By: Graham Gibbens, Cabinet Member, Adult Social Services

Oliver Mills, Managing Director, Kent Adult Social Services

To: Cabinet – 12 July 2010

Subject: KCC STRATEGY FOR THE EMPLOYMENT OF SOCIALLY

EXCLUDED ADULTS (PSA 16)

Classification: Unrestricted

Summary: This paper sets out a cross-directorate strategy to enable a co-

ordinated KCC response to tackling unemployment of 4 groups of disadvantaged adults at greatest risk of social exclusion - care leavers, adults with moderate to severe learning disabilities, adults in contact with secondary mental health services, and

offenders under supervision.

Background

- 1. (1) The Employability Group established in 2008, was set up to ensure there was a co-ordinated KCC response to supporting those at greatest risk of social exclusion or those viewed as disadvantaged in employment. Kent Adult Social Services, Communities, and the Supporting Independence Programme were central to establishing this group. There has been strong Member support for the Employability Group and has been "championed" by Kevin Lynes, Roger Gough and Graham Gibbens. The Employability Group is currently chaired by Margaret Howard (KASS Director Commissioning and Provision West Kent), and has representation at a senior level from all Directorates.
- (2) The main objective of the Employability Group as set out in the terms of reference is to develop, implement and monitor an employment strategy for disadvantaged groups in Kent. It was decided by the group to focus the strategy on PSA 16, the groups at highest risk of social exclusion (care leavers, adults with moderate to severe learning disabilities, adults in contact with secondary mental health services, and offenders under supervision). This paper sets out the progress in developing the strategy, which can be read in draft in Appendix 1.

Policy Context

2. (1) PSA 16 relates to care leavers, adults with moderate to severe learning disabilities, adults in contact with secondary mental health services, and offenders under supervision in settled accommodation and employment (national indicators 143 – 150), which we report on but is not in the suite of indicators in our Local Area Agreement. We are accountable for PSA 16 performance through reporting mechanisms for these national indicators and the regional PSA 16 structures introduced to drive forward improvements, especially in relation to learning disability and mental health. Additionally, we have to report on how we perform as a local authority employing people with learning disabilities through the Kent Learning Disability Partnership Board. This may be expanded to include other groups as PSA 16 policy intent is keen to ensure that the public sector leads by example.

- (2) The Government's report *State of the nation report: poverty, worklessness and welfare dependency in the UK* (May 2010), which will be used to inform forthcoming policy decision in improving life chances, again highlights these four particular groups. It states that people with learning disabilities have a significantly lower employment rate than other disabled groups. It also states that people with severe and enduring mental health conditions, people with learning disabilities, offenders and ex-offenders and care leavers are significantly more likely to experience multiple disadvantage and are particularly vulnerable.
 - (3) Vision for Kent clearly sets out to achieve:
 - Economic Success increasing employment rates amongst disadvantaged groups and areas, reducing poverty and encouraging social inclusion though innovative and flexible approaches
 - Stronger and safer communities working collaboratively at a local level
 - Enjoying life, improved health, care and well-being, earning for everyone
 - Improved health, care and well-being provide health through large employers and use employment, commissioning and other practices to enhance healthy living and well-being.
- (4) Unlocking Kent's Potential, KCC's Framework for Regeneration published in October 2009 sets out a vision in which local government, the wider public sector, business and the community work together to support the county's development. Within this, it makes a commitment to promoting independence and reducing welfare dependency, recognising the need to develop new routes to support socially excluded adults accessing work.
- (5) Our performance against the national indicators for employment is as follows:¹
 - NI 144 offenders under probation supervision in employment increased performance from 76.6% to 79% from 2006 to 2009 (against a national average of 76.6% to 78.6%, and South East average of 74.8% to 77.3%)
 - NI 146 Adults with learning disabilities in employment new indicator from 2008 with performance of 6% (against a national average of 7.8%)
 - NI 148 care leavers in employment, education or training increased performance from 53.4% to 62.7% from 2006 to 2009 (against a national average of 63% across the years and South East average of 60.1% to 61.3%
 - NI 150 Adults in contact with secondary mental services in employment new indicator from 2009 with unreported performance.
- (6) We are unable to report on the numbers of people with learning disabilities employed in the public sector or by KCC in our yearly report submitted recently. We currently do not have a mechanism to determine the numbers of people we employ from the PSA 16 groups.
- (7) Given the policy drivers and our performance, it is clear that we need a strategy to drive forward improvements in the numbers of people from the PSA 16 groups in employment. This includes us as one of the major employers in Kent as we are aspiring to be leaders in reducing welfare dependency through employment with those most disadvantaged and should be in a position to lead by example.

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¹ See Appendix one - 7.1 PSA 16 data tables

Strategy outline

- 4. (1) The strategy seeks to improve the employment levels of the PSA 16 groups, and outlines how we can do this as an employer, a service provider, a procurer of goods and services and as a community leader. In terms of approach, the strategy recommends that KCC should seek to understand and develop best practice to inform its own recruitment practices and to establish leverage to influence third parties. The strategy sets out a plan for KCC to improve its own recruitment levels of the PSA 16 groups in year one, and to then influence third parties in year 2 and 3 (see appendix one). Whilst this strategy was written before the election, the overall context remains unchanged.
- (2) This strategy intends to build on current successes in Kent in tackling worklessness, especially around young people not in education, employment or training, especially efforts around Apprenticeships. It must be recognised that those from the PSA 16 group are up to 50% more likely to be in the group who are not in education, employment or training.
- (3) Positive interest and engagement of Apprenticeships is starting to gain real momentum across Kent. However, it still remains a significant challenge to facilitate and place young people who require additional support or have individual barriers that need to be supported to enable their participation in Apprenticeship programmes. Young people who tend to experience most difficulty include care leavers, young offenders, young parents, and young people with learning/physical barriers.
- (4) In a focused attempt to address these challenges faced by many young people, KCC has identified £500k in 2010/11 to establish a focused "apprenticeship pilot" that will embrace and build on progress and success of the Kent Apprenticeships strategy, by providing targeted focus and support for vulnerable young people. The pilot will offer a tangible solution and effective delivery model that will support the wider PSA 16 targets highlighted within this strategy.
- (5) This strategy will ensure that our current efforts meet the needs of the PSA 16 group, we identify gaps, and we provide appropriate support to increase their representation in employment. It will also ensure that we use our new responsibilities for funding through the YPLA (Young People's Learning Agency) to ensure better employment outcomes through transition.

