

# Employability Manifesto for Londoners with Learning Difficulties and/or Disabilities

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## INTRODUCTION

This Employability Manifesto Project Report is intended to help take forward the employment goal in the *Learning for Living and Working in London* strategy for people with learning difficulties and/or disabilities (published in January 2008). The project was commissioned to:

1. Examine and assess a number of leading edge employability programmes in London; identify common success factors; make proposals for developing similar programmes across London; and identify the costs of doing so.
2. Consider a number of ways in which funding can be better used to increase opportunities for independent living and employment for people with learning difficulties and/or disabilities.

The recently published LSC national Assessment Framework focuses on young people's transition from school to further education. This Employability Manifesto Report focuses primarily on **the transition from formal education into adult life and how to increase the employment rate for young adults with learning difficulties and/or disabilities**.

The *Learning for Living and Working in London* strategy gave a broad indication of the scale of this challenge: over 48,000 Londoners in further education, nearly 8 per cent of the college population, recorded as having a learning difficulty and/or disability (7,000 with moderate learning difficulties) and an employment rate of 45 per cent for disabled Londoners (19 per cent for those with mental health conditions) compared to 74 per cent for non-disabled Londoners.

Section 1 of this report describes 22 models of provision investigated as part of the project. Section 2 considers the implications of a number of wider national and regional developments. Section 3 focuses on pathways to supported employment. Section 4 considers models of provision for people with mental health difficulties.

## KEY FINDINGS

- Concerted efforts are needed to **raise expectations** amongst professionals, parents and carers about people's potential for open, paid employment.
- Young adults often have **several months gap between leaving college and being placed with a supported employment agency** by when, particularly for people with moderate to severe learning difficulties, much of their learning experience has been forgotten: a poor reward for their efforts and a poor use of taxpayers' money.
- There should be **seamless pathways from formal learning to supported employment** with employment support, for young adults with learning difficulties in

particular, needing to begin some time before they leave their formal learning programmes.

- Staff time and resources should be committed to **person centred planning** as the first step in ensuring that services meet people's requirements.
- Local Authorities and Local Strategic Partnerships have an important role to play in prioritising and aligning resources for key elements: particularly **benefits advice and job coaching**.

## **SUMMARY OF MAIN RECOMMENDATIONS**

### **Local Authorities and Local Strategic Partnerships**

- Review whether funding for day services could be more effectively deployed in the light of the North Lanarkshire and London Borough of Newham models (page 42).
- Adopt a leadership role in ensuring that commissioning partners supply the glue to make services work seamlessly and effectively (page 37).
- Commission assessments of the availability and resourcing of job coaches and benefits advice and, where necessary, influence commissioning partners to invest in training and employing additional job coaches and benefits advisers (page 43).
- Champion the role of public sector organisations in providing inclusive employment opportunities for people with learning difficulties and/or disabilities and begin by peer reviewing the policies and practices of LSP member organizations (page 46).

### **Commissioning partners**

- Ensure that relevant staff commit the necessary time to participating in person centred planning (page 40).
- Consider and make clear whether additional funding for the raising of awareness and expectations amongst professional staff is required or whether it is reasonable to expect organisations to have the necessary resource within their existing professional development budgets (page 39).

### **Learning and Skills Council**

- Spell out in Planning Guidance for 2009/10 expectations of (and targets for) colleges and training organisations in respect of progression into employment for people with learning difficulties and/or disabilities and about 'the supported employment model' (page 33).
- Consider with senior managers in colleges the potential to fund supported employment activity from mainstream learning and skills programmes and/or for prioritising the use of Additional Learning Support for supported employment activity (page 34).

- Prioritise the deployment of development funding to develop and test skills/supported employment partnership models (page 34).

#### **Jobcentre Plus**

- Consider how its revised funding and employment support programmes can best be deployed to support pathways from further education to supported employment (page 42).

#### **London Development Agency**

- Consider expansion of job coaching capacity as a future funding priority - for example, in European Social Fund specifications (page 44).

#### **Colleges, training organisations and supported employment organisations**

- Review the potential to develop skills/supported employment partnerships as a means of ensuring seamless pathways from education and training to employment (page 31).
- In developing skills/supported employment partnerships, review what in work support capacity already exists and the best sources of support once someone is in a job (page 46).

#### **Professional development providers**

- Consider how best to meet the development needs identified by commissioning and delivery partners as regards awareness and expectations amongst staff about the potential for people to progress into paid, open employment (page 38).

#### **Mental health partners**

- Use the workshop to be held on 14 October 2008 to share thinking on effective approaches and to construct mental health pathways to employment (page 52).

#### **London Borough of Newham and Mencap**

- Consider proposing to the Department for Work and Pensions, other government departments and the LSC the testing of a wider form of the Individual Budgets model to include employment and skills support, including Access to Work funding and Skills Accounts (page 26).

#### **LLWL Strategic Partners Group**

- Consider whether a set of commitments to Londoners with learning difficulties and/or disabilities should be published and, if so, how they would like this to be developed, including the involvement of service users (page 53).

## SECTION 1: PATHFINDER MODELS

1.1 Twenty-two models of provision have been investigated as part of the fieldwork for the project. These 'pathfinders' are summarised in this first section of the report so that commissioning and delivery partners can draw upon them in considering how best they can respond to the issues and recommendations in later sections of the report. The fact that a particular model of provision has not been included in this summary does not imply that it should not be regarded as a 'pathfinder': it simply means that it has not been investigated as part of the project.

1.2 It has been agreed that South London Learning Partnership will place this report on the [www.livelearnwork.org](http://www.livelearnwork.org) website. The value to the report will be enhanced if it stimulates additional ideas and examples of good practice, together with specific commitments to action - something which might be achieved through a discussion group on the website.

**Recommendation 1:** That, when South London Learning Partnership places this report on the [www.livelearnwork.org](http://www.livelearnwork.org) website, a discussion group is created to stimulate additional ideas and examples of good practice, together with specific commitments to action.

1.3 The following 'pathfinder' models have been investigated.

### 1. ROSE (Realistic Opportunities for Supported Employment)

(Contact: Sharon Gould and Jenny Carr; [rose@havering-college.ac.uk](mailto:rose@havering-college.ac.uk))

The ROSE project provides a good example of a seamless pathway from further education to supported employment for young adults with moderate to severe learning difficulties. Its approach includes job coaching and job brokerage. The ROSE team is based at Havering College but is self-standing, funded from a variety of sources: LSC, Havering College, Havering Borough Council, Connexions, a local philanthropist and fund-raising activities. The project provides supported employment for former Havering College students with learning difficulties. It enables students to gain skills and confidence, brokers paid employment for them and supports them in-work. Each ROSE student follows an individual learning plan with the support of parents, guardians and ROSE staff. These staff include job coaches who work alongside students until they are confident enough to operate independently, and who liaise with employers to ensure that tasks are completed to their satisfaction. Around 20 businesses are participating in the project, including Matalan, McDonalds, Alfa Cars and Sainsbury's. The ROSE Team consists of 2 part-time project managers (whose responsibilities include engaging

employers and job brokerage) and 4 part-time job coaches. It has supported 40 former students (5 of whom have severe learning difficulties) into sustained employment in the past two years. The relationship with Havering Borough Council is seen as critical, not least because of the benefits to the local authority's social care budget from placing people in paid employment.

## **2. Choices 4 All**

(Contact: Marie Harrison; [marie@choices4all.co.uk](mailto:marie@choices4all.co.uk))

Choices 4 All is a London charity offering pre-vocational training for young adults with learning difficulties in Brent, Ealing, Hillingdon and Harrow. Its approach includes job coaching and job brokerage. Funding comes from the LSC, the Local Authorities and, increasingly, the deployment of self directed support by individuals. Choices 4 All has "Approved Training Provider" status from the LSC for Entry to Employment (E2E), now subsumed into the Foundation Learning Tier. It received an overall Grade 2 from inspection of its training provision. Partner organisations include Harrow College and Brent Mencap. The Choices 4 All approach is to channel a learner's abilities and aspirations towards paid employment opportunities and it also provides job matching, on-site training, support for employees with learning difficulties, disability awareness training for employers' other staff and ongoing support to employers on issues which may arise. A key feature of the work preparation phase of people's pathways is the provision of "tasters" (work experience) in different occupations. Its employment brokerage approach often involves job carving. One employer describes the process as follows:

"There is considerable consultation and preparation between the students, Choices and ourselves. Typically, Choices nominate a student who they feel is best suited for our working environment who is then introduced to us. This process runs over a series of months, which includes a trial period for the new student to see how they adjust to life in the City. We have found that Choices not only carefully consider the students needs and wants but also what we require as a working office environment. Where possible we have tried to develop new opportunities for our students as they grow in their role and we find when students are provided with the exceptional support offered by Choices they have grown in confidence and really develop their interpersonal skills."

There are about 42 Choices 4 All students at any one time of whom around 10 per year go into paid employment.

## **3. HAFAD (Hammersmith and Fulham Action on Disability)**

(Contact: Colin Brummage; [colin.brummage@hafad.org.uk](mailto:colin.brummage@hafad.org.uk))

HAFAD offers a supported employment programme for people with moderate to severe learning difficulties, sometimes associated with physical disabilities (including a number of clients with cerebral palsy). This support includes a work preparation programme, including work experience, with 40% of participants achieving job outcomes with continuing in-work support, involving job coaches and work buddies, as required. Funding comes from Local Authorities (social services and regeneration) and the London Development Agency (until March 2009), together with some current project funding from the LSC. HAFAD has a Direct Payments team and has recently appointed an Individual Budgets expert. It operates through the Department for Work and Pensions Access to Work programme so that clients can utilise a blend of Direct Payments and DWP funding to provide support for their personal and work needs. By working in partnership with Tri UK Ltd, it has enabled clients to buy equipment through Access to Work while undertaking work trials (normally Access to Work support is only available to people who have received offers of permanent jobs); in other cases it has been able to borrow equipment from organisations like RNIB. HAFAD is engaged with Local Employment Partnerships and sees 'LEP vacancies' as a key source of job opportunities in the future. It has established a strong link with the local Jobcentre Plus 'LEP Coordinator' with whom it has made an arrangement to avoid its clients being disadvantaged by the normal telephone screening process, which would be difficult for many of them to use. It has linked up with Reed in Partnership to enable suitable Pathways to Work clients to be referred for (LDA-funded) HAFAD support and it would like to explore the potential for sub-contracting from welfare to work providers in the future. HAFAD supports around 125 clients a year of whom around 20 progress into open employment (a proportion which is expected to increase with the introduction of a new job coaching model). HAFAD offers a good example of the potential to work in partnership with a wide range of delivery organisations.

#### **4. STATUS Employment**

(Contact: Robert Elston; [r.elston@statusemployment.org.uk](mailto:r.elston@statusemployment.org.uk) )

STATUS Employment is a long established supported employment organisation for people with moderate to severe learning difficulties and, increasingly, people with mental health difficulties. Its funding comes from the Department for Work and Pensions; through Local Authority service level agreements and Local Authority regeneration initiatives; NHS mental health trusts; Health Inequalities Budget funds in Croydon; Healthy Living Centre funds (New Opportunities Funding) in Croydon; Healthy Improvement Budget funds in Sutton, and partnership working with private sector businesses. STATUS Employment operates in a wide area in South London centred round its Lambeth and Croydon offices. It offers its 'candidates' systematic instruction,

job matching and brokerage and in-work training. STATUS consultants work extensively with candidates to determine the right job for each individual. Once someone is in a job, STATUS consultants provide in-work training and/or support, depending on the needs of each individual. STATUS carries out risk assessments prior to employment with an option of job sampling to enable candidates to demonstrate their abilities to employers. It works in partnership with Croydon's Healthy Living Centres by securing open employment for people with mental health issues and has recently won a three year contract with the South London and Maudsley (SLAM) NHS Foundation Trust to provide supported employment services in Lambeth for people with mental health difficulties. In all it supports over 250 candidates per year. Its contract with SLAM provides for 3 employment consultants to work as an integral part of the SLAM joint clinical/occupational therapy teams with a target of placing around 40 people with severe mental health difficulties in paid employment per year. STATUS has previously had a partnership with Croydon College to enable students to make the transition into paid work. It is interested in forming similar partnerships with further education colleges in future and is currently in discussion with Lambeth College about this.

## **5. Ellingham Employment Services**

(Contact: Miles Leonard; miles.leonard@ellingham.org.uk)

Ellingham Employment Services is a training and supported employment organisation which provides a comprehensive vocational service, including detailed evaluation and vocational assessment procedures, work experience and supported employment placement opportunities. It provides services to clients with a very wide range of learning disabilities, many of whom also have mild mental health problems, physical disabilities or sensory disabilities or a combination of these. Ellingham provides services to 200 clients a year in North East and Central London and supports around 70 people in full-time (16+ hours per week) paid employment in a range of employment sectors - retail, administration, horticulture, service industries - in the private, public and voluntary sectors. It is funded by Local Authorities and the Department for Work and Pensions (Jobcentre Plus) and through LSC and Jobcentre Plus ESF contracts. Its training courses are modular with each course catering for a range of skill levels so that provision can be personalised for the individual learner. They are designed to provide people with work-related social skills for part or full time and short or long-term meaningful employment. It provides advice and support to employers, including help with the retention of employees who have become ill or disabled whilst employed, advice on adjustments to the workplace and disability and mental health awareness training. Ellingham also operates through the Department for Work and Pensions' WORKSTEP and Access to Work programmes. It has a long standing franchising agreement with

Redbridge College for a vocational preparation training programme and is in discussion with the college about a proposal to pilot a "Learning 2 Work" model for people with learning disabilities to bridge the gap between education and employment by working with employers and delivering work-focussed training and support in the transition to employment. This would involve the following phases:

- During the first term, Ellingham staff would come into the college on average 1 day per week to meet students, assess their level of vocational knowledge and, working with college tutors, agree who should take part in the "Learning 2 Work" programme.
- During the period January to June, students on the programme would work with Ellingham staff two days a week on an intensive work preparation course. This period would be tailored to the individual, incorporating any additional support needs, and would explore elements such as work experience placements, job searching skills, job finding behaviours and occupational decision making. Ellingham staff would work with the college's work placement team to identify appropriate placements and support for each student. During this period, the students would still be attending college and working towards their qualifications. The project activities would underpin, enhance and complement the knowledge gained by the students in college, so increasing levels of attainment and students' motivation to succeed in the transition from education into employment.
- Once the students had finished college they would be able to increase their time spent on the project and on work experience, based on individual need and ability levels, and would be supported wholly by Ellingham staff.

