



Llywodraeth Cynulliad Cymru  
Welsh Assembly Government

# **A study of models of accommodation and support for young single homeless people**

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# 1 INTRODUCTION

## 1.1 Background to the research

1.1.1 When the Welsh Assembly Government commissioned this research, the brief identified that local authorities were likely to face a significant challenge in fulfilling their statutory duties towards homeless households in relation to ensuring the availability of sufficient and appropriate accommodation and housing-related support to meet the range of needs of young single homeless people aged 16-24.

1.1.2 Many young single homeless people are owed a duty under homelessness provisions by local authorities. The main homelessness duties set out in the Housing Act 1996 apply to applicants who have a priority need for accommodation. Under the Homeless Persons (Priority Need) (Wales) Order 2001, the National Assembly for Wales has included in the priority need categories:

- 16 or 17 year olds, and
- care leavers or people at particular risk of sexual or financial exploitation, 18 years or over but under the age of 21

Other priority need groups may include young people, e.g. a young offender being released from custody, a young person fleeing domestic abuse, or a young person with a mental illness or a disability. In addition, the **Code of Guidance to Local Authorities on Homelessness and Allocations** (WAG, 2003) states that local authorities should consider whether other young applicants are vulnerable, and therefore have a priority need under the 1996 Act, as a result of their age or circumstances. Many young single homeless people, especially those without family or other social support networks, may come within the scope of this group.

1.1.3 Local authorities therefore have a duty to secure suitable accommodation for significant numbers of young single homeless people, currently around 1,000 16-17 year olds and 2,500 18-24 year olds a year. Many local authorities have resorted to using bed and breakfast accommodation for a large proportion of this group, but the Assembly Government considers that this is inappropriate and has taken steps to restrict its use. Through the Homelessness (Suitability of Accommodation) (Wales) Order 2006, the Assembly Government has restricted the use of bed and breakfast for 16-17 year olds other than for very short periods of emergency or assessment, from April 2007. From April 2008, the Order restricts its use for all priority need groups (including 18-24 year olds who fall under one of the other priority need headings).

1.1.4 This research was commissioned because the Assembly Government wishes to be able to advise local authorities on moving away from the use of bed and breakfast and on planning for the provision of an appropriate spectrum of other models of accommodation for young single homeless people. In addition to homelessness duties under the Priority Needs Order, local authorities have a corporate parenting responsibility to care leavers, and duties under the Children (Leaving Care) Act 2000 to provide the support that care leavers need. Local authorities therefore need to know which models of accommodation best fit the needs presented by young people and are most likely to facilitate their progress towards sustainable independent living.

1.1.5 An additional factor influencing the need for this research was evidence, from Local Homelessness Strategies, Supporting People Operational Plans and informal feedback, that local authorities are experiencing difficulty in taking a strategic, rather than a reactive, approach to planning and ensuring provision of sufficient suitable accommodation to meet the range of needs of young single homeless people. There is also evidence (from reviews of homelessness by local authorities and their partners to inform homelessness strategies and anecdotally) that the tenancy breakdown rate for young people placed into mainstream social housing is high, particularly in the absence of floating support, and that placements into the most suitable forms of accommodation are not always possible.

## **1.2 Aims and objectives of the research**

1.2.1 The objectives of the research were to provide local authorities and their partners with a detailed understanding of:

- the range of models of accommodation that exist in the UK and beyond for young single homeless people aged 16-24
- the relative suitability of each model for various groups
- the effectiveness of each model in terms of outcomes, and
- value for money issues

1.2.2 The research aimed to provide information which will equip local authorities (and others) with the evidence base and strategic framework for planning an appropriate spectrum of provision for young single homeless people in the medium to long term.

1.2.3 The research looked at all young single homeless people, whether referred by local authority homelessness service teams, social services looked-after children teams or young offenders' teams, but placed a particular emphasis on care leavers and young offenders.

## **1.3 Methodology**

1.3.1 The research was carried out between October 2006 and May 2007 and involved two stages. The first stage of the research aimed to:

- develop a typology of accommodation and support for young single homeless people
- identify the range of needs presented by this group, including complex multiple needs
- extract relevant information on evidence of the effectiveness of different models of accommodation to be further developed in the second stage of the research

1.3.2 The development of the above outputs was informed by a review of:

- homelessness strategies
  - of all 22 Welsh local authorities

- of a sample of 10 English and Scottish local authorities identified as having placed some focus on young single homeless people
- 3 single homelessness strategies from English authorities identified by a web search
- Supporting People information
  - Supporting People Operational Plans from 11 Welsh local authorities
  - associated needs mapping exercises from 2 Welsh local authorities where these were provided separately from the Supporting People Operational Plans
  - a sample of 10 Supporting People inspection reports from English authorities that achieved a rating of excellent with excellent prospects for improvement, or good with excellent prospects for improvement
- other reports/sources
  - relevant government department reports - see Appendix 1 for full list
  - relevant research reports - see Appendix 1 for full list
  - relevant literature from the USA, Europe and Australia - see Appendix 1 for full list

### 1.3.3 The literature was reviewed to identify:

- the types of accommodation and support used to meet the needs of young single homeless people
- evidence on the needs of young single homeless people
- evidence for the effectiveness of the different types of accommodation and support from various perspectives, including suitability from the young persons' perspective, positive outcomes, cost effectiveness and stakeholder views on effectiveness

Proformas were used to collect the information from the wide range of literature reviewed. These are provided at Appendix 2.

1.3.4 The researchers also attended two sessions of the Social Justice and Regeneration Committee to observe presentations given to inform the Committee's policy review of youth homelessness. Copies of the presentations made to the review were collected and reviewed.

1.3.5 From the wide range of information generated, an analysis of the range of needs of young single homeless people and a typology of accommodation and support to meet these needs were developed. These were then consulted on with an e-group of advisors (identified and agreed by the project steering group) and a series of practitioners from two local authorities, two housing associations and two voluntary sector providers of housing and support for young single homeless people (also

identified and agreed by the steering group). The final versions of the analysis of the range of needs and typology presented in this report are informed by comments received from the consultees.

1.3.6 The second stage of the research aimed to establish the suitability, effectiveness and value for money of each model identified at the first stage. This was done by:

- considering relevant published evaluations of models of accommodation and support identified during the first stage of the research
- analysis of relevant data, including a sample of 20 Supporting People Revenue Grant annual returns from six organisations specialising in services to young people. The returns were for a mix of types of project, including shared temporary housing, hostels and floating support
- analysis of information available from organisations in England acknowledged as representing good practice in relation to providing effective services to young single homeless people. These organisations were identified through liaison with the Homelessness Implementation Team within Communities and Local Government
- undertaking a series of semi-structured telephone interviews
- carrying out two case studies, following up good practice which had emerged earlier in the research and further examination of international literature. The case studies were undertaken one in an urban area and one in a rural area and involved interviews with senior housing and Supporting People representatives from each local authority, the leaving care manager and the Youth Offending Team manager and a focus group with young single homeless people

1.3.7 The aim of the interviews was to explore:

- the level of suitability of the different models for different types of young homeless person
- whether there were any gaps in existing provision
- the effectiveness in meeting the housing and housing-related support needs of different types of homeless young people, and typical outcomes in terms of progress towards independent living
- funding arrangements, unit cost, and any other financial issues for local authorities or residents, including the implications of current funding arrangements
- any logistical difficulties in planning for the provision of particular types of accommodation or support (e.g. funding frameworks, referral routes)
- any factors that impacted on effectiveness or suitability

- value for money, and
- any unanticipated additional benefits that have been found

#### 1.3.8 Semi-structured telephone interviews were carried out with:

- homelessness leads, leaving care team manager and Youth Offending Team manager in a sample of 11 local authorities representing rural, urban and valleys contexts. All interviews were successfully completed except Youth Offending Team managers in three authorities and Leaving Care team managers in three authorities
- senior staff within 16 organisations (housing associations and voluntary sector organisations) that provide accommodation and support for young single homeless people in Wales

#### 1.3.9 Semi-structured face-to-face interviews were carried out with the following Welsh stakeholders:

- Community Housing Cymru
- Cymorth Cymru
- Shelter Cymru
- Supporting People Information Network
- Voices from Care Cymru
- Welsh Assembly Government Supporting People, Homelessness, Young People, National Offender Management Service, Young Offenders, Youth Inclusion and Youth Policy contacts
- Youth Justice Board

#### 1.3.10 The aim of the case studies was to:

- develop a clear understanding of the current levels of each kind of provision in each area
- identify the 'success' rates of various models of accommodation and support, from the various perspectives, including that of young people and perceived/known reasons for any differences in success rate
- explore arrangements for joint planning and joint working in relation to young single homeless people
- identify levels of met and unmet need
- ascertain why certain models of accommodation and support are provided and others are not and how clearly this links to evidence of need



1.3.11 The research was carried out by Caroline Humphreys, Tamsin Stirling, Simon Inkson and Anne Delaney of Housing+Cymru.

### **A note on the scope and limitations of the research**

Rather than present all the information generated by each stage of the research, this report is the result of analysing, sifting and interpreting the information to generate the typology of accommodation and support, the range of needs and inform the consideration of effectiveness, as well as overall recommendations.

From an early stage in the research, it became apparent that the level of detail sought in terms of various attributes of the different types of accommodation and support was not going to be as readily available as anticipated. This was particularly the case in relation to a lack of hard evidence about the effectiveness of different types of accommodation and support for young single homeless people and of their cost effectiveness. The literature review identified a number of evaluations of specific types of accommodation and support, but little overall evaluation of relative effectiveness of different types of accommodation and support. Much of the information available on effectiveness was qualitative rather than quantitative. This gap in hard information was not filled by the semi-structured interviews or case studies.

As a result, the researchers relied significantly on the individuals and organisations used to test the proposed typology of provision and spectrum of needs, including the steering group, to ensure that the typology and spectrum presented in this report are accurate and robust.

Despite the lack of hard evidence, the research gathered the views of many people working at both national and local levels. The researchers consider that, taken together, where these views coincide (which on a number of issues they did), they can at least start to form the basis of evidence of some elements of effectiveness of various forms of accommodation and support for young single homeless people. Clearly, more work is needed to clearly identify what works best for young people and what provides best value for money/cost effectiveness.

## **1.4 Report structure**

1.4.1 The next chapter of this report sets out the policy context for this research, at Wales, UK and international levels. Chapter 3 considers the needs of young single homeless people and the provision that is available to meet their needs. Chapter 4 considers the relationship between need and type of provision, examines the factors that impact on effectiveness of services and considers whether strategic or operational evidence is available to evaluate the effectiveness of services. Overall conclusions and recommendations are set out in Chapter 5.

## 2 CONTEXT

### 2.1 Context: youth policy

- 2.1.1 Currently, at a UK level, there is a significant emphasis on the development of policy for and about young people. In both England and Wales, there is a combination of frameworks which are about a universal approach to all young people (and their families) and those which are about targeting services, resources and initiatives to particular groups of young people. However, the approach taken in England has a particular focus on the most vulnerable and marginalised while there is a greater emphasis on universal approaches in Wales.
- 2.1.2 In England, a policy review of children and young people has been undertaken by HM Treasury (HM Treasury 2007a). The review looked at the role of both universal and targeted services and has informed action aimed at :
- raising the life chances of all children and young people, preventing problems by building resilience to the risks of poor outcomes and supporting children and young people as soon as possible when problems emerge
  - supporting those families with the poorest outcomes - caught in a cycle of low achievement, and
  - supporting families with disabled children to improve their outcomes
- 2.1.3 One of the component publications of the review (HM Treasury 2007b) attempted to identify the costs of providing services for young people who are part of families with high levels of need. It noted that children with additional support needs can cost up to £300,000 per case for a care placement and associated expenditure, including £67,000 for Youth Offending Team involvement. The document states *'failing to tackle problems effectively therefore not only perpetuates poor outcomes across generations, it also prevents services from investing more in better outcomes for all.'*
- 2.1.4 In terms of targeted approaches and initiatives, an example is the Social Exclusion Task Force's focus on adults (including young adults) facing chronic exclusion, i.e. people who services find most difficult to reach. A series of pilot projects testing out different approaches to working with adults with multiple needs has recently been announced. In addition, in October 2006, the Department for Education and Skills issued **Care Matters**, a white paper on improving services to children and young people in care and there are specific initiatives in place for young people who are not in education, employment or training.
- 2.1.5 The Welsh Assembly Government's vision for the future for young people in Wales aged between 11 and 25 years is based on the concept of universal entitlement. In practical terms, this means that every young person has a basic entitlement to a range of high quality services which will enable them to participate effectively in opportunities for learning, employment, good health, citizenship and social inclusion. **Extending Entitlement** includes an entitlement to high quality, responsive and accessible services and facilities and advice provided in an accessible and welcoming setting. There is also a focus on building young peoples' capacity to become independent.

2.1.6 An early evaluation of the implementation of **Extending Entitlement** (WAG, 2004) noted that the most effective approaches to delivering young people's universal entitlement had a number of factors in common, including:

- being created from the perspective of young people, including the most marginalised
- being built on an understanding of what prevents young people from getting into trouble in the first place
- joining up services and professions
- involving planned and persistent early intervention, with intensive action at key transition points
- targeting causes, not symptoms

2.1.7 These factors are as important for organisations providing services to prevent or tackle youth homelessness as for any other service providers. The evaluation notes that the necessary change in culture to achieve the above factors *'may require a fundamental shift in how some providers view young people, breaking away from the traditional view of young people as either in need of control or protection, towards a vision of empowering and enfranchising all young people to realise their own potential.'*

2.1.8 In terms of targeted programmes, examples are the Welsh Assembly Government's programme for tackling child poverty, **A Fair Future** (WAG, undated) and its **Children First** initiative which is focused on children and young people who receive support from social services.

