therefore help empower customers and aid financial inclusion.

## **PRIORITY ACTION 2: THE GOVERNMENT WILL IMPROVE ACCESS TO EMPLOYMENT FOR EXCLUDED GROUPS AND IMPROVE THE AVAILABILITY OF QUALITY EDUCATION AND TRAINING**

### **Coordinating skills and employment in local areas**

**3.16** Delivery of the EET outcome will be led at local level by Local Authorities, working in partnership with key service providers such as Jobcentre Plus, adult learning and the third sector. Local Authorities and their partners have an important strategic responsibility for coordinating skills and employment support across localities, and ensuring that provision meets the specific employment and skills needs of at-risk adults.

**3.17** To help deliver the outcome, it will be vital that helping socially excluded adults into sustainable work is a clear priority for all those who work with and support the four client groups – such as probation, personal advisers for care leavers, mental health trusts and Supporting People providers. Local areas should use appropriate joint-working mechanisms to ensure this priority is reflected and delivered in a coordinated way.

### **The role of Jobcentre Plus**

**3.18** As the main government agency for supporting people from welfare into work, Jobcentre Plus is central to the delivery of the employment outcome. Achieving significant improvements in employment rates for the four PSA groups will require a continued focus on priority disadvantaged clients, building on key reforms in the welfare system.

**3.19** Jobcentre Plus has an important role in helping adults with mental health problems or learning disabilities to find work and address barriers to employment. The Pathways to Work pilots have shown that a balanced package of assistance targeting health-related, personal and external barriers can significantly improve access to employment. The Government will extend this support to all new and repeat Incapacity Benefit (IB) customers by April 2008.

**3.20** Jobcentre Plus also provides specific support for offenders through prison-based advisors and Freshstart interviews after release. This support can be vital in helping offenders secure sustainable work and access appropriate benefits. DWP and the National Offender Management Service (NOMS) are working together to improve access to Jobcentre Plus advisors in prisons, and are exploring extending the availability of Freshstart interviews to benefits other than Job Seeker's Allowance (JSA).

**3.21** Additional support for young adult care leavers is provided through the New Deal for Young People. The help and guidance provided through the programme can play a crucial role in helping care leavers to gain the skills and qualifications they need

and to find the right employment opportunities. Recent care leavers will continue to be eligible to join the New Deal programme before the six-month JSA period that is usually required, to ensure support is available as early as possible.

**Incentivising performance** **3.22** Jobcentre Plus' points-based Job Outcome Target provides an important incentive for targeting priority customers and those from disadvantaged groups. The Employment PSA (PSA 8) incentivises the promotion of job retention by focusing on the amount of time people spend on out-of-work benefits. The Cabinet Office will work with DWP to ensure Jobcentre Plus' performance measurement and targets framework, particularly around improving job retention for vulnerable adults, most effectively supports improved outcomes for the most excluded.

**3.23** Jobcentre Plus works with a wide range of local partners in providing support for at-risk adults. To deliver effectively for disadvantaged groups, it is vital that there is a coordinated approach to commissioning services. Jobcentre Plus is already working with Local Strategic Partnerships on the development and delivery of Local Area Agreements and the new duty to cooperate will give a new impetus to this work. To support joint working, the Government will explore the potential for improved data sharing between Jobcentre Plus and other local bodies, and look at other areas where data sharing has the potential to improve outcomes for vulnerable and at-risk adults. The Government will also consider whether any non-mainstream Jobcentre Plus funding, such as the Deprived Area Fund, could be pooled as part of the LAA area-based grant.

**3.24** Jobcentre Plus also has an important role in working alongside the LSC and the new Adults Career Service to deliver a more integrated employment and skills system, in line with the ambitions set out in *World Class Skills: Implementing the Leitch Review of Skills in England*.<sup>5</sup> This will include earlier assessments of skills needs; the development of individual skills action plans; Skills Accounts, which will give people greater ownership and choice over their learning and help eligible benefit claimants to access training that will support their return to work; and improving advice and guidance through creating a new careers service which will offer tailored employment and skills advice that better meets the needs of low-skilled and unemployed adults.

**The role of the Learning and Skills Council (LSC)** **3.25** Education and training, both in and out of work, is vital in ensuring that vulnerable adults are able to maintain and progress within employment. The LSC has lead responsibility for co-ordinating the provision of education and training across local areas, and ensuring that this meets the specific learning needs of at-risk adults.

**3.26** At a national level, DIUS and LSC will work together to deliver the ambitions set out in *World Class Skills* and the PSA to *Improve the skills of the population, on the way to ensuring a world-class skills base by 2020* (PSA 2), to increase the number of people up-skilling, continue to improve the quality of provision, and ensure that skills are economically valuable and reflect the needs of employers across all sectors.