This proposal is subject to agreeing funding arrangements. Ellingham has also been in discussion with four other colleges with a view to providing supported employment services for students before they complete their college courses: the college tutors are enthusiastic but progress depends on identifying an appropriate funding model.

## 6. RBLI

(Contact: Mary McFadden; [mary.mcfadden@rbli.co.uk](mailto:mary.mcfadden@rbli.co.uk))

RBLI is a leading provider of WORKSTEP support to people with learning difficulties and/or disabilities, as well as offering Pathways to Work and other programmes. Its model of supported employment is highly regarded by the Department for Work and Pensions. It has job coaching at its core and includes development planning, benefits advice, skills development, work experience and work trials, job finding, in-work development plans and in-work support. It is one of the biggest WORKSTEP providers in the South East and that contract embraces parts of south London including Woolwich, Greenwich, Bromley, Redbridge, Croydon and Wimbledon. Its WORKSTEP clients include people aiming to work 16 hours plus a week who may be on health related

benefits, school and college leavers or people at risk of losing their jobs. RBLI works closely with Local Authority social services departments and is partnered with a number of colleges, including Bromley College and Orpington College, to explain the WORKSTEP programme and other support for employment to students and their parents: this is normally done in the form of 'open nights'. Delivery of both WORKSTEP and Pathways to Work enables RBLI to draw down support for clients from both programmes. For example, WORKSTEP clients can access the team of psychologists which it employs as part of its Pathways to Work condition management programme. RBLI does not currently have partnership arrangements with Independent Specialist Colleges but would be interested in doing so. Its partnerships with further education colleges do not currently extend to providing job coaching support for students before they leave college. This is for reasons of funding: for RBLI to be able to draw down WORKSTEP funding, its clients need to be available for work. It is, however, about to embark on an LSC-funded pilot programme with colleges in Kent which will draw on the ROSE provision model (see above). RBLI expects the Pathways to Work programme to be of considerable benefit to people with learning difficulties and/or disabilities, especially for those falling between the stools of eligibility for Local Authority day care services and eligibility for WORKSTEP. It sees the commitment in the *No One Written Off* Green Paper that support will be given progressively to existing Incapacity Benefit claimants as being particularly significant in this respect.

## **7. Enham**

(Contact: Linda Matthews; linda-matthews@enham.org.uk)

Enham is a long established charity based around its own Enham Alamein village in Hampshire where it offers a wide range of services for people with physical and learning disabilities, including care homes, supported housing, day services, supported learning and supported employment. It has contracts with 40 local authorities around the country (but none in London) mainly for residential services, in some cases for ex-students from Independent Specialist Colleges. It delivers seven Employment Programmes: Entry2Employment for young people; New Deal; Self-employment Business Ability to provide self-employment support across the South East; STEP2Employment which equips people with the vocational skills to get a job; nextstep advice for people who want to move on from their current jobs; Workprep for people returning to work after being long-term unemployed; and WORKSTEP to remove barriers to finding a job. It currently has 15 learning and employment contracts, including the second largest WORKSTEP contract in the South East, a unique Entry to Employment model for young disabled people, and Train to Gain delivered in the workplace. Enham therefore receives funding from Local Authorities, the Department for Work and Pensions and the Learning and

Skills Council as well as through the Direct Payments route from individuals and from charitable sources. It has entered into skills/supported employment partnerships with a number of colleges (Totton, Eastleigh, Andover and Farnham) to provide job coaching support for students for some months before they leave college so as to ensure a seamless pathway into supported employment. This is self-funded by Enham on the basis that many of the students will subsequently become Enham customers: something which it can afford to do as a substantial charity but which it would not regard as a realistic option for many supported employment organisations. Enham representatives confirmed that there are large numbers of adults who fall between the stools of eligibility for Local Authority support (those with 'critical and substantial need') and DWP support (aiming for 16 hours plus employment) and said that many of these may develop mental health conditions as a result of social isolation. Although Enham's delivery currently takes place at Enham Alamein and to some extent in Somerset and Dorset, it is interested in potential opportunities to collaborate with other kinds of providers in different parts of the country.

## **8. Scope**

(Contact: Chris Sherwood; [chris.sherwood@scope.org.uk](mailto:chris.sherwood@scope.org.uk))

Scope is a pan-disability organisation with a particular focus on people with cerebral palsy. Its Employment Service is available to all disabled people. It supports people in gaining and sustaining meaningful employment in large corporations, public sector bodies and local employers. It connects disabled jobseekers with employers with recruitment requirements and draws on Department for Work and Pensions programmes such as WORKSTEP and Work Preparation. Scope is a large national provider of WORKSTEP with nearly 600 places; it is also subcontracted to RBLI (see above) for the delivery of Pathways to Work in Surrey and Sussex. Leadership Recruitment is one of Scope's flagship programmes and is of particular significance in London since that is where many graduate recruitment opportunities occur. Candidates who are successful at Leadership Recruitment assessment centres are considered for paid work placements with partner organisations such as BT, Capital One, the Open University, Lehman Brothers and Pearson Edexcel. Where Leadership Recruitment trainees require equipment or facilitation, Scope assists them to get support through the DWP Access to Work Programme. Successful trainees are paid by Scope, and are placed on a secondment basis with the employing organisation. People recruited to the work placement programme are generally employed by Scope for 12 months. Partners pay a fee to Scope for arranging each placement. Scope provides induction training and ongoing support during the placement and individual guidance and mentoring, including guidance for line managers. Scope also runs an Inclusive Volunteering flagship

programme in London, the South East and Yorkshire funded by the Cabinet Office. Scope does not currently provide employment services to people while still at college because of the funding gap referred to elsewhere in this report. Its training capacity could potentially form part of a London professional development programme.

## 9. Mencap

(Contact: Jo Phillips; jo.phillips@mencap.org.uk)

Mencap provides a range of supported employment services to individuals and employers (and has published a guide to employing people with learning disabilities called “I want to work”). Its version of ‘personalisation’ includes tailoring provision for the individual but also for the circumstances of a particular locality. In this way, although it is a national organisation, it can behave like a local organisation by working with delivery partners to fill local gaps in the provision of seamless pathways to employment. In London, it is working in partnership with Lambeth and Barnet Colleges and has previously worked with Carshalton College, Sutton College of Learning for Adults (SCOLA) and Harrow College. It has been heavily involved in the development of personalised budgets, including being involved in the early development of the In Control model, and is working with the London Borough of Newham on the concept of individual budgets for employability. It is coordinating the *Learning and Living Now* project in Essex, Barnsley and Sheffield, in partnership with the relevant Local Authorities and other commissioning partners, in which LSC, social care and, in one case, health funding is linked to meet young people’s needs in a holistic way. This project, which includes Transition Support Brokers from Mencap, enables young people and their families to access a range of existing resources and develop personalised opportunities for learning and living in ways that suit them. It sees scope for replicating this model, or a variant of this model, in London, perhaps initially in the London Borough of Newham which is already heavily engaged both in developing the use of personalised budgets and in enabling people to access supported employment as an alternative to day centres (see below).

## 10. Remploy

(Contact: Gareth Parry; gareth.parry@remploy.co.uk)

With a goal of “reinventing itself”, for which it has Government support, Remploy has closed 28 of its 83 factories and is using the capital and saved DWP revenue funding to set up 45 employment centres around the country to support disabled people into open, paid employment. By 2013, its national target is to support 20,000 disabled people a year into sustainable paid employment. Its employment centres are modern and city

centre-based, with flexible facilities to take people through various stages of their pathways into employment and with strong emphasis on employers as the customers and presenting “candidates” to meet their recruitment needs. Remploy’s contract with the Department for Work and Pensions relates to people on Incapacity Benefit but it is aiming to build on this core service by providing services for further education students. Its Bristol employment centre is a pathfinder in this respect: its target for the current year is to get 220 IB claimants into sustainable employment, but it also has an LSC contract to support 100 Bristol College learners into paid employment over the next three years. Historically, Remploy has not had a strong presence in London but now sees it as one of the priority areas for its new approach. Previously, London has accounted for 1% of national placements: the aim is to push this up to 10% or 2,000 a year. Remploy plans to have 6-8 employment centres in London, with the first two - in Southwark and Euston Road - opening in the second half of 2008. It is aiming to dovetail the opening of these centres with the developing network of London centres of learning and skills expertise, the idea being that Remploy’s employment centres would “map on to” the network of colleges and other providers to provide a route to employers and the employment market. It is currently working with Southwark College at the latter’s London Centre for Sensory Support.

## **11. Orchard Hill College**

(Contact: Caroline Allen; [callen@suttonlea.org](mailto:callen@suttonlea.org))

Orchard Hill College is a day specialist college offering provision at its main centre in the London Borough of Sutton and at an expanding number of other centres around London, including Vauxhall, Clapham Junction, Carshalton and Tulse Hill. This ‘hub and spoke’ provision model involves a number of partnerships with further education colleges, employers, community groups and voluntary sector provision and has enabled Orchard Hill College to expand its student numbers to 160 (190 next year), doubling its staff in the last three years. Funding comes mainly from the LSC (specialist college, further education and adult and community learning funding), with some from Local Authority sources. Personalised budgets are likely to become an increasing source of funding, with 30 former students due to use Direct Payments to fund further part-time provision in 2008-09. Orchard Hill College provides full and part time courses for young and older adults with profound and complex learning difficulties and/or disabilities, including students with social-communication disorders (eg Autism), mental health issues, emotional-behavioural communication difficulties and visual or hearing impairments. It offers a full time Building Skills for Independence course for young people making the transition from school to adult life and a range of other courses (including Skills for Life and vocational skills) designed to suit the needs of the individual. Its provision includes

use of alternative communication strategies and support relating to emotional or behavioural issues. Much of students' learning takes place in community vocational settings (including a local library and a café) and is increasingly focused on skills needed for different kinds of employment in the community. Orchard Hill is in negotiation to open a shop in the local area so as to create work-based opportunities for current and former students. Person centred planning is at the core of Orchard Hill's approach for students' progress while at college, and for planning their subsequent pathways. The planning process is led by the student with the participation of parents and delivery and commissioning partners. Orchard Hill has its own professional development programme which is being increasingly drawn upon by other providers, particularly further education colleges. This professional development programme, together with its 'hub and spoke' provision network, make Orchard Hill a good example of the kind of centres of expertise which *Learning for Living and Working in London* is seeking to promote.

## 12. Lewisham College

(Contact: Peter Mayhew-Smith; peter.mayhew-smith@lewisham.ac.uk)

Lewisham College has a substantial range of provision for students with learning difficulties, including vocational courses and an enterprise programme. It uses LSC Additional Learning Support (ALS) funding for such things as small group and one-to-one teaching, signers and interpreters, specialist equipment and learning support assistants. It is interested in developing business partnerships with supported employment organisations, having previously had such a relationship with Sabre Employment, and it has recently gone into partnership with Remploy. It has been in partnership for 3 years with Treloar College to host the *Moving On* project funded by the Treloar Trust. This project supports people with physical disabilities in obtaining job placements and overcoming travel and accommodation problems, working closely with Headway (an organisation specialising in cranial injuries), the Stroke Association, the Lewisham Volunteer Centre and a number of care and welfare organisations. Lewisham and Treloar Colleges are in discussion about the potential for offering Treloar's specialist college expertise to students with severe physical disabilities, some of whom may also have sensory, communication or learning difficulties.

## 13. Southwark College

(Contact: Miriam Marchi; miriamm.southwark.ac.uk)

Southwark College has made significant progress on refocusing its curriculum towards employability (a key goal of *Learning for Living and Working in London*) and providing more flexible provision in which effective deployment of LSC Additional Learning Support

(ALS) funding and LSC Development funding has been key. It has established practical learning studios and social enterprises for students, which include a cafe, office, college parcel service and vegetable garden. A successful Flexibility Project has been established with Lambeth College and there are plans to develop this work. Use of ALS is enabling Southwark and Lambeth students to experience independent living in flats at Treloar College in Hampshire: an experience which has been the subject of very positive feedback from students and parents alike. Links have been established with Tesco and John Lewis for work placements for students and with Remploy and the Camden Society for joint working. Southwark College's contribution to the developing network of regional centres of expertise is its new London Centre for Sensory Support, established in co-operation with external partners including RNIB and RNID. As well as offering state of the art facilities, the London Centre will focus on preparing people for paid employment, including overcoming non-skills barriers such as potential loss of benefits. This will be through a process of mentoring and coaching, signposting and referral from and to partner organisations.

#### **14. Lambeth College**

(Contact: Christine Donovan; [cdonovan@lambethcollege.ac.uk](mailto:cdonovan@lambethcollege.ac.uk))

Lambeth College has been working in a cross borough partnership with Southwark College, the relevant local authorities and other partners. In addition to the developments described above, it is in partnership with Specialist Colleges to develop a future centre of expertise through co-location with Nash College and to contribute to the Orchard Hill 'hub and spoke' network (see above) by offering Orchard Hill provision at Lambeth College's Vauxhall centre. Lambeth College provides Progression to Work programmes and work experience through social enterprises in the college: the college shop and Gourmet Café. Its priority now is to increase the volumes of students progressing into open employment and it is keen to work with partners with a strong track record in engaging employers and offering in-work support. As one means to this end, it is working in partnership with the Camden Society to offer a 'Pro-Work' programme involving a Camden Society employment specialist operating mainly in the college, with a target of getting 30 students into outside supported employment over a period of 2 years. It is currently in discussion with STATUS Employment (see above).