2.1.9 Despite this focus on young people and their families, comparative analysis of the well-being of children and young people in rich countries based on a number of data sources concluded that the UK came bottom of 21 nations in the industrialised world (UNICEF, 2007). The analysis compared well-being in six dimensions – material well-being, health and safety, education, peer and family relationships, behaviours and risks and young people's own substantive sense of well-being – using a range of existing data sources. The UK fared poorly on all dimensions, with the least bad dimension in comparative terms being health and safety. At the time of its publication, this report generated significant debate, with a particular criticism that some of the indicators were not really comparable and some were out of date and have since changed for the better.

## 2.2 Context: youth homelessness

2.2.1 As with overall youth policy, policy development in relation to youth homelessness currently has a high profile in both England and Wales. In England, Communities and Local Government have recently announced a specific programme to prevent and tackle youth homelessness, supported by investment for innovative schemes and the dissemination of effective practice (CLG, 2007). The government is committed to eliminating the use of bed and breakfast accommodation for 16 and 17 year olds,

improving access to homelessness mediation services and establishing supported lodgings schemes across England. A new national youth homelessness scheme delivered by a range of voluntary and community sector agencies is being led by Centrepoint and YMCA England.

- 2.2.2 This research has taken place within the context of the Welsh Assembly Government's **National Homelessness Strategy 2006-2008** (WAG, 2005) which places a particular emphasis on the prevention of homelessness. Key themes of the strategy are user-focused services, strategic planning of homelessness services and partnership and joined-up working within the spirit of **Making the Connections**. The strategy includes a number of action points specifically related to young people, including emphasising the need for joint working between housing and Young People's Partnerships, mediation for young people at risk of homelessness and joint working to ensure care leavers and ex-offenders and prison leavers do not become homeless. The strategy also includes the commitment, which has already been achieved, to legislate to reduce the use of bed and breakfast accommodation for young people, amongst other groups.
- 2.2.3 The **National Homelessness Strategy** includes a number of targets on preventing homelessness, reducing levels of repeat homelessness, the average length of stay in temporary accommodation and the number of households in bed and breakfast.
- 2.2.4 During 2006/07, Assembly Housing Directorate officials carried out visits to all 22 local authorities to look at their work on homelessness. Some of the general findings from these visits are that:
- significant progress is being made on reducing the use of bed and breakfast for families, but this is proving more problematic for single people
  - difficulties in accessing permanent accommodation were seen as the major obstacle to reducing the numbers of people in temporary accommodation
  - partnership working is improving in most areas, although homelessness is not well reflected in high level strategic planning
- 2.2.5 Other national strategies relevant to this research include the **All Wales Youth Offending Strategy** (YJB, 2004), and **Joining Together in Wales An Adult and Young People's Strategy to Reduce Reoffending** (NOMS, 2006). One of the principles of the **All Wales Youth Offending Strategy** is to ensure that the universal entitlement set out in **Extending Entitlement** is extended to all children and young people, including those in custody. **Joining Together** includes a specific section on accommodation issues which '*regards access to appropriate accommodation as a cornerstone of the successful rehabilitation of offenders*'. The vision in relation to accommodation is '*to ensure that all Welsh offenders in the community and leaving custody can access suitable and sustainable accommodation with support where appropriate*'.
- 2.2.6 The Youth Justice Board's strategy to ensure provision of accommodation for children and young people who offend also applies to Wales (YJB, 2006). The strategy has three objectives – increasing the influence of Youth Offending Teams, helping to stop family breakdown and ensuring access to suitable accommodation.

- 2.2.7 In addition to other national strategies, there is also Assembly guidance on non-housing areas of relevance to this research. For example, guidance to Children and Young People's Partnerships requires them to look at the housing needs of young people, including those who are homeless.
- 2.2.8 The former Assembly administration's Social Justice and Regeneration Committee undertook a policy review of youth homelessness (WAG, 2006). The review considered the issues surrounding youth homelessness in Wales, in particular:
- the provision of services for young homeless people by local authorities and the voluntary sector, including the identification of good practice
  - the role of local authorities in applying relevant legislation to youth homelessness issues, including the identification of good practice
- 2.2.9 The review took evidence from a variety of sources and made 25 recommendations, a number of which relate to accommodation and support for young single homeless people. These included:
- supporting local authorities to phase out the use of bed and breakfast accommodation for people under 25
  - researching the number and availability of bedspaces for homeless young people in Wales and considering ways of funding additional bedspaces
  - examining the number of bedspaces available exclusively for the use of homeless young people and increasing these places as and where needed
  - identifying good practice in the provision of supported accommodation for young homeless people
- 2.2.10 The new administration's agreement between the Labour and Plaid Cymru Groups, **One Wales**, includes a commitment in relation to young people and housing - providing financial support to young people who want to buy their first home in their own community but who cannot afford to do so – but does not include any commitments specifically on youth homelessness. On youth and criminal justice, the document notes that the Assembly will '*consider effective models of cross-cutting practice between the youth justice system and education, housing and mental health services*'. On homelessness, it notes '*we will produce a plan to confront homelessness over a decade, seeking new powers under the Government of Wales Act 2006, where such powers are necessary to the development and implementation of a Welsh strategy.*'

## 2.3 Context: recent relevant research

- 2.3.1 Unsurprisingly given the current policy focus on youth homelessness, a number of pieces of research relevant to this project have recently been published.

2.3.2 Research by the Youth Justice Board on the housing needs and experiences of young offenders was based on a sample of young people in touch with ten Youth Offending Teams across England and Wales (YJB, 2007). Some of the key findings of the research are that:

- the accommodation problems of the young people were normally related to difficult, tense or abusive family relationships which have usually existed for many years prior to any episode of leaving home
- homelessness for the young people in the study was largely masked by their short-term attempts to cope with it, often by 'sofa-surfing'. This was the preferred option for most of the young offenders sampled when compared to the formal forms of temporary accommodation available. Safety and cleanliness of temporary accommodation were particularly important to the young people
- accessing accommodation was identified as difficult by both young people and practitioners, with particular issues including information sharing, exclusion criteria of accommodation, the level of support in the accommodation offered not being what was indicated to/expected by the young person and a lack of clarity about the role of the Youth Offending Team accommodation officer

2.3.3 The report concludes *'young offenders in housing need ..... may be hidden from view, spending much time moving between friends' houses. The itinerant lifestyle which can then develop is not conducive to effective resettlement or leading an integrated, stable and non-offending lifestyle'*. It makes a number of recommendations including the need for dedicated and specialist assistance for young people aged 16 and 17 who are living independently.

2.3.4 Nacro Cymru undertook a study to fulfill a number of the commitments identified in the All Wales Youth Offending Strategy (Nacro Cymru, 2005). Youth Offending Teams in Wales were surveyed about their role in working with young offenders to access suitable accommodation. Huge variation across Wales was found by the study in relation to the proportion of time allocated to the accommodation officer role, the existence of Youth Offending Team accommodation strategies, availability of funding, and the types of accommodation that the Youth Offending Team has access to. Only one Youth Offending team indicated that the accommodation they were able to access for young people was good. Youth Offending Teams indicated that the main types of accommodation needed to improve the options available are emergency accommodation with high levels of support, remand fostering and supported lodgings.

2.3.5 Although not carried out within Wales, a study of accommodation for ex-prisoners in the South West of England has some messages that resonate with this study (Maguire et al, 2007). In particular, the research concluded that there were significant gaps in provision for a number of groups of ex-prisoners, including young offenders and those with complex needs.

2.3.6 A study on housing and support for young people leaving care (Rainer, 2007) drew on a sample of over 1,000 young people in contact with leaving care teams across three

regions in England for a six month period to January 2007. It found that 16% of them were not in suitable supported accommodation. A number of issues were explored by the study, in particular the division between housing and social services departments and the rules relating to intentional homelessness. The report concluded '*the difference between the support that care leavers receive on paper and in practice may be the main reason why they still face so many considerable barriers compared to their peers. This difference is particularly problematic in relation to housing support, partly because of the enormous pressures on suitable housing places and partly because of the fault line that still exists between the housing and social services departments in some areas.*'

2.3.7 The Scottish Executive commissioned a review of the research on vulnerable young people and their transitions to independent living which was published in 2007 (Scottish Executive, 2007). The review identified a number of issues relevant to this research:

- young people who are making a transition from being looked after to independent living are particularly disadvantaged in terms of a number of factors which might facilitate this process
- most young people move on from care at 16 or 17 years in an abrupt transition which further impacts on other aspects of their lives such as education, relationships and health and well-being. All these issues, in turn, have implications for their ability to manage independent living
- research with young people moving on from care shows that they themselves identify the need for preparation for this transition well in advance. However, they often lack taken for granted life skills of those with a more family based upbringing and therefore need support
- this group of young people are diverse and their needs should be not homogenised
- there is not an extensive body of research on what contributes to good outcomes for children and young people who have been looked after. In particular, there are no longitudinal studies that would help to disaggregate individual outcomes from interventions, though there is a wealth of unrecorded professional 'practice wisdom'

2.3.8 Research on young runaways in Scotland (Aberlour Child Care Trust, undated) emphasises the need to avoid exposure to the streets with all its attendant risks. Key concerns highlighted by the research were:

- lack of information about services that do exist
- the need for specific services to link with young people
- limitations in the supply and quality of direct access accommodation
- the need for more flexible supported accommodation options that target the needs of young people

- the need for comprehensive packages of support to young people who are attempting to find their feet in the adult world
- tensions between children's and housing legislation

### **Key points: context**

- Currently, there is significant emphasis on the development of policy for and about young people at UK, England and Wales levels
- Youth policy frameworks comprise a combination of universal and targeted approaches, with a greater emphasis on targeted approaches in England and universal approaches in Wales
- Despite this focus, the UK does not compare well with other rich countries in relation to the well-being of children and young people
- Policy development in relation to youth homelessness also has a high profile
- There are a number of national strategies in Wales which provide the context for this research, including the ***National Homelessness Strategy*** and ***All Wales Youth Offending Strategy***
- Recent relevant research has found difficulties in accessing appropriate accommodation and support for both young offenders and young people leaving care. A number of factors are involved including lack of knowledge about services, young people with certain characteristics not being able to access existing services, tensions between different legislative frameworks and a compressed transition for young people leaving care for independent living
- More effective provision and use of accommodation and support for young single homeless people will be vital to achieving national policy aims in Wales and associated targets in relation to reducing overall levels of homelessness and levels of repeat homelessness, as well as eliminating the use of bed and breakfast accommodation for young people who are homeless



### **3 YOUNG SINGLE HOMELESS PEOPLE: NEEDS AND PROVISION**

#### **Introduction**

3.1.1 This chapter of the report is structured under three headings:

- the needs of young single homeless people
- a typology of accommodation and support available to young single people
- the reality of provision

3.1.2 Tables 1 and 2 present information about the spectrum of needs of young people. This information was informed by the wide ranging review of literature undertaken and the views of those consulted during the first stage of this research (methodology detailed in paragraphs 1.3.2-1.3.5).

3.1.3 Tables 3 and 4 provide information about the locality service profiles gathered during the final stage of the research in the two case study authorities – one urban and one rural (methodology detailed in paragraphs 1.3.8-1.3.9). The individuals interviewed were asked to place the services available in their area within the typology set out in Table 2 and to discuss specific issues including their strategic approach to planning services for young people, gaps in provision and issues relating to the effective use of services.

#### **3.2 The needs of young single homeless people**

3.2.1 A significant overall issue from the literature review was that the needs of young single homeless people are frequently considered as part the needs of all single homeless people and that this can impact on the type of services provided and commissioned. However, the high proportion of homelessness presentations from young people was noted in a number of homelessness and Supporting People strategic documents.

3.2.2 A spectrum of the needs presented by young single homeless people is set out in Table 1. The table sets out four broad definitions of need down the left-hand side. There are arrows between each definition. The purpose of these is to indicate that the broad definitions should be regarded as a spectrum of need and to emphasise that there are no distinct boundaries between each broad definition. Therefore the information contained in the other columns can easily merge across the definitions.

3.2.3 The definitions span from basic needs to complex needs where there is evidence of behaviour that is harmful and presents a risk. Young people with basic needs may be those who require a short term, low level intervention to re-establish stability alongside the provision of support to gain skills to live independently and to find housing. Typically these young people may have experienced some sudden and unforeseen displacement, but have a stable educational/employment history and a good network of family and friends.

3.2.4 At the other end of the spectrum are young people who have a range of complex problems, e.g. young people who have been placed in adolescent secure units or

intensive single site/specialist/institutional out of county placements, or those who have been in young offender institutions or adult prisons). In addition, these young people may have significant substance misuse issues or enduring mental health issues which may be linked to their experiences. They may also have experienced neglect or abuse. It is likely to be the case that such needs may be catered for in some current Welsh provision. However, no models of support/ accommodation were found in the literature review of Welsh provision (either actual or planned) that aim to have a singular focus on this very complex level of need which sits at the far end of the needs spectrum.