Financial implications

- 5. (1) Knowing the pressures on public sector funding, finding efficiencies at present is critical. Having a cross-directorate approach to employment for the PSA 16 groups will support finding these efficiencies as this is a cross-cutting issue with all directorates having a part to play. A cross-directorate approach will only enhance our efforts and ensure value for money.
- (2) KCC through KASS, supported by our Regional Improvement and Efficiency Partnership (IESE Improvement and Efficiency South East) and the Department of Health has commissioned research on the cost benefit analysis of supporting people with disabilities into employment. Baseline data has focussed on people with a learning disability and has indicated that there is a savings of £1.6k per person per year to the local authority and £5.8k to the taxpayer for every person supported into employment. This

research will be broadened in the next year to include people with mental health difficulties. The researchers have indicated that they are encouraged by these initial findings and anticipate there will be increased savings in year 2 of the project. Based on these findings, addressing the employment needs of the PSA 16 groups, will find overall savings to KCC.

(3) The key impact and outcome of the "apprenticeship pilot" will be focused on increasing participation, retention and positive outcomes for young people and employers. Greater public sector savings are anticipated as the pilot is intended to provide and foster meaningful solutions to vulnerable young people helping them to tackle and face their personal challenges and move forward positively with their lives.

Personnel and training implications

- 6. (1) In addition to PSA 16 groups, KCC has a number of priority groups from which it strives to recruit in order to better reflect the communities we serve, tackle unemployment and influence demographics (as we have an ageing population). The priority groups are:
 - Young people in particular aggressive targets to employ more apprentices and graduates
 - People from a black and minority ethnic groups
 - People who are lesbian, gay, bisexual and transgender
 - Disabled people

KCC will need to manage these priorities in the context of savings targets and the forecast reduction in posts. Therefore, a framework is being developed that will support managers when recruiting staff so that we can maximise opportunities to target people from these priority groups. The framework will be presented to COG and dovetail with vacancy management processes.

- (2) We have not yet reported on those with mental health difficulties in employment, and it is recognised that the mechanisms in place for learning disability in employment do not adequately capture our performance. We do not have a mechanism in place to count those from the PSA 16 group that we employ, which will require a level of resource. It is recognised by the Employability Group that it will be problematic to gather data from our current workforce, and recommends that this is only done for new recruits.
- (3) Anecdotally, the Employability Group understands that line managers lack confidence in managing people from the PSA 16 groups. Line managers will require training to develop this confidence and to understand the clear business case.
- (4) There is a clear business case which sets out the value of employing a diverse workforce, supporting the delivery of more efficient and higher quality services (Valued in Public, Employers Forum on Disability).
- (5) Each Directorate will need to identify resource for their actions in the Action Plan. It is likely that these will already be in place as the strategy builds on our current response to worklessness. However, it must be recognised that this effort will need to be captured and built on through the ongoing work of the Employability Group.

Property implications

7. (1) There are currently no known property implications for this strategy. However, it must be noted the work of Total Place could have an effect in year 2 and 3, which may identify cost savings in relation to property.

Equality Impact Assessments

8. (1) An Equality Impact Assessment on this strategy has not been undertaken to date. The strategy does recommend positive action be used to drive up performance in the numbers of disabled people employed, in line with recommendations made following our assessment for the Equality Standard for Local Government. However, care will need to be taken not to discriminate on the basis of race, gender, disability, age, faith or sexuality.

Next steps

- 9. (1) A version of this paper was taken to each Directorate SMT where it received an overall positive response and support. Comments were taken on board and the paper amended accordingly as per comments. If the strategy is agreed, the Action Plan will need to be further developed with clear actions from each directorate, co-ordinated through the Employability Group. Governance arrangements will need to be considered, and this is currently being picked up through the review of cross-cutting boards being undertaken through COG.
- (2) The reporting process will be through the Personnel Committee on a yearly basis as part of the monitoring and governance arrangements.
- (3) An Equality Impact Assessment will need to be undertaken, and further work will need to be done on both public involvement and communication.

Recommendations

- 10. (1) Cabinet is asked:
 - a) To NOTE the development of the KCC Strategy for the Employment of Socially Excluded Adults
 - b) To APPROVE continued ongoing support for the adoption of the strategy
 - c) To CONSIDER / DISCUSS the implications for the governance of the Employability Group to ensure clear accountability in each Directorate, and strategically (Regeneration Board and Workforce Development).

Kathy Melling KASS – Employability Development Manager 07793 063518

KCC Strategy for the Employment of Socially Excluded Adults (PSA 16)

March 2010 Emilene Gibson (Kathryn Melling – KASS)

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1.0 Executive Summary

1.1 Vision

We will increase the number of Socially Excluded Adults who are in work, within KCC and the wider Kent community, focusing on people's abilities and potential rather than their circumstances, diagnosis or impairment'

KCC Employability Group is seeking to improve the employment levels of:

- Care Leavers,
- > Adults with Learning Disabilities,
- > Adults in contact with secondary mental health services and
- > Offenders under supervision in Kent.

These cohorts have been targeted because they are the four client groups in PSA 16, those who are particularly vulnerable to multiple forms of disadvantage. PSA 16 will be part of our Comprehensive Area Assessment to determine how well we are working together with other public bodies to meet the needs of the people of Kent. A series of recent Government papers, reports and initiatives highlight the importance of supporting these groups into meaningful and sustained employment. All focus on the win-win outcome for individuals, communities and wider society in getting socially excluded adults back into work promoting social and economic inclusion, and bringing financial savings to public services.

Most significantly, the data and reports illustrate that if these groups of Socially Excluded Adults are left without the necessary support to get them in to work, there is every likelihood that they will become even further socially excluded as the economic recovery begins, the longer-term cost to society will increase and these people will find their return to social inclusion an even harder journey to make.

