Care leavers need the same sort of opportunities, assistance and support that all parents try to give their children as they start to make their way in the world.
The Children’s Commissioner for Wales believes that all young people should have an equal chance to be the best they can be as they approach adulthood.

All children and young people have rights under the United Nations Convention on the Rights of the Child (UNCRC) to be safe, cared for and have an education that helps them fulfill their potential.

Wales’ commitment to young people leaving care should include somewhere safe to live with financial security, an active offer of education, work or training and ongoing social and emotional support. These are very reasonable expectations that every young person has of their parents as they make the leap into adulthood, and the same should be available for young people leaving care.
Young people leaving care have the same ambitions as any other young people but they can become hidden when they do not have a family behind them.

In this spotlight report, Sally Holland, the Children’s Commissioner, is asking local and national government, charities and private enterprise to pledge their support to realising the ambitions of young people leaving care. The Commissioner wants to ensure young people leaving care can have the same expectations in terms of care and support as their peers.

Following her appointment, many different groups of people, including care leavers, asked the Children’s Commissioner to consider how the move towards adulthood can be made more straightforward, as a priority of her work over the next three years. In 2016, she listened to young people leaving care from right across Wales and surveyed every local authority to find out about the opportunities that they currently provide.

The Commissioner and her team have heard of the ambitions of young people leaving care to work in a whole variety of different jobs and sectors but they have also told her about the problems they have faced in accessing opportunities. These include financial barriers, lack of information and support for developing the skills necessary to access the world of work. Three inequalities in particular came up in a number of conversations. They include:

- Young people being moved out of foster care or residential care as soon as they turn 18, even when this is in the middle of an important year of studies such as A-levels.
- Post 18 living arrangements known as ‘When I’m Ready’ do not allow young people to stay in their residential care home past the age of 18, unlike young people in foster care.
- Support for care leavers ends at the age of 21 unless that young person is engaged in education or training yet those not in education, training or work are more likely to need support.

The Commissioner has raised these three inequalities with the Welsh Government and is pleased that it has agreed to work towards ending them.

Safe housing and emotional or practical support go hand in hand with accessing opportunities. We cannot expect our care leavers – some as young as 16 - to achieve their ambitions if they are worried about where they will live, how they will pay their bills or how they can find out about what help is available to them. Care leavers need the same sort of opportunities, assistance and support that all parents try to give their children as they start to make their way in the world.

Fewer than 500 young people leave care in Wales each year. At age 19, 43% are not in training, education or employment'. These young people have shared with the Commissioner a wide range of ambitions for life.

The Children’s Commissioner has been working with the Welsh Government and the Welsh Local Government Association (WLGA) to explore ways that they can help care leavers to achieve their Hidden Ambitions. Concluding this report are a series of actions which, if realised, will ensure Wales becomes a country that truly enables every young person to be the best they can be.
‘Transitions’ to adulthood was identified as a priority area for the Children’s Commissioner for Wales to take forward, through the What Next? | Beth Nesa? survey during 2015. This can be summed up by a quote from a Senior Transition Worker as part of the survey findings: “18 is just a number in the young people’s lives, their needs remain the same”.

2015

During a visit to Wales in September 2015 to see how children and young people’s rights are protected and upheld in the UK, a representative of the United Nations Committee on the Rights of the Child spoke to Welsh young people in care who told her about the need for practical, emotional and financial support during the transition to independence, as well as successful traineeship schemes that are available through some but not all Local Authorities. The UN Committee published their report which is called their Concluding Observations in June 2016 and noted that the UK state parties should - ‘Inform and consult with children from an early stage on plans for their care and transition and provide sufficient support for care leavers, including for accommodation, employment or further education’.

Local Authorities in Wales have statutory duties towards Care Leavers under the Social Services and Well-being (Wales) Act 2014 including an overarching duty to pay due regard to the UNCRC in their provision of services. The duties include assessing a young person’s needs for education, training or employment, and the provision of accommodation. Young people have reported that the picture is mixed in terms of the housing options available to them and the opportunities to access suitable work or learning from age 16+.