**Improving basic skills** **3.27** The Skills for Life programme will help improve literacy and numeracy for those excluded adults with the lowest basic skills, while Train to Gain will help ensure that all adults are able to stay and progress in work once they have found employment. For young adults, particularly care leavers, the new entitlement to free tuition to obtain a first full level 3 qualification will also be important in helping to ensure that they can develop the skills that employers need. The Government will also introduce new

<sup>5</sup> *World Class Skills: Implementing the Leitch review of skills in England*, DIUS, July 2007. (<http://www.dius.gov.uk/publications/publications-leitchreview.htm>)

legislation to strengthen the current funding entitlement for adults to training in basic literacy and numeracy, and to achieve first full level 2 qualifications, giving adults a legal right to free training for the first time.

**3.28** The LSC also coordinates the provision of training and education to offenders. Through the Offender Learning and Skills Service (OLASS) and the wider programme of action set out in the *Reducing Re-offending Through Skills and Employment Next Steps Action Plan*,<sup>6</sup> the Government will further encourage an enhanced focus on skills and employability across the criminal justice system.

### The role of employers

**3.29** Significant increases in employment and training amongst excluded groups cannot be delivered without the full engagement of both public and private employers. Employer perceptions, low confidence in at-risk groups, and labour market competition mean that many at-risk groups face considerable barriers to securing and retaining work. Employers need to be actively involved in the design and delivery of skills training, and encouraged to recognise the potential for excluded groups to meet their employment needs.

**3.30** At national level, the Commission for Employment and Skills will give employers the opportunity to exert real leverage over both the content and delivery of skills and employment programmes. At sub-national level, the Government will continue to support and encourage the establishment of Employment and Skills Boards where this provides a good model for joining up employment and skills within local areas. As set out the Welfare Reform Green Paper, the Government is also strengthening and extending Local Employment Partnerships, working with employers to offer increased opportunities for disadvantaged groups to enter work and obtain the skills that employers need.

**3.31** Employers often require support in the recruitment and retention of candidates from vulnerable groups. Agencies such as Remploy play a vital role in helping employers to address barriers that some individuals face to accessing sustainable employment. The Reducing Re-offending Corporate Alliance aims to engage more employers in promoting this agenda, and to improve offenders' employability and chances of getting and keeping work. The Government will build on these positive examples of work with employers to improve opportunities for disadvantaged groups, and explore the potential for a Beacon award on employer engagement to help disseminate good practice.

## PRIORITY ACTION 3: THE GOVERNMENT WILL ENSURE SPECIALISED SUPPORT IS DELIVERED FOR AT-RISK GROUPS

### Care leavers

**3.32** Local Children's Services have responsibility for ensuring care leavers are provided with continuity of support to help them make a successful, gradual transition into adulthood. They maintain pathway plans which set out the support necessary to develop the skills to manage a more independent lifestyle, and to enter employment, education or training. Foster carers, personal advisers and social workers all make an important individual contribution in signposting young people to accommodation and EET options, and helping them to make the right choice.

<sup>6</sup> *Reducing Re-offending Through Skills and Employment Next Steps Action Plan*, DFES and Home Office, December 2006. (<http://www.dfes.gov.uk/offenderlearning/index.cfm?fuseaction=content.view&CategoryID=3&ContentID=16>)



**3.33** Some young people over the age of 18 may want to stay with foster carers. As set out in the *Care Matters: Time for Change White Paper*,<sup>7</sup> the Government will pilot arrangements from 2008-09 for young people to continue to stay with their foster families up to the age of 21, and is committed to changing the way that foster carers are assessed for claiming benefits in these circumstances. Others, including those in children's homes, may be in need of supported lodgings or other forms of accommodation. DCSF will contribute to a capital investment fund, delivered in conjunction with the Housing Corporation, to support the provision of dedicated accommodation for care leavers. The Government will also publish good practice guidance on cooperation between housing and children's services on reducing homelessness, which will cover the specific needs of young people leaving care.

**3.34** Delivery of the EET outcome for care leavers will be underpinned by the reforms set out in the *Care Matters: Time for Change White Paper*. Intensive educational support, improved financial assistance for those moving into higher education, and extended access to personal advisers will all be essential in driving up EET outcomes for recent care leavers.

## Offenders

**3.35** Accommodation is one of the crucial pathways to reduce reoffending and social exclusion. Early assessment of housing need enables any offender accommodation issues, such as the need to sustain or close tenancies, to be identified. It also ensures offenders have accommodation to go to at the end of their sentence. The Housing Needs Initial Assessment is being piloted to help ensure this early support is in place, and is due to be extended for use in all prisons and probation.