This strategy outlines how KCC can increase employment levels for Socially Excluded Adults through its role as an employer, a service provider, a procurer of goods and services and as a community leader. In terms of the approach, it is recommended that KCC should seek to understand and develop best practice to inform its own recruitment practices and to establish leverage to influence third parties. It is suggested that KCC looks to improve its own recruitment levels of Socially Excluded Adults in year one, in years two and three it should aim to influence third parties across Kent.

Currently, KCC does not record numbers of PSA16 cohorts in employment in the organisation. Tracking new employees in KCC from the PSA16 cohorts is required and therefore this strategy recommends that the Employability Group finds a practical and workable solution.

In preparing this strategy paper, a number of people were consulted from a wide range of directorates, a list of the individuals that have contributed can be found in the appendices. Support for this initiative was extremely high, and it was notable how keen people were to make suggestions and find ways of making this work. Thank you to everyone who has contributed.

2.0 Introduction

The concept of worklessness – and the role that local authorities can play in tackling it - has become increasingly prominent. Despite years of low unemployment in the last decade, the number of people excluded from the jobs market through ill health, disability and personal circumstances has remained persistently high. With recession and a tighter labour market, the challenge of engaging Socially Excluded people in employment is becoming ever greater.

From a cost perspective it is well documented how lengthened periods of unemployment have a negative impact on both physical and mental well-being. Therefore, if left unaddressed 'worklessness' can increase the cost of public services over time.

KCC has a major role in tackling worklessness. We are already managing a Future Jobs Fund programme, enabling young people in long term unemployment to access work. Through our apprenticeships programme and a more diverse approach to educational provision, we are providing new opportunities for people to gain the right skills to enter fulfilling employment. And we also have a major role in providing and facilitating supported employment for people with learning disabilities, physical disabilities and mental health conditions.

However, there is more that we can do. This strategy is specifically concerned with KCC and how it can increase employment of Socially Excluded Adults through its role as an employer, a procurer of goods and services, a service provider and a community leader and exemplar.

- Its primary aim is to drive an increase in the number of employed Socially Excluded Adults within KCC and in the wider Kent community.
- Its secondary aim is to increase the employability levels of Socially Excluded Adults, to raise their levels of competency and their transferable skills.

The business case for change and taking action on worklessness and incapacity at a national level is highlighted in a recent review of the health of Britain's working-age population, carried out by Dame Carol Black. It assesses the financial cost to Britain of not facing up to these issues is an estimated cost to the economy of over £100bn through ill-health and associated sickness absence and unemployment. Mental ill health accounts for approximately £30 - £40bn of this².

The groups of Socially Excluded Adults we are looking to support in our delivery strategy are tracked and measured as part of KCC's Comprehensive Area Assessment, and specifically, they are the PSA16 cohorts of:

- Care Leavers,
- > Adults with Learning Disabilities,
- > Adults in contact with secondary mental health services and
- > Offenders under supervision.

The PSA 16 cohorts are up to 50% more likely to be not in education, employment or training (NEET). This strategy will add weight to current efforts to support the NEET group, focusing on those who have been excluded from mainstream NEET programmes due to their circumstances, diagnosis or impairment.

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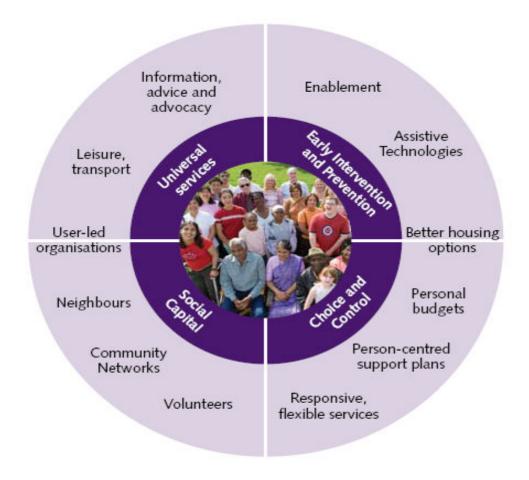
² Working our way to better mental health website http://www.workingforhealth.gov.uk/initiatives/Mental-health-and-employment-strategy/default.aspx

3.0 Strategic Context

3.1 The National Picture

The strategy draws on a raft of National Government initiatives to support Socially Excluded Adults – these groups have been identified because, notwithstanding the benefit of employment to individuals in terms of well-being, financial security and social inclusion, there is a significant financial and social cost to the nation if they are left unsupported and 'adrift'. They also represent a challenge to the Government's aspiration to achieve 80% employment and to reduce the overall dependency on the welfare state.

Moreover, this strategy is aligned with the national Total Transformation Agenda. The diagram below³ summarises the structure of this approach. Simply put it's about people being in control of the support they need to live their life as they choose, not providing a life for them. Employment for Socially Excluded Adults is a key component as it will promote independence, ensuring early intervention and prevention, and will build social capital.



There have been a series of recent Government papers that outline the key issues for our respective groups. These papers explore entrenched behaviours and attitudes in society and look to understand how to improve the opportunities and employment paths for Socially Excluded Adults. Below is a summary of some of the key national papers that relate to this KCC Employment Strategy for Socially Excluded Adults:

³ Self Directed Support: Active Lives for Adults. March 2010. Slide 11.