2016

During 2016 three events were held to consult with children in care and care leavers in relation to housing, support and education or training needs. There were events in South and North Wales in the summer followed by a national event in October 2016. We engaged with over 100 young people from across Wales as well as their personal advisers, to find out what was important to them and what wasn’t working well currently.

During Autumn 2016 we hosted a survey online and invited a representative from each local authority to tell us what they currently offer as in-house training or work experience to their young people in care and care leavers. All 22 local authorities responded to the survey and the results are referred to within this spotlight report, but there is also an infographic available on our website which summarises the responses.

We have also engaged with other professionals that work with care leavers throughout the year and looked at the offers made to care leavers in England and Scotland, as part of this report.

This report sets out the key areas that have been highlighted to us, with case studies and examples of where things are currently working well or opportunities to work with young people in different ways in order to help them to realise their hidden ambitions.
Wales’ commitment to young people leaving care

Currently young people leaving care

are entitled to the following:

**Housing**

- **Young people living in foster care** can stay living with their foster carers up to the age of 21 (or 25 if in continued education) under the When I’m Ready scheme, subject to agreement.

- **Local Authorities have to offer care leavers support to access suitable housing** up to the age of 21 and those leaving care should have “priority status” on housing lists until they turn 22.

- A **Leaving Care Grant of up to £2,000** should be paid to help a young person set up their first home.

**Support**

- The **local authority must keep in touch with their care leavers up to the age of 21** to offer advice and support – this is done by allocating a personal adviser to each young person. This is extended to age 25 if the young person is still in education/training.

- **Young people between the ages of 21 and 25 who have left education but then decide they want to go to college or university** are entitled to extra support to do so, but they will need to approach their local authority to ask for this extra help. There is no automatic arrangement for this support to be made available and no ongoing duty on the local authority to maintain contact with them.

- **Local authorities have to arrange suitable accommodation** for care leavers aged 16 or 17 and have to pay for furnishings. This is not automatically available for young people who leave care at 18 (or leave a When I’m Ready arrangement after the age of 18).

- **Every local authority must have in place a clear and transparent financial policy**, setting out what entitlements young people have, what conditions are attached to them, and how any payments will be made.

**Education or training**

- **Young people aged 19 or over can apply** for the Assembly Learning Grant for Further Education. This is up to £1,500 for full time studies but depends on your overall income level.

- **Local authorities provide money through grants or “bursaries”**. The Higher Education Bursary is £2,000 but there are usually other discretionary amounts including support for accommodation outside of term times.

- **Student Loans and Grants** are also available but are also linked to income levels.

- **Care leavers aged 18-21 can claim Income Support and Housing Benefit** if studying below degree level provided they enrolled before their 19th birthday. Care leavers under the age of 18 cannot apply for these benefits.
Hidden Ambitions

WHAT’S IMPORTANT
THE CARE LEAVERS TOLD US

FINANCIAL SUPPORT FOR INDEPENDENT LIVING
EMOTIONAL SUPPORT
EDUCATION AND TRAINING SUPPORT
PERSONAL ADVICE
SCHOOL WORKING WELL WITH SOCIAL WORKERS
‘DROP IN’
HONEST AND UNDERSTANDING SOCIAL WORKERS
FUN ACTIVITIES
GROUP SUPPORT
HOUSING SUPPORT
PERSONAL ADVISORS
Wales' commitment to young people leaving care

WORRIES
OF YOUNG PEOPLE

NOT FEELING LISTENED TO
LONELINESS
HOUSING
UNAVAILABLE CARE WORKERS
EDUCATION
TRAINING
MENTAL HEALTH SUPPORT
FINANCES
INDEPENDENCE
JOBS
HELP AFTER 21
BETTER COMMUNICATION FROM AUTHORITIES
FREEDOM
WHAT SHOULD WALES’ COMMITMENT BE FOR YOUNG PEOPLE LEAVING CARE?

