

# ACCESS ALL AREAS

ACTION FOR ALL GOVERNMENT  
DEPARTMENTS TO SUPPORT  
YOUNG PEOPLE'S JOURNEY FROM  
CARE TO ADULTHOOD



# CONTENTS

ACCESS ALL AREAS CAMPAIGN INTRODUCTION	3
THE UNIQUE RELATIONSHIP BETWEEN STATE-AS-PARENT AND CARE LEAVERS: WHY WE SHOULD ALL CARE	4
ACTION FOR ALL GOVERNMENT DEPARTMENTS TO SUPPORT CARE LEAVERS	6
'CARE-PROOFING' - PRIORITISING CARE LEAVERS	6
RESPONSIBILITY OF EVERY GOVERNMENT DEPARTMENT	7
RECOMMENDATIONS FOR INDIVIDUAL GOVERNMENT DEPARTMENTS	8
CABINET OFFICE	8
DEPARTMENT FOR WORK AND PENSIONS	8
DEPARTMENT FOR BUSINESS, INNOVATION AND SKILLS	9
DEPARTMENT FOR COMMUNITIES AND LOCAL GOVERNMENT	9
DEPARTMENT OF HEALTH	10
RECOMMENDATIONS FOR INDIVIDUAL GOVERNMENT DEPARTMENTS - CONCLUSION	11
APPENDIX 1: KEY STATISTICS - CARE LEAVERS IN ENGLAND	12
APPENDIX 2: WORK IN PROGRESS AT BIS - IMPROVING ACCESS TO HIGHER EDUCATION	13
WORK IN PROGRESS AT DWP - SUPPORTING SECOND CHANCE LEARNING	14
WORK IN PROGRESS AT CLG - HOUSING ALLOCATION	15
WORK IN PROGRESS AT DfE - EXTENDING CARE PLACEMENTS BEYOND 18	16
APPENDIX 3: SUPPORT AND ENDORSEMENT	17
REFERENCES	18

## ACCESS ALL AREAS CAMPAIGN INTRODUCTION

**‘As the collective corporate parents of these children, it is our responsibility to ensure they get the start in life they deserve. They cannot, and should not, be expected to pay the price for mistakes they have played no part in causing.’  
(Tim Loughton MP, Children’s Minister)<sup>1</sup>**

Many care leavers have to cope with major changes in their lives, setting up home, entering work or college, at a much younger age than other young people. If they are to succeed and prosper care leavers need continued practical and personal support in the early years after they leave care from a wide range of services. Central government departments have a pivotal role in bolstering the corporate parenting duties of local authorities and making sure that care leavers are a joint priority and responsibility across government with a commitment of support up to at least age 25.

The *Access all Areas* campaign report calls on central government departments to improve the support they offer to young people as they leave the care system and in their early years after leaving care. This report examines how working across government is essential to improving the support care leavers receive and removing obstacles to their progress.

The overarching recommendation is for central government departments to make a commitment to ‘care-proof’ all government policies by assessing the impact they will have on looked after children and care leavers and those who support them. This work should be co-ordinated and monitored through the establishment of a cross departmental working group to consider care leaver issues in broader government policy, with a view to producing an associated action plan for each department.

*Access all Areas* calls for each central government department to scrutinise their own policies and suggests six areas for attention.

- 1. Explicit recognition** of the vulnerability of care leavers aged 18-25 and prioritisation of them in policy documents.
- 2. Automatic entitlement** for care leavers aged 18-25 to provisions addressing the needs of vulnerable adults.
- 3. Where a discretion exists in definitions of vulnerability or in giving priority access create a favourable supposition** that these are exercised in favour of care leavers up to the age of 30.
- 4. Create or maintain robust systems of information and data sharing** between different government departments and local services.
- 5. Ensure joint working and protocols** are in place between different government departments and local services and leaving care services.
- 6. Responsive, personalised services** to care leavers.

This report starts dialogue with central government by suggesting particular areas and issues that should be addressed in four government departments: Communities and Local Government; Department for Work and Pensions; Department for Business, Innovation and Skills and Department of Health. In addition we propose that that the Department for Education, which has primary responsibility for care leavers, joins with the Cabinet Office to lead a cross government approach to improving journeys from care to adulthood.

The call to action has been developed jointly by Catch22’s National Care Advisory Service (NCAS), The Prince’s Trust, The Care Leavers’ Foundation and A National Voice and is supported by a number of other organisations (see Appendix 3).

## THE UNIQUE RELATIONSHIP BETWEEN STATE-AS-PARENT AND CARE LEAVERS: WHY WE SHOULD ALL CARE

The vast majority of children enter care for reasons associated with neglect and abuse and not through any action of their own. When the state decides to take on the responsibility for parenting children who cannot live safely with their birth family, it creates a unique relationship between the child and the state-as-parent that is not replicated elsewhere in the many relationships that exist between citizens and their government. This unique relationship is reflected in specific legislation about care leavers.

### YOUNG PEOPLE LEAVING CARE - KEY LEGISLATIVE PROVISIONS

The Children Act 1989 remains the general legal framework for young people in and leaving care but it has been amended and supplemented by later legislation Children (Leaving Care) Act 2000 and Children and Young Persons Act 2008 and associated regulations and guidance<sup>2</sup>. For some young people<sup>3</sup> who were looked after prior to turning 18, local authorities continue to owe important duties after they turn 18 to help the young person plan for their future.

These obligations will usually start well before the young person turns 18 and will include duties to help the young person make the transition from being a child to an adult and any changes in their living arrangements that this may involve. The local authority must carry out a **needs assessment** and set out clearly the young person's plan for the future in a document called a **pathway plan**. The local authority will appoint a **personal adviser** to help the young person and to **review the pathway plan** and there is a duty to **keep in touch**.