- The strategy addresses the findings of the recent Communities and Local Government paper 'Tackling Worklessness'. This review highlights the rise of 'worklessness' in British communities, with some wards experiencing exceptionally high levels of 'worklessness' running through generations. The Houghton report has identified that Socially Excluded Adults are at risk of being left even further behind when the economic recovery happens.
- ➤ The strategy directly supports and draws on the delivery plan set out in the cross-government strategy 'Valuing Employment Now' (2009) that focuses on ensuring more people with a learning disability get and keep jobs, with public bodies leading the way.
- The strategy aligns with the cross-government strategy launched on 9th December 2009 'Working our way to better mental health: A framework for action' and 'Work, Recovery and Inclusion to increase the numbers of people with mental health conditions in employment with support to employing managers and staff dealing with mental health issues.
- ➤ The strategy links with a series of papers relating to offenders the Social Exclusion Unit report 'Reducing Re-offending by ex-prisoners (2002), Delivering better housing and employment outcomes for offenders on probation (DWP 2009), and Improving Health, Supporting Justice the national delivery plan of the Health and Criminal Justice Programme Board (DH 2009). These look at the cost to society and individuals when ex-offenders do not find meaningful and sustained employment.
- ➤ This strategy also aligns with the recent announcement from the Department of Schools Children and Families stating that all care leavers would be given a guaranteed opportunity to get training, mentoring and access to jobs. The Children's Secretary is now asking all Local Authorities to support this positive scheme to ensure that 6,000 young people leaving the care system in the next year have an opportunity to succeed and thrive.
- This strategy supports the Department for Education initiative From Care 2 Work, which requires every local authority to provide young people leaving care with more opportunities to develop the employability skills needed to be successful in the employment market. Young people leaving care have significantly poorer outcomes than their peers in relation to education, training and employment. There is evidence that many care leavers enter and stay in low-skilled work or are dependent on benefits. From Care 2 Work aims to tackle this inequality by creating opportunities and raising aspirations.

3.2 National Agendas, Targets and Reporting

There are also a series of national government reporting requirements that align with this employment strategy:

PSA 16 is a cross government initiative that is jointly owned by the seven government departments with an interest in this area of work:

- Department for Work and Pensions (DWP)
- Ministry of Justice (MoJ)
- Department for Communities and Local Government (CLG)
- Department of Health (DH)
- Department for Children Schools and Families (DCSF)
- Cabinet Office (CO)
- Department for Business, Innovation and Skills (BIS)

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National and regional targets are being set for PSA16 cohorts; ⁴According to National PSA 16 data for 2008/09 only 3.4% of Adults in contact with Secondary Mental Health Services were in employment, for Adults with Learning Difficulties it was only 7.5%. For Offenders under Supervision, the figure is higher at 46.5%, and for Care Leavers it is 63% (however the Care Leaver figure aggregates those in employment, education and training). PSA16 trend data for Adults in contact with secondary Mental Health Services and Adults with Learning Difficulties is not available, however, for the remaining two cohorts, there has been little movement and the figures have stagnated since 05/06 having stayed within a +/-range of 2%. Targets will ensure equal life chances for everyone by 2025, and locally we will be expected to demonstrate progress at increasing the numbers of Socially Excluded adults in employment year on year.

National PSA16 targets also require that Socially Excluded Adults are supported into suitable accommodation – because accommodation is vital as a foundation to stable employment⁵. For the purposes of this strategy KCC should look to understand how to support staff from PSA16 categories into stable and suitable accommodation together with employment and see this aspect as an important and central element to the success of its strategy.

There are currently a range of National Indicators (NI143 – NI150) which measure the proportion of Socially Excluded Adults in suitable accommodation and in employment that we are required to report on regularly (see 4.1) as part of our Key Performance Indicators. In addition, for individuals with Learning Disabilities, there is an additional requirement for the Kent Learning Disability Partnership Board to provide detailed reporting to GOSE and the SHA on the number of people in paid employment in the public sector and the number of people who are working less than 16 hours per week, who would like to work more.

3.3 Understanding the challenge and the opportunity

Discrimination and a lack of enlightenment generally about the employment of Socially Excluded Adults can be found in recent research into people's perceptions and attitudes.

For individuals with Learning Disabilities, there is a need for a dedicated employment strategy because they have not benefited from the progress made for disabled people generally. While the employment rate of disabled people in Britain overall has risen steadily, that of people with learning disabilities is much lower – just 10% for people receiving adult social services⁶. This represents a waste of talent and opportunity for people with learning disabilities, employers and our wider economy and society.

- ➤ 62% of respondents to a Mencap survey in 2008 assumed that people with learning disabilities are unable to work.
- ➤ The Government is committed to achieving equality for all disabled people by 2025, as set out in *Improving the Life Chances of Disabled People*⁷. This includes the chance for all disabled people to get a job. We know that 65% of people with learning disabilities would like a paid job.⁸

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⁴ PSA16 data for Kent, SE England and England is available in the appendices of this report.

⁵ PSA16 data on accommodation is available in the appendices of this report

⁶ The state of social care in England 2006-07, Commission for social Care Inspection (2006); Valuing People Now: a new three-year strategy for people with learning disabilities. Department of Health (2009)

⁷ Improving the Life Chances of Disabled People, Prime Minister's strategy unit (2005)

⁸ Adults with Learning Difficulties in England 2003/4, Eric Emerson (2005)

Research available on the *Working Our Way to Better Mental Health* website shows that:

- > More than 25% of the population think that people who have mental health conditions should not have the same rights to a job as anyone else.
- Many employers do not believe that they employ anyone who has a mental health
- > Fewer than four in ten employers have said that they would recruit someone who had a mental health condition.

Amongst offenders and ex-offenders there are far reaching implications in terms of how tackling worklessness in this cohort can reduce the cost to society and the taxpayer as well as provide the opportunity of a new start (and all that implies - in relation to self-esteem, quality of life, long-term social improvement etc.) for the people concerned.

A Ministry of Justice report showed that having a paid job to go to on release from prison led to a reconviction rate within 12 months of 45%, compared to 62% of those looking for work and 72% for those not seeking work (May et al., 2008). In addition, approximately 100,000 people leave prison each year in the UK. At least 90% of those leaving prison enter unemployment and they comprise between 2% and 3% of the average monthly in-flow to the unemployment pool.

3.4 The Kent Picture

In August 2009, 94,380 people in Kent of working age were not in work - the equivalent of over 11% of the working age population. Over half of Kent's workless population (48,580 people) are in receipt of Employment and Support Allowance, Severe Disablement Allowance and various forms of incapacity benefit.

Work carried out by 'Total Place' has found the cost of social benefits for working age people in Cliftonville West and Margate Central is £48m per year. The total benefits spend in Thanet for working age people is £180m, so therefore around 10% of the people in Thanet get 26% of the social benefits spend in Thanet. If the spend in these two wards on social benefits was at the Kent average, it would be £11m per year, a reduction of £37m per year.