#### **15. Hackney Mental Health Education and Employment Project**

(Contact: John McClean; [jmcclean@tcch.ac.uk](mailto:jmcclean@tcch.ac.uk))

The Mental Health Education and Employment Project in Hackney is based on an extensive partnership led by Hackney Community College and East London and City

NHS Foundation Trust, with strong support from Hackney Borough Council, the Hackney Mental Health Social Inclusion Forum and the Hackney One in Four Employment Forum. The project was set up in 1997 to address a lack of provision for supporting mental health service users into education and training: level of demand is demonstrated by the fact that there are now over 200 referrals a year to the project. Local Area Agreement social inclusion targets have become a major driver for partners, including Hackney College in relation to its wider employability strategy, with a strong focus on supporting Incapacity Benefit claimants into work. The project has two posts based in the college's Shoreditch Campus: a full time Mental Health Education Coordinator post, funded by the NHS Foundation Trust, and a part time mental health employment adviser funded currently by the Primary Care Trust (and previously by the LSC as part of an Employability Demonstration Pilot). The project provides education support to mental health service users who are currently studying or thinking about studying and to students known to have mental health problems; information and advice to NHS and Social Services staff on accessing education for mental health service users; advice and awareness raising for college staff; and flexible provision for mental health service users within community and other venues. Consideration is being given to developing a management awareness raising programme for private and public sector employers. There is a personalised approach to employment support: service users whose immediate goal is a job are referred immediately to the employment adviser while others enrol on a wide range of mainstream college courses. Employment support includes advice and guidance; assessment of training needs; development of action plans; and continuing support as required, including support from a range of job coaches. There are strong links with the local authority's social care services; with its education, training and rehabilitation centre, Lee House, which provides a job placement service, provides catering and horticulture training, and is partnered with Capel Manor College to provide horticultural opportunities; and with 3 external job coaches at Mind whose posts are funded by Team Hackney, the Local Strategic Partnership delivery arm. Extensive provision is available from local voluntary organisations and the partnership is considering how best to link them most effectively with these supported employment services.

#### **16. South West London & St George's Mental Health Trust**

(Contact: Miles Rinaldi; miles.rinaldi@swlstg-tr.nhs.uk)

South West London & St George's Mental Health Trust has pioneered the Individual Placement and Support (IPS) model for people with mental health difficulties in England. This involves finding jobs which suit an individual's aptitudes, placing them in work as soon as possible and providing continuing support as and when required. The key ingredient is inclusion of employment specialists in Community Mental Health Teams.

The employment specialists provide the bridge with employers and secure the best possible fit between the employer's requirements and the individual's aptitudes and aspirations. In-work support is given as and when necessary, often on a long-term but irregular basis reflecting the episodic nature of many mental health conditions. The Trust's adoption of the Individual Placement and Support (IPS) model reflects a wide range of evidence – recognised in international research and UK government policy – about its effectiveness in enabling people with severe mental health problems to gain and retain employment and its suitability for people whose primary goal is a job and for whom extended pre-employment training is often a source of frustration. That said, the Trust sees education and training as valuable for many people with mental health problems. For example, people who have been placed in a low skilled job which re-engages them with the world of work but does not challenge or fulfil them may well choose to undertake training at a later stage to up-skill and gain qualifications. Other people may find education and training a good way of building confidence and self-esteem. The Trust works with a number of colleges including South Thames College, Merton College, Kingston College and Richmond Adult and Community College, with service users taking up places on a range of courses rather than on courses designed specifically for people with mental health problems. The Community Mental Health Teams often have an important role in introducing and acclimatising service users (who may sometimes have initial anxieties about the college environment) and also, when necessary, in supporting tutors. The South West London & St George's Mental Health Trust is an exemplary employer having employed 150 of its own service users.

#### **17. SLAM (South London and Maudsley NHS Foundation Trust) – Lambeth**

(Contact: Mark Bertram; mark.bertram@slam.nhs.uk)

SLAM provides a wide range of individual assessment and employment support for mental health service users. It offers mental health promotion services, advice to employers on employment issues and Healthy Workplaces, and mental health awareness training. In Lambeth, it works in partnership with a Clubhouse and local social enterprises (First Step Trust/Southside Rehabilitation Association). The Trust also houses vocational services including Carpet Cleaning Care - an aspiring social firm, a user-run 'Vocation Matters' information service and specific support for people to undertake mainstream volunteering. Occupational Therapists are the vocational leads in Community Teams. SLAM's approach is grounded in extensive consultation with service users and evidence gained from a range of local pilot projects. It aims to develop, facilitate and support a range of models that suit the particular needs of the individual. In a move to strengthen its job preparation, placement and in-work support capacity the Trust has entered into a contractual partnership (funded by the PCT) with a supported employment agency, STATUS Employment (see above), with an annual

target to support 40 service users into open employment. The inclusion of candidate preparation before presentation to employers provides what might be termed a 'prepare, place and support' model. STATUS also brings its considerable experience of engaging employers and getting them over initial scepticism about the potential for employing people with mental health difficulties. In a previous partnership, SLAM at one time supported around 200 Lambeth College students on 22 courses, provided training to Lambeth College staff and hosted a number of its tutors at SLAM itself and in various community settings. It is keen to explore opportunities presented by the new Foundation Learning Tier, and encouraged by *Learning for Living and Working in London*, for new partnerships with further education colleges.

### **18. *Is it for me?* Direct Payments Project**

(Contact: Victoria Sturdy; victoria.sturdy@niace.org.uk)

This NIACE-led pilot project in London and two other regions is testing linkages between learning and Direct Payments for mental health service users. People have an introductory workshop to consider whether direct payments are an option they wish to take up and the skills needed to do so and, for those who want to continue, a short course to prepare for and develop skills to manage a direct payment. The project involves explicit links to language, literacy and numeracy provision and is intended to inform development of the Foundation Learning Tier. Findings from the interim evaluation include the following:

- Empowering and potentially sustainable provision for mental health service users has been developed.
- The project has successfully forged a link between Direct Payments and learning provision.
- Barriers included care coordinators who expressed negative or discouraging attitudes to their clients accessing Direct Payments or *Is it for me?* provision and voluntary and community organisations who were concerned that the project would be setting up service users to fail.
- Pilots which recruited people with language, literacy and numeracy needs and involved an experienced basic skills tutor worked particularly well in terms of people going on to apply for a Direct Payment and/or as a hook into further learning.
- There is a need to develop greater mutual understanding between staff in mental health trust and voluntary and community organisations and basic skills tutors.

Plans for 2008/9 include a bespoke on-line training programme for which accreditation is being sought linked to the Foundation Learning Tier; a dissemination event on 11 November 2008; and a face to face and on-line training Train the Trainer event for service users to become co-deliverers of the programme.

## **19. North Lanarkshire**

(Contact: Maureen Cook; cookm@northlan.gsx.gov.uk)

North Lanarkshire is an outstanding example of Local Authority-led strategic change from traditional day centres to support in the community. North Lanarkshire Council launched its own supported employment service in 1999 in the light of responses to a Community Care Plan consultation, as an alternative to day services, offering support for 16 hours plus employment. Through a Supported Employment Partnership Agreement, to which all the principle agencies signed up, 3 principles were agreed: that wherever possible people should be in open employment, that they should receive the rate for the job and that they should normally work 16 hours plus per week (so qualifying them for the maximum range of Department for Work and Pensions support). Service users need to have an assessed community care need and a commitment to work at least 16 hours a week. The client group is mainly people with learning difficulties but has expanded to involve other service user groups including people with mental health difficulties and acquired brain injury. Key elements of the supported employment model are: ensuring people and their families are claiming all the benefits to which they are initially entitled (the Council employs 13 Welfare Rights Officers); early and accurate advice about benefits and financial support to which they would be entitled in work; the creation of vocational profiles; short (2 days maximum) job tasting opportunities; job finding and effective matching; pre- and in-work job coaching; and ongoing monitoring. At the time the service was launched, the council was running 5 day centres for 450 local people. Since then 210 people have used the supported employment service, 193 have completed vocational profiles, 128 were in work in July 2008 and 66 were being supported to find jobs. An independent evaluation by Cardiff University found that service users were working 24 hours per week on average with 91% of them working 16 hours plus; that on average they were around 100% better off (£114 better off per week) than when not working; and that the average cost to the Council per person was £4,300 as compared with £15,000 for users of 'locality services' (the replacement for traditional day centres). In other words, individuals are twice as well off and the cost to Council Tax payers is less than a third of what it would be for day services. To achieve this requires a team of a Service Manager, 2 Senior Employment Officers, 18 Job Coaches and a dedicated part-time Welfare Rights Officer, with an annual service budget of £600,000. Apart from its major investment in job coaching capacity, a key factor in the model's

success has been challenging expectations about a reasonable working week for many people with 'critical and substantial needs' and correcting false perceptions about being worse off through loss of benefits. Early and effective benefits advice is important, as is the use of Housing Discretionary Payments for some people who might be penalised if they lost their non dependant status through coming off benefits.

## **20. Learning & Living Now (Essex, Barnsley and Sheffield)**

(Contact: Jenny Brick; jenny.brick@mencap.org.uk)

*Learning & Living Now*, funded by the LSC, is piloting a holistic approach to supporting 16-25 year olds with learning disabilities to plan and manage funding from a range of sources. The pilot links the Resource Allocation System (RAS) for LSC funding to the self directed support funding model, so enabling people to spend their combined learning and social care budgets in ways that make sense to them whilst meeting the expectations of the funding agencies (see diagram overleaf). Combining these two funding streams, and in one case health funding, alongside other funding sources has led to a more personalised and cost effective approach to learning and living support. The project runs until December 2008 and is being piloted in partnership with Essex County Council and with Barnsley Metropolitan Borough Council and Sheffield City Council. In each area the project is being coordinated by Mencap. Amongst other things, the project has:

- Developed a tool that identifies Additional Learning Support needs and allocates LSC funding to meet these needs.
- Built on the support planning processes created through In Control and Individual Budget piloting so that they embrace learning needs.
- Supported people to identify and secure resources, support and services through Transition Support Brokers, service development and different approaches to managing and using funding.
- Involved a partnership between Hamelin Trust and Thurrock College to develop Individual Service Funds which offer a more transparent and flexible approach to delivering learning and living support.

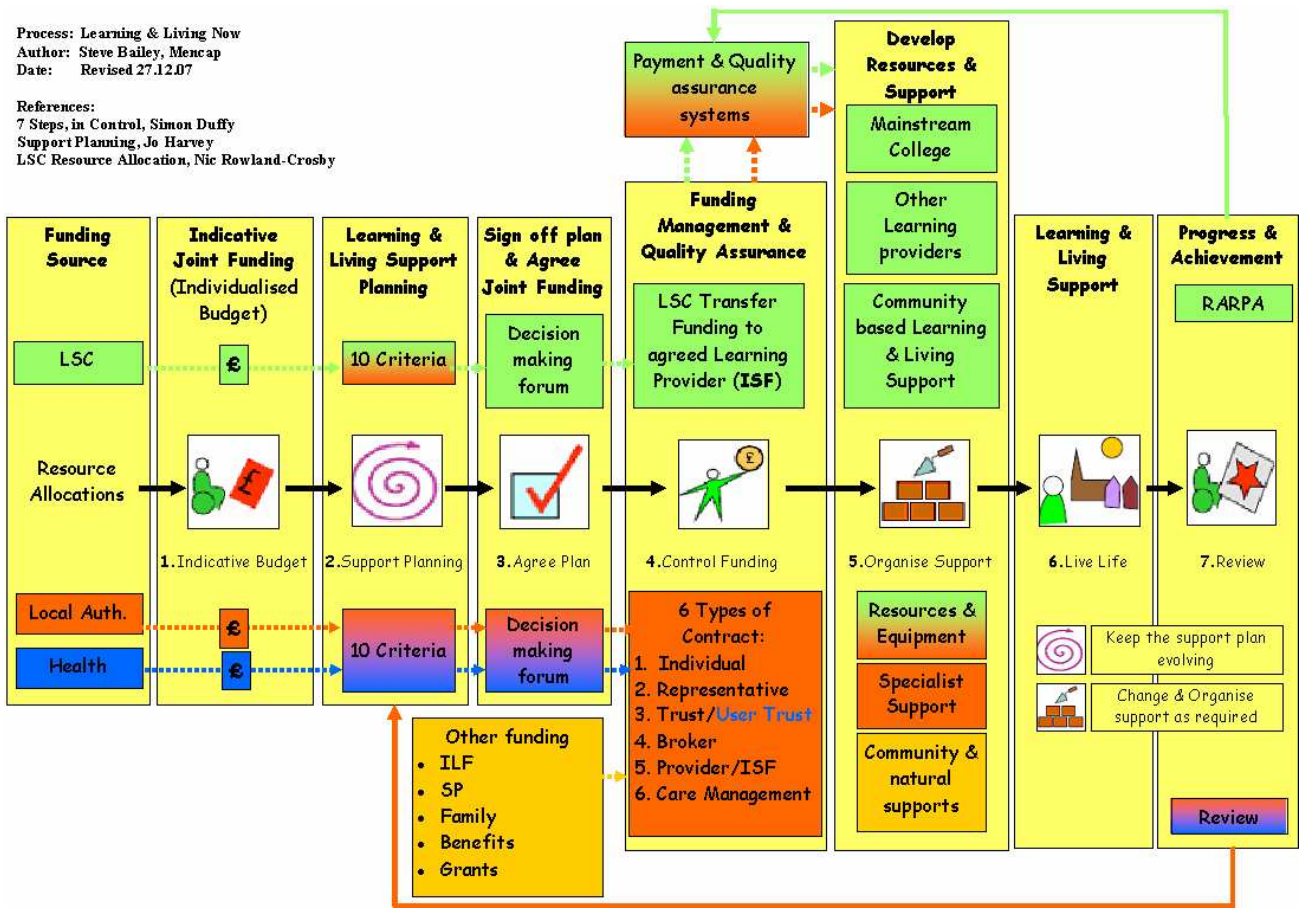
The *Learning and Living Now* project is being evaluated independently and this evaluation is due to be available in February 2009.