Until a young person is 18, then children's services are responsible for **financial support**. Once young people are 18 they can usually claim benefits if they need to. However, the local authority should continue to give financial help (for example towards the costs of education and training), if that is what is agreed in the pathway plan. Support will continue **until age 21 or until an agreed programme of education or training ends**.

Local authorities must pay a **Higher Education Bursary** for all care leavers at University and a **16-19 Bursary** scheme is also available for those in further education.

From 1st April 2011, a change in the law means that **care leavers up to the age of 25** who tell their council they have returned, or want to return, to education or training, will be entitled to an assessment of need, and the support of a personal adviser while they are on their course (if the course is agreed in a Pathway Plan).

Despite the legislation and guidance, outcomes for young people leaving care still lag behind those for other groups of young people. Appendix 1 summarises current outcomes data for care leavers.

Central government departments need to remove the barriers which continue to make it so much more difficult than necessary for care leavers on their journey towards full adulthood by 'care-proofing' generic policy that is targeted at the overall population of adult citizens.

For most young people today, moving into their own accommodation, entering further or higher education, finding satisfying employment, and achieving good health and a positive sense of well-being, represent important landmarks during their journey to adulthood. As a group, care leavers are more disadvantaged than other young people in achieving these landmarks, although some do successfully move on from care whilst others just get by or struggle<sup>4</sup>. It is the responsibility of corporate parents to ensure that all their young people fulfil their potential and this will require comprehensive responses across their life course, including whilst they are in care, at the time of leaving care and on their pathways to adulthood.<sup>5</sup>

**‘Overall, being a ‘good parent’ is not cheap but the longer term costs associated with poor parenting and outcomes - both personal and financial - are far greater’.**  
**(Professor Mike Stein, University of York)<sup>6</sup>**

Improving the coherence of whole government support for care leavers from care to adulthood will not increase dependency but will create a firm foundation from which real and sustainable independence can be achieved. The journey towards sustainable independence is a lengthy one and responsibility for that process crosses different government departments. Commitment to improving cross department work is not only a parental responsibility, but has a sound economic grounding. Far from costing more, this approach will bring economic benefits, both immediate and in the longer term. For example, in comparison to a young person who successfully progresses through education to employment and independent living, a young person who struggles with this transition post care is likely to cost the state an additional £90,000 before they are 30<sup>7</sup>. Investing in front-end financial support to assist vulnerable young people leaving care to establish themselves thus creates long-term benefits for both the young person and society overall.

**‘A good parent is someone who doesn’t judge me... who will always have my back.’**  
**(Care leaver)<sup>8</sup>**

Whilst the local authority has responsibility for the day to day care and transitions for care leavers, government at a national level must demonstrate its recognition of the unique and vital role it has in relation to care leavers by aiming to mirror the support that other young adults get from their families. It must provide public services attuned to the individual needs of care leavers that recognise leaving care as a process, not an event, through which care leavers are supported, allowed to make mistakes and eventually learn to be independent adults. This commitment has already been embraced by the Department for Education (DfE) in its statutory Guidance to local authorities.

**‘Care leavers should expect the same level of care and support that others would expect from a reasonable parent. The local authority responsible for their care should make sure that they are provided with the opportunities they need, which will include offering them more than one chance as they grapple with taking on the responsibilities of adulthood.’ (DfE)<sup>9</sup>**

Increased housing prices, lower benefit rates and wages for young people and increased educational costs have all contributed to young adults remaining at home well into their mid-twenties, or having repeated spells at home later in life. Indeed some government policies towards young people such as lower minimum wage and reduced benefits levels appear to be predicated on an assumption of young adults being able to access extended family support up to a later age.

Care leavers do not have the safety net and support provided by the parental home - few have access to someone who can give them a lift to work or college, invite them for a Sunday meal, lend them money until pay day to top up their electricity meter or provide them with a home whilst they complete an apprenticeship or look for work after university.

Now is the time to share the responsibility and demonstrate this same commitment to care leavers and to create a system where care leavers are prioritised and not compromised. Access All Areas urges the government as a whole and each department within it to consider how they can open doors of opportunity for care leavers.

## ACTION FOR ALL GOVERNMENT DEPARTMENTS TO SUPPORT CARE LEAVERS

Repeated studies and consultations with care leavers show that more needs to be done to approximate the support that most parents give to their own children. Particular areas include: lack of support when preparing to leave care<sup>10</sup>, no choice as to when they leave care or little or no information about moving to their new accommodation.<sup>11</sup> There is also some evidence to suggest that fewer care leavers are being helped to prepare for higher education and getting a job.<sup>12</sup>

Evidence has shown that leaving care services are able to provide the best services where they have good working relationships with external health, accommodation and education, training and employment agencies and there is specialist provision providing careers advice, negotiating suitable accommodation and addressing health and wellbeing needs. To ensure this happens central government needs to ensure the necessary legislation, regulation and guidance is in place<sup>13</sup> and is consistently implemented.

**‘The impact of the changes in social policy is not felt by policy makers or heads of service, it is felt by individual social workers and young people’ (Leaving Care Manager)<sup>14</sup>**

### ‘CARE-PROOFING’ - PRIORITISING CARE LEAVERS

Care leavers are a vulnerable group of young adults, trying to establish themselves against the odds, who often have no recourse to parental or family assistance and it is essential that the state recognises their vulnerability and gives them full access, and where necessary discretionary priority, to systems which ensure they get adequate assistance. As their corporate parent the state should ensure that any new policies, from economic investment to housing policy, support rather than hamper the experience of young adulthood for care leavers. The announcement of a new bursary scheme for 16-19 year old children in care and care leavers in further education, compensating for the withdrawal of Education Maintenance Allowance (EMA), is a good example of the type of policy initiative that needs to be replicated across central government.