3.2.5 Further detail is provided on the definitions in the table under four headings:

- possible previous living situations
- potential experiences and issues that require support
- potential first stage needs
- potential second stage needs

3.2.6 The table shows that the higher the level of need, the more likely the young person is to have experience of one or more of the following settings:

- an unhappy experience of the care system and/or experience of a range of placements
- living in an institution – prison, secure adolescent unit, psychiatric hospital
- sofa surfing
- rough sleeping
- experience of a range of temporary settings in different communities and locations
- living in a violent or abusive domestic setting – experiencing abuse or witnessing abuse

and may present one or more additional issues requiring support:

- mental health issues
- substance misuse
- behavioural issues
- a criminal record
- being vulnerable – at risk of manipulation and/or sexual exploitation
- posing a potential or actual threat to other people

3.2.7 Under the headings ‘potential first stage needs’ and ‘potential second stage needs’, the table sets out what responses are most typically required in respect of each of the broad definitions of need. We have differentiated between these two stages because the evidence collected during the research shows that needs become higher where young people experience a more significant and prolonged displacement from their family. This is likely to be because family breakdown has been due to more serious issues relating to the responsible adult/parent which in turn can result in the young person developing more issues of their own requiring a more complex and sustained response.

3.2.8 Comments received about the spectrum of need from consultees and interviewees generated the following contextual information which can usefully be considered alongside the spectrum itself:

- where needs are less complex, the appropriate response is likely to be focussed on life skills work, looking for appropriate move on and addressing training, education or employment needs
- as needs become more complex, four factors become particularly important in meeting the young persons' needs:
  - to be effective in making progress in life skills, additional issues such as substance misuse, abuse and/or poor mental health need to be tackled before, or alongside, work relating to basic life skills
  - all levels of need entail some working with other agencies, but the more complex the need, the more essential multi-agency and interventionist activity becomes if the person is to make progress towards living independently. By this we mean that it becomes important for different agencies in the statutory and voluntary sectors to work in partnership and in an holistic manner in order that they can combine their specialisms, e.g. substance misuse, learning disability, mental health to respond to all of the needs of the individual
  - for those young people who present a danger to themselves or others, risk assessment and joint risk management with other agencies is a vital part of the service
  - the more complex the level of need, the more need there is for a continuum or spectrum of services as it is more likely that a person will benefit from move on to other accommodation models that maintain an element of support. There may also be a need for young people to move from a lower level of support to a higher level of support

3.2.9 Support providers consider that young people are a very dynamic group and that their needs can change radically in response to a range of issues that can disrupt their ability to cope well and their ability to lead a more settled life. For example:

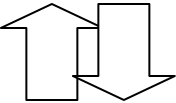
- a change/disruption in home setting
- release from a situation that reflects a big change e.g. an end to fostering relationships, the transfer into adulthood, release from prison or a secure setting
- changes in personal relationships
- changes in the make up of their peer group
- access to drugs/alcohol (often influenced by peer group or experience of dysfunctional family settings in which drugs or alcohol are a factor)
- a change in household make-up e.g. becoming part of a couple and/or pregnancy

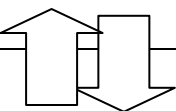
3.2.10 Such issues mean that young people can sometimes move suddenly around the definitions of needs set out in Table 1. There was a strong consensus amongst

providers that the response to meeting their needs must therefore be underpinned by a pluralistic approach, sometimes expressed as a 'continuum of services' (although as will be discussed later there is some contention about the use of this phrase).

3.2.13 There was a consensus that the needs of 16 and 17 year olds can be very different from those who are 18 and over. 16 and 17 year olds are legally defined as children and covered by the definition of 'Children in Need' and the provisions of Child Protection legislation. There is a view that these legal provisions and the duty of care that accompanies them need to be recognised both in terms of the development of some separate accommodation and support services to meet these needs (as will be seen later, this view applies in particular to emergency supported accommodation).

**TABLE 1: THE SPECTRUM/RANGE OF NEEDS OF YOUNG SINGLE HOMELESS PEOPLE**

	<b>Possible previous living situations:</b>	<b>Potential experiences and issues that require support</b>	<b>Potential first stage needs</b>	<b>Potential second stage needs</b>
<p><b>1. Vulnerable young people with basic needs</b></p>	<ul style="list-style-type: none"> <li>• Break up of family unit</li> <li>• Leaving a positive care/fostering placement</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of confidence/self esteem and/or</li> <li>• General lack of preparedness for living independently and/or</li> <li>• Continuity of educational participation and achievement</li> </ul>	<p>Assessment of needs and support to:</p> <ul style="list-style-type: none"> <li>• Develop life skills</li> <li>• Raise levels of confidence and self esteem</li> <li>• Use community resources</li> <li>• Pursue training, education and employment opportunities</li> <li>• Move on and resettle (if temporary accommodation)</li> </ul>	<p>None or limited further contact</p>
 <p><b>2. Vulnerable young people with medium level needs</b></p>	<ul style="list-style-type: none"> <li>• Break up of family unit</li> <li>• Leaving care/fostering placement (less positive experience)</li> <li>• Experience of a range of temporary placements/living arrangements</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of confidence/self esteem and/or</li> <li>• General lack of preparedness for living independently and/or</li> </ul> <p><b>Plus</b></p> <ul style="list-style-type: none"> <li>• Low educational participation, a lack of continuity and achievement</li> <li>• Behavioural issues</li> <li>• Low level issues relating to mental health and/or substance misuse</li> <li>• Contact with the criminal justice system relating to non violent crimes</li> </ul>	<p>Emergency assessment where the breakdown of living arrangements has been sudden and/or traumatic</p> <p>Support to:</p> <ul style="list-style-type: none"> <li>• Develop life skills</li> <li>• Raise levels of confidence and self esteem</li> <li>• Use community resources</li> <li>• Pursue training, education and employment opportunities</li> <li>• Move on and resettle (if temporary accommodation)</li> <li>• Support to address other issues may involve liaison with other agencies</li> </ul>	<p>A move to more appropriate accommodation with support</p> <p>Or</p> <p>Limited further contact/support</p>



<p style="text-align: center;"><b>3. Vulnerable young people with complex and multiple needs</b></p> 	<p>Any of the above in 2 and any below</p>	<ul style="list-style-type: none"> <li>• Lack of confidence/self esteem and/or</li> <li>• General lack of preparedness for living independently and/or</li> </ul> <p><b>Plus</b></p> <ul style="list-style-type: none"> <li>• Low educational participation, a lack of continuity and achievement</li> <li>• Experience of abuse and/or</li> <li>• Substance misuse and/or</li> <li>• Mental health issues</li> <li>• Chaotic behaviour/lifestyle and/or</li> <li>• History of criminal behaviour and/or</li> <li>• History of statutory sector intervention and/or</li> <li>• Potential to be a threat to themselves or others but no current history</li> </ul>	<p>Emergency assessment where the breakdown of living arrangements has been sudden and/or traumatic</p> <p>Initial support to:</p> <ul style="list-style-type: none"> <li>• Develop life skills</li> <li>• Raise levels of confidence and self esteem</li> <li>• Use community resources</li> <li>• Find appropriate housing/support</li> </ul> <p>Focussed support:</p> <ul style="list-style-type: none"> <li>• To address specific issues</li> <li>• To assess and manage any potential risks</li> <li>• Liaison with and intervention from other agencies in the statutory and voluntary sectors</li> </ul>	<p>A move to more appropriate accommodation with support</p> <p>Further support on:</p> <ul style="list-style-type: none"> <li>• Raising levels of confidence and self esteem</li> <li>• Developing life skills</li> <li>• Pursuing training, education and employment opportunities</li> <li>• Continued liaison with agencies</li> <li>• Accessing move on</li> </ul>
<p style="text-align: center;"><b>4. Vulnerable young people with complex and multiple needs involving risk to the person or other people</b></p>	<ul style="list-style-type: none"> <li>• Prison</li> <li>• Adolescent secure unit</li> <li>• Contact with psychiatric/mental health services</li> <li>• Rough sleeping</li> <li>• Sofa surfing</li> <li>• Abusive home situation either witnessing abuse or being subject to abuse</li> <li>• Prostitution</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of confidence/self esteem and/or</li> <li>• General lack of preparedness for living independently and/or</li> <li>• Low educational participation and achievement</li> </ul> <p><b>As 3 above plus</b></p> <ul style="list-style-type: none"> <li>• History of violent/threatening behaviour and/or</li> <li>• Record of being an abuser (sexual and/or emotional and/or physical) within the</li> </ul>	<p>Emergency assessment where the breakdown of living arrangements has been sudden and/or traumatic</p> <p>Initial support to:</p> <ul style="list-style-type: none"> <li>• Develop life skills</li> <li>• Raise levels of confidence and self esteem</li> <li>• Use community resources</li> <li>• Find appropriate housing/support</li> </ul> <p>Focussed support:</p>	<p>A move to more appropriate accommodation with support</p> <p>Further support on:</p> <ul style="list-style-type: none"> <li>• Raising levels of confidence and self esteem</li> <li>• Developing life skills</li> <li>• Pursuing training, education and employment</li> </ul>

		family, school or community environment	<ul style="list-style-type: none"> <li>• To address specific issues</li> <li>• To assess and manage risks</li> <li>• Multi agency co-operation and intervention - statutory and voluntary sectors</li> </ul>	<p>opportunities</p> <ul style="list-style-type: none"> <li>• Sustained multi agency activity</li> <li>• Accessing move on which may continue to have an element of support</li> </ul>
<b>NB. There may be a need for mediation services in 2, 3 or 4 to re-establish links to extended family/other home setting</b>				

### **3.3 A typology of the range of accommodation and support models available to young single homeless people**

3.3.1 Before introducing the typology, it may be helpful to define we mean by the term. The typology represents the range of provision identified in stage one of the research as services that are currently available to young single homeless people at a UK level. It does not constitute how we, providers or stakeholders think a profile of existing services should look, i.e. it is representational, rather than based on aspiration. In addition, it is not prescriptive nor inclusive of every possible type of accommodation that could be used for this group. Unusual models are exceptions to the typology and have not been included as additional categories.

3.3.2 While services are briefly defined in the typology, terminology is used that relates to commissioning routes and historical patterns of grant funding and therefore bears further explanation. An explanation of some of the more complex terms used is provided in the note below and Appendix 4 provides a detailed profile of models that are newer and/or less well established in Wales.

3.3.3 The typology of accommodation and support models is set out in Table 2 below. The table comprises five categories and definitions are provided of individual models/ types of services falling within each category.

3.3.4 Two factors have been used to differentiate between categories and the models/types that sit within them. They are:

- whether the facility and/or support are based on single site/area or not
- whether the provision is intended to be emergency/short stay (up to 6 months) or temporary

3.3.5 Further information, set out in the columns, provides more detail about each model/type under five headings:

- the accommodation itself
- the level and nature of support provided
- typical referral routes
- duration of stay
- move on

3.3.6 The information on referrals contained in the table is often repetitive in nature although there are some distinct features and trends:

- services (emergency and temporary provision) that accommodate young people generally (i.e. young people with all types of need) have wide ranging referral routes
- likewise intensive services (e.g. assertive outreach) that involve a multi-agency approach also accept referrals from many agencies



- where a service focuses on a particular need (e.g. young people with substance misuse, offenders or services for young women who have experiences abuse) they tend to have referral routes that are linked to statutory and voluntary services working in this field of need
- services that are closely linked to the statutory sector because they are part or wholly funded by them (and may also have a service level agreement with them) may have more exclusive referral routes (e.g. supported lodgings may receive referrals exclusively from Leaving Care Teams and emergency assessment and young person specific hostels may have referral arrangements with the local authority homelessness or housing options team)

3.3.7 The information on duration of stay and move on that emerged through the literature review was in many cases, not sufficiently detailed and therefore question marks have been set against some of the information provided in this column of the table. In addition, the duration of stay in the table sets out the amount of time the service aims/intends to support a young person, as opposed to the actual length of time for which people are supported. Evidence from the literature review and interviews indicate that the lack of availability of move on accommodation can impact significantly on the effective use of resources. This issue will be explored further in chapter 4.

3.3.8 The typology identifies twenty-one types of provision. The number of times each type was identified in the literature review varies a great deal. The most commonly identified forms of provision for young single homeless people in the UK identified through the literature review are direct access, temporary shared provision, floating support and foyers.

3.3.9 Providers and stakeholders consulted on the typology largely agreed that it was an accurate reflection of the range of services that can be developed to meet the needs of young single homeless people. Minor amendments were made to the draft version to take into account the views of those consulted and Table 2 below presents the amended version. In the main, the amendments focused on clarifying terminology but interviewees also wanted to include two forms of provision not originally included:

- bed and breakfast accommodation. This was originally excluded because of the prevailing view that it is unsuitable for young people. A number of consultees wanted it to be included because it is still being used in practice. In addition, some interviewees felt that some bed and breakfast landlords could be very supportive of young people and that this form of provision could, in some circumstances, be preferable to general hostel provision
- refuges. These have been included because it is apparent that they house young people leaving abusive relationships and some may house young people leaving other abusive (e.g. parental) situations

3.3.10 Overall, it was not possible to identify any actual correlation between the intensity of the level of support and the category and types of provision. There are types within

the direct access/emergency categories within the typology (1 and 2) and the temporary accommodation categories (3, 4 and 5) that are able to cater for the basic needs of young people as well as complex and multiple needs and some that deal with a range of needs.