## **21. London Borough of Newham**

(Contact: Ann Lloyd; ann.lloyd@newham.gov.uk)

The London Borough of Newham is making a major investment in job coaching capacity, with a target of 40 people to be trained as job coaches including staff from day services, supported housing, Jobcentre Plus and Work Directions (the local Pathways to Work provider). The aim is to increase the effectiveness of the Council's own supported employment organisation, First Line, and to engage a wide range of professionals in a

### Learning and Living Now Diagram



common goal of maximising 16 hours plus paid employment for day service users. The Borough Council is drawing on the North Lanarkshire experience and has replicated its better off in work calculations summarised above. Raising expectations is a key focus for Newham’s Learning Disability Partnership. This is allied to the Mayor of Newham’s Employment Pilot which is designed to overcome ‘benefit trap’ barriers to employment and which includes Housing Benefit protection. The Borough Council commissions employment support from voluntary organisations and is working in partnership with Ellingham Employment Services to enable service users to access the WORKSTEP programme, and with Trident to offer work experience to disabled young people at an earlier age. Newham has had a leading role in developing the In Control and Individual Budget models and has worked with Jobcentre Plus to enable people to draw down from Individual Budgets and Access to Work to meet their supported living and employment needs (Access to Work support is sometimes refused elsewhere on the grounds that the individual is already receiving financial support). The Borough Council would like to

strengthen links with colleges to provide a seamless pathway from formal education to supported employment but has not identified a funding source to achieve this. Very preliminary discussions with representatives of the Borough Council and Mencap suggest an appetite to test a wider form of Individual Budgets, perhaps including employment and skills support. This would build on an evaluation of Newham's supported employment model due early in 2009 and Mencap's experience of the *Learning and Living Now* project in Essex, Barnsley and Sheffield.

## **22. London West Works**

(Contact: Susan Underhill; [susan.underhill@prospects.co.uk](mailto:susan.underhill@prospects.co.uk))

The London West Works project was commissioned by London West Learning and Skills Council in November 2007 to explore ways of expanding employment opportunities for people with learning difficulties and/or disabilities. The project was managed by South London Learning Partnership and was delivered by HAFAD (Hammersmith and Fulham Action on Disability), Learning Curve (London Borough of Ealing) and Brent Connexions, in partnership with Choices 4 All (see entries above for Choices 4 All and HAFAD). The organisations worked closely together to address issues and barriers and share success and progress within the project. The London West Works project completed in June 2008 with the production of a directory of support available in West London; a toolkit for employers and a toolkit for people with learning difficulties and/or disabilities focused on open employment as a real and achievable option; and with 15 people having achieved sustainable employment. The project evaluation identified the benefits of partnership working and of adopting innovative approaches, and the value particularly of job coaching and job carving as methods of support. However it also identified a number of challenges and issues which are reflected in this Employability Manifesto Report, including the need:

- To raise expectations of delivery partners about employment for people with learning difficulties and/or disabilities, as well as expectations of parents and carers. Some organisations delivering London West Works are still recommending work experience or unpaid employment without clear employment goals.
- For delivery partners to work together to align funding and services to provide seamless pathways to employment. Currently, people can be in a 'revolving door' of work experience without moving towards paid employment.
- For support and training for providers in ways of approaching employers with solutions (e.g. job carving, job coaching) and to have more confidence in employers' willingness to diversify their workforce.
- For additional capacity building funding and support if delivery partners are to raise their game, allied to an understanding among partners that working differently and working in partnership does not necessitate further programme funding.

## SECTION 2: WIDER DEVELOPMENTS

### Learning for Living and Working in London

2.1 The Employability Manifesto Project is relevant primarily to the first goal of the *Learning for Living and Working in London* strategy. The field work for the project has also confirmed the importance of the strategy's other four goals if Goal 1 is to be achieved. The five goals are:

1. To expand employment opportunities and improve progression routes into employment of different kinds.
2. To provide people with better services through effective partnership working at local, regional and national levels.
3. To understand better what learners and employers want, the services currently available and what changes need to be made.
4. To reshape the curriculum so as to support people in achieving their potential for independent living and employment.
5. To make a good range of opportunities accessible throughout the region through shared expertise and building local capacity.

2.2 As described in the *Learning for Living and Working in London* strategy, the Learning and Skills Council's national priorities are: (1) learning leading to progression and, where appropriate, accreditation, and (2) learning leading to sustained employment of some kind (while recognising that not all learners will be able to progress into employment).

### Integration of services

2.3 The Government and the London Skills and Employment Board are committed to achieving greater integration of employment and skills services for people who are not in work and/or are underachieving because of low skills. This will be important for Londoners with learning difficulties and/or disabilities, as explained in the following extract from a recent communication by the LSC London Director of Communications and Diversity:

“The integration of employment and skills (IES) agenda [with] pilots in London at the end of 2008 will require clear relationships between employment agencies and learning providers. ....Within the IES pilots, models of working with learners with learning difficulties and disabilities will be informed by [consideration of the Employability Manifesto Project findings on] transition, supported employment and progression.”

2.4 For many people with learning difficulties and/or disabilities more effective linking of skills and employment will only go part way to meeting their requirements. This Employability Manifesto report also confirms the need for close working with Local Authority social services departments and, particularly for people with mental health

difficulties, with NHS Trusts. A number of the 'pathfinders' in Section 1 demonstrate ways in which this can be achieved.

### **Foundation Learning Tier**

2.5 The new Foundation Learning Tier being introduced for LSC-funded provision will include a Progression Pathway for supported employment or independent living. It will, therefore, be of great importance to people with learning difficulties and/or disabilities who wish to progress from formal education to supported employment. Progression Pathways will be available to both young people and adults and will replace existing foundation provision including pre-entry provision, Entry to Employment, First Steps, Foundation Learning in FE and some provision for people with learning difficulties and/or disabilities.

2.6 Key points to note from the revised Foundation Learning Tier Prospectus published in July 2008 are that::

- The majority of learners following the Progression Pathway to supported employment or independent living are expected to be working towards supported employment as their planned destination.
- Progression Pathways will over time encompass integrated employment and skills provision.
- Progression pathways should be supported by a 'wrap-around' of information, advice and guidance, effective initial assessment, comprehensive ongoing review and provider collaboration.
- Employability skills may be most appropriately delivered for some students largely through work placements.
- For people who know the employment sector they want to enter, programmes may be focused on a single sector; for others who are less certain, employability skills may be developed through the exploration of a range of sectors.
- Providers will be expected to guide students in their choice of job, helping them to find jobs with training wherever possible, and to offer aftercare to people once in employment.
- Jobs should normally be 'a real job in the community' rather than sheltered employment.
- As people move towards the end of their programme of learning, and particularly when an employer and a job have been identified, learning should focus on such things as routes and means of travel, appropriate clothing, the job role and specific work tasks.
- Providers should not place all learners with learning difficulties and/or disabilities in the supported employment or independent living Progression Pathway: for some, other Progression Pathways (which include training for skilled work or a Level 2 qualification) will be more appropriate.

2.7 Twenty-two London delivery partners are involved in delivery of the Foundation Learning Tier in 2008/09 including seven delivering the independent living or supported employment pathway:

- Kensington and Chelsea College
- Highshore Special School
- Westminster Kingsway College
- Bromley Adult Education College
- Sutton College of Learning for Adults
- CALAT/London Borough of Croydon
- Choices 4 All

Full implementation will take place progressively over three years with funding for programmes which are due to be replaced ceasing in 2010/11.

2.8 The communication from the LSC London Director of Communications and Diversity referred to above states that:

“The development of a strand within the Foundation Learning Tier designed to develop progression pathways for learners with learning difficulties and disabilities will require providers to have clear plans for the destinations of [people] when their learning is complete.”

2.9 It will be important for the initial 7 delivery partners to be closely involved in the implementation of Goal 1 of the *Learning for Living and Working in London* strategy and that lessons are learned from delivery in 2008/09. In particular, effective ways of building pathways need to be explored, for example:

- Greater focus on independent living skills in the early stages and supported employment activity at later stages.
- Including work experience and exploring job carving options for paid, open employment.
- Planning how to provide in-work support for people who progress into employment.

**Recommendation 2:** That the LSC ensures that the partners delivering the supported employment or independent living Progression Pathway of the Foundation Learning Tier in 2008/09 are closely involved in the wider development and implementation of *Learning for Living and Working in London* Goal 1.

### ***No One Written Off***

2.10 The *No One Written Off* welfare reform Green Paper (published in July 2008) has major implications for people with learning difficulties and/or disabilities. It raises expectations about employment, summed up in the following statements:

- “Everyone who can work should work. This means that everyone, other than the most severely disabled people [and] carers or parents with young children, should look for work, train for work or take appropriate work.”
- “Suitable work is good for an individual’s mental and physical health, even for disabled people or those with a long-term illness or disability.”
- “No disabled people or people with a long-term health problem [should be] abandoned to a life of dependency on benefits”.

2.11 An Employment and Support Allowance (ESA) is to replace Incapacity Benefit (IB) and most people who would previously have claimed IB will be assigned to a ‘Work Related Activity Group’, with only the most severely disabled people and people with serious health conditions being assigned to a ‘Support Group’. Discussions with a number of welfare to work provider organisations suggest that this will be a very important driver for supporting people with learning difficulties and/or disabilities into work, particularly those who currently fall between the stools of eligibility for Local Authority day services and eligibility for the Department for Work and Pensions’ WORKSTEP programme.

2.12 Funding for the Access to Work Programme is to be doubled, expanding national capacity to 48,000 people a year. The Government intends to press ahead with plans to improve and increase resources for specialist disability employment provision and merge current programmes such as Work Preparation and WORKSTEP, with new contracts to be let in late 2009. It is also committed to improved employment support for people with mental health problems: in addition to the £173m already committed to psychological therapies, further funds are to be made available to “test the impact of employment support advisers working within the Improving Access to Psychological Therapies programme”. South West London and St George’s and SLAM experience, described in Section 1, should be of particular relevance in this respect.

2.13 The Government has also:

- Signalled its wish to press ahead with joint commissioning in local areas which have demonstrated the capacity to do this effectively.
- Announced a ‘Right to Bid’ process to enable providers to make proposals to the Department for Work and Pensions for new solutions to helping people back into work, rather than being restricted to the design of existing programmes
- Confirmed that innovative financing arrangements for welfare to work providers are to be piloted in three areas of the country.

2.14 The *Learning for Living and Working in London* strategy stated London’s interest in joint commissioning models. Field work for this Employability Manifesto Project has confirmed that delivery partners see ways in which employment programmes (and benefit eligibility requirements) could be improved for people with learning difficulties

and/or disabilities. One of the three national pilot areas for innovative financing arrangements is Lambeth, Southwark and Wandsworth. This suggests considerable potential for London commissioning and delivery partners to test out new approaches to ensuring that people do not fall through the gaps in provision.

**Recommendation 3:** That, when this report is placed on the [www.livelearnwork.org](http://www.livelearnwork.org) website, delivery and commissioning partners are invited to start considering 'Right to Bid' ideas for improving employment services for disabled people.

**Recommendation 4:** That the LLWL Strategic Partners Group explore with the Department for Work and Pensions the scope for London partners – through the Lambeth, Southwark and Wandsworth innovative financing pilot or elsewhere – to test out new approaches to providing employment support to people with learning difficulties and/or disabilities as the basis for a future joint commissioning model.

2.15 The Green Paper also confirms that the Government will extend the use of Individual Budgets for disabled adults, building on the evaluation of the pilot programme in 13 local authority areas. The Demos evaluation, *Making it Personal*, reported favourably on the impact of Individual Budgets, including both benefits to service users and cost savings averaging 15 per cent, and also referred briefly to the potential to extend this approach to education and employment. Individual Budgets and self-directed services offer a potentially effective way forward in personalising services, making this less reliant on joint commissioning.

2.16 The Green Paper notes that one of the Individual Budget pilots includes six funding streams and suggests that the Government would be interested in extending the Individual Budget model to embrace a wider range of funding. The experience of the London Borough of Newham should be of value in this respect, since it includes Individual Budgets; delivering a supported employment service; training of day service staff and others to be job coaches; and testing the potential for people eligible for day services to work in paid, open employment for 16 hours plus per week. Very preliminary discussions with representatives of the Borough Council and Mencap suggest an appetite to test a wider form of Individual Budgets, perhaps including employment and skills support. This would build on an evaluation of Newham's supported employment model due early in 2009 and Mencap's experience of the *Learning and Living Now* project in Essex, Barnsley and Sheffield.

**Recommendation 5:** That the London Borough of Newham and Mencap consider proposing to the Department for Work and Pensions, other government departments and the LSC the testing of a wider form of the Individual Budgets model to include employment and skills support, including Access to Work funding and Skills Accounts.

### SECTION 3: PATHWAYS TO SUPPORTED EMPLOYMENT

3.1 This section of the report focuses on pathways from education or training to supported employment. It is not intended to imply that every person with a learning difficulty and/or disability will require the full range or same level of support offered through the 'supported employment model'. For some people only certain aspects of support will be required e.g. early access to benefits advice or job placement support. For people who require in-work support, the nature and frequency of this support will vary individual by individual.

3.2 The reasons for focusing on pathways to supported employment are twofold. First, it encompasses the main forms of available support and enables the implications of each of these to be discussed in a logical sequence. Secondly, the LSC has said that it will cease to fund work preparation programmes that do not focus on learning in the workplace and the 'supported employment model'. It is therefore important for colleges and training organisations to be fully aware of what this will entail.

3.3 Supported employment models are designed to enable people with learning difficulties and/or disabilities wherever possible to be in open, paid employment. Support is usually provided in the form of:

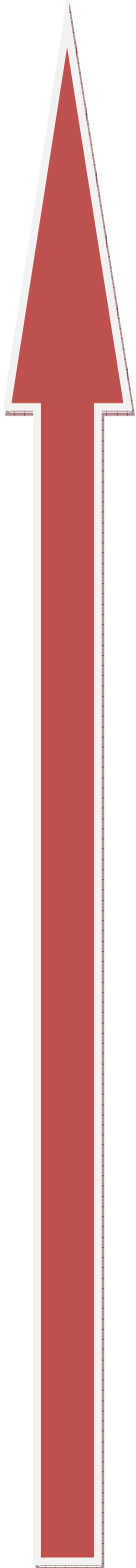
- **Assessment and agreement of goals** – with a strong focus on expectations.
- **Job coaching** – an absolutely key ingredient.
- **Benefits advice** – delivered so as to overcome perceived barriers as early as possible.
- **Job brokering** – requiring effective employer engagement (and often involving job carving), and
- **In-work support** – as long and as frequently as required by the individual employee.

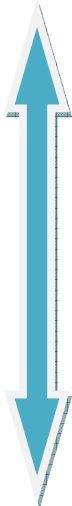

3.4 A diagrammatic representation of the key elements of effective pathways into supported employment has been developed as part of the project and is shown overleaf. The diagram is intended to be read from bottom to top, reflecting stages in supporting people's pathways into employment.