The *Access all Areas* overarching recommendation is for central government to make a commitment to ‘care-proof’ all government policies by assessing the impact they will have on looked after children and care leavers and those who support them. In order to do this a cross departmental working group should be established to consider care leaver issues in broader government policy with an associated action plan for each department for effecting change for care leavers within a set time period.

## RESPONSIBILITY OF EVERY GOVERNMENT DEPARTMENT

It is essential that care leavers are made a joint priority and responsibility, not just within the Children in Care Division of the Department for Education, but across government departments and agencies. In particular other departments should mirror the Department for Education's on-going commitment to young adult care leavers, by facilitating more gradual and later transitions and ensuring that support is offered at least until age 25, in the same way most families now support their own children.

In practice, extending corporate parenting and prioritising care leavers would be the responsibility of every government department who would:

1. **Explicitly recognise** care leavers in early adulthood (18-25) as a particularly vulnerable group and prioritise them in policy documents, especially those relating to education, employment, housing and health.
2. Ensure **automatic entitlements** for care leavers aged 18-25 to provisions addressing the needs of vulnerable or disadvantaged adults. This could include timely access to support, free or reduced cost services, and financial assistance.
3. Where a discretion exists in definitions of vulnerability or in giving priority access **create a favourable supposition** that these are exercised in favour of care leavers up to the age of 30, especially in relation to their housing education or health.
4. Create and/or maintain robust systems of **information & data sharing** to ensure that the intelligence about the needs of care leavers are passed between departments and services to inform commissioning of services, pooling of budgets and joint working.
5. Ensure **joint working and protocols** are in place between different government departments and local services with each department championing joint working with the services they cover, including joint commissioning and service development; co-location and secondment of staff.
6. Ensure the services they are responsible for are **responsive and personalised** for care leavers. Individual public services should provide specific support to young people leaving care in addition to that provided by local authority Leaving Care Teams.

The government as a whole and each department within it must consider how they, as care leavers' corporate 'uncles', 'aunts' and 'grandparents' can open doors of opportunity for them. They need to come together to offer support, whether this is to provide work experience or a job in the 'family business'; a 'home' to return to when it is needed or be a 'pushy' parent that advocates for their children across the system.

## RECOMMENDATIONS FOR INDIVIDUAL GOVERNMENT DEPARTMENTS

Access all Areas has started to think about what action central government departments could take. However, these suggestions are just the beginning of our dialogue and each department will want to scrutinise their own policies in relation to the 6 areas and work on an action plan monitored by a central government working group.

### CABINET OFFICE

- Work closely with DfE to lead a common approach to ‘care-proofing’ of all relevant policies for care leavers.
- Establish a working group to oversee and monitor the development of action plans within other participating departments.
- Promote a culture of awareness of why care leavers warrant specific attention across government in ‘the first decade’.
- Provide an annual report jointly with DfE which summarises specific actions, policy amendments, and examples of good practice which evidence improvements arising from the cross departmental approach to ‘care-proofing’.

### DEPARTMENT FOR WORK AND PENSIONS

- Examine the feasibility of identifying care leavers on benefits forms. See NCAS briefing on this issue<sup>17</sup>.
- Explicit recognition of the vulnerability of care leavers in policies developed as part of the welfare reform programme.
- Extension of ‘second chance learning’ to allow care leavers to claim housing benefit and income support if returning to education to make up for missed qualifications up to age of 25. See NCAS briefing for further details<sup>18</sup>.
- Priority given to care leavers to extended support for job seekers.
- Requirement for local JCP services to work with and recognise employability schemes set up by leaving care services as partner providers.
- Named advisers for care leavers and lead contacts for leaving care services in Jobcentre Plus and Benefits Offices.
- Roll out of early benefit claims model piloted in Wolverhampton and Dudley.<sup>19</sup> One authority has estimated the cost of delays in benefit payments for children’s services<sup>20</sup>.
- Exercise presumption of discretion where moving in and out of work, education or training or mistakes or oversights in the process of benefits applications leave care leavers in real hardship or debt.



## DEPARTMENT FOR BUSINESS, INNOVATION AND SKILLS

- BIS should analyse policies relating to: apprenticeships; access to higher and further education and information, advice and guidance services and seek to prioritise care leavers.
- Analyse and publish data on care leavers' participation in higher education through UCAS application forms and universities including conducting a review of access agreements.
- Implement automatic entitlement to Discretionary Learner Support in further education for care leavers.
- Implement automatic entitlement to the National Scholarship Scheme in higher education. See NCAS briefing on these issues<sup>15</sup>.
- Make provision for the small number of care leavers who progress to post graduate degrees.
- Reverse the withdrawal of student finance and home student status from care leavers who have discretionary leave to remain. See Refugee Children's Consortium briefing on this issue<sup>16</sup>.
- One-to-one information, advice and guidance service for all care leavers aged 18-25, linked to leaving care teams, based on the Connexions model.
- Work with the DWP to ensure that benefit tapers do not create disincentives for care leavers taking up apprenticeships, including taking account of housing, travel, and council tax costs.
- Promote an apprenticeship model based on assessment of skills not minimum qualifications.