## **A note on terminology used in Table 2**

### ***Dispersed units***

This refers to a Supporting People Revenue Grant (SPRG) funded project that is associated with a number of individual properties, not necessarily in the same location; the properties are often geographically dispersed. The difference between this and floating support is that the same properties stay with the service (i.e. when people no longer need support they will move on).

### ***Floating Support***

Floating Support, also usually SPRG funded, is a flexible service providing a range of support to people in their own homes or tenancies with the aim of enabling or maintaining independence. The service is provided for as long as it is needed but with a clear exit strategy through the support planning process. When the support is no longer required, the service is utilised by another person who requires support, while the original person remains in their own home/tenancy.

### ***Direct access hostel***

The term 'hostel' or 'direct access hostel' is used to describe services that are able to accommodate people at short notice. This will mean that they will usually be able to conduct an assessment within 24 hours that will enable the service to make a decision as to whether they are able to accommodate that person.

### ***Refuges***

These are services only available to people who have suffered abuse, most usually as a result of a relationship with their partner. They are referred to as being direct access services as, like hostels, they are geared to assess people referred to them quickly and at short notice.

### ***Shared housing***

This term is used to describe a service that accommodates people with support needs for a temporary period and which includes some shared facilities. It will have a planned access route i.e. referrals are taken over a period of time with the person most in need being awarded a place when a vacancy occurs. Usually the service provider will operate some sort of waiting list.

### ***Core and cluster***

This model most usually consists of a combination of a shared house or group of flats set on a single site and dispersed units (i.e. other units of general needs housing or floating support away from the site). Often people who use the service will initially be accommodated in the core and if necessary move to the dispersed/floating support as part of a planned process towards achieving full independence.

**TABLE 2: TYPOLOGY OF MODELS OF ACCOMMODATION FOR YOUNG SINGLE HOMELESS PEOPLE (SUMMARY AND FULL TYPOLOGY)**

**SUMMARY OF CATEGORIES AND TYPES**

**CATEGORY 1 – EMERGENCY/SHORT STAY PROVISION WHERE SERVICES ARE PROVIDED IN SINGLE SITE HOSTEL ACCOMMODATION**

- Category 1 Type 1: General hostel provision
- Category 1 Type 2: General hostel provision with designated secure accommodation for young people
- Category 1 Type 3: Refuges for people escaping domestic abuse
- Category 1 Type 4: Specific hostel provision for young people
- Category 1 Type 5: Young persons hostel (emergency assessment and intervention)

**CATEGORY 2 – EMERGENCY INTERVENTION/SHORT STAY PROVISION WHERE SERVICES ARE NOT PROVIDED IN SINGLE SITE HOSTEL ACCOMMODATION**

- Category 2 Type 1: Bed and breakfast accommodation
- Category 2 Type 2: Emergency supported lodgings (also termed 'night stop' and 'crash pad')
- Category 2 Type 3: Assertive outreach services (mental health, substance misuse or multiple needs)
- Category 2 Type 4: Co-ordinated flexible multi agency package
- Category 2 Type 5: Mediation services

**CATEGORY 3 – SERVICES OF A TEMPORARY NATURE THAT AIM TO PROVIDE SUPPORT TO ENABLE YOUNG PEOPLE TO MAINTAIN A TENANCY AND LIVE INDEPENDENTLY PROVIDED ON A SINGLE SITE**

- Category 3 Type 1: Shared supported housing – can be for a range of young people or specialist i.e. vulnerable young women, young people misusing substances, those subject to criminal justice processes (approved premises)
- Category 3 Type 2: Foyers
- Category 3 Type 3: Training flats
- Category 3 Type 4: Shared house – peer support

**CATEGORY 4 – SERVICES OF A TEMPORARY NATURE THAT AIM TO PROVIDE SUPPORT TO ENABLE YOUNG PEOPLE TO MAINTAIN A TENANCY AND LIVE INDEPENDENTLY IN DISPERSED GENERAL NEEDS ACCOMMODATION**

- Category 4 Type 1: Floating support – generic i.e. for a range of ages and needs
- Category 4 Type 2: Floating support – specific to young people whatever their support needs
- Category 4 Type 3: Floating support – issue specific and young people specific e.g. young people experiencing substance misuse, young offenders, care leavers, vulnerable young women
- Category 4 Type 4: Bond schemes used in conjunction with floating support
- Category 4 Type 5: Supported lodgings

**CATEGORY 5 – SERVICES OF A TEMPORARY NATURE THAT AIM TO PROVIDE SUPPORT TO ENABLE YOUNG PEOPLE TO MAINTAIN A TENANCY AND LIVE INDEPENDENTLY PROVIDED THROUGH A COMBINATION OF SINGLE SITE AND DISPERSED GENERAL NEEDS ACCOMMODATION (SOMETIMES REFERRED TO AS CORE AND CLUSTER)**

- Category 5 Type 1: Core and cluster – single site.
- Category 5 Type 2: Core and dispersed cluster

**CATEGORY 1 – EMERGENCY/SHORT STAY PROVISION WHERE SERVICES ARE PROVIDED ON A SINGLE SITE HOSTEL ACCOMMODATION (includes refuges for people fleeing domestic abuse)**

Types	The accommodation	The level and nature of support	Typical referral routes	Duration of stay	Move on
<p><b>Category 1 Type 1: General hostel provision</b></p>	<p>Main features:</p> <ul style="list-style-type: none"> <li>• usually large (15 units+)</li> <li>• own separate rooms – (newer models often incorporate WC/bathing facilities within the unit)</li> </ul> <p>Other facilities can include:</p> <ul style="list-style-type: none"> <li>• shared kitchen</li> <li>• shared WC, bathing facilities</li> <li>• common room</li> <li>• separate interview/support meeting space</li> <li>• office</li> <li>• CCTV</li> <li>• newer models – IT training facilities</li> </ul>	<p>Main features:</p> <ul style="list-style-type: none"> <li>• 24 hour staffing (staff awake or sleep ins)</li> <li>• key worker one to one support</li> </ul> <p>Main focus of support:</p> <ul style="list-style-type: none"> <li>• support to gain skills to live independently</li> <li>• resolving pressing issues to do with health, safety, court proceedings</li> <li>• liaising with other agencies on above issues and to access other support</li> <li>• addressing move on and resettlement issues</li> </ul> <p>Other areas (subject to resources and time) support in relation to:</p> <ul style="list-style-type: none"> <li>• substance misuse</li> <li>• employment, education and training</li> <li>• establishing and maintaining relationships</li> <li>• hobbies</li> </ul>	<ul style="list-style-type: none"> <li>• Local authority Social Services and Homelessness</li> <li>• Other voluntary organisations – advice agencies and other support providers</li> <li>• Probation</li> <li>• Self referral</li> <li>• Referral from B&amp;B (self or agency)</li> </ul>	<p>Aim: 1-3 months</p>	<ul style="list-style-type: none"> <li>• Own tenancy (all tenures)</li> <li>• Other supported housing options</li> </ul>
<p><b>Category 1 Type 2: General hostel provision with designated secure accommodation for young people</b></p>	<p>As above but with a designated part within the building for the young people's accommodation (e.g. corridor or floor with secure access arrangements) these can</p>	<p>As above but gives the provider the ability to accommodate young people leaving abusive or unsafe situations (e.g. prostitution) and therefore more likely/ be able to provide focussed support on this aspect</p>			

	link to assistive technology  Can be gender specific				
<b>Category 1 Type 3: Refuge for people escaping domestic abuse</b>	<p>Main features:</p> <ul style="list-style-type: none"> <li>usually small- scale (up to 6 units)</li> <li>own separate rooms – (newer models often incorporate WC/bathing facilities within the unit)</li> </ul> <p>Other facilities can include:</p> <ul style="list-style-type: none"> <li>Shared kitchen</li> <li>Shared WC, bathing facilities</li> <li>Common room</li> <li>Children’s room</li> <li>Teenagers room</li> <li>Separate interview/support meeting space</li> <li>Office</li> <li>CCTV</li> </ul>	<p>Main features:</p> <ul style="list-style-type: none"> <li>emergency call out</li> <li>key worker one to one support</li> </ul> <p>Main focus of support:</p> <ul style="list-style-type: none"> <li>addressing issues of abuse</li> <li>support to gain skills to live independently</li> <li>resolving pressing issues to do with health, safety, court proceedings</li> <li>liaising with other agencies on above issues and to access other support</li> <li>addressing move on and resettlement issues</li> </ul> <p>Other areas (subject to resources and time) support in relation to:</p> <ul style="list-style-type: none"> <li>substance misuse</li> <li>employment, education and training</li> <li>establishing and maintaining relationships</li> <li>hobbies</li> </ul>	<ul style="list-style-type: none"> <li>Local authority Social Services and Homelessness</li> <li>Other voluntary organisations – advice agencies and other support providers</li> <li>Probation</li> <li>Self referral</li> </ul> <p>Mainly a service to adults who have experienced abuse in a partner relationship which includes young people with or without children</p> <p>Refuges will vary in their practice as to whether they take young people who are abused by people other than their partner</p>	Aim: 6 weeks – 6 months	<ul style="list-style-type: none"> <li>Own tenancy (all tenures)</li> <li>Other supported housing options</li> </ul>
<b>Category 1 Type 4: Specific hostel provision for young people</b>	Main features similar to type 1. Such specialist hostels are usually only found in urban areas and tends to be of medium size (8 – 20 units)	As with Type 1 but the nature of this service enables the staff team to be wholly focussed on the issues that affect young people. It also creates a safe environment and allows for peer support.		As above	As above
<b>Category 1 Type 5: Young persons hostel</b>	<p>Main features:</p> <ul style="list-style-type: none"> <li>small (typically 5 - 8 units)</li> </ul>	<p>Main features:</p> <ul style="list-style-type: none"> <li>24 hour staffing (usually awake)</li> </ul>	<ul style="list-style-type: none"> <li>Most likely to be tied into local authority Social Services and</li> </ul>	3 days – 7 days but can be	Focus on planning the right move:

<p><b>(emergency assessment and intervention)</b></p>	<ul style="list-style-type: none"> <li>own separate rooms – (sometimes incorporating WC/bathing facilities within the unit)</li> </ul> <p>Other facilities can include:</p> <ul style="list-style-type: none"> <li>shared kitchen</li> <li>common room</li> <li>separate interview/support meeting space</li> <li>office</li> <li>CCTV</li> </ul>	<ul style="list-style-type: none"> <li>one to one support</li> </ul> <p>Main focus of support:</p> <ul style="list-style-type: none"> <li>eEstablishing a detailed assessment of need</li> <li>focused support to stabilise the situation that has led to the emergency</li> <li>liaison with statutory sector and other agencies (likely to be known to these)</li> <li>addressing the issues that have resulted in them becoming homeless</li> <li>mediation if estrangement from family</li> <li>focus on the next stage in terms of the precise options that can meet a persons needs</li> </ul>	<p>homelessness and breakdown of living situations and rough sleeping</p> <p>Less likely to be those listed below although could come through these routes to the provider and then be routed through the local authority:</p> <ul style="list-style-type: none"> <li>other voluntary organisations – advice agencies and other support providers</li> <li>Probation</li> <li>self referral</li> <li>referral (self or agency from B&amp;B)</li> </ul>	<p>longer</p>	<ul style="list-style-type: none"> <li>return home</li> <li>supported lodgings</li> <li>other supported accommodation</li> </ul> <p>Unlikely to go into general needs accommodation</p>
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**CATEGORY 2 – EMERGENCY INTERVENTION/SHORT STAY PROVISION WHERE SERVICES ARE NOT PROVIDED IN SINGLE SITE HOSTEL ACCOMMODATION**

Types	The accommodation	The level and nature of support	Typical referral routes	Duration of stay	Move on
<p><b>Category 2 Type 1: Bed and breakfast</b></p>	<p>Main features:</p> <ul style="list-style-type: none"> <li>a room (sometimes with its own w.c. and bathroom, sometimes shared)</li> </ul>	<p>A limited level of support. Some support provided where:</p> <ul style="list-style-type: none"> <li>a support provider receives a grant to provide support to young people living in B &amp; B accommodation in a locality</li> <li>the local authority has worked with and/or provided training to the landlord to provide an enhanced landlord role – this may then start to more closely resemble a supported lodgings placement</li> </ul>	<p>Usually the local authority homelessness department</p>	<p>Variable</p>	<p>General needs or supported or other accommodation with support</p>