3.5 The findings and recommendations in this section of the report are intended to be read in conjunction with the diagram and follow the same sequence, alternating between issues for:

- **Delivery partners** including colleges and training organisations; supported employment organisations; Pathways to Work providers; Local Authority social services departments; Community Mental Health Teams; and information, advice and guidance organisations, including Connexions, nextstep and Disability Employment Advisers in Jobcentre Plus.

**PROVISION MODEL FOR PATHWAYS TO SUPPORTED EMPLOYMENT**



<p><b><u>Delivery Partnerships</u></b></p> <p><b>Supported employment organisations</b></p>  <p><b>Colleges and training organisations</b></p>	In work support	Public sector opportunities	<p><b><u>Local Strategic Partnerships</u></b></p>  <p><b>Services</b></p> <ul style="list-style-type: none"> <li>• Skills</li> <li>• Employment</li> <li>• Care</li> <li>• Health</li> <li>• Transport</li> </ul>
	Job placement (inc. job carving)	Local Employment Partnerships	
	Job coaching	Funding priorities and alignment	
	Benefits advice	Resources for benefits advice	
	Reprioritise use of funding	Funding and benefits rules	
	Refocus curriculum (inc. learning in workplace)	Contribute to person centred planning	
	Raise expectations	Raise expectations	
***** <b><u>DELIVERY</u></b>	<b><u>PARTNERS</u></b>	<b><u>COMMISSIONING</u></b>	<b><u>PARTNERS</u></b> *****

- **Commissioning partners** including Local Authorities and Health Trusts, the Department for Work and Pensions and the LSC, which fund and/or decide the priorities of delivery partners.

3.6 The diagram and this section of the report are particularly applicable to **people with moderate to severe learning difficulties and/or profound and complex disabilities**. Although it has not been possible to consider the specific requirements of people with different kinds of physical or sensory disability within the ambit of this project, many of the findings in this section have relevance to their requirements. Section 4 of the report considers models of provision specifically geared to the needs of people with mental health difficulties.

3.7 The examples of employment support given in Section 1 of this report demonstrate that different kinds of organisation have the capacity to support significant numbers of people with moderate to severe learning difficulties and/or disabilities into employment. For example:

- The ROSE project has supported an average of 20 former Havering College students a year into sustained employment over the past two years.
- HAFAD places around 20 clients a year in open employment, and expects this to increase with the introduction of a new job coaching model.
- Ellingham Employment Services currently supports around 70 people with moderate to severe learning difficulties and/or disabilities in full-time (16+ hours per week) paid employment.
- Remploy has an LSC contract to support 33 Bristol College learners a year into paid employment over the next three years, in addition to its annual Department for Work and Pensions contract to place 220 local Incapacity Benefit claimants into sustainable employment, and hopes to replicate this model at the London centres which it is in the process of opening.
- Lambeth College's partnership with the Camden Society has a target of placing an average of 15 students a year into outside supported employment (30 students over 2 years).
- STATUS Employment has a contract with SLAM to place 40 people with severe mental health difficulties in paid employment per year.
- In July 2008, North Lanarkshire was supporting 128 people eligible for local authority day services (i.e. with 'critical and substantial needs') in outside paid employment.

These numbers, although small compared to those being supported through the Government's main welfare to work programmes, reflect the nature of the disabilities of people being supported and provide useful benchmarks for colleges and training organisations seeking to create pathways into employment for their students.

3.8 The following key issues have emerged from the fieldwork for this project and are considered further below:

- Many people are currently falling through a void between eligibility for DWP/Jobcentre Plus services and eligibility for Local Authority day services, a void which Pathways to Work is expected largely to fill.
- People with moderate to severe learning difficulties often have a gap of several months between leaving college and being placed with a supported employment agency by when, because of their learning difficulties, much of their learning experience has been forgotten.
- This is a poor reward for students' and tutors' efforts and a poor response to expectations which may have been raised during the period of formal learning.
- It is also a poor use of taxpayer's money if the benefits of the learning experience are largely dissipated.
- There is a need to challenge low expectations amongst professionals, parents and carers about hours that can be worked and about opportunities for paid work: both North Lanarkshire and the London Borough of Newham aim for 16 hours plus paid work as a norm for people with 'critical and substantial needs'.

### **Role of delivery partners**

3.9 The LSC has said nationally that it will cease to fund the following provision for people with learning difficulties and/or disabilities:

- Poor quality, unnecessary and duplicate provision.
- 'Holding' activity (i.e. learning without clear direction or purpose)
- Programmes that do not have clear progression outcomes and intentions
- Work preparation programmes that do not focus on learning in the workplace and the supported employment model.

3.10 The project field work has identified a range of effective supported employment provision delivered by local authorities, supported employment agencies, voluntary organisations or locally based projects. The further education colleges visited as part of the project are working towards meeting the LSC's requirement for work preparation programmes that focus on learning in the workplace and the supported employment model. In one case (Havering College) this has involved hosting a self-standing supported employment team (the ROSE project). In other cases business to business partnerships are being formed between colleges and established supported employment agencies, while college staff also assist students to find employment when they leave college.

3.11 In commenting on a draft of this report, one supported employment organisation has emphasised the important role which pre-vocational training has to play in preparing students for employment, as follows:

“There are numerous references [in the report] to the importance of job coaches...and I would certainly agree with this. However, in terms of making the transition from education to employment, I believe the pre-vocational training aspect is of equal importance. In my experience it is during this phase (preferably whilst participants are still at college) that a participant’s mindset can really be affected in a positive way: for example, by being encouraged to consider work in a serious way (perhaps for the first time), to appreciate what they have to offer and to focus on realistic job goals. I believe that this often does not take place whilst in education and ties in with.....expectations being raised.”

3.12 This serves to emphasise the importance of viewing people’s pathways as a seamless whole, starting with education and training provision, moving on to job coaching and work placement, and then into employment with in-work support as needed. This requires, amongst other things, effective advice on benefit entitlements at an early stage in people’s pathways while still undertaking education or training. It also requires what one college Principal, commenting on a draft of this report, described as a “process of translating learning outcomes into evidence of potential to perform in the workplace”.

3.13 Colleges and training organisations need to make clear choices about how their learners are going to be supported into employment at each stage. They need either to grow this capability themselves or to form effective business partnerships with supported employment organisations and draw on locally available expertise (including expertise on benefit entitlements). The philosophy underlying the integration of skills and employment services in London (for example, through the Employability Demonstration Pilots) is that it does not make sense to invent wheels without first establishing whether these exist already and whether a partnership-based approach to delivery might be most effective. Supported employment organisations have well established and effective employer engagement strategies and these are a critical requirement. Partnership approaches could include training of college staff as job coaches as well as direct involvement of the relevant supported employment organisation. The following, therefore, is a key recommendation from this report.

**Recommendation 6:** That colleges and supported employment organisations review the potential to develop skills/supported employment partnerships as a means of ensuring seamless pathways from education and training to employment.

3.14 The following list of British Association for Supported Employment (BASE) members in London is a useful source of potential supported employment organisation partners, as is the list of 'pathfinder' models in Section 1 of this report.

Member	Organisation	Address	Primary Contact	Phone
London Borough of Hounslow	Leaders Employment Resource	Acton Lodge, 84 London Road, TW8 8JJ	Nicky Bitar	0208 583 6140
Camden Society	Camden Society	60 Holmes Road, NW5 3AQ	Denise Largin	020 7485 8177
London Borough of Newham	First Line Supported Employment Agency	369 Romford Road, E7 8AB	Carlen Finn	020 8430 2070
London Borough of Hackney	Hackney Recruitment Partnership	Unit D2, 3 Bradbury Street, N16 8JN	Bea Alabaster	020 7241 5588
Disability Times Trust	Disability Times Trust	1-2 Craven Road, W5 2UA	Jonathan Davies	0208 566 1204
London Borough of Richmond Council	Power Employment	Avenue Day Centre, 1, Normansfield Avenue, TW11 9RP	Linda Sylvester	020 8943 3363
London Borough of Hillingdon	Maple Road Employment	London Borough of Hillingdon, 151b Maple Road, UB4 9NQ	Jeanette Trungu	020 8845 0802
Social Firms UK	Social Firms UK	Furness House, 53 Brighton Road, RH1 6PZ	Sally Reynolds	01737 764021
London Borough of Newham	Newham Day Opportunities Service	Unit 6, Stratford Office Village, 4, Romford Road, E15 4EA	Paul Wren	020 8221 7600
Ellingham Employment Services	Ellingham Employment Services	5-11 Ellingham Road, E15 2AU	Miles Leonard	020 8519 5234
London Borough of Newham	Newco Products	Bridge Road Depot, Abbey Road, E15 3LX	Marion Summers	020 8534 1497
Royal London Society for the Blind	RLSB	Kensington Charity Centre, 4th Floor, Spur C, Charles House, 375 Kensington High Street, W14 8QH	Richard Greenwood	020 7471 5575
Action for Blind People	Action for Blind People	14-16 Vemey Road, SE16 3DZ	Pat Wilson	020 7635 3017/4800
Hillside Clubhouse	Hillside Clubhouse	1 Hilldrop Road, N7 0JE	Graeme Jones	020 7700 6408
Tower Project	Tower Project	45-55 Whitehorse Road, E1 0ND	Carrie-Anne Adams	0207 790 9085

3.15 Discussions with college staff suggest some confusion about what the LSC is expecting in respect of progression into employment and that there is insufficient knowledge about what the 'supported employment model' entails. One interviewee went further and said that what the LSC needs to do to accelerate progress is to set specific targets for colleges. This report therefore makes the following recommendation in this respect.

**Recommendation 7:** That LSC London Region spells out in some detail in its Planning Guidance for 2009/10 what its expectations of (and targets for) colleges and training organisations are in respect of progression into employment for people with learning difficulties and/or disabilities and about ‘the supported employment model’, in particular.

3.16 In support of this recommendation it may be helpful if the LSC sponsors some ideas building and action focused workshops to:

- Begin the process of raising expectations.
- Explore the nature of the supported employment model.
- Clarify the potential of the Foundation Learning Tier to improve pathways to supported employment.
- Explore what different kinds of partner can contribute and what potential exists for business to business partnerships.
- Identify gaps in provision and opportunities for ‘Right to Bid’ proposals (see paragraph 2.13).
- Agree sub-regional priorities and programmes of action.

These workshops would be similar to those previously held with skills and employment providers, local authorities and other partners to explore how best to integrate the mainstream employment and skills systems. They would need to involve colleges and training organisations, supported employment and welfare to work organisations, local authority social services departments, Jobcentre Plus staff and providers of benefits advice.

3.17 Gaps between leaving college and gaining employment support can often negate the LSC’s learning investment for reasons explained above. In principle, a seamless pathway should be fundable from existing LSC, DWP, Local Authority and Health Trust resources but there is often a funding gap in relation to the need for supported employment agencies to become involved some time before students finish their courses. This is because, to be able to draw down WORKSTEP funding, supported employment agency clients need to be available for work. A substantial charity such as Enham is able to cover this gap on the basis that many of those supported will become future customers. This “loss leader” approach is not, however, an option for most supported employment organisations and projects.

3.18 Ellingham Employment Services have established a franchising arrangement with one London college and would like to form a business partnership with up to five others but the potential partners are having difficulty in identifying funding mechanisms for doing so. This suggests that an alternative would be for colleges to fund supported employment activity from mainstream learning and skills programmes or from their Additional Learning Support budgets. Funding from mainstream programmes would require the curriculum to be redrawn to encompass supported employment activity:

something which may become more possible with the introduction of the Foundation Learning Tier.

3.19 Alternatively, Lambeth and Southwark Colleges have used Additional Learning Support (ALS) to enable students to experience independent living in the flats which are part of the Treloar College campus in Alton, Hampshire. This suggests that, similarly, college senior management teams could prioritise the use of ALS for supported employment activity. Recent LSC guidance makes clear that the vast majority of people on Progression Pathways will attract Additional Learning Support (ALS); that the allocation of ALS funding will recognise providers with a large cohort of learners following Progression Pathways; and that, in addition to ALS allocated by formula, LSC partnership teams will have a discretionary ALS budget to be allocated on a negotiated basis. This will require college senior management support, particularly in the light of the following comment from a well connected supported employment organisation:

“We have found that whilst talking to staff at.....colleges who have shown an interest in [our supported employment] model they are being met with resistance from their Directors and above - mainly due to funding.”

**Recommendation 8:** That the LSC and senior managers in colleges consider the potential to fund supported employment activity from mainstream learning and skills programmes and/or for prioritising the use of Additional Learning Support for supported employment activity.

3.20 Pending the outcome of these discussions between colleges and the LSC, it cannot be assumed that they will provide the answer, or the whole answer, to fixing the funding gap. There is a need, in the meantime, to test further the potential for effective skills/supported employment partnership models between colleges and supported employment organisations.

**Recommendation 9:** That the LSC prioritises the deployment of development funding to develop and test skills/supported employment partnership models.