The Commissioner believes that all care leavers, wherever they live, should receive the following support.

Support for All

The Commissioner is of the view that all young people leaving care should be able to access support up to the age of 25 (whether or not they are in education/training). This is an important issue that is being prioritised in Scotland and England as well. Young people have repeatedly told us that they value the continued support of a trusted personal adviser and support for a range of different things.

On 31st March 2016 local authorities in Wales were in touch with 465 care leavers who had turned 19 during the last year. We also know that 280 of those care leavers or 57% were in education, employment or training at the age of 19 but we do not know how many of those will still be in that group from the age of 21 onwards and therefore how many will be able to access ongoing support until they turn 25. All care leavers are entitled to support to continue to engage with education but are not readily identified or proactively offered that support.

Quotes from young people at our events in 2016

“Why is 21 the magic number?”

“When I’m Ready and education is my only option”

“Ongoing support would make me happy until I’m 25”

Some local authorities have forums or discussions groups just for care leavers; what is of interest or concern to a care leaver may be different to what is discussed by children still living in care. Care Leavers’ Forums can be asked for their views when the local authority is planning to change how a service is offered and in deciding what issues their staff need training on. An added bonus is that they can also provide a space for young people to provide support to each other.

A distinct Care Leavers Forum is one of the six core components of the UK Government’s Department for Education New Belongings Programme, to enable young people to shape decisions about changes to services and to give young people “real voice and influence”.

The Phase 2 report from October 2016 recognises some of the barriers to starting up a forum but also highlights tips and good practice examples to get up and running. These include when and how the meetings take place and use of social media to plan and communicate.

There are also examples of representatives attending the Corporate Parenting Board and Senior Officers attending the Care Leavers Forum in order to directly hear and discuss relevant issues.

Young people can also gain leadership skills and confidence through their participation in a Forum.

Housing and Income

Moving to a new house when leaving care is a major step and it needs to be planned properly, with the direct involvement of the young person to reflect their wishes. Things that would help this are –

i. Local Authorities using the Welsh Government’s Housing Positive Pathway and the Care Leavers Accommodation and Support Framework developed by Barnardo’s as guidance for all those working with the young person.
ii. There needs to be more of a focus on gaining skills for independence including practical skills such as cooking, opening a bank account and paying bills.

iii. All young people should be entitled to clear information on the money and grants that they can access when they leave care and the rules on what their money can be spent on should be the same for everyone. At the moment each local authority may offer different amounts as a grant when setting up home for a young person. Young people and their personal advisers have told us they find it difficult to find information and financial policies for their local authority. There is a lack of transparency in relation to this as we were told many financial policies are discretionary and it has not been easy to find this information online when we have looked ourselves. Young people and professionals have also highlighted to us that the ‘rules’ are not the same everywhere so in some areas money can be spent on a washing machine but in another area this would not be considered as an “essential” item for a starter home package.
Many young people have difficulty accessing certain types of housing, if they have had an unsuccessful placement previously or if there are limited options available to suit their needs. The private rental sector is often suggested as an alternative but many landlords are unwilling to accept a young person due to concern about the rent being paid.

Young people need help to know what bills they need to pay, when and how much they will cost, as they will not have been responsible for doing this when in care. Many young people experience a real drop in living standards when they move from foster or residential care to independent living. Many live on around £8 a day, for all their needs, including clothes, transport and bills. The Financial Inclusion Strategy for Wales 2016 reflects that care leavers need access to online or other resources to help with budgeting and finances.

My office has developed an App entitled My Planner which includes a budget calculator, as well as information on rights and entitlements. However the biggest monthly bill by far is for council tax. The Welsh Government is looking at what can be done to make council tax fairer and young people leaving care should be central to these considerations.