## DEPARTMENT FOR COMMUNITIES AND LOCAL GOVERNMENT

- Explicit recognition of the vulnerability of care leavers in policies around housing allocation and homelessness.
- Automatic priority status to care leavers aged 18-25 in statutory guidance on housing allocations and homelessness priority need status.
- Discretionary priority status as above to older care leavers, particularly when leaving institutions such as custodial or psychiatric settings.
- Continued encouragement of joint working protocols between housing and children's services departments, especially in two-tier local authorities.
- Development of a quality standards framework for accommodation providers providing services for care leavers, including supported lodgings.
- Housing officers aligned or seconded to leaving care services.
- Protocols for clearing council and social housing arrears and restricting evictions of care leavers where it is clearly in their best interests to do so.

## DEPARTMENT OF HEALTH

- Recognising the specific vulnerability and emotional health and wellbeing needs of care leavers as young adults, in addition to looked after children, in policy documents, statutory guidance and regulations developed under the health reform programme.
- Securing care leavers interests in Joint Strategic Needs Assessments, Joint Health and Wellbeing strategies and subsequent commissioning plans.
- Ensuring that care leavers in early adulthood are prioritised where any provisions are made for vulnerable groups of children and adults, e.g. talking therapies.
- Automatic assessment for adult social care.
- Free prescriptions for care leavers up to the age of 25.
- Mental health first aid training for those working with care leavers.
- Include specific information aimed at care leavers in the planned social marketing campaign for young people from 2012 announced in the response to the Positive for Youth Young People's Health and Wellbeing consultation.
- Developing specialist emotional health and wellbeing services for 17-25 year olds to address the gap between adult and children's mental health services or extending CAMHS provision to 25 for care leavers.
- Health and wellbeing boards to produce directories of the mental health resources and services available to young adults in their areas.
- DfE should work in partnership with the Department of Health to ascertain the quality and availability of lower tier mental health services for those care leavers aged between 17 and 25 years who may need access to these services.
- Leaving care services should be represented on Health and Wellbeing boards and effective joint working protocols should be in place between health and children's social care including specialist support and or staff to support looked after children and care leavers.

## CONCLUSION

*Access all Areas* sends out a clear message that care leavers are everyone's children and responsibility for enabling them to maximise their potential as they move into adulthood is a societal responsibility which is enacted from the highest levels of government.

1. **Explicit recognition** of the vulnerability of care leavers aged 18-25 and prioritisation of them in policy documents.
2. **Automatic entitlement** for care leavers aged 18-25 to provisions addressing the needs of vulnerable adults.
3. Where a discretion exists in definitions of vulnerability or in giving priority access **create a favourable supposition** that these are exercised in favour of care leavers up to the age of 30.
4. Create or maintain robust systems of **information and data sharing** between different government departments and local services.
5. Ensure **joint working and protocols** are in place between different government departments and local services and leaving care services
6. **Responsive, personalised services** to care leavers.

## APPENDICES

**Appendix 1** contains key statistics on care leavers in England

**Appendix 2** contains further technical detail of where policy developments across government are already moving in the right direction to better support care leavers, and need to be finessed to build on this progress and remove unintended barriers.

**Appendix 3** lists all those who have given their endorsement to the *Access all Areas* campaign

## APPENDIX 1

### KEY STATISTICS - CARE LEAVERS IN ENGLAND

#### NUMBERS OF CARE LEAVERS

- Last year 9,950 young people left care in England aged 16 or older; the numbers leaving care have been increasing year on year with a 22% increase in the past five years.<sup>21</sup>

#### ATTAINMENT GAPS

- 13% of looked after children achieved 5+ A\*-C at GCSE or equivalent including English and mathematics.<sup>22</sup>
- The attainment gap between looked after children and non-looked after children achieving 'The Basics' - grade A\* to C in GCSE or equivalent English and mathematics has widened by 4% to 45% meaning that many care leavers need to catch up on lost education at a later date.<sup>23</sup>
- The latest statistics show that only 390 care leavers (6%) were in higher education at age 19, compared to 7% the previous year. This compares to 40% of young people in the general population at age 19 at university. The decrease in numbers of care leavers at university goes against the trend of increased participation amongst excluded groups; an estimated 17% of young people previously on Free School Meals entered higher education at 19 in 2008/09, an increase from 13% in 2005/06.<sup>24</sup>
- At age 19 a third of care leavers were not in education, training and employment (NEET) in 2011.<sup>25</sup>

#### LEAVING HOME AND MANAGING INDEPENDENTLY

- The average age of leaving home is now at least 24<sup>26</sup>, this is in stark contrast to the experience of care leavers the vast majority of whom leave care by age 18 with around a fifth (19%) leaving aged 16.<sup>27</sup>
- Almost a quarter of young people feel that they have no choice as to when they leave care.<sup>28</sup>
- A very small proportion of care leavers (4 %; 203) stayed on with their foster carers after their 18th birthday.<sup>29</sup>
- After leaving care 45% said their life was better or much better than when they were in care. 35% said it was worse or much worse.<sup>30</sup>
- In one study 13% of those soon to leave care said they were getting no support<sup>31</sup> and in another study 24% thought they had been prepared well or very well to leave care but 49% said they had been prepared badly or very badly.<sup>32</sup>
- Over the past three years, the percentage saying they were being helped to prepare for higher education has fallen, from 65% in 2009, to 59% in 2010 and now to 56%. The percentage of those about to leave care saying they are getting help to prepare for getting a job fell from 60% last year to 52% this year.<sup>33</sup>

#### ACCOMMODATION

- Over 40% of care leavers live independently at age 19.<sup>34</sup>
- National statistics show that 10% of care leavers are in unsuitable accommodation at age 19<sup>35</sup>, but research suggests that 19% were unhappy with their accommodation.<sup>36</sup>
- 30% of care leavers felt they were given little or no information about moving to their new accommodation.<sup>37</sup>

## APPENDIX 2

Access All Areas does not require extensive policy changes in order to work. It simply needs a critical look at existing policy initiatives, already moving in the right direction, and work on the detail to ensure that the life chances of care leavers are maximised, and not unintentionally limited.