<p><b>Category 2 Type 2: Emergency supported lodgings (also termed ‘night stop’ and ‘crash pad’)</b></p>	<p>Main features:</p> <ul style="list-style-type: none"> <li>• home setting (any tenure)</li> <li>• accommodation provided by a foster carer, usually with prior experience, who: <ul style="list-style-type: none"> <li>- applies to service provider to become part of the service</li> <li>- meets the selection criteria</li> <li>- is provided with information and training</li> <li>- is provided with ongoing support from the service provider and other relevant agencies</li> </ul> </li> </ul>	<p>Focus of support:</p> <ul style="list-style-type: none"> <li>• to provide stability and adult support and guidance</li> <li>• to resolve any pressing issues regarding safety, health etc.</li> <li>• often due to the emergency nature of the referral there will be input from the statutory sector and other agencies (e.g. police re. child protection issues)</li> <li>• to support continuity with education and training</li> <li>• strong links with the local authority Leaving Care Team/homelessness team</li> </ul>	<ul style="list-style-type: none"> <li>• Referrals usually from local authority social services (Leaving Care Team), or homelessness teams to the organisation that has been contracted to co-ordinate the service (often via Children’s Services/The Leaving Care Team)</li> </ul>	<p>3 – 5 days</p>	<p>Other accommodation with support</p>
<p><b>Category 2 Type 3 Assertive outreach services (mental health, substance misuse or multiple needs)</b></p>	<p>Applied to the person whatever their living arrangements (including rough sleepers)</p>	<p>Main features:</p> <ul style="list-style-type: none"> <li>• an intensive model of support and a service for people with mental health issues, substance misuse or a combination of needs which has led to a chaotic lifestyle (often a person will also have been in and out of psychiatric hospitals/prisons)</li> <li>• usually a multi agency approach involving significant levels of contact, planning and intervention between services</li> <li>• the service will be co-ordinated by a single provider and will follow the person</li> </ul>	<p>Open referral system but likely to be a statutory or voluntary service provider working in the field of mental health, substance misuse or criminal justice</p>	<p>Open - dependent on the individual</p>	<p>Other accommodation with support May also be institutions (e.g. rehab)</p>

		<ul style="list-style-type: none"> <li>• staffing levels up to one member of staff for 2/3 people along with significant input from other agencies</li> <li>• aim of service to keep that person safe, to prevent them posing a threat to others and to establish an element of stability which will eventually enable them to effectively use other services</li> </ul>			
<b>Category 2 Type 4: Co-ordinated flexible multi agency package</b>	A multi agency service given to young people at risk of becoming homeless (i.e. living with parents, on their own or with friends (sofa surfing))	<p>Main features:</p> <ul style="list-style-type: none"> <li>• support geared to preventing people becoming homeless through proactive crisis intervention</li> <li>• co-ordinated by one service but has a multi agency approach that can involve mediation, family intervention, cognitive and behavioural therapy, educational intervention, social services, CAMHs etc.</li> </ul>	<p>Open referral system:</p> <ul style="list-style-type: none"> <li>• local authority Social Services and Homelessness</li> <li>• other voluntary organisations – advice agencies and other support providers</li> <li>• Probation</li> <li>• self referral</li> <li>• Connexions</li> <li>• schools</li> </ul>	Dependent on situation	Various (depending on resolution of the situation)
<b>Category 2 Type 5: Mediation Services</b>	<p>Main features:</p> <ul style="list-style-type: none"> <li>• to facilitate discussion and resolution relating to when a child/young person leaves their home setting</li> <li>• while this service may be freestanding it may be part of or able to be used by other services most usually Category 1 Type 3 Young persons hostel and</li> </ul>	<p>Main features:</p> <ul style="list-style-type: none"> <li>• one to one support and dialogue with the young person</li> <li>• one to one dialogue with the parent/guardian</li> <li>• discussions with both parties</li> <li>• aim to find a resolution which may or may not result in the young person returning to the home setting to enable a planned move out at a later date or for a longer time period</li> </ul>	<ul style="list-style-type: none"> <li>• Most usually a referral by a service when a young person is already in accommodation with support</li> </ul> <p>Otherwise:</p> <ul style="list-style-type: none"> <li>• statutory referral</li> <li>• voluntary sector</li> <li>• self referral – parent/guardian or young person</li> </ul>	Length of input depends on the issue	Could result in returning home or finding alternative housing (often with support attached, given that the young person has usually been living in a setting with an adult)



	<p>Category 2 Type 1 Emergency Supported Lodgings above</p> <ul style="list-style-type: none"> <li>while it is most commonly used in Category 1 and 2 type accommodation it may also be used by the some of the services set out below</li> </ul>		<ul style="list-style-type: none"> <li>referral from homelessness/housing options service</li> </ul>		
<b>CATEGORY 3 – SERVICES OF A TEMPORARY NATURE THAT AIM TO PROVIDE SUPPORT TO ENABLE YOUNG PEOPLE TO MAINTAIN A TENANCY AND LIVE INDEPENDENTLY PROVIDED ON A SINGLE SITE</b>					
<b>Types</b>	<b>The accommodation</b>	<b>The level and nature of support</b>	<b>Typical referral routes</b>	<b>Duration of stay</b>	<b>Move on</b>
<p><b>Category 3 Type 1: Shared supported housing – can be for a range of young people or specialist i.e. vulnerable young women, young people misusing substances, those subject to criminal justice processes (approved premises)</b></p>	<p>Main features:</p> <ul style="list-style-type: none"> <li>located in community settings</li> <li>up to eight beds</li> <li>own separate rooms (newer models often incorporate WC/bathing facilities within the unit)</li> </ul> <p>Other facilities can include:</p> <ul style="list-style-type: none"> <li>shared kitchen</li> <li>shared WC, bathing facilities</li> <li>common room</li> <li>separate interview/support meeting space</li> <li>office</li> <li>CCTV</li> <li>newer models – IT training facilities</li> </ul>	<p>Main features:</p> <ul style="list-style-type: none"> <li>24 hour staffing ( staff awake or sleep ins) or on call</li> <li>One to one support</li> </ul> <p>Main focus of support is to:</p> <ul style="list-style-type: none"> <li>gain skills to live independently</li> <li>address specific issues (e.g. substance misuse, patterns of offending, poor mental health)</li> <li>access employment, education and training</li> <li>establishing and maintaining relationships</li> <li>accessing community resources – re. hobbies and interests</li> <li>accessing support from other agencies and professionals</li> <li>addressing move on and resettlement issues</li> <li>liaising with other agencies</li> <li>accessing mutual support and</li> </ul>	<p>Usually a wide ranging referral process:</p> <ul style="list-style-type: none"> <li>Social Services</li> <li>homelessness</li> <li>Probation</li> <li>voluntary sector advice agencies</li> <li>other housing and support providers</li> <li>self referral</li> </ul>	<p>Aim 3 – 9 months?</p>	<p>A range of options, but usually into general needs (range of tenures)</p> <p>May be referred to a floating support service where there is a continued need for support</p>

		undertaking planned activities and discussions with other residents			
<b>Category 3 Type 2: Foyers</b>	<p>As above but will certainly have one or more common rooms devoted to teaching/training facilities and IT</p> <p>NB. The foyer model may also have a dispersed element (i.e. flats in general needs accommodation) or be a totally dispersed model. It will still maintain the features set out in the next three columns</p>	<ul style="list-style-type: none"> <li>As above but with a greater emphasis on training, education and employment which will include in house provision and supporting young people to find, take up and maintain participation in external education, training and employment</li> <li>In addition, staff will have a focus on forging and maintaining good relationships with organisations and professionals involved in the field of training and employment</li> </ul>	<ul style="list-style-type: none"> <li>Referrals may be wide ranging as above but part of the referral and application process will seek to establish a commitment from the young person to seeking and maintaining employment, training and learning opportunities</li> </ul>	6 – 18 months?	<p>As above.</p> <p>There may be a greater expectation that young people can go into mainstream housing without support</p>
<b>Category 3 Type 3: Training flats</b>	Can be on the same site as other provision (most usually a hostel/direct access provision/care home) or other dispersed accommodation (i.e. flats)	<ul style="list-style-type: none"> <li>The focus of the support is to establish confidence with basic skills (cooking, shopping, budgeting, understanding bills/utilities, using community resources, making and maintaining friends, understanding the tenancy etc.)</li> </ul> <p>The provider is likely to address a range of other issues:</p> <ul style="list-style-type: none"> <li>employment and training needs</li> <li>accessing move on and resettlement</li> <li>accessing ongoing support in the community or from other</li> </ul>	Usually referred by the service to where the flats are on the same site as other accommodation (e.g. Care home as part of planning for a person leaving care or hostel provider)	1 -3 months?	Accommodation with RSLs or private sector

		agencies relating to issues such as court proceedings, substance misuse, mental illness			
<b>Category 3 Type 4: Shared house – peer support</b>	Small shared house with young people sharing.  Up to 4 beds in an ordinary house  Similar to student house	<ul style="list-style-type: none"> <li>• Support provided by staff on site or peripatetic staff and also through mutual/peer group support</li> <li>• Support geared to help with decision making, life skills and resolving disputes</li> <li>• Support low level geared to enabling people to do things for themselves</li> </ul>	Wide ranging: <ul style="list-style-type: none"> <li>• Social Services</li> <li>• Homelessness</li> <li>• Probation</li> <li>• voluntary sector advice agencies</li> <li>• other housing and support providers</li> <li>• other housing and support providers</li> </ul>	12 – 18 months?	Other general needs accommodation (range of tenures)
<b>CATEGORY 4 –SERVICES OF A TEMPORARY NATURE THAT AIM TO PROVIDE SUPPORT TO ENABLE YOUNG PEOPLE TO MAINTAIN A TENANCY AND LIVE INDEPENDENTLY IN <u>DISPERSED GENERAL NEEDS</u> ACCOMMODATION</b>					
<b>Types</b>	<b>The accommodation</b>	<b>The level and nature of support</b>	<b>Typical referral routes</b>	<b>Duration of support</b>	<b>Move on</b>
<b>Category 4 Type 1: Floating support generic i.e. for a range of ages and needs</b>	Generic schemes tend to be larger general needs accommodation – usually 1 bed flats (unless the person has access to children)  Accommodation tends to be RSL owned  There is limited use of private sector accommodation, particularly for young people at least in part due to affordability issues	The level of support tends to be of lower, generalist in nature and geared towards enabling people to develop skills to live independently and maintain their tenancy through one to one support  On call support	Can be general and wide ranging: <ul style="list-style-type: none"> <li>• Social Services</li> <li>• Homelessness</li> <li>• Probation</li> <li>• voluntary sector advice agencies</li> <li>• other housing and support providers</li> <li>• self referral</li> </ul> Where it is a local authority service (i.e. the support is being delivered to local authority tenants), there tends to be an in house	Aim: 6 months – 18 months?	Person stays in the accommodation when the support is no longer needed

			referral system linked either to applying support to existing tenants whose tenancies are failing or to people who are on their waiting list and have support needs		
<b>Category 4 Type 2: Floating Support – <u>specific to young people whatever their support needs</u></b>	As above but the size of schemes tends to be smaller (4 – 20 units)	<p>These services are often managed by agencies who have other single site accommodation for young people and therefore form part of a support continuum with young people moving into these services as they grow in confidence</p> <p>On call support</p> <p>These services can be part of a larger generic floating support scheme where specialist support for young people is sub-contracted to an agency with this expertise.</p>	<ul style="list-style-type: none"> <li>• In house where they are part of a continuum of care</li> </ul> <p>or</p> <ul style="list-style-type: none"> <li>• Linked to statutory services such as the leaving care team or homelessness services</li> <li>• Referrals from other service providers</li> </ul>	As above	As above
<b>Category 4 Type 3: Floating support <u>Issue specific and young people specific</u> e.g. young people experiencing substance misuse, young offenders, care leavers, vulnerable young women</b>	As above but the size of schemes tends to be smaller 4 – 20 units	<p>Support focussed on the above and also geared to addressing the specific issue which may involve more intensive 121 support and working with other agencies in the statutory and voluntary sectors address the specific issue</p> <p>It is often the case that people who use these services may have multiple and complex needs.</p> <p>Needs in these types of services are usually more intense and will often involve staff having specific skills and experience relating to</p>	<ul style="list-style-type: none"> <li>• In house where they are part of a continuum of care</li> </ul> <p>or</p> <ul style="list-style-type: none"> <li>• linked to statutory services such as the Leaving Care Team or homelessness service</li> <li>• referrals from agencies relevant to the issue</li> <li>• other service providers</li> </ul>		

		<p>particular area of need.</p> <p>These services can be part of a larger generic floating support scheme where specialist support for young people is sub-contracted to an agency with this expertise</p>			
<p><b>Category 4 Type 4: Bond schemes</b></p>	<p>This service uses private sector accommodation and the support provider will spend time liaising with private sector landlords</p> <p>Access to the private rented sector is enabled by the provision of bonds which are provided in conjunction with floating support</p>	<p>Similar to other floating support services</p>	<p>Can be tied to particular services if they are funding the bonds (e.g. Social Services Leaving Care Team, Probation)</p> <p>Or, if the service is funded by grants gained by the service provider then the referrals system can be wide ranging:</p> <ul style="list-style-type: none"> <li>• Social Services</li> <li>• homelessness</li> <li>• Probation</li> <li>• voluntary sector advice agencies</li> <li>• other housing and support providers</li> <li>• self referral</li> </ul>	<p>As above</p>	<p>As above</p>
<p><b>Category 4 Type 5: Supported lodgings</b></p>	<p>Main features:</p> <ul style="list-style-type: none"> <li>• the number of people supported by this service will be larger than the emergency model (up to 20 places)</li> <li>• home setting (any tenure)</li> <li>• accommodation</li> </ul>	<p>Focus of support:</p> <ul style="list-style-type: none"> <li>• to provide stability, support and guidance through a parenting role</li> <li>• support to address specific issues – family breakdown, contact with police, courts etc.</li> <li>• to promote continuity with education and training</li> <li>• strong links with the local</li> </ul>	<ul style="list-style-type: none"> <li>• Referrals usually from social services to the organisation that has been contracted to co-ordinate the service via Children’s Services/the Leaving Care Team</li> </ul>	<p>Depends on the age of the young person but usually provided until they are 18 (and</p>	<p>College or general needs accommodation</p>