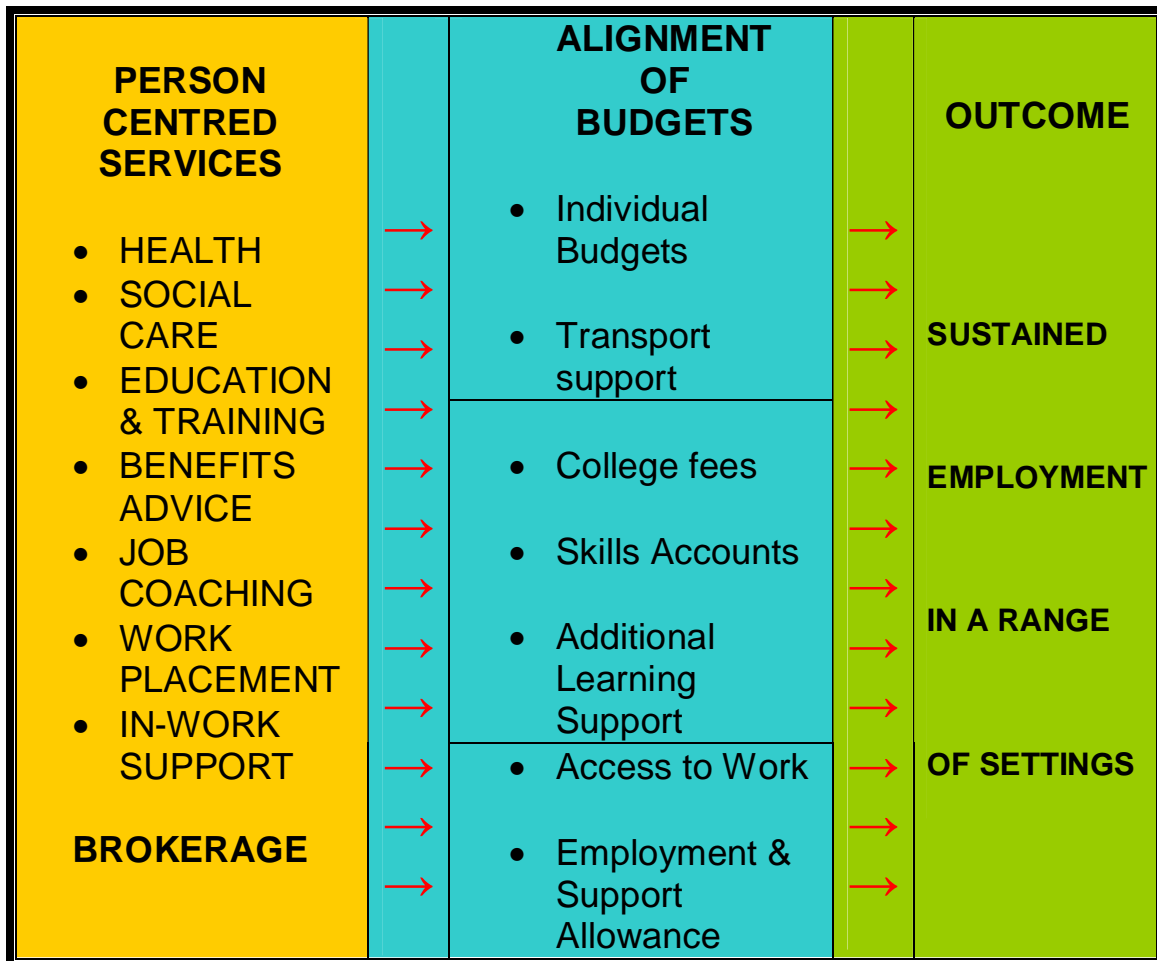
3.21 If ALS does emerge as one way of meeting the funding gap which prevents employment support from being given while people are still in formal learning programmes, it will be important for this to be reflected in future national policies on the use of this funding stream, particularly during the transfer of funding responsibilities from the LSC in 2010.

**Recommendation 10:** That LSC National Office considers the implications of the funding gap for supported employment activity and ensures that these are addressed in future national funding policies, particularly during the transfer of funding responsibilities from the LSC in 2010.

**Role of commissioning partners**

3.22 This Employability Manifesto Report points to the key roles of tutors, job coaches, benefits advisers and other front line staff in securing effective pathways for young adults from formal education into employment. However, the point has been strongly made during the field research for the report that the responsibility for fixing the disconnections within the current system cannot simply be delegated to these front line staff. The commissioning partners have a key role to play in providing the glue to make the system work effectively.

**Providing the glue to make the system work**



3.23 Commissioning partners' role in providing the glue to make the system work includes:

- Contributing to the process of raising expectations amongst professionals, parents and carers.
- Championing the role of public sector organisations in providing inclusive employment opportunities.

- Ensuring that staff commit the necessary time and effort to person centred planning.
- Reviewing the adequacy of resources for benefits advice, job coaching and professional development.
- Aligning different funding streams in ways that work for people with learning difficulties and/or disabilities.

3.24 The Learning and Skills Council has taken a leading role in publishing the *Learning for Living and Working in London* Strategy, in reprioritising the contributions of the education and training system and in deploying development funding to support the direction of travel of the national and regional strategies. This leadership role will cease when the LSC disappears in 2010.

3.25 Moreover, the pathfinder models described in this report illustrate the importance of local leadership in making services work better for people. The drivers for action in North Lanarkshire and the London Boroughs of Newham, Havering, Hackney, Lambeth, Southwark and Sutton - to name just some of the relevant pathfinders - have come through local leadership. In many cases the main driver has been the strategies of Local Strategic Partnerships, whether in the form of Local Area Agreements or social inclusion, economic development, employment and skills or other strategies.

3.26 PSA 16, the Public Service Agreement for socially excluded adults, has been particularly influential. This aims to “ensure that the most socially excluded adults are offered the chance to get back on a path to a more successful life by increasing the proportion of at-risk individuals in [amongst other things] employment, education or training”. In the context of this report two National Indicators associated with PSA 16 are of particular significance:

- NI 146 Adults with learning disabilities in employment.
- NI 150 Secondary mental health service users in employment.

3.27 *Learning for Living and Working in London* drew attention to the very large numbers of people with some form of learning difficulty and/or disability and to the very low employment rates amongst most groups of disabled people:

- Over 48,000 Londoners in further education, nearly 8 per cent of the college population, recorded as having a learning difficulty and/or disability (7,000 with moderate learning difficulties).
- An employment rate of 45 per cent for disabled Londoners (19 per cent for those with mental health conditions) compared to 74 per cent for non-disabled Londoners.

3.28 All these factors support the case for Local Authorities and Local Strategic Partnerships across London to adopt a leadership role in ensuring that commissioning

partners do supply the glue to make services work seamlessly and effectively for people with learning difficulties and/or disabilities.

**Recommendation 11:** That Local Authorities and Local Strategic Partnerships adopt a leadership role in ensuring that commissioning partners supply the glue to make services work seamlessly and effectively for people with learning difficulties and/or disabilities.

3.29 It has been agreed that LSC representatives will lead discussions on Local Strategic Partnerships about this recommendation and the best ways locally of implementing the recommendations of this report. As a next step, a short brief based on the findings in the report will be prepared. One focus for this needs to be the development of strategic relationships between Local Authority education and social services departments, colleges and supported employment organisations. The London Skills and Employment Board's current focus on joint commissioning approaches provides a good opportunity to focus on joint commissioning of services for people with learning difficulties and/or disabilities.

### **Raising expectations**

3.30 Raising expectations about employment is an issue for both delivery and commissioning partners. The *Learning for Living and Working in London* strategy intentionally adopted a wide definition of employment to include all kinds of meaningful opportunities in the community. This was to ensure that it embraced people with the most profound and complex disabilities for whom, for example, Orchard Hill College is doing pioneering work to ensure that as many people as possible have the opportunity to work, at least for a few hours a week, in a range of possible settings. These can include employment in public or private sector organisations, in voluntary and community organisations and in social enterprises.

3.31 The strategy, however, also drew attention to the very low levels of participation in open, paid employment amongst other groups of people with learning difficulties and/or disabilities and to the following statement in *Opportunities for the Full and Equal Citizenship of Disabled People in Britain*:

“Despite the importance of social and civic participation, greater opportunities for participation in paid work are also rightly demanded by many disabled people.”

It has been strongly emphasised by a number of people interviewed in the course of this project that a critical barrier to progress is the low expectations which parents, carers and professionals often have about what can be expected of many people with learning difficulties and/or disabilities in terms of open, paid employment. The experience of North Lanarkshire (summarised in Section 1) shows that a very high proportion of people eligible for that local authority's day services have been able - with the right support - to

obtain open, paid employment and that 90% of these are working 16 hours plus a week. A similar goal is being set by the London Borough of Newham which has embarked on an ambitious programme to train 40 day service and other staff to be job coaches.

3.32 Arguments for embracing such ambitious expectations include the following:

- That people with learning difficulties and/or disabilities should not be excluded from opportunities which other people have to earn money, to feel fulfilled and to benefit from social networks.
- That short periods of employment each week are not the best way to meet the needs of people with learning difficulties, in particular. What they actually require, to reflect their learning needs, are opportunities for sustained employment spread throughout the week.
- That 16 hour plus paid employment opens the door to a range of Department for Work and Pensions support and tax credits.
- That places like North Lanarkshire and Newham are demonstrating that 16 hours plus employment is a reasonable ambition for many people who have 'critical and substantial needs' to a degree that makes them eligible for Local Authority day service support.

3.33 As a starting point for raising expectations, it is essential that all professionals working with people with learning difficulties and/or disabilities and their parents or carers are aware of what is possible and themselves have high, though realistic expectations of the people they are supporting. This includes tutors and trainers and local authority social services staff. However, in the course of the fieldwork for this project numerous instances were quoted where professionals had acted to dampen people's actually quite realisable expectations. Equally, instances were quoted of professional staff sometimes being over optimistic about what is achievable, with a reluctance (or perhaps insufficient awareness) to tell individuals that they are being unrealistic. This is another aspect in which supported employment organisations can add value based on experience with working with jobseekers and employers.

3.34 This issue of raising expectations should be a high priority for the programme of professional development to which partners are committed through the *Learning for Living and Working in London* strategy.

**Recommendation 12:** That senior managers of all commissioning and delivery partners review the current levels of awareness and expectations amongst their staff about the potential for people with learning difficulties and/or disabilities to progress into paid, open employment and identify their development needs.

**Recommendation 13:** That the London Centre for Leadership in Learning's Strategic Unit, South London Learning Partnership, Orchard Hill College and other professional

development providers consider how they could best meet the development needs identified by commissioning and delivery partners.

**Recommendation 14:** That the LSC and other commissioning partners consider and make clear whether additional funding for the raising of awareness and expectations amongst professional staff is required or whether it is reasonable to expect organisations to have the necessary resource within their existing professional development budgets.

3.35 An evaluation of the North Lanarkshire model which was conducted by an independent expert from Cardiff University is quoted extensively in this report and an evaluation of the London Borough of Newham model is due to be conducted early in 2009. Both should be an important source for managers seeking to raise the expectations of professional staff.

**Recommendation 15:** That the North Lanarkshire evaluation, and the London Borough of Newham evaluation when it is available, should be posted on the [www.livelearnwork.org](http://www.livelearnwork.org) website as a resource for those seeking to implement the recommendations from this report.

### **Refocusing curriculums**

3.36 The *Learning for Living and Working in London* strategy pointed to the essential requirement to focus curriculums on employability skills and, in particular to the LSC's intention to cease funding work preparation programmes that do not focus on learning in the workplace and the supported employment model. The importance of well focused curriculums has been confirmed in interviews with London delivery partners. Supported employment organisations recognise the importance of pre-vocational and vocational training. There also needs to be effective provision of external as well as internal work experience placements. Opportunities arising from the implementation of the Foundation Learning Tier (FLT) need to be fully exploited in making this happen.

3.37 The remit for the fieldwork for this project was that most provision models to be investigated should be relatively unfamiliar to the LSC and this has limited the number of further education colleges which have been visited. Moreover, those which have been visited have been in the 'pathfinder' category. This means that direct evidence about the extent and pace of curriculum change has been limited. Nevertheless, a number of informed observers interviewed as part of the project have suggested strongly that the extent and rate of change is insufficient. This is significant because of:

- The value to students of work focused provision, particularly towards the end of their period of formal learning.

- The extent to which the curriculum drives mainstream and Additional Learning Support funding and, therefore, the ease or otherwise with which employment support can be provided before students move on from college.

3.38 This is a strong indication that the LSC in its planning guidance and discussions with colleges should re-emphasise the need for, and preferably incentivise, the drive for curriculum change. College senior management teams ought also to review progress through the self-assessment process. NIACE has proposed the self-assessment tool reproduced overleaf (with credit to Pete Vickers, Vine Coordinator, Leeds City Council) which could be used for this purpose.

**Recommendation 16:** That the LSC in discussions with colleges should re-emphasise the need for, and preferably incentivise, the drive for curriculum change and re-inforce this in business planning guidelines for 2009/10.

**Recommendation 17:** That college senior management teams examine progress in achieving curriculum change critically during self-assessment processes.

### **Person centred planning**

3.39 Person centred planning was a key commitment in *Learning for Living and Working in London* and has been strongly endorsed in interviews with delivery partners. Orchard Hill College has developed a person centred planning model that involves students, providers and commissioning partners. Local Authority social services departments' extensive experience of person centred planning should enable them to contribute to the development of such models elsewhere. Specific reasons for commissioning partners to join delivery partners in committing staff time and resource to person centred planning include:

- The benefits to Local Authority day services budgets evidenced by the North Lanarkshire and London Borough of Newham pathfinders.
- The potential to ensure that the LSC's investment in formal education and training is realised in later years through seamless transitions to supported employment.

**Recommendation 18:** That commissioning partners ensure that relevant staff commit the necessary time to participating in person centred planning.

### **Funding and benefits rules**

3.40 A number of people interviewed during this project have said that the problem is not lack of resources: it is that the resources that are available are not being used flexibly and effectively enough. The Lambeth & Southwark Flexibility Initiative has

<b>Moving into Work self-assessment questionnaire for providers</b>											
Is the course outcome more geared to accreditation than finding real jobs for the learners?											
<b>None</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>	<b>All</b>
How many of the learners receive no welfare rights advice?											
<b>None</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>	<b>All</b>
Do employers expect to play no part at all in the curriculum planning?											
<b>None</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>	<b>All</b>
Are placements often provided in organisations where there is no prospect of a real job?											
<b>None</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>	<b>All</b>
Are placements organised to the geographical convenience of the programme staff?											
<b>None</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>	<b>All</b>
Are placements mostly provided within your own organisation?											
<b>None</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>	<b>All</b>
Does the vocational element of the course usually consist of shop and retail projects in the college?											
<b>None</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>	<b>All</b>
Do employer placements tend to occur later in the academic year (March onwards)?											
<b>None</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>	<b>All</b>
Is the ILP document only used within the organisations and never on placement?											
<b>None</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>	<b>All</b>
Are your learners unemployed by the end of the course?											
<b>None</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>	<b>All</b>
100 – 80	Your programme can only be described as performing poorly. It could well be cut, and probably deserves to be.										
79 – 60	Take encouragement; there is enough good work here to build up a successful programme										
59 – 40	With some modest development there is a supported employment programme waiting to break out!										
39 and below	You should be helping with training and development in other organisations. Well done!										

demonstrated the potential for reprioritising the LSC's Additional Learning Support (ALS) funding. Conversely, it appears that LSC funding is still being used for provision that does not lead to progression or support pathways to independent living and/or supported employment.

**Recommendation 19:** That the LSC encourages colleges and training organisations to prioritise pathways to supported employment in the use of mainstream funding and Additional Learning Support and the introduction of the Foundation Learning Tier.