### WORK IN PROGRESS AT BUSINESS, INNOVATION AND SKILLS IMPROVING ACCESS TO HIGHER EDUCATION

Care leavers remain under represented in higher education. The higher education bursary embedded support for care leavers in higher education in legislation, and many local authorities have provided higher levels of support to their care leavers. However, research continues to show that financial hardship and high debt levels is an obstacle to participation for care leavers<sup>38</sup>. Last year 6% of care leavers were in higher education at age 19, compared to around 40% all young people.<sup>39</sup>

The government has recognised the need for encouraging more students from disadvantaged background into university by placing requirements on those higher education institutions wanting to charge higher fees to ensure that they improve access to these groups, and by introducing a national scholarship programme, which can offer fee remission, discounted accommodation or other financial support. Given the low participation rates of care leavers, it is essential that they are recognised as a priority group under these schemes and any future initiatives to widen participation.

#### RECOMMENDATIONS

The review of the National Scholarship Scheme needs to consider how the scheme can best meet the needs of care leavers, including:

- Ensure care leavers automatically qualify for the National Scholarship Scheme and receive maximum benefits available.
- Information on entitlements under the scheme is made readily available to care leavers and those that work with them by dissemination through existing information portals (UCAS website, Direct Gov page on care leavers/higher education funding, [www.leavingcare.org](http://www.leavingcare.org) and other organisations in the sector).
- Streamline evidence requested to prove care leaver status to a letter from the responsible local authority confirming status.
- Underline the requirement to support care leavers in the conditions for Access Agreements and make it an essential criteria against which Office for Fair Access (OFFA) monitors and approves Access Agreements.
- Encourage joint working between universities and leaving care teams to ensure care leavers get a consistent financial package.

## WORK IN PROGRESS AT DEPARTMENT FOR WORK AND PENSIONS

### SUPPORTING SECOND CHANCE LEARNING

Currently care leavers have worse educational outcomes than their peers<sup>40</sup>, but, as they get older, some are keen to resume their studies to catch up on missed education. From April 2012 most care leavers who have missed out on education can take up non-advanced training (up to A-level) and continue to claim Income Support (IS) and Housing Benefit (HB) until they turn 21<sup>41</sup>. The extension of support for second-chance learning was welcome, but 21 is still too early a cut off point for those young people whose experience of care is coupled with disrupted education.

The current system means that there is limited support for care leavers over 21 who wish to go to college to get qualifications such as GCSEs. At present local authorities report a mixed picture in terms of whether older care leavers continue in education - a major barrier is the lack of financial support<sup>42</sup>. If the entitlement to financial support for second chance learning for care leavers through IS and HB were extended to age 25, this would align with local authorities' extended corporate parenting role to support care leavers until 25<sup>43</sup>.

#### RECOMMENDATIONS

- To change the rules so that care leavers can take up non advanced education ('second chance learning') at any point until their 25th birthday and continue to have access to housing benefit and income support whilst studying.

## WORK IN PROGRESS AT COMMUNITIES AND LOCAL GOVERNMENT

### HOUSING ALLOCATION

‘Why is there a debate going on within my local government as to whether Care Leavers should have top priority access to council housing when it is the government who intervene in our childhoods and propose (and in some cases, impose) that they could do a better parenting job? Would a good parent really see their child homeless?’ (Care leaver)<sup>44</sup>

Rising demands on social housing and other accommodation is making it increasingly difficult for young people to find appropriate accommodation as they enter adulthood. Care leavers have historically been given priority for social housing, but sometimes policies have been quite restrictive; care leavers and services report a shortage of choice and appropriate social housing, reduced priority for care leavers and particular difficulties accessing housing ‘out of area’. Locally, leaving care services may have established joint working protocols, but these tend not to be established outside local authority boundaries. However, as care leavers enter young adulthood they are likely to wish to move beyond or remain outside their responsible local authority’s boundaries. A third of looked after children live ‘out-of-authority’ and many others move for work, education or to access services.

#### RECOMMENDATIONS

When revising the guidance for local housing authorities in England, for the allocation of accommodation<sup>45</sup>:

- Care leavers age 18-25 should be given reasonable preference in allocation schemes on ‘welfare grounds’ and ‘additional’ preference to any adults who are vulnerable as a result of being in care and in urgent housing need in a similar way priority is given to members of the armed forces.
- Additional allocation criteria should ensure that care leavers are given priority and deemed to have a local connection to the area where they live, independently of whether they live within their responsible local authority or not, and they should also have the option to return to their home authority should they so wish.

Homelessness legislation should be revised in two areas:

- To establish a presumption of un-intentionality when care leavers present to access social housing when aged under 25, and a discretion to presume un-intentionality up to 30.
- To enable care leavers to receive priority need status up to 25 years to reflect the policy driver that young people should stay in supported placements up to 21 years and the initiatives to increase the numbers of young people leaving care attending further and higher education up to 25 years.