The New Belongings Programme run by the Department for Education (DfE) in England highlights the views of care leavers that Council Tax is a “particularly challenging bill for them to pay”. The pilot suggests that a blanket exemption may not be fair on other vulnerable groups but that a transparent financial support package for care leavers, created with their input, would be “little different from the support that parents or guardians might provide to their own children in similar circumstances.”

This issue was also recognised in UK Government’s Communities and Local Government inquiry into Homelessness which heard evidence that 24 per cent of homeless people have been in care.

North Somerset has taken the decision that its care leavers should not have to pay Council Tax until they reach age 22. They also have a lot of clear information available on their website in relation to financial policies.

The rules around who is entitled to claim benefits and how much they can claim are very complicated and there is no single place that a young person can go to find out this information. Although the benefit rules are set by the UK Government, it is important that young people across Wales have access to clear information on entitlements, how to make a claim and who to contact for support or advice. Up to date information should be published on the rules so that young people can make informed decisions on their future together with their personal advisers.

Social services, housing and education departments should all work together to help plan a young person’s move to living independently. No one person will be an expert on all of these matters so everyone needs to work together to help the young person make these big decisions with all of the information that they need to do so.
Only six of the local authorities that responded to our national survey answered the question “Are apprentices or trainees able to claim benefits, and if so what benefits are they entitled to claim?”

Of those six, two were uncertain exactly what was on offer or what the criteria were, simply stating “housing benefit”.

Young people also have problems with lack of childcare for attending courses such as 12 week access to work courses. Sometimes job centres will pay for childcare but these young people are not always on the “right” benefits (i.e. not on job seekers’ allowance).

Housing and Finances are issues that have been repeatedly raised as being difficult to get information for young people from departments other than social services and that departments do not always approach care leavers’ situations and needs in the same way. Corporate Parenting is surely failing care leavers in any scenario where a leaving care team has worked hard to find suitable accommodation for a young person, but a few months later, the young person is receiving threatening letters from the housing department due to rent or council tax arrears. Council departments should be checking with each other the status and support options of these young people before just sending out these letters which can be very worrying for a young person to receive.

Opportunities

- Local Authorities should act like large Family Businesses in terms of their role as Corporate Parents of looked after young people. Like any family business, they should be prepared to offer training and job opportunities in their many areas of employment, including administration, parks, nurseries, carpentry, social care and housing. Additionally, ALL departments in the local authority should understand what support a care leaver needs and what they can do to help with this. This is what corporate parenting means in practice and all departments and councillors have a role to play, whether that is making decisions that will help or offering a service or support directly to a care leaver in their area.

Caerphilly Council has recently set up a new training scheme for care leavers with the support of the Corporate Management team and presentations to each service area across the council are currently underway to share this information.

The Progress Scheme will provide work experience within the Council as part of the national Traineeship programme which is funded by ESF money and backed by Welsh Government. A wide variety of placements will be offered to young people, age 16 to 18 across a range of Council departments. In addition to this, young people will also undertake a Level 1 qualification with the provider. Those attending will receive a weekly allowance of between £35 and £50 plus travel expenses. At the end of the placement, the Council will endeavour to provide an apprenticeship or employment although where this is not possible, ongoing support will be provided via the provider and/or a Youth Mentor from the Communities First employment team.

The first cohort of trainees will develop publicity materials for wider circulation which will be able to be based on their individual experiences of the scheme.
In Monmouthshire, two care-experienced trainees are currently employed to set up and run a care leaver and looked after children’s group. They are expected to organise for the group to meet on a regular basis. This gives them direct control over the group as well as additional skills in organising and running the sessions.

- From our survey we learnt that 11 local authorities across Wales already guarantee that a child in care or care leaver will be offered an interview for an in-house training or apprenticeship scheme if they apply. In addition another authority told us that they always offer feedback on the interview if the young person did not get the job. Seven local authorities reserve a certain number of places each year for care leavers, to make sure that they have access to a range of opportunities.