3.41 The North Lanarkshire programme has shown the potential cost savings for Local Authorities from redirecting funding for day centre provision to supported, paid employment. The decision by the London Borough of Newham to invest in training 40 job coaches is a further exemplification. Conversely, it appears that substantial amounts of funding is being channelled to local organisations primarily for historical reasons rather than because they are particularly effective in supporting people into open employment.

**Recommendation 20:** That Local Authorities review whether funding for day services could be more effectively deployed in the light of the North Lanarkshire and London Borough of Newham models.

3.42 The Government has announced in the *No One Written Off* Green Paper that it intends to increase resources for employment services for disabled people and to rationalise employment support programmes (see paragraph 2.12). It will be important that the Department for Work and Pensions ensures that these changes are brought to bear on the issues raised in this report.

**Recommendation 21:** That Jobcentre Plus considers how its (soon to be revised) funding streams and employment support programmes can best be deployed to support pathways from further education to supported employment.

3.43 In North Lanarkshire a key decision was made by the Local Authority to modify its policy on residential care charges, so increasing the incentive to aim for 16 hours plus paid work. The Mayor of Newham's Employment Pilot is designed to overcome 'benefit trap' barriers to employment and includes Housing Benefit protection. Interviews with delivery partners in London suggest that there are substantial financial barriers, perceived or actual, to moving into paid employment. There is also the issue referred to by a number of interviewees about people falling between the eligibility stools of Local Authority day centre support and Jobcentre Plus support for people willing and able to work 16 hours plus.

**Recommendation 22:** That the LLWL Strategic Partners Group sponsor an examination of benefits barriers, involving Department for Work and Pensions and Local Authority benefits experts, and issue advice to commissioning partners about the potential for people to work and claim benefits as demonstrated by the London Borough of Newham.

### **Benefits advice**

3.44 The North Lanarkshire report, attendance at a London Borough of Newham 'Benefits Advice Day' and interviews with delivery partners have demonstrated that well-informed and effective benefits advice is essential to overcome barriers - real or perceived - to moving into paid employment. There are very strong perceptions by parents, carers and many professionals that people with learning difficulties and/or disabilities and their families will be worse off if they move into paid employment.

3.45 The evaluation of the North Lanarkshire programme has shown that in fact people who went into paid employment were on average twice as well off as before. These calculations and conclusions have been replicated by the London Borough of Newham. It is clear, however, from these examples and from discussions with supported employment and welfare to work organisations that it is essential for accurate advice to be given about:

- People's present entitlements: this engenders trust in the advisers and in what they say about in-work entitlements, and
- People's in-work benefit entitlements and likely paid earnings once in employment.

3.46 Adequate sources of benefits advice are therefore a critical ingredient in supporting people with learning difficulties and/or disabilities into employment and should be a focus for commissioning and delivery partners alike. Jobcentre Plus and welfare to work providers, Local Authority and voluntary sector welfare rights officers, and supported employment agencies all provide such advice, including individual projections of impact on benefits. In many places, therefore, the issue may be the best deployment of resources rather than the adequacy of resources overall.

**Recommendation 23:** That Local Authorities and Local Strategic Partnerships commission assessments of the availability, breadth of focus and deployment of benefits advice resource and, where necessary, influence delivery partners to invest in training and employing additional benefits advisers.

3.47 It has also been strongly emphasised that benefits advice needs to be given early in a person's pathway towards employment. Until perceptions that moving into paid work is impossible for financial reasons are removed, students and their parents, carers and

tutors are unwilling to focus on options for progressing towards paid work or on the best education or training options to achieve this. Colleges and training organisations therefore need to ensure that effective benefits advice is available at the beginning of people's learning programmes.

**Recommendation 24:** That college and training organisation senior management teams review the availability and timing of benefits advice and ensure that it is provided at the beginning of people's learning programmes.

### **Job coaching**

3.48 Job coaching through the ROSE project in Havering has enabled 40 people with moderate to severe learning difficulties to move into sustained, paid employment in two years. In Newham, the ambition is to retrain 40 people to be job coaches. Job coaching is clearly the cornerstone of supported employment agencies' and welfare to work organisations' success in helping move large numbers of people with learning difficulties and/or disabilities into employment. In Bristol, the Remploy 'candidate preparation' model carries a current year target of 220 DWP customers into sustained employment to which has been added, with LSC funding, 100 students from Bristol College to be supported into employment over the next three years.

3.49 Discussions with other organisations during the fieldwork for the project suggest that levels of output and investment vary substantially across London. If there is one thing which will improve employment rates amongst people with learning difficulties and/or disabilities, it is ensuring that there is an adequate supply of well trained job coaches in every borough. Initial discussions with representatives of the London Development Agency suggest that they share this view.

**Recommendation 25:** That Local Authorities and Local Strategic Partnerships commission assessments of the availability and resourcing of job coaches and, where necessary, influence commissioning partners to invest in training and employing additional job coaches.

**Recommendation 26:** That the London Development Agency consider expansion of job coaching capacity as a future funding priority - for example, in European Social Fund specifications.

### **Funding priorities and alignment**

3.50 The current disconnect between further education provision and supported employment stems in part from the variety of funding routes: LSC, DWP, Local Authority and Health Trust. In a number of interviews with commissioning and delivery partners in

London the point has been made that the issue is not shortage of funding but rather the disconnection between how it is planned and used. This was a major theme of the national *Progression through Partnership* strategy and is likely to be a key focus for national developments in response to that report.

**Recommendation 27:** That Local Authorities and Local Strategic Partnerships prioritise the planning and deployment of different funding streams and ensure that effective mechanisms are in place through which commissioning partners can co-ordinate funding and move towards joint commissioning.

### **Job placement and Local Employment Partnerships**

3.51 Brokering job opportunities and placing people in employment is a role which is distinct from, although sometimes combined with, job coaching. It also is a key part of what supported employment agencies and projects contribute to pathways to supported employment. It's goal is an effective placement which leads to sustained employment. It includes 'selling' the idea to employers and supporting them in managing perceived risks and making reasonable adjustments. 'Job carving' is often a key factor in achieving a good fit between people's aspirations and aptitudes and employers' expectations.

3.52 The development of Local Employment Partnerships (LEPs) between employers and Jobcentre Plus should present increasing opportunities for brokers to approach responsive employers. Evidence of this to date is mixed. On the one hand, HAFAD is strongly engaged with Local Employment Partnerships and sees 'LEP vacancies' as a key source of job opportunities in the future. It has established a strong link with the Jobcentre Plus 'LEP Coordinator' and this has led to an arrangement to avoid its clients being disadvantaged by the normal telephone screening process, which would be difficult for many of them to use. On the other hand, some job placement staff in other organisations were unaware of the development of LEPs and most interviewees felt that their development to date was limited and patchy. Both HAFAD and a major welfare to work organisation were clear that a key to making successful use of the LEP model was the determination and persistency of job placement staff in developing relationships and solutions with relevant Jobcentre Plus staff.

3.53 Three things therefore appear to be critical to exploiting the opportunity presented by LEPs on behalf of people with learning difficulties and/or disabilities:

- LEP Coordinators in Jobcentre Plus need to be sensitive to the special requirements of some groups of people.
- Delivery partners need to familiarise themselves with the LEP concept and with progress in developing LEPs in their local areas.
- Job placement staff in supported employment organisations need to work hard to develop and maintain relationships with relevant Jobcentre Plus staff.

**Recommendation 28:** That Jobcentre Plus and supported employment organisation staff invest time and effort in developing effective working relationships and maintain this investment on a continuing basis.

### **Public sector opportunities**

3.44 In *Learning for Living and Working in London* there was a commitment by the organisations supporting the strategy to take a lead in providing employment opportunities. Such an approach is exemplified by South West London & St George's Mental Health Trust which has employed around 150 of its service users. The London Mental Health and Employment Partnership (see Section 4) is working on the development of inclusive employment practices with 12 London Local Authorities which have signed up to National Indicator 150 (increase in number of secondary mental health service users obtaining employment).

3.45 Many interviewees suggested that public sector organisations could be playing a far bigger role in providing employment opportunities. The point was made that private sector managers are prepared to make decisions on their own authority and that they avoid getting bogged down in (and hiding behind?) bureaucratic processes of the kind found in public sector organisations. If Local Authorities and Local Strategic Partnerships agree to adopt a leadership role in respect to the findings of this report (Recommendation 11), this should include championing the role of public sector organisations in providing inclusive employment opportunities. This in turn will require members of Local Strategic Partnerships to 'walk the talk' in relation to their own recruitment, development and retention strategies.

**Recommendation 29:** That Local Authorities and Local Strategic Partnerships champion the role of public sector organisations in providing inclusive employment opportunities for people with learning difficulties and/or disabilities and begin by peer reviewing the policies and practices of LSP member organisations.

### **In work support**

3.46 People with moderate to severe learning difficulties, in particular, require effective in work support. It is clear that a lot of in work employment support capacity already exists in welfare to work and supported employment organisations. The development of skills/supported employment partnerships will enable colleges and supported employment organisations to review what in work support capacity already exists and the best sources of support once someone is in a job.

**Recommendation 30:** That in developing skills/supported employment partnerships, colleges and supported employment organisations review what in work support capacity already exists and the best sources of support once someone is in a job.

## SECTION 4: SUPPORT FOR PEOPLE WITH MENTAL HEALTH DIFFICULTIES

4.1 Employment and skills support for people with mental health difficulties is different to that for people with learning difficulties. As well as reflecting the aspirations of the individual, it may involve both social adaptation and psychological adjustment in which case access to psychological therapies may be helpful. Owing to the fluctuating nature of people's conditions, they may need varying amounts of support at different times. It is not possible, therefore, to be clear in advance when and what kind of support will be required. In work support needs to take account of people's willingness to disclose their conditions, reflecting the stigma associated with mental health difficulties. It is therefore often delivered away from the workplace.

### Role of education and training

4.2 The 2007 national strategy document, *Progression through Partnership*, highlights the need to develop and share expertise in providing services for people with mental health difficulties and the Government's expectation that delivery partners will "continue to explore solutions and improve access to support services".

4.3 *Progression through Partnership* cites the LSC strategy, *Improving Services to People with Mental Health Difficulties*, which is about the capacity of the further education system, demand for learning among people with mental health difficulties, quality of provision and raising achievement levels. Responsibility for implementing this strategy at national and regional levels lies with a partnership between the LSC, NIACE (National Institute of Adult Continuing Education), NSIP (National Social Inclusion Programme) and CSIP (Care Services Improvement Programme). NSIP and CSIP are part of the National Institute of Mental Health in England (NIMHE), funded by the Department of Health.

4.4 The LSC will be refreshing this strategy to lay the foundations for working with Local Authorities and other organisations as the LSC ceases to exist in 2010. A consultation will be launched at the NIACE Annual Disability Conference on 29 September 2008 and comments will be welcomed until 20 December 2008.

4.5 Key propositions in the LSC strategy are that:

- For many people who develop mental health difficulties in childhood and adolescence, the disruption to initial education affects future participation in learning and work.
- Social isolation undermines mental well-being and social and economic inclusion: participation in learning can be the first step towards greater integration.

- Wider benefits of learning, such as growth in confidence, re-building self-esteem, feeling in control of one's life and having a sense of hope and optimism in the future, support recovery and encourage participation in skills development and employment.
- Participation in learning also boosts people's confidence and ability to make informed choices and to get what they need out of public services.
- Learning and skills development can lead to improved employment prospects and be a stepping stone to employment.
- Learning and development at work can have a positive impact on mental well-being at work and people with mental health difficulties should have equal access to learning at work.

4.5 The LSC sees person-centred planning as an opportunity to build services around the goals, aspirations and needs of the individual; wishes to promote collaboration between further education providers and other organisations; and sees further education as having an important role in tackling the stigma that acts as a barrier to employment for people with mental health difficulties.

### **Pathfinder models**

4.6 The four mental health 'pathfinder' models described in Section 1 of this report (nos. 15-18) evidence the benefits which people can obtain both from supported employment approaches and from opportunities for education and training.

- The Hackney Mental Health Education and Employment Project demonstrates the value which that NHS Trust places on the ability to refer over 200 service users to a specialised education and employment support unit based in a college and with many of those referred moving into education and training provision (and some straight into supported employment).
- South West London & St George's Mental Health Trust has adopted the Individual Placement and Support (IPS) model reflecting a wide range of evidence – recognised in international research and UK government policy – about its effectiveness in enabling people with severe mental health problems to gain and retain employment. The Trust also works with a number of colleges to meet the needs of people who find education and training a good way of building confidence and self-esteem.
- South London and Maudsley NHS Foundation Trust (SLAM)'s approach is based on the IPS model but, in a move to strengthen its job preparation, placement and in-work support capacity in Lambeth, the Trust has entered into a contractual

partnership with STATUS Employment with an annual target to support 40 service users into open employment. The inclusion of candidate preparation before presentation to employers provides what might be termed a 'prepare, place and support' model.

- The *Is it for me?* Direct Payments Project has successfully forged a link between direct payments and learning provision and has developed empowering and potentially sustainable provision for mental health service users. Plans for 2008/9 include a bespoke on-line training programme for which accreditation is being sought linked to the Foundation Learning Tier; a dissemination event on 11 November 2008; and a face to face and on-line training Train the Trainer event for service users to become co-deliverers of the programme.

4.7 As explained in Section 1, the fact that a particular model of provision has not been included in this summary does not imply that it should not be regarded as a 'pathfinder': it simply means that it has not been investigated as part of the project. Other models to draw upon include the inclusive provision and well documented protocols at the College of North East London.