**3.36** NOM will expect prison and probation staff to work with Supporting People commissioners and providers to ensure that offenders' support needs are addressed to enable them to sustain independent living. MoJ and Regional Offender Managers also have a role to play in ensuring offenders' accommodation needs are incorporated into wider national, regional and local strategies and initiatives, for example, Reducing Re-offending Delivery Plans, Community Plans, Drug Action Team Treatment Plans, and Regional Housing and Homelessness Strategies.

**3.37** *The Reducing Reoffending through Skills and Employment Next Steps Action Plan*, led jointly by DWP, DIUS and NOMS, focuses on improving offenders' employability, linking training to labour market needs, and providing offenders with a direct route into employment. Key priorities for delivery are to engage employers through the Reducing Re-offending Corporate Alliance, build on the new offender learning and skills service, and reinforce the emphasis on skills and jobs in prisons and probation.

**3.38** One of the key challenges for improving employment outcomes for offenders is ensuring that the right package of support is available during transition into the community. This is particularly important for those short sentence offenders who do not enter probation on release. MoJ will encourage the use of effective community sentencing to reduce the number of offenders on short sentences, and also recognises the need to improve the package of support to this vulnerable client group. The Connect project in the West Midlands works with short sentence prisoners to help them through resettlement and to address key barriers to employment and provides a

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<sup>7</sup> *Care Matters: Time for Change White Paper*, DfES, June 2007.  
(<http://www.dfes.gov.uk/publications/timeforchange/docs/timeforchange.pdf>)

potential and proven model for delivery across other regions. MoJ is keen to build on the innovative and effective work of the Connect project in the West Midlands, and to assess the potential for rolling out this approach more widely across the country.

**3.39** The Government is also committed to looking at how to best address the 'finance gap' faced by prisoners on release, where they often have insufficient resources to last until their first benefits payment. NOMS and DWP are considering options, including better use of employment and benefit surgeries in prisons, to help ensure that prisoners have more timely access to benefits and financial support on release.

**3.40** For some women, particularly those leaving custody, settled accommodation and being able to care for children will take priority over employment. The ability to work part-time or flexible hours can be helpful in getting women back into employment. As family and friends are the most common means of prisoners finding accommodation on release, they also play a key role in supporting offenders into employment. Work to develop the Children and Families Pathway will support the resettlement process for this group.

**3.41** The offender elements of this PSA will also help to support delivery of the reducing re-offending element of the *Make Communities Safer* PSA (PSA 23). Improving accommodation and employment outcomes for offenders are both critical elements of the established cross-government strategy to tackle re-offending.

### **Adults in contact with secondary mental health services**

**3.42** For adults requiring specialist support, secondary care services, Primary Care Trusts and Local Authorities share a key responsibility for providing or commissioning advice and support which can help them back into or retain work and settled accommodation. Care Programme Approach (CPA) care coordinators should have a strong focus on ensuring that employment and housing needs are identified, considered and effectively met as part of individual care plans. The Government will continue to support and promote the use of effective evidence based practice, such as Individual Placement and Support (IPS) projects.

**3.43** In the medium term, implementation of National Institute for Clinical Excellence (NICE) guidelines (including those for schizophrenia and bipolar disorder), together with the roll-out of Improving Access to Psychological Therapies<sup>8</sup> will ensure that effective interventions are available promptly to those who need them. Together with appropriate help on returning to work, this will ensure that adults with mental health problems receive a comprehensive package of support in the transition back into employment. The National Social Inclusion Programme is developing regional employment teams to deliver better employment outcomes for people with severe and enduring mental health problems. The Government recognises the importance of reducing mental health-related stigma and discrimination in the workplace and currently supports Shift's 'Action on Stigma' initiative which is designed to tackle this problem.<sup>9</sup> The forthcoming Offender Health Strategy will address the particular needs of offenders with mental health problems.

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<sup>8</sup> Improving Access to Psychological Therapies is focused on people with depression and anxiety disorder.

<sup>9</sup> Shift is a five-year initiative (2004-09) to tackle stigma and discrimination surrounding mental health issues in England. For further information see [www.shift.org.uk/employment](http://www.shift.org.uk/employment).