## WORK IN PROGRESS AT DEPARTMENT FOR EDUCATION EXTENDING CARE PLACEMENTS BEYOND 18

It has been recognised for a long time that care leavers could benefit from the stability of staying in care for longer, yet many still experience a cliff edge at 16 or 18 where support falls away. The recently completed Right2BCared4 and Staying Put evaluations<sup>46</sup> both looked at how young people can be supported to remain in care for longer, or to remain in placements once they are no longer officially in care. However, the norm continues to be early exit from care. 1,900 (19% young people left care at 16 last year). Only 280 (4% of the care leavers at 19) young adults remained with their foster carer at 19. Despite the low numbers it is a requirement of all local authorities to have a Staying Put policy.<sup>47</sup>

Requiring young people to have an 'established familial relationship' with their foster carers and/or to be in education, training and employment may deny some young people the opportunity to stay put, in particular those who have experienced placement instability and/or have complex needs.

### RECOMMENDATIONS

- Broader definition of Staying put in Children's, Tax and Benefit legislation.
- Consideration of implications of changes in school leaving age on the age when a child can leave care.
- Entitlement to stay put extended to all care leavers who would benefit from this option, including staying put in children's homes.
- Working with Ofsted to ensure the regulatory framework of children's homes supports Staying Put.
- Promote supported lodgings as an alternative family based housing option for over 18s by:
  - Disseminating good practice in joint working between housing and children's services to establish supported lodgings schemes for 16-25 year olds.
  - Supporting households that welcome care leavers into their homes by a policy of tax and benefits concessions to all hosts/carers participating in recognised supported lodgings schemes.
  - DWP to raise the minimum income disregard for means-tested benefits above £20 per week and conduct an impact assessment in relation to the introduction of Universal Credit and its effects on the providers of supported lodgings for care leavers and homeless young people.
- HM Treasury and HM Revenue and Customs to reverse the recent loss of tax relief by supported lodgings carers by amending the Qualifying Care Relief (Specified Social Care Schemes) Order 2011 so that qualifying care relief will apply to hosts/carers in supported lodgings schemes for vulnerable young people aged 16 - 24, whether or not the young people were formerly in care, or instituting an agreed level of tax relief for supported lodgings hosts/carers should be instituted which would be significantly more generous than Rent a Room, and which would take account of the meals, household costs and care provided by supported lodgings hosts/carers.<sup>48</sup>



## APPENDIX 3 SUPPORT AND ENDORSEMENT

The *Access all Areas* campaign report has been produced by Catch22's National Care Advisory Service, The Care Leavers' Foundation, The Prince's Trust and A National Voice. It is the first step in a bid to work together across the whole community of interest for care leavers, including third sector, commissioning and provider organisations, all relevant government departments, local government, and of course most crucially care leaver led organisations and other forums and agencies which directly represent the voice of care leavers. The following bodies and individuals give their support to *Access All Areas*:

	BAAF		Kids Company
	Barnardo's		National Care Leavers' Week
	Brighter Futures		National Childrens Bureau
	Buttle UK		National Leaving Care Benchmarking Forum
	The Big Issue		Nationwide Association of Fostering Providers
	The Caldecott Foundation		NCERCC
	The Care Leavers Federation		St Christopher's
	The Chartered Institute of Housing		TACT
	The Children's Society		The Who cares? Trust
	Drive Forward		Voice
	The Fostering Network		Voices from Care
	Future Horizons		Young Minds
	Imhotep Foundation		John Kemmis
	The Independent Children's Homes Association		Edward Timpson MP, Chair of APG for looked after children and care leavers