### **The London Mental Health and Employment Partnership**

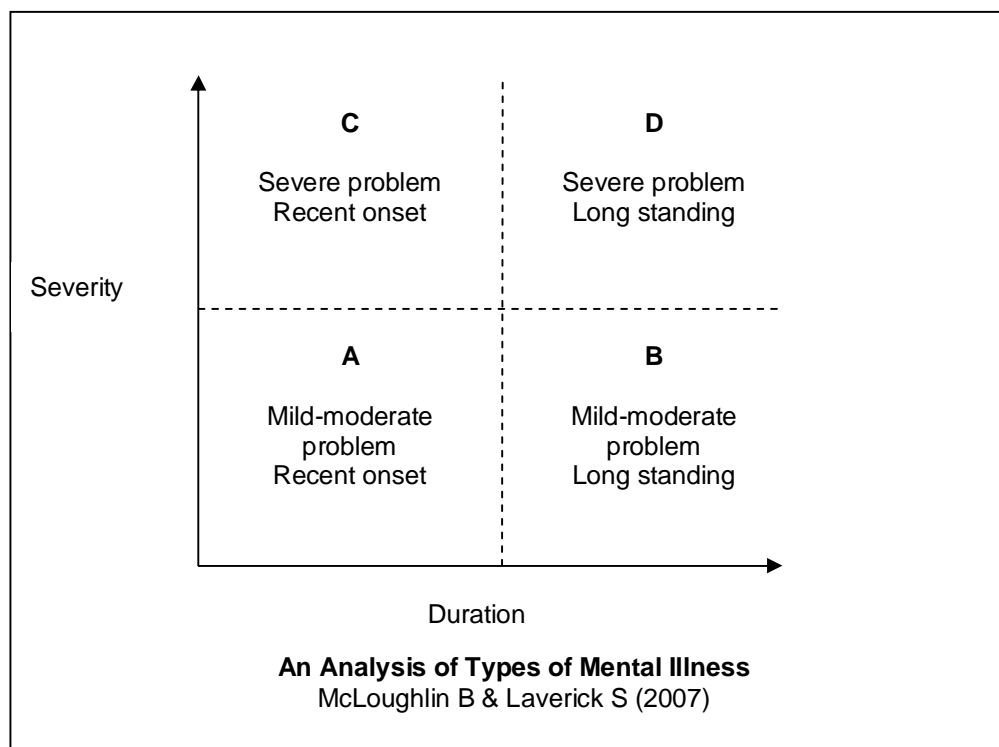
4.8 The London Mental Health and Employment Partnership (LMHEP) is leading a London wide strategy to increase employment opportunities for people with mental health problems. The strategy includes:

- Awareness raising amongst, and advocacy by, major employers.
- Examining ways of making Pathways to Work an effective programme for people with mental health problems.
- Piloting a service level agreement model for effective employer and service provider relationships.

4.9 The strategy will include targeting of activity in 12 London Boroughs which have signed up to National Indicator 150 (increase in number of secondary mental health service users obtaining employment): Brent, Enfield, Hackney, Hammersmith and Fulham, Hillingdon, Hounslow, Lambeth, Newham, Redbridge, Southwark, Tower Hamlets and Wandsworth. This programme will be based on a supported training into work programme, advocated by the East London Business Alliance (ELBA), which has led to a success rate of around 85% of all participants moving into permanent positions within host organisations after eleven weeks of in-work training. The programme will be open to young people and adults living in the 12 local authority areas.

4.10 The LMHEP intends to promote a framework for understanding mental illness and employment to help partners to develop intervention strategies around individual need. This is based on the model shown below devised by the London Development Centre and Jobcentre Plus to increase understanding of the ways in which severity and duration of mental illness affect an individual's experience of employment and to help agencies to develop intervention strategies around the individual's needs that are not based on a 'one-size-fits-all' approach.

### Severity and duration of mental illness



- **Quadrant A** describes the experience of people who are in work, and either coping with a mental illness or taking sick leave, regularly or over a longer term - accounting for around 1 in 6 of the workforce. Programmes to support managers to manage their staff better, helping staff to manage themselves better, and introducing effective support mechanisms within the workplace would be useful in helping this client-group.
- **Quadrant B** refers to the 126,800 people in London who claim incapacity benefit for a mild to moderate mental illness or behavioural disorder, of which anxiety and/ or depression is the biggest single cause. People described as having such illnesses are rarely in contact with either health or employment services and therefore are marginalised from the labour market. For those aiming to return to work, primary care based personalised help to identify barriers and solutions

using a cognitive behavioural/problem solving model seem to be the most effective. Pathways to Work pilots have shown positive results with an increase of around eight percentage points in six month off-flow rates compared with national figures, 56 per cent entering employment of 16 hours or more. The LMHEP intends to facilitate links between Pathways to Work and the Increasing Access to Psychological Therapies (IAPT) pilots in London.

- **Quadrant C** describes people with a first episode of psychosis who usually are in contact with the Early Intervention Services of Mental Health Trusts. Although some service-users may be in work, over half of the people in this group will not be in education, employment or training. Embedding employment workers in the Early Intervention Services of Mental Health Trusts has proved effective in helping people to return to or retain employment, or to move towards work through training or volunteering. Mental Health Trusts across London have a key role in extending this programme of work, through the implementation of the Individual Placement and Support Model, and the LMHEP intends to be proactive in facilitating this. More widespread availability of apprenticeship schemes, training into work programmes or time limited placements could also make a significant contribution.
- **Quadrant D** describes the experience of people with a history of psychosis who usually access Mental Health Trust services. Only 8 per cent are in employment and many are now a long way from the labour market. People with such illnesses may need long-term assistance to return to work. A number may not want to find a job, or be unable to maintain open employment, but do need help to be more included in society. Volunteering can provide an effective resource in making this happen, as demonstrated by the Capital Volunteering project in London. Service-users wishing to return to work benefit from the guidance of specialist employment workers delivering Individual Placement and Support. Such support can be delivered by staff employed by Mental Health Trusts, Jobcentre Plus or the voluntary and private sectors. The key factor is that employment workers are an integral member of the team in regular contact with clinical staff and attending clinical reviews.

4.11 It is important that the delivery and commissioning partners in considering how to take forward the findings of this Employability Manifesto Report are aware of and can contribute to the development and delivery of the London Mental Health and Employment Partnership strategy. Equally, the Partnership may find that the 'pathfinder' models described in this report suggest ways of strengthening the strategy. For example, the HAFAD model of working effectively with Local Employment Partnerships may be relevant to the Partnership's proposed service level agreement model for

effective employer and service provider relationships. Equally, current thinking within the Hackney Mental Health Education and Employment Partnership suggests that colleges could have an important role in delivering management awareness raising programmes for private and public sector employers.

4.12 Discussions with the London Mental Health and Employment Partnership, the LSC/NIACE/NSIP/CSIP Partnership and other mental health partners suggest that it would be useful to hold a workshop to explore further the relative benefits of these various approaches. A workshop is therefore being arranged for 14 October 2008. The aim will be to share ideas on approaches which work particularly well for different categories of people and to construct pathways to employment for different groups of people drawing on the model set out above.

**Recommendation 31:** That mental health partners use the workshop to be held on 14 October 2008 to share thinking on effective approaches and to construct mental health pathways to employment.

## SECTION 5: AN EMPLOYABILITY MANIFESTO?

5.1 People with learning difficulties and/or disabilities contributed to the development of the *Learning for Living and Working in London* strategy and, through their statements of support for the strategy, strategic partners have signalled their commitment to making a major difference to people's opportunities in life. This project was given the title "Employability Manifesto" at the outset in recognition of this commitment.

5.2 The report findings show that there is still much progress to be made in terms of:

- Raising expectations.
- Aligning funding and programmes.
- Collaboration between delivery partners.
- Achieving seamless pathways from formal education to employment.

5.3 A question which the LLWL Strategic Partners Group may wish to consider is whether to give public expression of their intentions in respect of the findings of this report in the form of some kind of published 'manifesto'. A first attempt to express the principles of what could be included in such a document is shown overleaf.

**Recommendation 32:** That the LLWL Strategic Partners Group consider whether a set of commitments to Londoners with learning difficulties and/or disabilities should be published and, if so, how they would like this to be developed (including the involvement of service users).

### **Employability Manifesto (possible elements)**

#### **All Londoners with learning difficulties and/or disabilities to have:**

1. Assessments covering personal goals; abilities and skills; employment skills; and other support needs.
2. Access to informed advice on financial and other support (benefits; skills funding; social care support; transport; etc).
3. Support that is wider than what is available from individual services. For example:
  - If in social care or receiving health support, access to relevant skills training and supported employment.
  - If at college or in training, access to supported employment (whether from the same or a different provider).
  - If in supported employment, access to relevant skills training (whether from the same or a different provider).
  - If in paid or voluntary work, access to in-work support to the extent necessary for sustained employment.
4. Individual Skills and Employability Plans (ISEPs) which people own and keep and which include:
  - Personal goals
  - Abilities and Skills
  - Milestones in achieving goals
  - Progress against milestones
5. Exit interviews on leaving any course or provider with record being made on ISEP of next planned progression step.
6. Support from existing providers to move into employment or other progression (whether with the same or a different provider).
7. Commitment of later providers (including information, advice and guidance providers) to support and build upon existing ISEPs when they take on new clients.

## **Full List of Recommendations**

1. That, when South London Learning Partnership places this report on the [www.livelearnwork.org](http://www.livelearnwork.org) website, a discussion group is created to stimulate additional ideas and examples of good practice, together with specific commitments to action (page 4).
2. That the LSC ensures that the partners delivering the independent living or supported employment pathway of the Foundation Learning Tier in 2008/09 are closely involved in the wider development and implementation of *Learning for Living and Working in London* Goal 1 (page 24).
3. That, when this report is placed on the [www.livelearnwork.org](http://www.livelearnwork.org) website, delivery and commissioning partners are invited to start considering 'Right to Bid' ideas for improving employment services for disabled people (page 26).
4. That the LLWL Strategic Partners Group explore with the Department for Work and Pensions the scope for London partners – through the Lambeth, Southwark and Wandsworth innovative financing pilot or elsewhere – to test out new approaches to providing employment support to people with learning difficulties and/or disabilities as the basis for a future joint commissioning model (page 26).
5. That the London Borough of Newham and Mencap consider proposing to the Department for Work and Pensions, other government departments and the LSC the testing of a wider form of the Individual Budgets model to include employment and skills support, including Access to Work funding and Skills Accounts (page 26).
6. That colleges and supported employment organisations review the potential to develop skills/supported employment partnerships as a means of ensuring seamless pathways from education and training to employment (page 31).
7. That LSC London Region spells out in some detail in its Planning Guidance for 2009/10 what its expectations of (and targets for) colleges and training organisations are in respect of progression into employment for people with learning difficulties and/or disabilities and about 'the supported employment model', in particular (page 33).
8. That the LSC and senior managers in colleges consider the potential to fund supported employment activity from mainstream learning and skills programmes and/or for prioritising the use of Additional Learning Support for supported employment activity (page 34).
9. That the LSC prioritises the deployment of development funding to develop and test skills/supported employment partnership models (page 34).
10. That LSC National Office considers the implications of the funding gap for supported employment activity and ensures that these are addressed in future national funding policies, particularly during the transfer of funding responsibilities from the LSC in 2010 (page 34).

11. That Local Authorities and Local Strategic Partnerships adopt a leadership role in ensuring that commissioning partners supply the glue to make services work seamlessly and effectively for people with learning difficulties and/or disabilities (page 37).
12. That senior managers of all commissioning and delivery partners review the current levels of awareness and expectations amongst their staff about the potential for people with learning difficulties and/or disabilities to progress into paid, open employment and identify their development needs (page 38).
13. That the London Centre for Leadership in Learning's Strategic Unit, South London Learning Partnership, Orchard Hill College and other professional development providers consider how they could best meet the development needs identified by commissioning and delivery partners (page 38).
14. That the LSC and other commissioning partners consider and make clear whether additional funding for the raising of awareness and expectations amongst professional staff is required or whether it is reasonable to expect organisations to have the necessary resource within their existing professional development budgets (page 39).
15. That the North Lanarkshire evaluation, and the London Borough of Newham evaluation when it is available, should be posted on the [www.livelearnwork.org/](http://www.livelearnwork.org/) website as a resource for those seeking to implement the recommendations from this report (page 39).
16. That the LSC in discussions with colleges should re-emphasise the need for, and preferably incentivise, the drive for curriculum change and re-inforce this in business planning guidelines for 2009/10 (page 40).
17. That college senior management teams examine progress in achieving curriculum change critically during self-assessment processes (page 40).
18. That commissioning partners ensure that relevant staff commit the necessary time to participating in person centred planning (page 40).
19. That the LSC encourages colleges and training organisations to prioritise pathways to supported employment in the use of mainstream funding and Additional Learning Support and the introduction of the Foundation Learning Tier (page 42).
20. That Local Authorities review whether funding for day services could be more effectively deployed in the light of the North Lanarkshire and London Borough of Newham models (page 42).
21. That Jobcentre Plus considers how its (soon to be revised) funding streams and employment support programmes can best be deployed to support pathways from further education to supported employment (page 42).
22. That the LLWL Strategic Partners Group sponsor an examination of benefits barriers, involving Department for Work and Pensions and Local Authority benefits experts, and issue advice to commissioning partners about the potential for people to work and claim benefits as demonstrated by the London Borough of Newham (page 43).

23. That Local Authorities and Local Strategic Partnerships commission assessments of the availability, breadth of focus and deployment of benefits advice resource and, where necessary, influence delivery partners to invest in training and employing additional benefit advisers (page 43).
24. That college and training organisation senior management teams review the availability and timing of benefits advice and ensure that it is provided at the beginning of people's learning programmes (page 44).
25. That Local Authorities and Local Strategic Partnerships commission assessments of the availability and resourcing of job coaches and, where necessary, influence commissioning partners to invest in training and employing additional job coaches (page 44).
26. That the London Development Agency consider expansion of job coaching capacity as a future funding priority - for example, in European Social Fund specifications (page 44).
27. That Local Authorities and Local Strategic Partnerships prioritise the planning and deployment of different funding streams and ensure that effective mechanisms are in place through which commissioning partners can co-ordinate funding and move towards joint commissioning (page 45).
28. That Jobcentre Plus and supported employment organisation staff invest time and effort in developing effective working relationships and maintain this investment on a continuing basis (page 46).
29. That Local Authorities and Local Strategic Partnerships champion the role of public sector organisations in providing inclusive employment opportunities for people with learning difficulties and/or disabilities and begin by peer reviewing the policies and practices of LSP member organizations (page 46).
30. That as part of developing skills/supported employment partnerships, colleges and supported employment organisations review what in work support capacity already exists and the best sources of support once someone is in a job (page 46).
31. That mental health partners use the workshop to be held on 14 October 2008 to share thinking on effective approaches and to construct mental health pathways to employment (page 52).
32. That the LLWL Strategic Partners Group consider whether a set of commitments to Londoners with learning difficulties and/or disabilities should be published and, if so, how they would like this to be developed, including the involvement of service users (page 53).