Numbers claiming incapacity benefits have been persistently high for many years; even at times when unemployment has been low and labour demand high, incapacity benefit claimant numbers have not moved.

This suggests that the barriers to work experienced by incapacity benefit claimants are high. The most common medical reason for incapacity is mental and behavioural disorders, which account for 42% of claimants in Kent. Applying the social model of disability this includes Mental Health, Learning Disabilities as well as drug and alcohol dependency⁹. National survey work undertaken with a number of local authority areas also highlights a number of additional barriers¹⁰. Most significantly:

- > Very long term detachment from the labour market is common: nearly 60% of incapacity benefit claimants in Kent have been claiming for over five years.
- > Qualifications levels among claimants are generally very low: 60% in a recent national survey had no formal qualifications (with higher proportions in deprived areas). This compares with less than 12% in Kent without formal qualifications.
- Only 27% stated that they wanted a job, now or in the future.

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⁹ CLG (October 2009), Understanding and Tackling Worklessness Vol 1, p.50

¹⁰ Sheffield Hallam University (2008), Women on Incapacity Benefits: New Survey Evidence

Reports have shown that Kent has a higher than average size care industry – this has boosted the number (and therefore the population levels) of individuals from 3 out of the 4 cohorts we are concerned with. This has been driven by a higher than average number of private care providers including private fostering and adoption agencies – attracted to the Kent coast due to its accommodation suitability/type and geography.

Data relating to the incidence rates of PSA16 categories in the Kent community is outlined below¹¹ (a proxy figure of the national rate has been shown for those with Learning Disabilities). These cohorts are not mutually exclusive – so an individual can fall into more than one category.

Learning disability:

Incidence levels are estimated as being between 2-2.5%. However moderate to profound disability is known from those who receive services and is 0.35%. Unless someone is a service user then it may be hard to get them to provide information on disability. Hence a range of 0.5% to 1.5% is sensible.

Mental Health:

In Kent there are 7,780 people on the mental health register with GPs – equates this to 1% of the population and is on a par with figures from Kent and Medway Joint Strategic Needs Assessment – Mental Health for incidence of those with a severe mental illness. The Sainsbury Centre for Mental Health uses a broad definition and finds a wider prevalence of 3% for any type of severe mental illness. Therefore the range of individuals with Mental Health Conditions is between 7,000 and 20,000¹².

Offenders:

These figures are more difficult to estimate – however the probation team in Kent are working with 3,669 offenders with community orders or suspended sentence order at any given time - this implies an incidence level of 0.5%. However this is likely to under-estimate the full number passing through the system in a year.

Care Leavers:

KCC has a statutory duty to support Care Leavers in to employment, training or education and bears the costs of doing this. Kent experiences significantly higher costs than other areas due to the higher incidence of Asylum seeker children who are care leavers and who go through further education. A fair estimate is that 420 children leave care a year aged 16 or more providing a pool of about 3750 care leavers aged 16 to 24 or 2% of this age range – this would translate to KCC ensuring that 2.4% of all apprentices being care leavers.

3.5 Linking with Regional Agendas & Priorities

Developing KCC's role in supporting Socially Excluded Adults directly links to our broader regeneration strategy. *Unlocking Kent's Potential*, KCC's Framework for Regeneration published in October 2009, sets out a vision in which local government, the wider public sector, business and the community work together to support the county's development. Within this, it makes a commitment to promoting independence and reducing welfare dependency, recognising the need to develop new routes to support Socially Excluded people in accessing work.

Kent County Council is actively supporting this through our work in promoting apprenticeships, providing new opportunities for young people through Future Jobs Fund and developing KCC's Workforce and Equalities Strategies that encourages recruitment from younger age groups.

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¹¹ KCC Performance Team/various regional reports

¹² Kent and Medway Joint Strategic Needs Assessment – Mental Health, p. 12

This strategy therefore supports our overall regeneration objectives for the county as well as our commitments as an employer and purchaser of services. This is consistent with the key themes set out in *Vision for Kent*, the County's Sustainable Community Strategy, specifically these are:

Economic Success – increasing employment rates amongst disadvantaged groups and areas, reducing poverty and encouraging social inclusion through innovative and flexible approaches.

Stronger and safer communities – working collaboratively at a local level

Enjoying life, improved health, care and well-being, earning for everyone – promoting independence through employment for those who are able to work

Improved health, care and well-being – promote health through large employers and use employment, commissioning and other working practices to enhance healthy living and well-being.

3.6 Challenges for people out of work for long periods

With long periods out of work (and the negative spiral this can create by impacting on physical and mental health and on self-confidence and aspiration), low qualification levels and limited reported desire to work, the challenge of bringing incapacity benefit claimants back into the labour market is high.

At the same time however, employer discrimination (or perceptions that employers may be discriminatory) towards those with physical or mental disabilities may also hamper the ability of some to access employment. The recent review by Dame Carol Black of the health of the working population noted the need to provide better information and advice to employers on support for staff with poor health, despite some evidence of an improvement in employer approaches¹³.

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¹³ SWP/Department of Health (2008), Working for a Healthier Tomorrow: Dame Carol Black's review of the health of Britain's working age population.

4.0 Measurement

4.1 National Indicators

There are currently a range of National Indicators (NI143 – NI150) which measure the proportion of Socially Excluded Adults in suitable accommodation and in employment. In an ideal scenario KCC would track its performance in employing Socially Excluded Adults against all these indicators. To date these are not measured against the KCC workforce owing to difficulty in capturing this type of data from existing employees.

Ref NI	PSA 16 Indicator
143	Offenders under probation supervision living in settled and suitable accommodation
144	Offenders under probation supervision in employment
145	Adults with learning disabilities in settled accommodation
146	Adults with learning disabilities in employment
147	Care leavers in suitable accommodation
148	Care leavers in employment, education or training
149	Adults in contact with secondary mental health services in settled accommodation
150	Adults in contact with secondary mental health services in employment

4.2 Measurement across KCC Employees and Kent

Performance and measurement discussions with Personnel and Development have flagged that there is currently no single solution to understanding flows of Socially Excluded Adults into and out of KCC.