## REFERENCES

- <sup>1</sup> Tim Loughton to the Annual leaving care conference Oct 28, 2010  
<http://www.education.gov.uk/childrenandyoungpeople/safeguardingandsocialworkreform/a0066068/tim-loughton-to-the-annual-leaving-care-conference>
- <sup>2</sup> See [http://leavingcare.org/?page\\_ID=94#Legislation\\_and\\_guidance](http://leavingcare.org/?page_ID=94#Legislation_and_guidance)
- <sup>3</sup> Young people are entitled to support under the CLCA 2000 if they have been looked after for at least 13 weeks since the age of 14 with at least a day aged 16 years or over. The exact levels of support young people receive depends on their status as care leavers and is related to their age
- <sup>4</sup> Stein, M (2008) 'Resilience and young people leaving care.' *Child Care in Practice*, 14, 1, 35-44.
- <sup>5</sup> Stein M (2008) *Ibid*
- <sup>6</sup> Professor Mike Stein, University of York, NCAS (2011) Keynotes, Issue 52  
[www.leavingcare.org/admin/uploads/484c5e5b2c56eb22e4b7a554cb18efb3.pdf](http://www.leavingcare.org/admin/uploads/484c5e5b2c56eb22e4b7a554cb18efb3.pdf)
- <sup>7</sup> Hannon C, Wood C & Bazalegutte L (2010) Demos: In Loco Parentis p23. <http://www.demos.co.uk/publications/inlocoparentis>
- <sup>8</sup> Care leaver interviewed as part of Jo Dixon, Harriet Guhirwa and Sharn Bowley (in progress) Corporate Parenting for young people in care - Making the difference? Research undertaken by Catch22's National Advisory Service (NCAS) due to be completed 2014
- <sup>9</sup> Department for Education (2010) The Children Act 1989 Guidance and Regulations, Volume 3: Planning Transition to Adulthood for Care Leavers, p.3
- <sup>10</sup> Office for the Children's Rights Director (2012) *Children's Care Monitor 2011*. <http://www.ofsted.gov.uk/resources/childrens-care-monitor-2011>
- <sup>11</sup> Care leaver interviewed as part of Jo Dixon, Harriet Guhirwa and Sharn Bowley (in progress) Corporate Parenting for young people in care - Making the difference? Research undertaken by Catch22's National Advisory Service (NCAS) due to be completed 2014
- <sup>12</sup> Office for the Children's Rights Director (2012) *Children's Care Monitor 2011*. <http://www.ofsted.gov.uk/resources/childrens-care-monitor-2011>
- <sup>13</sup> **For housing related evidence** see: Baxter, S. and Briheim-Crookall, L. (2009) Journey's to Home: Care Leavers Successful Transition to Independent Living; NCAS <http://leavingcare.org/admin/uploads/3433e51041436ce0a61e0d68657e3513.pdf>;  
Stein, M. (2010) Increasing the number of care leavers in 'settled, safe accommodation' C4EO, Vulnerable Children, Knowledge Review, <http://www.c4eo.org.uk>
- For health and wellbeing related evidence** see:  
NICE/SCIE (2010) Promoting the Quality of Life of looked after children and young people, NICE public Health Guidance  
<http://publications.nice.org.uk/looked-after-children-and-young-people-ph28>  
NFER (2009) Provision of mental health services for care leavers: transitions to adult services  
<http://www.nfer.ac.uk/nfer/publications/LAT01/LAT01.pdf>
- For employability related evidence** see:  
NCAS (2010) From Care2Work: Creating opportunities and raising aspirations, Interim report  
<http://leavingcare.org/admin/uploads/607cec4aaf32ce77bd2d7fed7b66ae5d.pdf>  
NCAS (2010) From Care2Work, Phase I Final report <http://leavingcare.org/admin/uploads/048c472b88c9a3f6c906a46fb8b0e9ff.pdf>  
See NCAS briefing: A living wage for care leavers in apprenticeships (Feb 2012)  
<http://leavingcare.org/admin/uploads/c59427f2c32117de41815bc575f95c18.pdf>
- <sup>14</sup> Linda Briheim-Crookall (2011) Making the cut - planning transitions for care leavers in an age of austerity, Catch22's National Care Advisory Service (NCAS). <http://leavingcare.org/admin/uploads/37b97f8b2fc8e23baa0ca3bfd02a7a8b.pdf>
- <sup>15</sup> NCAS briefing: Extending financial support for care leavers in higher education (Sept 2011).  
<http://leavingcare.org/admin/uploads/dc9fa7fac10cb753e6fb7eebeb726389.pdf>
- <sup>16</sup> Refugee Children's Consortium briefing: Access to Higher Education for Refugee Young People.  
<http://leavingcare.org/admin/uploads/1ef67500cf6b50bf89ea6b14dde996a8.pdf>
- <sup>17</sup> NCAS briefing: Indicating leaving care status on benefit forms (Sept 2011). <http://leavingcare.org/admin/uploads/9d928495d1107329fd92308f39ad2af5.pdf>
- <sup>18</sup> NCAS briefing: Access to housing benefit and income support through 'second chance learning' for care leavers (Sept 2011)  
<http://leavingcare.org/admin/uploads/33e36b83809f52a28c4ced386f773e3d.pdf>  
Who Cares? Trust report: Open Doors Open Minds (March 2012) <http://www.thewhocarestrust.org.uk/pages/reports-and-resources.html>
- <sup>19</sup> Dudley and Wolverhampton benefit pilot evaluation. <http://leavingcare.org/admin/uploads/8543adcc9083cf55bbddd3a170ff208a.pdf>
- <sup>20</sup> One local authority (large metropolitan city) has been trying to establish a single point of contact in the benefits centre in order to establish protocols to allow care leavers to apply for benefits prior to their 18th birthday, so as to action the application on their 18th birthday and protect against delay. To date this work has been unsuccessful and as a result the Leaving Care Service has made payments to care leavers at their 18th birthday and for a number of weeks after whilst awaiting benefits. Figures for a 9 month period from April 2011 to January 2012 show the significant amount of money spent (around £40,000). The arrears are paid back directly to the young person not the local authority - this effectively means the money is paid out twice simply because of administrative systems. Savings could be made across all local authorities if systems were set up in advance so that claims started on a young people's 18th birthday.
- <sup>21</sup> NCAS (2011) Statistical Briefing: Looked after children and care leavers 2011  
<http://leavingcare.org/admin/uploads/e7186fad64003f1f923d30a80243e38f.pdf>