## Adults with learning disabilities

**3.44** As set out in *The Valuing People White Paper*,<sup>10</sup> the Government wants access to paid work for adults with learning disabilities to be a greater priority for local areas, as well as a recognition that people with learning disabilities can live in all types of housing. Person centred planning is key to putting each person (with the help of family and friends) in control of their life, for example through Direct Payments and Individual Budgets. Learning Disability Partnership Boards (LDPBs) will continue to work with both mainstream and specialist service providers to put person centred planning at the heart of service design and delivery for people with learning disabilities. It will also be important for LDPBs and social care services to consider the wider and more complex needs of those with autism and Asperger's Syndrome.

**3.45** As long-stay hospitals and large residential care homes close, Local Authorities, assisted by LDPBs, are playing a greater role in housing support and provision. It is important that mainstream housing, with appropriate support, is considered seriously for people with learning disabilities. Adapted environments and maximising lifestyle opportunities, such as maintaining important relationships, will be important, but overall more mainstream housing options are likely to improve life outcomes for the many.

**3.46** Many adult education courses for those with learning disabilities do not lead to employment and this can lead to a frustrating cycle of repeating courses. The work underpinning PSA 2 will be important in ensuring that the right opportunities for progression and potential transition into employment are provided. DWP, with support from DIUS and DH, will deliver actions from the *Improving Work Opportunities for People with a Learning Disability*<sup>11</sup> report. LDPBs will also play a key role in coordinating work across Local Authorities, care providers, employment services and employers.

## PRIORITY ACTION 4: THE GOVERNMENT WILL ENSURE DESIGN, DELIVERY AND GOVERNANCE OF KEY PUBLIC SERVICES SUPPORTS THE MOST EXCLUDED

### Integrating employment and housing policy

**3.47** Housing and employment outcomes are closely connected, and at times difficulties in either area can act as a key barrier to positive outcomes in the other. These close links also create opportunities for services in either area to support positive outcomes across both housing and employment.

**3.48** Whilst social housing provides an important safety net, tenancies operate on a lifetime basis and do not respond to the householder's changing circumstances. CLG will consider how the social rented sector, including access and allocations policies, can be more responsive and meet the needs of individuals at particular life or transitional stages. CLG will also explore how the housing offer can better promote job-related mobility.

**3.49** RSLs are ideally placed to help the Government promote job-related mobility in the social sector; many already provide information and advice on employment and housing to tenants, and others have directly supported employment access initiatives.

<sup>10</sup> Valuing People White Paper, DH, March 2001.

(<http://www.archive.official-documents.co.uk/document/cm50/5086/5086.pdf>)

<sup>11</sup> *Improving Work Opportunities for People with a Learning Disability*, DWP, 2006.

([http://www.mencap.org.uk/download/campaigns/employment\\_pwld\\_report.pdf](http://www.mencap.org.uk/download/campaigns/employment_pwld_report.pdf))

But there are opportunities to do more. Building on the Housing Corporation's *Tackling Homelessness strategy*<sup>12</sup> and *Housing for vulnerable people strategy statement*,<sup>13</sup> the Government will work with the Housing Corporation to encourage RSLs to address worklessness among their residents, through a Gold Award for best practice on tackling worklessness.

**3.50** The way in which Housing Benefit works is also an important lever to integrating housing and employment support. A key theme highlighted in the consultation for the PSA was the dependency culture Housing Benefit can create. The Working Future pilot is exploring how reduced rents and increased access to employment services can incentivise Housing Benefit claimants in expensive temporary accommodation to find work. The pilot is due to end in 2007 and the Government will take the findings into account, while developing plans for implementing reform of the Housing Benefit rules for people placed in temporary accommodation.

**3.51** Housing Benefit recipients, and many frontline workers advising them, are often unaware that Housing Benefit can continue in low-paid or part-time work. The belief that they would have to cover their entire rent on moving into work can act as a significant disincentive to work. The Government is working to raise awareness of the eligibility to receive HB in work and exploring how to better integrate housing and employment advice. Better signposting at Jobcentre Plus offices, a new online "better off calculations" tool, desk-aids for those accessing Jobcentre Plus services, and adviser training material for Jobcentre Plus advisers will all be beneficial.

#### Effective legal advice

**3.52** Across both housing and employment outcomes, effective legal advice can help adults understand their entitlements and resolve problems at an early stage. Provision of social welfare legal advice is led by the Legal Services Commission, who help a large number of adults to understand their rights to benefits and to maintain their tenancies. To help more excluded adults access advice, the Commission will increase the number of providers delivering advice across several categories of law, and work with Local Authorities to continue to develop community legal advice centres and networks.

#### Engaging the third sector in delivery

**3.53** To ensure delivery of this PSA, it will be critical that the third sector are fully engaged in the commissioning and delivery of key services, where they choose to be involved in delivering services. As set out in *Partnership in Public Services: an action plan for third sector involvement*,<sup>14</sup> the third sector can play a particularly valuable role in:

- delivering user-focused services which meet the complex needs of the most excluded;
- helping public services to understand what works and to develop innovative new approaches towards reducing exclusion; and
- helping socially excluded groups to hold services to account.