These are things that will not cost local authorities a lot of money but that will go a long way to offering that initial opportunity or foot in the door to a care leaver or child in their care. As long as the rules and eligibility criteria of the scheme are clearly set out then this is a simple and fair way to offer a bit of extra support.

- Links to local businesses can be extremely valuable to extend the range of placements available.

Conwy have linked up with Venue Cymru, a theatre and conference centre, in their area for work experience opportunities.

Information sessions are held in the Venue Cymru Theatre in Llandudno advertising the schemes available. Placements at the local Leisure Centre were also designed specifically for children in care and care leavers and marketed to them directly. They then also designed a similar offer at Venue Cymru to offer a range of experiences such as catering, restaurant, front of house, events and technical jobs. Placements have been shaped to suit individual young people’s needs. One young man was interested in a catering work placement, which he then followed. Conwy then supported him in an application for a role with the Council and he was successful in securing a permanent role at Venue Cymru.
Young people should be given any extra help they need to apply for a placement or job, or to get there every day. There are lots of things that local authority staff and personal advisers can do to help with this. Nine of the Local Authorities who responded to our survey told us of different things they can already offer, including -

- interview training and feedback
- clothing allowances (smart clothes for an interview or work clothes such as safety boots if needed)
- allowances for tools or other equipment that are needed to do the job
- travel passes or money for travel costs
- money for driving lessons if this is essential for the job.

Our consultations and survey results have told us that apprenticeships are not always talked about or offered to young people as a positive career option. Schools, careers advisers and carers or others who work with young people can all play a role in helping to change this, but clear information about how to apply, the rates of pay, hours worked and support available is needed to do this. Young people living independently for the first time will need to work out their budget and transport options in a different way to those still living in the family home.
In Rhondda Cynon Taf, employment, education and training for looked after children is called Step in the Right Direction, under the Care 2 Work scheme. It is a 2 year paid traineeship programme for young people aged 16-21 living in and leaving care in Rhondda Cynon Taf. The Council has recognised, as part of its corporate parent role, the importance of offering young people leaving care an opportunity for employment and training experience.

Each year, 6 trainees join the scheme and are given the opportunity (ranging from 6 weeks to 18 months) within a variety of Council departments and private employment settings. Places are offered in a very wide range of departments including education, highways, early years, parks, primary schools, HR, planning and regeneration, day services and residential care, street care and cleansing, finance, security and elections.

Managed by the Traineeship Coordinator, supported by an allocated Aftercare Worker and overseen day to day by a Placement Manager, these young people have all the support needed to gain the work experience and training required to help them gain full time employment at the end of the programme. Here are their identified benefits:

**BENEFITS TO ORGANISATIONS/BUSINESSES**

- Develop skills, knowledge and experience of existing staff through mentoring
- Additional staff resource to support your department/business
- Development of young people into potential long term employees
- Enhanced reputation as an employer
- Evidences commitment to social responsibilities
- To support the career pathway of young people and allow them to contribute more positively to society

**BENEFITS TO YOUNG PEOPLE**

- Greater confidence and self esteem
- Raised skill levels and aspirations
- Progression into employment/further education
- Gain practical skills/qualifications
- Increased work ethic and self-belief
- Increased financial stability
- Greater independence
Wales’ commitment to young people leaving care

Although there are many good examples of support in Wales, as have been highlighted in this report, the following should be available for all, no matter where they live.

**Support for all**

- All young people leaving care should be able to access **support up to the age of 25** (whether or not they are in education/training).

- There should be more of a **focus placed by local authorities and carers on developing young people’s skills for independence**, including practical skills such as cooking, opening a bank account and paying bills.

- Social services, housing and education departments should all work together to help plan a young person’s move to living independently, consistent with the ways of working under the Wellbeing of Future Generations Act.

- Local authorities should consider setting up **forums or discussions groups just for care leavers**; what is of interest or concern to a care leaver may be different to what is discussed by children still living in care. Care Leavers’ Forums can be asked for their views when the local authority is planning to change how a service is offered and in deciding what issues their staff need training on. They can also provide peer support for each other.