## REFERENCES

- <sup>22</sup> DfE: Outcomes for Children Looked After as at 31 March 2011  
<http://www.education.gov.uk/rsgateway/DB/SFR/s001046/index.shtml>
- <sup>23</sup> DfE (2011) Ibid
- <sup>24</sup> NCAS (2011) Statistical Briefing: Looked after children and care leavers 2011  
<http://leavingcare.org/admin/uploads/e7186fad64003f1f923d30a80243e38f.pdf>
- <sup>25</sup> NCAS (2011) Ibid
- <sup>26</sup> EU data from 2007 places the average age of leaving the parental home for young people in the UK at around 24, with women leaving on average slightly earlier than men, Eurostat Youth In Europe: A Statistical Portrait 2009  
[http://epp.eurostat.ec.europa.eu/cache/ITY\\_OFFPUB/KS-78-09-920/EN/KS-78-09-920-EN.PDF](http://epp.eurostat.ec.europa.eu/cache/ITY_OFFPUB/KS-78-09-920/EN/KS-78-09-920-EN.PDF)  
and 39% of young adults aged 18-34 were living with a parent in 2010 Eurostat Share of young adults aged 18-34 living with their parents 2010  
[http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=ilc\\_lvps08&lang=en](http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=ilc_lvps08&lang=en)
- <sup>27</sup> NCAS (2011) Statistical Briefing: Looked after children and care leavers 2011  
<http://leavingcare.org/admin/uploads/e7186fad64003f1f923d30a80243e38f.pdf>
- <sup>28</sup> Care leaver interviewed as part of Jo Dixon, Harriet Guhirwa and Sharn Bowley (in progress) Corporate Parenting for young people in care - Making the difference? Research undertaken by Catch22's National Advisory Service (NCAS) due to be completed 2014
- <sup>29</sup> NCAS (2011) Statistical Briefing: Looked after children and care leavers 2011  
<http://leavingcare.org/admin/uploads/e7186fad64003f1f923d30a80243e38f.pdf>
- <sup>30</sup> Office for the Children's Rights Director (2012) *After care: young people's views on leaving care* <http://www.ofsted.gov.uk/resources/after-care>
- <sup>31</sup> Office for the Children's Rights Director (2012) *Children's Care Monitor 2011*. <http://www.ofsted.gov.uk/resources/childrens-care-monitor-2011>
- <sup>32</sup> Office for the Children's Rights Director (2012) *After care: young people's views on leaving care*  
<http://www.ofsted.gov.uk/resources/after-care>
- <sup>33</sup> Office for the Children's Rights Director (2012) *Children's Care Monitor*. <http://www.ofsted.gov.uk/resources/childrens-care-monitor-2011>
- <sup>34</sup> NCAS (2011) Statistical Briefing: Looked after children and care leavers 2011  
<http://leavingcare.org/admin/uploads/e7186fad64003f1f923d30a80243e38f.pdf>
- <sup>35</sup> NCAS (2011) Ibid
- <sup>36</sup> Jo Dixon, Harriet Guhirwa and Sharn Bowley (in progress) Corporate Parenting for young people in care - Making the difference? Research undertaken by Catch22's National Advisory Service (NCAS) due to be completed 2014
- <sup>37</sup> Jo Dixon, Harriet Guhirwa and Sharn Bowley (in progress) Corporate Parenting for young people in care - Making the difference? Research undertaken by Catch22's National Advisory Service (NCAS) due to be completed 2014
- <sup>38</sup> Claire Cameron, Sonia Jackson, Hanan Hauari and Katie Hollingworth, YIPPEE project (2011) WP5 UK Report - Young people from a public care background: pathways to further and higher education in England. A case study  
<http://tcr.uioe.ac.uk/yippee/Portals/1/WP5report%20UKFINAL%2025.01.11.pdf> p.87
- <sup>39</sup> NCAS (2011) Statistical Briefing: Looked after children and care leavers 2011  
<http://leavingcare.org/admin/uploads/e7186fad64003f1f923d30a80243e38f.pdf>;  
Institute of education press release: 1 Sep 2011 Young people in care now face a harder struggle to reach university  
<http://www.ioe.ac.uk/newsEvents/55908.html>
- <sup>40</sup> Latest statistics show that of the children looked after continuously for 12 months 12 per cent achieved 5 or more GCSEs or the equivalent including English and mathematics at grades A\* to C compared to 53% of all children  
<http://www.education.gov.uk/rsgateway/DB/SFR/s000978/sfr38-2010ntv3.xls#Table3.1!A1>
- <sup>41</sup> See Part 3 para 11 of the Social Security (Miscellaneous Amendments) Regs 2012 <http://www.legislation.gov.uk/uk/si/2012/757/part/3/made>
- <sup>42</sup> See virtual network enquiries responses on FE funding [http://www.leavingcare.org/?page\\_ID=1007](http://www.leavingcare.org/?page_ID=1007)
- <sup>43</sup> Children and Young Persons Act 2008 Explanatory notes [http://www.legislation.gov.uk/ukpga/2008/23/pdfs/ukpgaen\\_20080023\\_en.pdf](http://www.legislation.gov.uk/ukpga/2008/23/pdfs/ukpgaen_20080023_en.pdf)
- <sup>44</sup> Feedback from the Young People's Benchmarking Forum to Tim Loughton, 22 February 2011. The Young People's Benchmarking Forum (YPBMF) is made up of up to 20 young people aged 16 and above from local authorities who are in the benchmarking forum. The forum members range from young people who are employed by their local authority, undertaking a traineeship or actively involved with participation work and service delivery within their Local Authority. [http://www.leavingcare.org/?page\\_ID=200](http://www.leavingcare.org/?page_ID=200)
- <sup>45</sup> DCLG (2012) <http://www.communities.gov.uk/documents/housing/pdf/2060702.pdf>
- <sup>46</sup> See Right2bCared4 evaluation : [http://leavingcare.org/?page\\_ID=100126#Right2BCared4](http://leavingcare.org/?page_ID=100126#Right2BCared4)  
and see Staying Put evaluation [http://leavingcare.org/?page\\_ID=100127#Staying\\_put](http://leavingcare.org/?page_ID=100127#Staying_put)
- <sup>47</sup> DfE (2010) Vol 3: Children Act 1989: Planning transitions to adulthood for care leavers.  
<http://leavingcare.org/admin/uploads/c4f7aeaf941cdefb8f4a18f478aa1f19.pdf>
- <sup>48</sup> Briefing on Supported Lodgings for vulnerable young people aged 16-24 :The current financial disincentives to provision  
<https://www.fostering.net/>

**ACCESS  
ALL  
AREAS:**

ACTION FOR ALL GOVERNMENT  
DEPARTMENTS TO SUPPORT  
YOUNG PEOPLE'S JOURNEY FROM  
CARE TO ADULTHOOD

APRIL 2012

For further information please contact

[ncas@catch-22.org.uk](mailto:ncas@catch-22.org.uk)

[www.leavingcare.org](http://www.leavingcare.org)