**3.54** Third sector organisations can make a significant contribution to improving employment and housing outcomes for excluded adults, and local areas should actively support capacity-building within the sector, whilst also exploring ways of better

<sup>12</sup> *Tackling homelessness: the Housing Corporation strategy*, Housing Corporation, November 2006. (<http://www.housingcorp.gov.uk/server/show/ConWebDoc.9131>)

<sup>13</sup> *Housing for vulnerable people strategy statement*, Housing Corporation, June 2005. ([http://www.housingcorp.gov.uk/upload/pdf/HC\\_Vulnerable\\_people.pdf](http://www.housingcorp.gov.uk/upload/pdf/HC_Vulnerable_people.pdf))

<sup>14</sup> *Partnership in Public Services: an action plan for third sector involvement*, Cabinet Office, December 2006. ([http://www.cabinetoffice.gov.uk/third\\_sector/public\\_service\\_delivery/](http://www.cabinetoffice.gov.uk/third_sector/public_service_delivery/))

involving them within commissioning processes and key partnership structures, where that will lead to improved outcomes.

**3.55** Government departments and the Compact Commissioner will also continue to work together to embed the Compact principles in partnership working between the third sector and the public sector. Departments are also working to ensure funding for third sector organisations delivering public services is on a sustainable basis, including ensuring that three-year funding becomes the norm.

### Strategic commissioning

**3.56** Effective commissioning is central to delivering high quality services for the four at-risk groups. To achieve better outcomes for these groups, Local Authorities, PCTs, Children's Trusts and other commissioners need to engage in strategic commissioning that matches services to existing need. Strategic commissioning must involve all relevant stakeholders including Local Authorities, public bodies, third sector agencies and individuals within at-risk groups. The Cabinet Office will assess how LSPs, LAAs and commissioning frameworks can best support and incentivise effective commissioning for the four at-risk groups.

**3.57** The National Programme for Third Sector Commissioning, running from 2007-2011, will build the skills of local commissioners from across the public sector in understanding what the third sector can offer in terms of helping to design, deliver and improve public services. Good commissioners will uphold the eight principles of excellent commissioning set out in *Partnership in Public Services*, including involving the third sector and others well in advance of commissioning new services, putting outcomes for users at the heart of the planning process, ensuring contracting processes are fair and transparent and considering investing in the capacity of the provider base.

### Lead professionals

**3.58** Each individual within the at-risk groups who is assessed as requiring support to access services would benefit from a lead professional. This person would provide a central point of contact and act for and work with the individual to identify, coordinate and deliver the services that best meet their needs. Lead professionals work with a range of other professionals as necessary to meet all of an individual's needs. Their work must be based on a thorough needs assessment and effective joint working involving appropriate information sharing with other professionals. The role can be taken on by a wide range of people and should be determined on a case-by-case basis in consultation with the individual. The Cabinet Office will establish the extent to which existing roles and structures deliver a quality lead professional service for the four at-risk groups. Where gaps or inconsistencies are identified, the Cabinet Office will explore the possibility of building on current roles and structures to ensure that every individual within the four groups who requires one has a lead professional.

### Financial capability

**3.59** Improving the knowledge, skills and motivation of excluded adults to engage with and manage personal finances can make a vital difference in helping the most excluded groups to maintain stable lives. Greater financial awareness and confidence can help them plan ahead, sustain their tenancies, and help them to understand the financial benefits of employment.

**3.60** The Government set out its aspirations on financial capability in *Financial Capability: the Government's Long-Term Approach*,<sup>15</sup> which highlighted the particular need to focus support on those most vulnerable to the consequences of poor financial decisions. The plans and proposals in the report for ensuring that financial capability is

<sup>15</sup> Financial Capability: the Government's Long-Term Approach, HMT, January 2007.

([http://www.hm-treasury.gov.uk/documents/financial\\_services/financial\\_capability/fin\\_cap\\_longtermapproach.cfm](http://www.hm-treasury.gov.uk/documents/financial_services/financial_capability/fin_cap_longtermapproach.cfm))

integrated into existing services for vulnerable groups, such as basic skills training and benefits advice, will play an important role in supporting this PSA and delivering sustainable employment and accommodation outcomes for socially excluded adults.