**Housing and Income**

- Local authorities should be using the Welsh Government’s Housing Positive Pathway and the **Care Leavers Accommodation and Support Framework** developed by Barnardo’s as guidance for all those working with the young person.

- All young people leaving care should have a consistent and transparent package of financial support, underpinned by **clear information on the money and grants that they can access when they leave care** and the rules on what their money can be spent on should be the same for everyone. Information on finances should be clear, transparent and easily accessible. Although the benefit rules are set by the UK Government, it is important that young people across Wales have **access to clear information on benefit entitlements, how to make a claim and who to contact for support or advice**.

- The Welsh Government is looking at **what can be done to make Council Tax fairer for people in Wales**. Young people leaving care should be given priority within this work and consideration given to schemes used in England, such as allowing an initial period of time when it doesn’t have to be paid or a reduced amount to be paid.

**Opportunities**

- Local Authorities should be like large **Family Businesses** in terms of their role as Corporate Parents of looked after young people. Like any family business, they should be **prepared to offer all of the children under their care bespoke access to training and job opportunities in their many areas of employment, including administration, parks, nurseries, carpentry, social care and housing**.

- Support for young people needs to be **proactively offered by carers and support workers**, to help them to prepare for and access training schemes. Invaluable links to local businesses and partners should be developed, as well as assistance with interview preparation and clothing and any tools or equipment needed to carry out a job.
WHAT ARE THE NEXT STEPS?

To take forward these suggested improvements, the Children’s Commissioner will:

- Visit every local authority’s executive leadership team across Wales in 2017 to discuss what they currently offer to support care leavers to achieve their hidden ambitions and what they plan to put in place.
- Monitor the progress local authorities make.
- Monitor the progress of the Welsh Government in supporting Care Leavers.
- Continue to listen to care leavers about their experiences and whether they are getting the help they need.

The Welsh Government has already taken strides forward in its commitment to care experienced children and young people by forming a Ministerial Advisory Group. It has also agreed to work towards:

- Ensuring that young people leaving residential care get equivalent levels of support to those leaving foster care.
- Making sure that no young person has to leave their accommodation on their 18th birthday when this is in the middle of an important year of studies such as A-levels.
Securing the right to a Personal Adviser for all care leavers up to the age of 25.

Guaranteeing financial support for care leavers going into higher education.

Publishing clear information on care leavers’ entitlements through the tax and benefits systems.

Finding new ways to reduce poverty amongst care leavers.

**Welsh Local Government Association (WLGA) have made a commitment to:**

- Encourage all local authority members, as Corporate Parents, to provide training and apprenticeship opportunities for looked after children and care leavers, in their ‘family business’.
- Support awareness raising so that all Local Authorities are able to meet the housing needs of care leavers, using the guidance from the Welsh Government and Barnardo’s.
- Work with all Local Authorities to ensure that care leavers receive clear information and the financial support they are entitled to when setting up their first home.
- Encourage all Local Authorities to actively involve care leavers in developing and monitoring the support that they offer.
- Find new ways to reduce poverty amongst care leavers by exploring travel subsidies and additional support such as allowances for clothing or tools needed for a traineeship.
The Children’s Commissioner for Wales would like to thank the young people and professionals who contributed to this report; your input has been invaluable.

Children’s Commissioner for Wales
Oystermouth House
Phoenix Way
LLansamlet
Swansea
SA7 9FS
01792 765600

post@childcomwales.org.uk
facebook.com/childcomwales
@childcomwales (twitter)

FOOTNOTES

5 http://www.barnardos.org.uk/16905_su_care_leavers_accom_and_support_framework_english_digital___f__pdf
6 The My Planner App can be downloaded here https://www.childcomwales.org.uk/our-work/resources/
8 http://www.publications.parliament.uk/pa/cm201617/cmselect/cmcomloc/40/4009.htm#_idTextAnchor046

Young people featured in this report are models from Wales