The Employability Group recommendation is that the data recorded on employment of Socially Excluded Adults in KCC will be for all new employees and will not be a review or census of existing staff.

Tracking new employees in KCC from the PSA16 cohorts is required and therefore this strategy recommends that a practical and workable solution is found.

KCC Directorates will need to recognise and support implementation of new policies related to the employment of Socially Excluded Adults put in place by Personnel and Development. A staff recruitment communications platform will need to be built to promote the significance of social inclusion and openness to recruiting Socially Excluded Adults to KCC.

4.3 KCC Engagement and Understanding

In order to engage and secure buy-in to this strategy it will be important to consult with Union (UNISON) representatives at an early stage.

In terms of staff and management's engagement and understanding a separate approach is required. In order to assess the success of implementation of the KCC Employment Strategy, it will be important to have an understanding of employing managers' awareness, knowledge and understanding around employing Socially Excluded Adults. It would be helpful for employing managers to be provided with a tool to self-assess their awareness, knowledge and understanding.

Possible areas to assess include:

- ➤ Have you been on training relating to this strategy?
- > Do you know where to go to get support if you need it?
- ➤ Have you worked with Personnel and Development to consider how job roles can be shaped to suit the needs of Socially Excluded Adults?
- Do you have an understanding of the untapped pool of talent available to KCC in these groups?
- > Do you have an understanding of the benefits to us as an organisation?

4.4 Targets

The Employability Group has agreed:

- By the end of year one KCC should be able to show an increased number of newly employed individuals from these 4 groups.
- At the end of year one a review of progress will be carried out and a decision will be made around whether targets should and can be set for future years what metrics should be included in the targets and how they will be collated.

National policy intent is to close the gap between the overall rate of employment for those with disabilities and those with mental health and learning disabilities.

5.0 Next Steps & Implementation

This strategy [to be] was agreed by the Employability Group on 19 March 2010. It will then be taken to the following Groups for ratification and sign off:

- ➤ KCC Chief Officers' Group
- Directorate Senior Management Teams
- KCC Strategic Equalities Group
- Equality Lead Officer Group
- Headquarters Corporate Consultative Forum
- Workforce Strategy Board

This strategy provides an overarching outline of the issues and ways to address them; however the Employability Group now requires a sequential detailed action plan, containing specific actions for service Directorates – timescales for producing this action plan should be agreed at the Employability Group meeting on Friday 19th March 2010.

6.0 Delivery Strategy

The key outcome for this strategy is to increase employment levels of Socially Excluded Adults in KCC and the wider Kent economy.

Implementing a successful long-term strategy for raising the employment levels of Socially Excluded Adults requires a structured approach:

- Year one will focus on KCC as an employer of Socially Excluded Adults and laying down solid foundations for success.
- Years two and three will focus on how KCC can influence third parties in Kent and use its own experience to leverage increased employment of Socially Excluded Adults across Kent.
- ➤ A review of progress, current knowledge and achievements at the end of year one is recommended in order to refine targets and goals for the organisation for years two and three.

6.1 Governance

The Employability Group (EG) chaired by Margaret Howard and with representatives from each Directorate, holds responsibility for actions that drive implementation of this strategy.

6.2 Strategy Implementation

The key actions outlined below provide the Employability Group with a focus for its agenda in the near term.

- 1) Maintain an awareness of policy in this area to guide the strategy through the policy process.
- 2) Measurement agree headline measurements and criteria for success.
- 3) Determine a series of practical pilot interventions that will enable the Employability Group to monitor and evaluate for success over a 3-6 month period.
- 4) Engage with partner agencies in the third sector to understand the extent to which interactions with people in those groups and how they are supported.

Immediate actions to move toward implementation of this strategy are:

- > To undertake some form of analysis on cost-benefit
 - i. Criteria for the success of this strategy to be agreed
 - ii. KCC builds appropriate understanding of key drivers of success
 - iii. Appropriate funding is re-allocated and sourced
- Set up a process for communicating the strategy
 - i. Evaluation and feedback process is set up and supports continuous improvement for KCC.
 - ii. Staff engagement with the strategy is delivered
 - iii. Third parties are influenced to take on Socially Excluded Adults in Kent.

7.0 Appendices

Significant Contributions to this paper have come from:

- Alison St Clair Baker
- Dee Watson
- > Jacqui Ward
- > Ross Gill

Stakenolders Consulted Role	Stakeholders	Consulted	Role
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Alison St Clair Baker Service Development and Improvement Manager

Amanda Beer Director of Personnel and Development
Barbara Cooper Director of Economic Development
Chris Luke Interim Director of Strategic Procurement

Debra Exall Head of Strategic Policy

Dee Watson Valuing People Now – Development Manager
Des Crilley Director of Community Cultural Services
Jacqui Ward Panning Officer

Julie Cudmore Personnel Manager

Kathryn Melling Employability Development Manager

Marissa White Head of Extended Services Nicola Lodemore Personnel Policy Manager

Nigel Fairburn Workforce Development Manager

Pauline Smith County Manager – Supporting Independence

Programme

Richard Fitzgerald Performance Monitoring Officer

Robert Hardy Director of Improvement and Engagement Economic Policy and Strategy Manager

Apologies

David Cockburn Executive Director Strategy, Economic

Development and ICT

Elaine Mason Organisation and Employment Wellbeing and

Performance Manager

Paul Brightwell Policy and Performance Manager Looked after

Children

7.1 PSA 16 Data Tables

NI 143 Offenders under probation supervision living in settled and suitable accommodation

Area	2006/07	2007/08	2008/09
Kent	76.6%	76.8%	79.0%
South East England	74.8% 76.6%	75.8% 77.4%	77.3% 78.6%
Essex	78.3%	79.9%	81.7%
Hampshire	76.9%	74.3%	78.5%
Lancashire	74.0%	77.1%	81.2%
Worcestershire	81.2%	81.8%	79.8%
West Sussex	74.6%	77.9%	81.1%