**User engagement** **3.61** User engagement has a crucial role to play in successfully meeting the needs of the at-risk groups and delivering this PSA. Many services for at-risk groups already have or are piloting personalisation approaches. These include the person-centred planning approach and individual budgets for people with learning disabilities, the Care Programme Approach for people with severe mental health problems, and the Local Housing Allowance for Housing Benefit recipients in the private sector. The complex nature of problems faced by these groups makes personalisation absolutely essential, both because complex needs demand an equally adaptable and diverse response, and because a failure to engage is actually a key aspect of exclusion.

**3.62** In addition, it is important that service users and their families have opportunities to express their views and are confident that these are taken on board. This could range from being actively involved in the design and planning of services, as is already the case in Learning Disability Partnership Boards, to accessible and effective complaints procedures. Going forward, Local Authorities should consider the following for the most socially excluded adults:

- the potential for governance structures involving users;
- collecting intelligence on users' needs, perceptions and preferences to improve service delivery; and
- the potential for user satisfaction indicators linked to this PSA.

## ACCOUNTABILITY AND GOVERNANCE

**Local delivery** **3.63** Local Authorities and their partners have a key responsibility for tackling social exclusion. To reflect their central role in delivery, and to help drive improved outcomes for the four client groups at local level, the PSA indicators are being included within the National Set of Indicators for local government.

**3.64** Where employment and housing outcomes for the four client groups are particularly poor, Local Strategic Partnerships (LSPs) should strongly consider including the PSA indicators as improvement targets within their Local Area Agreement (LAA). Agreeing improvement targets within LAAs can make a significant impact on delivery by embedding a focus on the PSA outcomes and client groups as a shared priority across key service partners.

**3.65** No national mandatory targets will be set for this PSA. Where social exclusion for the four client groups is a clear priority, local areas should work with Government Offices to agree targets which are suitably ambitious, and which can drive a significant increase in the proportion of excluded adults achieving positive employment and housing outcomes.

**3.66** In line with the new local government performance framework, Local Authorities will report annually to central government through Government Offices on progress on indicators and performance against any improvement targets set in the LAA. Both the reporting and new Comprehensive Area Assessment should also identify risks for future delivery. This reporting cycle should also provide a basis for reporting to local people on progress against local priorities.

**Central governance arrangements** **3.67** The Minister for the Cabinet Office is the lead minister for this PSA. The relevant cabinet committee/s will drive performance by regularly monitoring progress, holding departments and programmes to account and resolving inter-departmental disputes where they arise.

**3.68** The Senior Reporting Officer within Government for the PSA will be the Director General of the Domestic Policy Group in the Cabinet Office, who will chair a Senior Official PSA Delivery Board, comprising all lead and supporting departments. The Board will also monitor progress and review delivery regularly and report to the relevant Cabinet Committee/s. In addition, given the Cabinet Office's lead coordinating role, the Cabinet Office Board will monitor the progress internally and report directly to the Cabinet Office Minister.



# A

## MEASUREMENT ANNEX

### The most socially excluded adults are in settled accommodation

Indicator I	Proportion of former care leavers aged 19, who had left care aged 16 or over, who are in suitable accommodation <sup>1</sup>
Data provider	Supplied to DCSF by Local Authorities.
Data set	SSDA903 return, published in: “Statistics of Education Children Looked After by Local Authorities”.
Baseline	88 per cent (2005- 06).
Frequency of reporting	Annual.
95 per cent confidence interval	± 0.9 per cent.
Data Quality Officer	Data services Group, DCSF.
Minimum level of change required for performance improvement	An increase of 1.1 per cent.
Age range covered	19.

### DEFINITION OF KEY TERMS

- Former care leavers aged 19:**  
 Young people aged 19 who were looked after under any legal status (other than V3 or V4)<sup>2</sup> aged 16.
- Suitable accommodation:**  
 Accommodation is to be regarded as suitable if it provides safe, secure and affordable provision for young people. It would generally include short-term accommodation designed to move young people on to stable long-term accommodation, but would exclude emergency accommodation used in a crisis. Further guidance on assessing the suitability of accommodation is provided in DCSF’s Guidance Notes for the completion of SSDA 903 Records.

<sup>1</sup> This indicator provides a snapshot on former care leavers by accurately reflecting the young person’s main category of accommodation on or around their 19th birthday (within three months before or one month after their 19th birthday). Outcomes for this group are not formally measured beyond this age, although Local Authorities have statutory responsibilities to stay in touch with care leavers up to the age of 21.