	<p>provided by a foster carer who:</p> <ul style="list-style-type: none"> <li>- applies to service provider to become part of the service</li> <li>- meets the selection criteria</li> <li>- is provided with information and training</li> <li>- is provided with ongoing support from the service provider and other relevant agencies</li> </ul>	authority Leaving Care Team		maybe longer if they are still in full-time education)	
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**CATEGORY 5 – CATEGORY 5 –SERVICES OF A TEMPORARY NATURE THAT AIM TO PROVIDE SUPPORT TO ENABLE YOUNG PEOPLE TO BE ABLE TO MAINTAIN A TENANCY AND LIVE INDEPENDENTLY PROVIDED THROUGH A COMBINATION OF SINGLE SITE AND DISPERSED GENERAL NEEDS ACCOMMODATION (SOMETIMES REFERRED TO AS CORE AND CLUSTER)**

Types	The accommodation	The level and nature of support	Typical referral routes	Duration of support	Move on
<b>Category 5 Type 1: Core and cluster – single site.</b>	<p>Main features:</p> <ul style="list-style-type: none"> <li>• can be generic or specific to a need (e.g. vulnerable young women, young people with mental health issues)</li> <li>• self contained accommodation (flats)</li> <li>• sometimes there is shared provision on the same site</li> <li>• there will be access to a common room</li> <li>• size 6 – 12 units</li> </ul>	<p>The focus of support is to help people live independently</p> <p>The dispersed element allows people to live relatively independently but gives them access to staff and peer support when they need it</p> <p>While the level of support can be relatively low, in such services the clients can be people with long standing and on going needs</p> <p>There is usually an on call element or staff sleeping in</p>	<p>Referral routes can be wide ranging depending on the specific focus of the service:</p> <ul style="list-style-type: none"> <li>• Social Services</li> <li>• Homelessness</li> <li>• Probation</li> <li>• voluntary sector advice agencies</li> <li>• Community Adolescent Mental health services</li> <li>• other housing and support providers</li> <li>• self referral</li> </ul>	Can be relatively long term (2 – 5 years or longer?)	General needs accommodation
<b>Category 5 Type</b>	Main features:	As above	As above	As above	As above

<b>2: Core and floating/dispersed cluster</b>	<ul style="list-style-type: none"> <li>• can be generic or specific to a need (e.g. vulnerable young women, young people with mental health issues)</li> <li>• a shared house with a common area</li> <li>• dispersed flats where people have open access to the common provision in the shared house</li> </ul>				
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NB. While it is not strictly within the parameters of this research where such schemes are developed for young people with learning disability, (sometimes involving a physical disability), they tend to be of a permanent nature but have been flagged up as they provide a solution for some people with these needs.

### 3.4 The reality of provision

#### *Gaps in provision*

- 3.4.1 The literature review undertaken in the first stage of the research identified some overall themes in relation to gaps in provision. For example, the review of Welsh homelessness strategies indicated a limited amount of accommodation specifically for young people, rather than for single people overall. Most of the strategies identified the need for accommodation for young single homeless people, but this was not backed up by clear evidence and only a small number of the strategies identified the form of accommodation and support required (rather making a general statement that some additional provision is needed for this group). In addition, a significant proportion of the 11 Welsh Supporting People Operational Plans reviewed identified new projects for this client group as a priority. Specific gaps identified in Supporting People Operational Plans included accommodation for 16 and 17 year olds with mental health problems, those with offending behaviour and substance misuse issues. Appendix 3 provides a summary analysis of the need for new provision from both homelessness strategies and Supporting People Operational Plans.
- 3.4.2 The second stage of the research asked those interviewed and the case study organisations to identify gaps in the provision of accommodation in their area.
- 3.4.3 All interviewees felt that there was insufficient accommodation available to young single homeless people, either in terms of quantity or of different types of provision to meet different needs. Some highlighted gaps in terms of a particular type of provision, others noted that there was not enough of any type of provision and others cited both problems. Local authority interviewees in particular felt that, historically, provision for this client group had not been developed in a strategic and planned manner.

*'A range of services for young single homeless people and care leavers ..... exist but they do not amount to a coherent system that is focused on collectively responding to the needs presented by the individual and the sharing of skills, resources and knowledge'*

(Rhondda Cynon Taf County Borough Council Supporting People Operational Plan)

#### 3.4.4 Specific gaps identified included:

- provision for young people with **complex needs** defined as behaviour that presents a risk which includes young people with substance misuse and mental health issues. This issue was highlighted by all types of local authority. Interviewees felt that people living in shared housing types who present complex issues of the type set out in Table 1 often have a negative impact on other young people using these services. Such young people can over a period of time become known to all providers in an area and may become excluded from almost all supported housing services (through evictions or via referral, assessment and eligibility criteria). These young people may therefore continue to use bed and breakfast accommodation and may find it difficult to live a settled pattern of life in their next accommodation. However the numbers of young people in these circumstances were not specified



- the impact of **substance misuse** amongst young people was highlighted by many providers and stakeholders interviewed, with some stakeholders noting that there was an epidemic of drug use in their areas (heroin in particular). Interviewees were robust in their views that there is a need for additional resources to address the needs presented by young people, both in respect of detox facilities and the need for more specialist support services to work either alongside agencies providing support, or as a resource within services
- there is a lack of knowledge about the precise needs of some young people who have the **most complex and pressing needs** and how these needs might be met. For example, Voices from Care Cymru have worked with a number of young women, both under and over the age of 18, who are addicted to substances and involved in prostitution
- provision that can accommodate **young offenders**. People felt that it was important that accommodation is available at the point where young people are released from custody. One authority cited an example of a young person staying in custody because accommodation could not be found for them and another talked about a prison leaver sleeping in a tent because of the lack of any housing. A small number of interviewees, most usually in Youth Offending Teams, felt that there was an accessibility problem in that provision was not available at the time young people leaving custody needed it. Planning for resettlement is often frustrated when young people are in provision that is away from their home area
- the need for **emergency provision** specific to young people (not nightshelters). The majority of providers and commissioners highlighted the particular needs of 16 and 17 year olds, their vulnerability and the need to have emergency provision specific to this group in order to ensure their safety and avoid exploitation. As seen below, there are different views as to how best to meet this need which relate in the main to locality factors. However, a number of characteristics of such provision can be identified – small scale, multi-faceted projects which include assessment, support and mediation functions as well as accommodation
- **Supported Lodgings** is considered to be a successful model and interviewees who have this provision in their area generally wanted to expand this area of provision both in number and type. They felt it had the capacity to be used to meet a wider range of needs e.g. for emergency placements and to provide support to young people with specific needs e.g. mental health and substance misuse
- a lack of **prison/secure facilities** for young people in Wales. This creates problems for young people trying to keep in contact with family and friends while they are in custody and makes resettlement work more complex. In addition it affects continuity of services and Youth Offending Team officers commented that it was difficult to promote continuity with positive achievements gained in custody, such as vocational training and life skills work. The shortfall of prison/secure places for children/young people in Wales is significant. At any one time, there are around 180 Welsh children in the prison system and as at July 2007, only 78

secure spaces were available within Wales (capacity at Parc Prison is being increased, but there will still be a shortfall)

- 3.4.5 Gaps in provision identified by the two case study authorities largely reflect the overall view. However, there were differences between the urban and rural authority.
- 3.4.6 Stakeholders within the urban authority considered that there were sufficient services available to young single homeless people both in term of quantity and type. The one significant gap was the absence of accommodation and support services for young people with complex needs (defined as persistent offenders with substance misuse problems). These people were felt to be a small group but one which persistently caused problems in existing supported services and who over time become excluded from such services and often end up in bed and breakfast. Stakeholders commented that the landscape had changed in respect of substance misuse, that the use of heroin by young people was now as common as the use of cannabis by young people had been in the past and that there was a need for more specialist input in this area alongside other resources such as detox facilities. One stakeholder felt that there was a need to improve the planning, accessibility and availability of services for young people released from custody. Alongside this, they felt that it was important to continue the training and preparation work undertaken with young people in custody in order to help them avoid old patterns of behaviour.
- 3.4.7 Within the rural authority, specific gaps were identified as specialist back up services in the statutory voluntary sector that could provide specialist support to general homeless services in respect of mental health, substance misuse, disability (including illness) and family support. In addition, there was a lack of support services for young people in seven significant urban settlements in the area. It was noted that, due to pressure on services, it was occasionally necessary to place people with support needs in residential services that have no on site support service. The representatives from the Leaving Care Team and the Youth Offending Team felt that there was a need for focussed services for young people that present high, complex needs (usually involving chaotic behaviour, substance misuse and mental health issues) who could present a risk to themselves and others.

### ***A profile of services in two areas***

- 3.4.8 The last section of this chapter draws on information gathered in the final phase of work which examined the profile of services in two local authority areas, one urban and one rural. Table 3 shows how the services available in this area fit against the overall range of services set out in the typology in Table 2. In relation to the urban authority, the comparison only includes services specifically for young people, while the rural authority includes services to which young people amongst other client groups have access. This approach was taken due to the number and range of services available in the urban area.
- 3.4.9 As can be seen from Table 3, the main difference is that the urban authority has developed more young person-specific accommodation and support, while the rural authority generally places young people in adult provision for homeless people, some of which caters for specific needs.

**TABLE 3: Comparison of services offered in a rural and urban area using the typology categories and types**

<b>CATEGORY 1 – EMERGENCY/SHORT STAY PROVISION WHERE SERVICES ARE PROVIDED ON A <u>SINGLE SITE</u> HOSTEL ACCOMMODATION (includes refuges for people fleeing domestic abuse)</b>		
	<b>RURAL LOCAL AUTHORITY</b>	<b>URBAN LOCAL AUTHORITY</b>
<b>Category 1 Type 1: General hostel provision</b>	All different towns <ul style="list-style-type: none"> <li>• 8 units (+ 2 floating support units)</li> <li>• 7 units (+ 10 dispersed units i.e. flats, shared houses)</li> <li>• 10 units – no on site support (7 en suite, 3 flats). No single men.</li> <li>• 5 flats on an estate used as homeless provision – no on site support</li> </ul>	
<b>Category 1 Type 2: General hostel provision with designated secure accommodation for young people</b>		
<b>Category 1 Type 3: Refuge for people escaping domestic abuse</b>	<ul style="list-style-type: none"> <li>• 7 units (town A)</li> <li>• 4 units (town B)</li> <li>• 4 units (town C)</li> <li>• 3 units (town C)</li> </ul>	
<b>Category 1 Type 4: Specific hostel provision for young people</b>		<ul style="list-style-type: none"> <li>• 9 units for those aged 16 – 21 although priority is given to people aged under 18</li> </ul>
<b>Category 1 Type 5: Young persons hostel (emergency assessment and intervention)</b>		
<b>CATEGORY 2 – EMERGENCY INTERVENTION/SHORT STAY PROVISION WHERE SERVICES ARE <u>NOT</u> PROVIDED IN SINGLE SITE HOSTEL ACCOMMODATION</b>		
	<b>RURAL LOCAL AUTHORITY</b>	<b>URBAN LOCAL AUTHORITY</b>
<b>Category 2 Type 1: Bed and breakfast</b>		<ul style="list-style-type: none"> <li>• Yes – usually only as a last resort for those who have been excluded from other services</li> </ul>
<b>Category 2 Type 2: Emergency supported lodgings (also termed ‘night stop’ and ‘crash pad’)</b>		
<b>Category 2 Type 3</b>		

Assertive outreach services (mental health, substance misuse or multiple needs)		
Category 2 Type 4: Co-ordinated flexible multi agency package		
Category 2 Type 5: Mediation Services		<ul style="list-style-type: none"> <li>The service provides support to 10 – 15 young people to maintain their housing (often prior to a planned move into a supported housing service)</li> </ul>
<b>CATEGORY 3 – SERVICES OF A TEMPORARY NATURE THAT AIM TO PROVIDE SUPPORT TO ENABLE YOUNG PEOPLE TO MAINTAIN A TENANCY AND LIVE INDEPENDENTLY PROVIDED ON A SINGLE SITE</b>		
	<b>RURAL LOCAL AUTHORITY</b>	<b>URBAN LOCAL AUTHORITY</b>
Category 3 Type 1: Shared supported housing – can be for a range of young people or specialist i.e. vulnerable young women, young people misusing substances, those subject to criminal justice processes (approved premises)		
Category 3 Type 2: Foyers	<ul style="list-style-type: none"> <li>6 units – town A</li> <li>4 units – town B</li> </ul>	<ul style="list-style-type: none"> <li>28 units for people aged 16 - 25</li> </ul>
Category 3 Type 3: Training flats		<ul style="list-style-type: none"> <li>8 units - dispersed</li> </ul>
Category 3 Type 4: Shared house – peer support		
<b>CATEGORY 4 –SERVICES OF A TEMPORARY NATURE THAT AIM TO PROVIDE SUPPORT TO ENABLE YOUNG PEOPLE TO MAINTAIN A TENANCY AND LIVE INDEPENDENTLY IN DISPERSED GENERAL NEEDS ACCOMMODATION</b>		
	<b>RURAL LOCAL AUTHORITY</b>	<b>URBAN LOCAL AUTHORITY</b>
Category 4 Type 1: Floating support <u>generic</u> i.e. for a range of ages and needs	<ul style="list-style-type: none"> <li>10 units (across town A)</li> <li>17 units (town A but specific to a large estate)</li> </ul> <p><b>Issue specific services: (placed here and not below as they are not age specific)</b></p> <p>Specific service – domestic abuse</p> <ul style="list-style-type: none"> <li>4 units</li> <li>7 units</li> </ul>	