The percentage of offenders under probation supervision living in settled and suitable accommodation at the end of their order or licence. Under probation supervision: Serving a community order, or on licence. Settled accommodation is defined as: Permanent, independent housing, Bail/probation hostel, Supported housing. The indicator covers all individuals who had a probation assessment completed at 'termination of community supervision' or 'end of licence'

NI 144 Offenders under probation supervision in employment

Area	2006/07	2007/08	2008/09
Kent	52.5%	50.0%	51.4%
South East	52.4%	53.3%	52.6%
England	48.5%	48.7%	46.5%
Essex	53.4%	55.0%	56.3%
Hampshire	50.9%	56.3%	55.0%
Lancashire	48.8%	49.8%	47.3%
Worcestershire	46.6%	53.7%	50.4%
West Sussex	49.7%	54.0%	60.1%

The percentage of offenders under probation supervision in employment at the end of their order or licence

NI 145 Adults with learning disabilities in settled accommodation

Area	2006/07	2007/08	2008/09	Cohort size 2008/09
Kent South east England	New Indicator	New Indicator	36.8% 58.7% 65.2%	3,820
Essex Hampshire Lancashire			61.7% 61.0% 47.0%	3,435 2,975 3,195
Worcestershire West Sussex			39.3% 67.8%	1,460 1,565

The percentage of adults with learning disabilities known to Councils with Adult Social Services Responsibilities (CASSRs) in settled accommodation at the time of their assessment or latest review. Includes those who are assessed or reviewed in the financial year and who have received a service, as well as who have not received a service. Settled accommodation: accommodation arrangements where the occupier has security of tenure/residence in their usual accommodation in the medium- to long-term, or is part of a household whose head holds such security of tenure/residence.

NI	Adults with	learning	disabilities	in	employment

146 Area	2006/07	2007/08	2008/09	Cohort size 2008/09
Kent South east England	New Indicator	New Indicator	9.5% 10.2% 7.5%	3,820
Essex Hampshire Lancashire Worcestershire West Sussex			7.9% 11.0% 2.0% 1.6% 16.3%	3,435 2,975 3,195 1,460 1,565

The percentage of adults with learning disabilities known to Councils with Social Services Responsibilities (CSSRs) in paid employment at the time of their assessment or latest review. Paid employment is measured using the following categories: Working as a paid employee or self-employed (30 or more hours per week), Working as a paid employee or self-employed (16 to less than 30 hours per week), Working as a paid employee or self-employed (more than 4 to less than 16 hours per week), Working as a paid employee or self employed (more than 0 to 4 hours per week), Working regularly as a paid employee or self-employed but less than weekly (e.g., fortnightly, monthly or on some other regular basis). The unpaid voluntary work categories are not to be included in the count of those who are in paid employment.

NI	Care leavers in suitable accommodation
147	

Area	2006/07	2007/08	2008/09	Cohort size 2007/08
Kent	79.4%	85.8%	82.9%	190
South east	84.0%	85.1%	87.4%	
England	87.3%	88.4%	89.6%	
Essex	81.3%	95.9%	95.7%	100
Hampshire	81.8%	84.8%	90.2%	100
Lancashire	85.2%	82.7%	84.0%	100
Worcestershire	82.4%	92.3%	84.2%	40
West Sussex	82.4%	78.3%	80.0%	90

The percentage of former care leavers aged 19 who were looked after under any legal status (other than V3 or V41) on 1 April in their 17th year, who were in suitable accommodation. A review of their accommodation arrangements should take place within 3 months before or one month after the care leaver's 19th birthday. Suitable accommodation': Accommodation is to be regarded as suitable if it provides safe, secure and affordable provision for young people. It would generally include short-term accommodation designed to move young people on to stable long-term accommodation, but would exclude emergency accommodation used in a crisis.

NI Care leavers in employment, education or training 148

170				
Area	2006/07	2007/08	2008/09	Cohort size 2007/08
Kent	53.4%	54.7%	62.7%	190
South east	60.1%	61.3%	61.1%	
England	63.0%	64.9%	63.0%	
Essex	68.1%	74.5%	72.8%	100
Hampshire	62.3%	58.6%	64.1%	100
Lancashire	50.0%	42.9%	52.0%	100
Worcestershire	58.8%	64.1%	44.7%	40
West Sussex	68.2%	65.2%	58.9%	90

The percentage of former care leavers aged 19 who were looked after under any legal status (other than V3 or V41) on 1 April in their 17th year, who were in education, employment or training. A review of their education, employment or training status should take place within 3 months before or one month after the care leaver's 19th birthday. In education, employment or training': Engaged either full (at least 16 hrs per week) or part-time (less than 16 hrs per week). 'Employment' includes paid employment, self-employment, and voluntary unpaid work.

Children in legal status V3 or V4 are subject to short-term break agreements.

NI Adults in contact with secondary mental health services in settled accommodation

Area	2006/07	2007/08	2008/09	Cohort size 2008/09
Kent	New	New	6.5%	435
South east	Indicator	Indicator	21.2%	
England			21.5%	
Essex			17.8%	3,490
Hampshire			4.7%	280
Lancashire			0.7%	2,300
Worcestershire			40.2%	370
West Sussex			14.5%	1,855

The percentage of adults receiving secondary mental health services in settled accommodation at the time of their most recent assessment, formal review or other multi-disciplinary care planning meeting. Adults receiving secondary mental health services: Those aged 18 to 69 who are receiving secondary mental health services and who are on the Care Programme Approach. Settled accommodation: Refers to accommodation arrangements where the occupier has security of tenure or appropriate stability of residence in their usual accommodation in the medium- to long-term, or is part of a household whose head holds such security of tenure/residence.

NI Adults in contact with secondary mental health services in employment 150

Area	2006/07	2007/08	2008/09	Cohort size 2008/09
Kent	New	New	N/a	435
South east	Indicator	Indicator	3.2%	
England			3.4%	
Essex			6.3%	3,490
Hampshire			2.5%	280
Lancashire			8.0%	2,300
Worcestershire			4.3%	370
West Sussex			1.8%	1,855

The percentage of adults receiving secondary mental health services in paid employment at the time of their most recent assessment, formal review or other multi-disciplinary care planning meeting. Employed: Those who are employed by a company and have their National Insurance paid for directly from their wages. It also includes those who are self employed (i.e., those who work for themselves and generally pay their National Insurance themselves); those who are in supported employment; and those who are in permitted work (i.e., those who are in paid work and who are also receiving Incapacity Benefit).