<sup>2</sup> Children in legal status V3 or V4 are subject to short-term break agreements. These children normally live at home, but are accommodated by a Local Authority in a pattern of short periods of care in order to give their parents (or guardians) some “respite”. The breaks must form part of a regular programme of support agreed between social services and the child’s parents/guardians. Each break must include at least one night away from home, but cannot exceed four weeks (28 days) of continuous care. V3 status refers to children accommodated under an agreed series of short-term breaks, when individual episodes of care are recorded. V4 status refers to children accommodated under an agreed series of short-term breaks, when agreements are recorded (i.e. NOT individual episodes of care).

Indicator 2	Proportion of offenders under probation supervision living in settled and suitable accommodation at the end of their order or licence <sup>3</sup>
Data provider	Probation service.
Data set	Offender Risk Assessment System (OASys) Assessment Data. (OASys National Reporting / ODEAT).
Baseline	77 per cent (2006- 07).
Frequency of reporting	Annual.
95 per cent confidence interval	± 0.4 per cent.
Data Quality Officer	OASys data evaluation and analysis team (ODEAT), MoJ.
Minimum level of change required for performance improvement	An increase of 0.4 per cent.
Age range covered	Age 18+.

## DEFINITION OF KEY TERMS

- *Offenders under probation supervision at the end of their order or licence:* Offenders aged 18 and over who had a probation assessment completed at either the termination of their community order<sup>4</sup> or at the end of their licence.<sup>5</sup>
- *Settled and suitable accommodation:* Settled accommodation is defined as: permanent, independent housing; bail / probation hostel; and supported housing. Suitable accommodation refers to the suitability of accommodation in terms of quality of residence, appropriateness of living arrangements, overcrowding, and relationships with rest of household, as well as suitability of the location of the accommodation.

<sup>3</sup> This indicator is probation-based and excludes those who do not routinely receive probation support (i.e. some offenders serving short custodial sentences). This is preferred over a prison indicator as it covers both custodial and community sentences, and reflects key levers available to departments and delivery agencies.

<sup>4</sup> A community order is a type of court sentence which is to be served in the community.

<sup>5</sup> A licence is the period of time between the end of a custodial sentence and the end of the entire sentence in which the sentenced person is released into the community usually under certain conditions.



Indicator 3	Proportion of adults in contact with secondary mental health services in settled accommodation
Data provider	Mental Health Trusts.
Data set	Mental Health Minimum Data Set.
Baseline	New indicator – baseline to be established in 2008-09. Initial baseline data will be available autumn 2008.
Frequency of reporting	Quarterly.
95 per cent confidence interval	N/A – There has not been a previous outturn. This information will first be available autumn 2008.
Data Quality Officer	The Information Centre. <sup>6</sup>
Minimum level of change required for performance improvement	N/A – There has not been a previous outturn. This information will first be available autumn 2008.
Age range covered	Age 18+.

## DEFINITION OF KEY TERMS

- *Adults in contact with secondary mental health services:*  
Adults aged 18 and over in contact with secondary mental health services who are on the Care Programme Approach (CPA).
- *Settled accommodation:*  
Accommodation in which people have medium to long-term security of tenure or residence.

<sup>6</sup> The Information Centre is an independent NHS special health authority that collects, analyses and distributes statistics on health and social care.

Indicator 4	Proportion of adults with learning disabilities in settled accommodation
Data provider	Councils with Adult Social Services Responsibilities.
Data set	Key Statistics 1.
Baseline	New indicator – baseline to be established in 2008/9. Baseline data will be available autumn 2009.
Frequency of reporting	Annual.
95 per cent confidence interval	N/A – There has not been a previous outturn. This information will first be available autumn 2009.
Data Quality Officer	The Information Centre.
Minimum level of change required for performance improvement	N/A – There has not been a previous outturn. This information will first be available autumn 2009.
Age range covered	Age 18+.

## DEFINITION OF KEY TERMS

- *Adults with learning disabilities:*  
Adults with learning disabilities who are known to councils with adult social services responsibilities.
- *Settled accommodation:*  
Accommodation in which people have medium to long-term security of tenure or residence.

## The most socially excluded adults are in employment, education or training

Indicator 5	Proportion of former care leavers aged 19, who had left care aged 16 or over, who are in employment, education or training <sup>7</sup>
Data provider	Supplied to DCSF by Local Authorities.
Data set	SSDA903 return, published in: "Statistics of Education Children Looked After by Local Authorities".
Baseline	63 per cent (2005-6).
Frequency of reporting	Annual.
95 per cent confidence interval	± 1.3 per cent.
Data Quality Officer	Data Services Group, DCSF.
Minimum level of change required for performance improvement	An increase of 1.6 per cent.
Age range covered	Age 19.