	<p>(different towns)</p> <p>Specific service - women and families</p> <ul style="list-style-type: none"> <li>• 7 units</li> <li>• 7 units</li> </ul> <p>(different towns)</p> <p>Specific service – mental health</p> <ul style="list-style-type: none"> <li>• 8 units</li> <li>• 6 units</li> <li>• 8 units</li> </ul> <p>(different towns)</p> <p>Specific service – learning disabilities</p> <ul style="list-style-type: none"> <li>• 77 units (provided in five towns)</li> </ul>	
<b>Category 4 Type 2: Floating Support – <u>specific to young people</u> whatever their support needs</b>	<ul style="list-style-type: none"> <li>• 8 – 10 units (across local authority)</li> </ul>	<ul style="list-style-type: none"> <li>• 50 units for people aged 16-21 (mixed tenure)</li> <li>• 12 units for people aged 16-24</li> <li>• Up to 10 units of floating support to young people living in bed and breakfast</li> <li>• 19 units used as emergency provision</li> <li>• 40 units specific to young people as part of the 303 Supporting People Revenue Grant units funded by the local authority</li> </ul>
<b>Category 4 Type 3: Floating support <u>Issue specific and young people specific</u> e.g. young people experiencing substance misuse, young offenders, care leavers, vulnerable young women</b>		<ul style="list-style-type: none"> <li>• 22 units to young women who are pregnant or have a dependent child</li> </ul>
<b>Category 4 Type 4: Bond schemes</b>		
<b>Category 4 Type 5: Supported lodgings</b>	To be operational from September – number as yet unspecified	<ul style="list-style-type: none"> <li>• 12 units for people aged 16-21</li> </ul>
<b>CATEGORY 5 – CATEGORY 5 –SERVICES OF A TEMPORARY NATURE THAT AIM TO PROVIDE SUPPORT TO ENABLE YOUNG PEOPLE TO BE ABLE TO MAINTAIN A TENANCY AND LIVE INDEPENDENTLY PROVIDED THROUGH A COMBINATION OF SINGLE SITE AND DISPERSED GENERAL NEEDS ACCOMMODATION (SOMETIMES REFERRED TO AS CORE AND CLUSTER)</b>		
	<b>RURAL LOCAL AUTHORITY</b>	<b>URBAN LOCAL AUTHORITY</b>

<p><b>Category 5 Type 1: Core and cluster – single site.</b></p>		<ul style="list-style-type: none"> <li>• A cluster 3 units (bedsits) which are used as move on from the Category 1 type 4 scheme highlighted above</li> <li>• 4 units (flats located together) which are used as move on from the Category 1 type 4 scheme highlighted above</li> </ul>
<p><b>Category 5 Type 2: Core and floating/dispersed cluster</b></p>	<p><b>General homeless provision:</b></p> <ul style="list-style-type: none"> <li>• 7 units. Core of 2 flats plus 5 dispersed flats</li> <li>• 10 units. Core of 4 flats plus 6 dispersed units (4 designated for first refusal by care leavers)</li> <li>• 6 units. Core of 6 flats plus an unspecified number of floating support units</li> <li>• 20 units. 13 units in 3 cores of flats plus 7 units of floating support (designated homelessness and offenders)</li> </ul> <p>The above are based in four different towns</p> <p><b>Issue specific (not age specific):</b></p> <p>Mental ill health:</p> <ul style="list-style-type: none"> <li>• 16 units: core of 4 flats, 2 dispersed flats, 10 units of floating support</li> <li>• 6 units: core of 4 self contained flats plus two units of floating support</li> </ul> <p>The above are in different towns</p> <p>Women with/without children:</p> <ul style="list-style-type: none"> <li>• 7 units: Core of 5 houses plus 2 units of floating support</li> </ul>	<ul style="list-style-type: none"> <li>• 4 units in a shared house and 2 units of floating support which are used specifically to accommodate care leavers</li> </ul>

3.4.10 The rationale of the two authorities for the approach taken on key issues is set out below.

RURAL AUTHORITY	URBAN AUTHORITY
<b>Strategic approach</b>	
<ul style="list-style-type: none"> <li>• The authority's stated approach is to accommodate young homeless people in</li> </ul>	<ul style="list-style-type: none"> <li>• The authority and its key partners have worked to reduce the use of bed and</li> </ul>

<p>general provision available to homeless people, including issue specific support for adults e.g. mental health provision.</p> <ul style="list-style-type: none"> <li>• Their only young people specific services are two foyers and a floating support service for care leavers. They do not feel that there are sufficient numbers or concentrations of young people to merit young-people specific services</li> <li>• In location terms, the services are based around five towns within which they strive to achieve a balance between general provision and issue-based services for homeless people</li> <li>• Recently they have taken the approach to attached floating support/dispersed services to their more residential (single site) services</li> <li>• In addition The Leaving Care Team stated that some care leavers were accommodated in general needs accommodation owned by the local authority and were supported by social workers or a Personal Adviser (a role which increased in numbers by 100% last year). In addition the Team also has a '18+ remaining in placement policy' which provides young people with an option to stay with foster parents and to transfer the fostering contract to a supported lodgings contract</li> </ul>	<p>breakfast for young people. Two years ago 30 young people were in bed and breakfast accommodation which has now reduced to 5</p> <ul style="list-style-type: none"> <li>• Access to housing and support for young people aged 16-20 is through a central referral and an initial assessment process. The staffing arrangements include a social worker and a homelessness officer working as part of a voluntary sector agency to co-ordinate this work</li> <li>• Following strategic reviews of homelessness services and Supporting People services, the authority has reconfigured its services to young homeless people. The current configuration is based on the principle that young people have 'housing careers' and that provision for this group needs to foster a 'continuum' of services that enables them to move around different types of housing and support until they are able to live independently</li> <li>• Consequently the local authority have a range of accommodation and support that is specific to young people (although it is likely to be the case that people may also be placed in more general provision for homeless people with specific issues e.g. domestic abuse)</li> </ul>
<p><b>The approach to the 16+ age group</b></p>	
<ul style="list-style-type: none"> <li>• The authority is currently developing a protocol between the Homelessness Unit, the Youth Offending Team and the Leaving Care Team to underpin the approach to meeting the housing and support needs of this group</li> </ul>	<ul style="list-style-type: none"> <li>• The authority deals with homeless 16 and 17 year olds under the Children Act rather than the homelessness legislation which they feel fosters a more continuous relationship with the young person as opposed to a single discharging of the duty under the Homeless Persons legislation</li> </ul>
<p><b>Future plans and indicators of need</b></p>	
<ul style="list-style-type: none"> <li>• In the authority's Needs Mapping Exercise for inclusion in its Supporting</li> </ul>	<ul style="list-style-type: none"> <li>• The local authority felt that the Supporting People powers have enabled it to take a</li> </ul>

<p>People Operational Plan 91 (27%) of those surveyed were under 25</p> <ul style="list-style-type: none"> <li>• This survey also showed that out of 173 Probation returns for the Needs Mapping Exercise, 34% were under 25</li> <li>• In terms of the local authority homelessness figures, those who are in priority need due to the breakdown of a relationship with their parents is high. 21% of all cases dealt with by the Housing Options Advisers fell into this category.</li> <li>• The authority has recently accessed a Section 180 grant to develop a mediation service to address the issue of young people being asked to leave home</li> <li>• The authority has three Housing Options Advisers who take a proactive role to work with people to prevent them from becoming homeless. They are intending to increase this figure to five to cover the main towns</li> </ul>	<p>planned, strategic approach in its work with partners to reconfigure and commission services to meet the needs of young people in its area</p>
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3.4.11 A number of issues emerge from an analysis of the case studies:

- both authorities have a clear strategic view about and planned approach to how they will meet the needs of young single homeless people in their area. Their approach is governed by geographical issues, commissioning and reconfiguration activity and the availability of resources. Access to services is influenced by how the local authorities choose to use their own staffing resources and how individuals and functions within the local authority work in partnership
- location is a significant factor in respect of the rural area and it is evident that it is a real challenge for it to organise services and resources to reach young people across the locality. Its decision to integrate services for young people with services for adults to a high degree reveals a divide in approach, with the urban authority being more able to pursue a strategy to develop young person specific services
- the urban authority has developed a 'continuum' of support and accommodation services with the aim that young people can move through them (or to and fro within them) to eventually move to a more independent way of life. The rural authority seeks to obtain this sort of flexibility by a range of core and cluster services which has the same aim of encouraging a staged approach to enabling people to acquire the skills to live more settled lives



- the lack of affordable move on has a negative impact on the effective use of supported housing services in the rural area
- both local authorities highlight gaps in respect of their ability to cater for young people who have the most high and complex needs (which can involve risk issues often accompanied by offending and/or chaotic behaviour and substance misuse)
- in relation to young offenders, both authorities commented on the need for services to be accessible and available to young people at the time they leave custody and emphasise the need for a continuity of approach to enable rehabilitation
- the two authorities recognise the role that mediation services can play in preventing homelessness or taking a more planned approach to managing the process of family breakdown (one authority already has a service and the other is in the process of developing one). In addition, both areas operate supported lodgings services
- both authorities emphasise the need for continuity of support services and the importance of maintaining a skilled workforce within organisations providing support
- the issue of sharing facilities in single site accommodation which might be trying to cater for an inappropriate mix of needs was highlighted by both local authorities as being problematic

#### **Key points: needs and provision**

- The needs of young single homeless people are not always considered separately from the needs of all single homeless people
- The needs of young single homeless people are complex and changeable and their living patterns dynamic. This supports the need for a range of accommodation and a pluralistic response that can be flexible and focussed on the needs of individuals as opposed to groups
- There are a proportion of young single homeless people that have low needs. At the other end of the spectrum, there are young single homeless people with complex needs who are likely to need a multi-faceted and sustained response
- There is a wide range of accommodation and support models available that aim to meet the needs of young single homeless people. Services can be:
  - orientated around single site purpose built models
  - support focussed, placing less emphasis on a single, specifically designed or modified building
  - combine an element of both of the above

and any of the above models can have further permutations:

- age specific e.g. under 18s or up to 21/25
- issue specific e.g. mental health, women only
- age and issue specific e.g. a service for young women with mental health issues

- Gaps in provision most commonly identified were services for young single homeless people with complex needs and emergency accommodation for young people, particularly 16 and 17 year olds
- The local service profiles show that location and geographical issues have a significant influence on how a strategic authority may work with key stakeholders and providers to meet need in their area
- In the majority of service types, there is no clear correlation between the model of accommodation and the needs accommodated in the particular service type
- Young people, particularly 16-18 year olds, must be allowed to make mistakes and to learn from them. It may be more appropriate for local authorities to have a continuing relationship with this group of young people

## **4 EFFECTIVENESS OF PROVISION**

### **4.1 Introduction**

- 4.1.1 All phases of the research aimed to generate information about the effectiveness of the various models of accommodation and support and their suitability for young people with different needs. This Chapter therefore draws on all phases of the research, including the case studies (of which focus groups with young people were part).
- 4.1.2 We have already noted in Chapter 1 the limitations of the research in terms of lack of hard information identified on cost effectiveness of the different models of accommodation and support. In this Chapter, we have defined effectiveness in a broad way, encompassing not just cost effectiveness/value for money issues, but also what types of accommodation and support are most suitable for what needs from the perspective of stakeholders and young people themselves and consideration of a range of contextual, strategic and operational factors that have an impact on the effectiveness of individual services. It is also important to think about the effectiveness of the 'whole system' of accommodation and support for young single homeless people which is in place in any one area. The effectiveness of one part of the system is inevitably affected by other parts of the system. For example, if an area has no provision for young single homeless people with high levels of need, this is likely to have an impact on services for those with lower levels of need which may end up accommodating young people with complex needs.
- 4.1.3 The information gathered by the research is presented under the following headings:
- linking needs and types of accommodation and support
  - cost effectiveness and value for money
  - contextual issues that impact on the effectiveness of provision
  - strategic issues that impact on the effectiveness of provision
  - operational issues that impact on the effectiveness of provision

Examples of effective practice from both England and Wales are included to illustrate particular points.

### **4.2 Linking needs and types of accommodation and support**

#### ***Catering for young single homeless people with non complex, basic needs***

- 4.2.1 The majority of interviewees agreed that there were a proportion of young single homeless people who had non complex needs who could live independently after a limited amount of support and who could therefore move quickly through services into independent accommodation. The following stakeholders put forward percentage estimates of young people they came into contact with who they felt had non complex needs and who could live independently with limited support input:

Youth Offending Teams - 20%, 25%

Leaving Care Teams – 20%, 30%, 50%, 60%

Homelessness Teams – 15/20%, 20%, 30%, 40%

4.2.2 Interviewees working in homelessness services made the point that, as homelessness prevention services become better established and effective, this may have the impact of fewer young people who come through the homelessness route being able to move through the system swiftly, (i.e. those young people whose homelessness cannot be prevented are likely to have more complex needs).