7.2 Characteristics of Incapacity Benefit/Severe Disablement Allowance Claimants

May 2009 Gender	Kent (5)	Great Britain (%)
Male	57	57
Female	42	43
Age		
16-24	6	5
25-49	48	47
50-59	32	34
60 and over	14	14
Duration		
Up to 6 months	0	1
6 months to 1 year	6	6
1 to 2 years	11	10
2 to 5 years	21	21
5 years and over	59	62
Disease		
Mental and behavioural disorders	42	43
Injury/Poisoning	5	5
Musculoskeletal	17	18
Respiratory/Circulatory	6	7
Nervous System	8	7
Other	21	21

8.0 References and Background Reading

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9.0 Detailed Action Planning for Outcomes

This table summarises some of the conversations with stakeholders – and includes thoughts and ideas on how to best approach and tackle delivery of the 10 key outcomes.

Outcomes	Activity
1 Overall employment levels of	The primary objective is to drive an increase in the number of employed Socially Excluded Adults within KCC and in the wider Kent community.
Socially Excluded Adults in KCC increase.	The secondary objective is to increase the employability levels of Socially Excluded Adults, to raise their levels of competency and their transferable skills.
2 A comprehensive internal and external communication s programme is set up to support the strategy.	 Discussions with stakeholders have flagged the following activity as worthy of further exploration: Conduct some research to understand the KCC 'brand' as an employer with these groups – what is the gap in terms of how we need to be seen and how we are seen and structure communications accordingly. Influence national, regional and local level communications to maximise efficiencies and structure a 'joined up' key message system. Work should be closely aligned to the South East PSA16 communications programme. Raise the profile of KCC as an exemplar employer for Socially Excluded Adults. Illustrate in our communications the impact that the discarded many is
	 having on our communities Provide clear figures and trend data including some illustration of how a change in approach may help improvements (draw on cost benefit work where necessary). Build a case study library to support both internal and external events and communications.
3 A cost-benefit analysis for supporting Socially Excluded Adults in to work is completed	There are several on-going pieces of work that a cost benefit analysis into supporting Socially Excluded Adults into Employment can draw on, these are: Work carried out by the Improvement and Efficiency South East (IESE) and DH – will provide a short, medium and long-term framework and structure that can be a sensible structure for this work. The respective dates for these outputs are; March 2010, December 2010 and June 2011. This work has research peer review by analysts from the Department of Work and Pensions, and takes a holistic approach to assessing costs and income to the state. It will review financial costs and flow-backs to the Local Authority in the short, medium and long-term. Work has also been done through the 'Total Place' project – any work on cost-benefit should also seek to draw on this. Outputs from this work should aim to include a 'funding' budget that should come as support money for Socially Excluded Adults.
4 KCC builds appropriate understanding of key drivers of success.	 Gain a detailed understanding of the full range of skills and talents of people from the 4 groups of socially excluded adults and how they can bring benefit to KCC and the wider Kent business community. KCC should establish a full understanding of how the private and third sector and its existing partners already employ Socially Excluded Adults and the benefits to their businesses, and how it can encourage more widespread engagement.

	Establish knowledge and best practice around supporting Socially Excluded Adults into and in work.
5 Criteria for the success of this strategy agreed	 Both qualitative and quantitative measures are used A practical and workable solution to tracking and measuring the levels of KCC employees from PSA16 cohorts needs to be found and implemented.
6 Staff engagement with the strategy is delivered.	 Line managers in KCC will need to have the confidence and knowledge to support and employ Socially Excluded Adults. Training modules for managers in this area will need to be organised and run. All paths for applying for work in KCC should be reviewed to ensure that Socially Excluded Adults have a fair chance of securing work. Re-working the recruitment process to ensure that 'working' interviews are offered. Review job design to ensure that vacancies are accessible to PSA16 groups. A team of expert Mentors and Employment champions to support and facilitate key activity should be put together. KCC should aim to access the appropriate high-quality expertise, whether in-house or externally in supporting individuals into work and in work.
7 Evaluation and feedback process is set up and supports continuous improvement for KCC.	Clear aims should be set out at the beginning of any new role that identifies objectives for the employee and the employer (manager and employee to agree these). Feedback to Personnel and Development, the manager and the employee should be discussed regularly to identify iterative improvements.
8 Appropriate funding is re- allocated and sourced.	Funding is found through the –re-allocation of existing monies as well as seeking new and additional funding Bids should be made to the following funds The Regeneration Fund The Challenge Fund The Innovation Fund should be re-contacted at the end of March to see if there is any further opportunity to win funding Outputs from the cost-benefit analysis should be used to support applications for funding and to help KCC to re-allocate resources over the long-term to support Socially Excluded Adults back into work both within KCC and in the wider Kent Community.
9 Third parties are influenced to take on Socially Excluded Adults in Kent.	Suggestions on this area have focused on mapping out key aspects around how best to influence and how to ensure that best practice is used and shared: > Map out how to leverage KCC's position and influence the district towards the increased employment of Socially Excluded Adults. > Work with the Office of Government Commerce to understand how contractual arrangements can be shaped to support increased 'scores' for supplier bids to KCC. > Develop a clear understanding of whether existing initiatives are being used to support Socially Excluded Adults and how we could use positive action to encourage better take up. > Gauge how well the services we commission are performing in increasing

	the employment rates of the four groups. Ensure that the services we commission are using best practice guidance how can we ensure that they are? Illustrate how we can better use existing funding to provide better support to the Socially Excluded Adults' employment outcomes. Find ways for KCC to tap into the Kent Partnership and leverage its position to encourage increased employment amongst Socially Excluded Adults.
10 Employment levels for Socially Excluded adults are increased through KCC and the wider Kent economy.	A year one review should be carried out to inform and scope strategy plans and work for years two and three. This review should include an assessment of whether targets are appropriate and at what level they should be set.