### DEFINITION OF KEY TERMS

- *Former care leavers aged 19:* Young people aged 19 who were looked after under any legal status (other than V3 or V4)<sup>8</sup> aged 16.
- *Employment, education or training:* This is defined as either full- (at least 16 hours per week) or part-time (less than 16 hours per week) engagement in one of the following:

*Employment or training:* Employment includes paid employment, self-employment, and voluntary unpaid work. Training includes government-supported training, including Youth Training, New Deal, Training for Work, and National Traineeships.

*Higher education,* which refers to all studies at a higher academic level than A level and includes degrees, diplomas in higher education, teaching and nursing qualifications, HNDs, ONDs, and BTEC.

*Education other than higher,* which refers to all other education not covered by 'higher education'.

<sup>7</sup> This indicator provides a snapshot on former care leavers by accurately reflecting the young person's main category of accommodation on or around their 19th birthday (within 3 months before or 1 month after their 19th birthday). Outcomes for this group are not formally measured beyond this age, although authorities have statutory responsibilities to stay in touch with care leavers up to the age of 21.

<sup>8</sup> Children in legal status V3 or V4 are subject to short-term break agreements. These children normally live at home, but are accommodated by a Local Authority in a pattern of short periods of care in order to give their parents (or guardians) some "respite". The breaks must form part of a regular programme of support agreed between social services and the child's parents/guardians. Each break must include at least one night away from home, but cannot exceed four weeks (28 days) of continuous care. V3 status refers to children accommodated under an agreed series of short-term breaks, when individual episodes of care are recorded. V4 status refers to children accommodated under an agreed series of short-term breaks, when agreements are recorded (i.e. NOT individual episodes of care).

Indicator 6	Proportion of offenders under probation supervision in employment at the end of their order or licence <sup>9</sup>
Data provider	Probation service.
Data set	OASys Assessment Data. (OASys National Reporting / ODEAT).
Baseline	35 per cent (2006- 07).
Frequency of reporting	Annual.
95 per cent confidence interval	± 0.4 per cent.
Data Quality Officer	ODEAT, Moj.
Minimum level of change required for performance improvement	An increase of 0.5 per cent.
Age range covered	18+.

## DEFINITION OF KEY TERMS

- *Offenders under probation supervision at the end of their order or licence:* Offenders aged 18 and over who had a probation assessment completed at either the termination of their community order<sup>10</sup> or at the end of their licence.<sup>11</sup>
- *Employment:* This includes those full-time employed or self-employed (30 hours or more a week, on average) and part-time employed or self-employed (less than 30 hours a week, on average).

<sup>9</sup> This indicator is probation-based and excludes those who do not routinely receive probation support (i.e. some offenders serving short custodial sentences). This is preferred over a prison indicator as it covers both custodial and community sentences, and reflects key levers available to departments and delivery agencies.

<sup>10</sup> A community order is a type of court sentence which is to be served in the community.

<sup>11</sup> A licence is the period of time between the end of a custodial sentence and the end of the entire sentence in which the sentenced person is released into the community, usually under certain conditions.

Indicator 7	Proportion of adults in contact with secondary mental health services in employment
Data provider	Mental Health Trusts.
Data set	Mental Health Minimum Data Set.
Baseline	New indicator – baseline to be established in 2008-09. Initial baseline data will be available autumn 2008.
Frequency of reporting	Quarterly.
95 per cent confidence interval	N/A – There has not been a previous outturn. This information will first be available autumn 2008.
Data Quality Officer	The Information Centre.
Minimum level of change required for performance improvement	N/A – There has not been a previous outturn. This information will first be available autumn 2008.
Age range covered	Age 18+.

## DEFINITION OF KEY TERMS

- *Adults in contact with secondary mental health services:*  
Adults aged 18 and over in contact with secondary mental health services who are on the Care Programme Approach (CPA).
- *Employment:*  
This includes those working full-time, part-time or casual as an employee or self-employed.

Indicator 8	Proportion of adults with learning disabilities in employment
Data provider	Councils with Adult Social Services Responsibilities.
Data set	Key Statistics 1.
Baseline	New indicator – baseline to be established in 2008-09. Baseline data will be available autumn 2009.
Frequency of reporting	Annual.
95 per cent confidence interval	N/A – There has not been a previous outturn. This information will first be available autumn 2009.
Data Quality Officer	The Information Centre.
Minimum level of change required for performance improvement	N/A – There has not been a previous outturn. This information will first be available autumn 2009.
Age range covered	Age 18+.

## DEFINITION OF KEY TERMS

- *Adults with learning disabilities:*  
Adults with learning disabilities who are known to councils with adult social services responsibilities.
- *Employment:*  
This includes those working full-time, part-time or casual as an employee or self-employed.