4.2.3 The following views were expressed in relation to young single homeless people with non complex needs:

- young people who have non complex needs tend to be those who have some family support and a network of friends and those who have not had a range of placements away from their home area
- young people with low needs can get stuck in services and this can serve to create dependence and result in them learning 'bad habits' from young people with more complex needs
- a 'fast track' approach would currently be impossible to achieve because of the lack of single person general needs accommodation. In addition, accommodation that is offered to young single people is often inappropriate in terms of location and quality. One strategic stakeholder made the point that housing associations do not have the supply of accommodation to meet these needs and that, in some parts of Wales, the competition for private sector accommodation means that landlords can pick and choose who they house

4.2.4 Some providers sounded a note of caution and raised the following issues:

- 16 and 17 year olds are legally defined as children and anyone falling within this age range would need some additional support in a placement (e.g. supported lodgings or shared housing environment) before they could live on their own
- often young people say they want to live on their own, but in reality have no comprehension of what this means and are ill prepared for what it means in practice
- there is little exploration of options for homeless/potentially homeless young people to share general needs accommodation in the way that many other young people do, (e.g. student shared housing) and such provision could provide a bridge towards living on their own. If such a model were to be actively promoted, care would need to be taken to give young people choice about who they shared with and providers would need to be mindful of the mix of needs and habits/ behaviours

## ***Catering for young single homeless people with complex needs***

- 4.2.5 The majority of local authority interviewees felt that young people who had an actual history of violent behaviour and complex needs should not be housed in shared temporary provision if at all possible. However, this was not possible in areas that do not have a range of provision and, in practice, local authorities felt that it was necessary to take a pragmatic approach.
- 4.2.6 Other interviewees, mainly providers, felt that:
- housing people who present a risk is part of their function and what they are there for
  - it is not beneficial to segregate young people with particular needs from other young people, adults or their communities generally, on the basis of their behaviour, as this only serves to reinforce their isolation
  - the regulatory frameworks and accompanying bureaucracies can be overly risk averse and stifle a truly needs-led approach
- 4.2.7 While the above views appear conflicting, the current outcome is that a mix of young people are being housed within shared housing, including those with complex needs which may fall within the third and fourth categories in the spectrum of need set out in Table 1. However, there was general agreement that, where young people present a risk and have complex needs, there are a number of prerequisites that need to be in place in order for organisations to be able to cater effectively for their needs.
- 4.2.8 Assessing and accommodating young single homeless people with complex needs requires:
- a detailed assessment including a robust risk assessment process to enable providers to make a judgement about whether they can manage the persons' needs and any risks presented
  - providers to have regard to the current mix of residents in the service
  - staffing levels to be sufficient to provide appropriate levels of support and cover (i.e. 24 hour staffing)
  - inter-agency working and co-operation in meeting the totality of service users' needs
  - providers to take a proactive approach to mediation and preventing bullying
- 4.2.9 There was widespread acknowledgement amongst those interviewed that there are some young people, albeit a minority, who have needs that are extremely complex and who could benefit from a very specialised and intensive service that is not accommodation-based, such as the assertive outreach model (see Appendix 4 for an

explanation and a practical example of an assertive outreach service for young people with acute mental health needs).

- 4.2.10 Interviewees felt that, although such services are expensive, they are preventative and over the long term can generate significant savings and can make a positive early intervention into young peoples' lives. However, this level of preventative funding does not have a history of support at a national strategic level in Wales.
- 4.2.11 Catering for complex needs is an issue that concerned interviewees and the above comments need to be taken into consideration alongside the gap in provision for those with the most complex needs identified earlier in the report.
- 4.2.12 A particular example was provided by Voices from Care Cymru. The organisation noted that a high proportion of care leavers enter prison or secure units and prostitution. Such young people are often likely to present issues relating to substance misuse and/or poor mental health often underpinned by experience of abuse and/or experience of a number of unsatisfactory placements. Such factors place them in the highest categories of need. Either situation can result in young people becoming further alienated from the mainstream of society and the latter involves exploitation of vulnerable young people/children. The interventions required with such young people are challenging and complex and require a particular focus which, Voices from Care believes, is lacking in Wales at the present time. This is an area that merits further research to scope the extent of the problem and to explore the types of services that may provide effective intervention and support.
- 4.2.13 The point was emphatically made that an early, proactive intervention would be cost effective as inevitably young people left in such circumstances present issues which have massive cost implications for years to come and young women in these situations often have children who can require child protection services and will often themselves become vulnerable adults and repeat the cycle.

### **Planning to meet complex needs**

Ceredigion County Council is developing a service aimed at Persistent, Prolific Offenders (PPO) aged 16 and over. The single site accommodation will provide intensive and structured support (on a 24 hour basis) to a maximum of seven service users. Referrals will be agreed through the PPO group and progress will be fed back to each meeting.

The support offered will be closely structured around Amber Progressive Housing Units. This is a comprehensive training programme designed to help service users achieve sustainable independence and have the necessary skills and knowledge to maintain a tenancy, budget and have a safe and healthy lifestyle. The stand alone units are nationally accredited qualifications and the aim is to work with landlords to see these qualifications as an assurance of ability to maintain a tenancy. This structured approach will therefore increase service user's likelihood of finding, accessing and importantly maintaining a tenancy when moving on from the service.

The service will be funded by Supporting People, local authority housing, Welsh Assembly Government Homelessness Grant and Dyfed Powys Police Basic Command Unit and will also be supported by the Community Safety Partnership and Probation. A Community Police Office will be based within the premises to encourage service users to develop a more positive relationship with the police and improve community confidence.

[Ceredigion County Council]

### **Meeting complex needs**

Leicester City Council's Housing Community Care Section offers floating support services to people who are homeless and have complex needs or a history of failed tenancies. The floating support service is also available to anyone experiencing housing problems as a result of alcohol or drug use. The Housing Community Care Section offers a holistic approach to providing support, taking all aspects of a client's circumstances into consideration. A Housing Support Worker is available to assess and support young people dependent on alcohol or drugs.

[Source: Leicester City Council website]

### ***General provision versus specialist provision***

4.2.14 Views about whether there is a need for specialist services for young single homeless people with distinct needs and ages were mixed. There was little support for providing single site services to cater for specific needs although it is recognised that this may focus expertise. However, there was a consensus that it is not helpful to accommodate people together who have similar needs, particularly where they are high and complex. For example, grouping together people with specific needs such as substance misuse would reinforce their issues and ghettoise their needs.

4.2.15 Youth Offending Team representatives and the National Offender Management Service representatives felt that it was not helpful to have single site provision specific to young offenders as this only reinforces their social isolation. Rather, wherever possible they should use the general support and accommodation provision available to other young people.

4.2.16 However, the comments below from young people that have lived in shared accommodation illustrate their views about living with people who present complex or particular issues:

*'Too many people with drug problems which can lead other people astray'*

*'Need a project for those people with drug problems and a separate project for those who don't have any needs'*

*'In the shared accommodation there were fights between the boys, but I tried to ignore them'*

(Young Peoples' Focus Groups – urban and rural authorities)

- 4.2.17 Interviewees considered that specialist services, (e.g. those that are geared towards single issues such as mental health needs, substance misuse), are useful as they enable services and staff teams to develop expertise in a particular area. However, in terms of type of provision, such services would be best provided in non site-specific schemes such as floating support or dispersed properties.
- 4.2.18 Interviewees also acknowledged that services that are not issue specific need to have access to external support on specialist areas such mental health, offending behaviour and substance misuse, in order to effectively meet the full range of needs presented by young single homeless people.
- 4.2.19 The only exception to the general view about not having specific schemes for specific needs is for young homeless people who have experienced abuse. People in these circumstances can often draw benefit from sharing a safe environment for a temporary period with other people who have had similar experiences. Such specialist provision works best when it is gender specific.
- 4.2.20 Interviewees felt that provision to accommodate young single homeless people with physical disabilities should be planned on a regional basis.

### **Meeting specific needs**

Manchester City Council has worked with service providers to differentiate the support they provide to ensure a more focused response to peoples' specific needs. For example, one of the larger providers that supports young people at risk has begun to provide specific services for young gay people and young refugees as a result of feedback from young people and in recognition that these specific approaches are leading to better outcomes.

[Source: Manchester City Council Supporting People Inspection Report, August 2004]

### ***Direct access/hostel provision***

- 4.2.21 Local authorities and providers in all areas of Wales are presented with young people who have an urgent need for accommodation and support. Meeting the urgent and pressing accommodation and support needs of a young person whilst also ensuring their safety and well-being is a complex challenge to all stakeholders.
- 4.2.22 It is clear that stakeholders feel that specific services (single site and non single site) should be developed to meet the emergency needs of young people aged under 18. The issue of where young people over 18 should be accommodated depends on the particular design, resources and quality of emergency services available.



4.2.23 Providers commented that if direct access was used for its intended purpose of being short stay provision, such management issues would be less complex. A lack of move on accommodation often exacerbates management issues which may be containable in the short term.

4.2.24 Key points made in relation to accommodating young homeless people in emergency accommodation were:

- that young people specific provision was preferable
- that no young people aged 16-18 should live in an adult hostel environment
- even where there is a separate, secure wing for young people in adult hostel provision, the use of shared areas is problematic and requires a high level of staffing to observe interaction in common areas
- young people should not go into a direct access hostel that is open door (i.e. that takes self referrals on a first come first served basis). It is vital that any use of such services by young people is conditional on detailed assessments being carried out and the staff having a clear understanding of risk in terms of the individual and also the mix of needs within the service
- interviewees based in rural areas noted that it was difficult to provide separate hostels for young people and that other solutions need to be developed, (e.g. emergency supported lodgings or small safe houses for young people)
- some local authorities commented that a well staffed hostel that accommodated adults and young people together was probably preferable to bed and breakfast. However, where local authorities have close working relationship with providers of good quality, supportive bed and breakfast accommodation, there was an argument that this was preferable to mixed hostel accommodation and the best examples could closely resemble the supported lodgings model

4.2.25 All interviewees were unanimous that 24 hour staffing was necessary in hostel provision.

### ***Supported Lodgings***

4.2.26 In order for Supported Lodgings to be effective, providers and commissioning bodies felt that placement providers need to be well supported, both by the organisation that is co-ordinating the Supported Lodgings Service and the statutory sector. In addition, they were concerned that placement providers needed to be financially rewarded at a level that is at least comparable to payments made to foster providers, otherwise, as is currently happening, people choose to become foster parents instead. There are particular issues associated with the tax and benefits system which make recruiting supported lodgings providers difficult. For example, the same tax benefits which accrue to someone who lets out a room in their home do not accrue to supporting

lodgings providers and the same benefits disregard for earnings applies to supported lodgings providers as to anyone else.

### **Shared accommodation**

4.2.27 The literature review noted that shared accommodation is unpopular with some young people, but that young people can feel isolated in their own tenancies even when support is provided.

4.2.28 Interviewees had a range of views about the benefits of mutual support for young people in shared accommodation. There is a consensus that mutual support doesn't necessarily happen just by putting young people together. Often the reverse can be the case in that a bullying culture can easily develop amongst people who have observed, or been exposed to, dysfunctional adult relationships.

4.2.29 The views of young people in the focus groups about shared accommodation were mixed:

*'Too many young people under one roof'*

*'Living in shared accommodation was good. We got on with one another. I had friends and good company'*

*'My own flat is very nice. I'd rather be on my own than sharing'*

*'The block of flats can be a pain in the neck with people playing loud music until three in the morning'*

*'Sometimes there is trouble. Teenagers hang around the front door'*

*'I don't like living here. I want a place of my own'*

*'My room is very small. I don't like living in one room.'*

*'I know the person I share with, and would not like it if we weren't sharing'*

(Young peoples focus groups – urban and rural authority)

4.2.30 There is agreement that there can be benefits where peer support can be provided in a managed way, (e.g. the homeless soccer league, trips and events), or by linking up young people with other young adults who have been in similar situations in the past.

4.2.31 The Youth Service interviewees (interviewed at a national level) felt that it was important that young people, (particularly those living in shared environments), were supported to access community based mainstream leisure and arts activities so that they can mix with young people and adults who are not part of the supported housing network. This was a view shared by young people:

*'I know a lot of people around town and I mix with people outside the scheme'*

*'I mix with my mates'*

*'I don't mix with people in the scheme. I've got my own friends outside'*

(Young people's focus groups – urban and rural authorities)

4.2.32 A majority of those interviewed felt that some sort of 24 hour cover (24 hour staffing or out of hours call out) should be provided in all shared environments. However, some organisations put forward the view that the need for this was dependent on the mix of residents and it would be helpful if funding systems made it easier for this service to be applied on a flexible basis.

### ***The need for a range of services***

4.2.33 Ultimately the decision about where to place a young person will be a compromise between the needs of the young person and what is actually available. This compromise can lead to a mismatch between needs and the service provided.

4.2.34 Overwhelming support was expressed by those interviewed for a continuum of accommodation and support services (i.e. the provision of accommodation and support across the whole of the typology). Some people felt that the word continuum was unhelpful as it implied that there was a pre-imposed progress route to achieving independence which could easily pigeonhole young people. Interviewees felt that the concept would be better expressed by promoting the principle of having a range of services so that a degree of choice could be provided.

4.2.35 Interviewees felt that it was important for young people to be able to move in and out, to and fro and around services and that often it was necessary for people to 'fail' and try again in order to learn from their experiences. It is important to recognise that young people generally are often very mobile and lead dynamic lives and that it is a false expectation to aspire to settled patterns of living on their part.

4.2.36 The journeys below evidence the range of different routes that young people can follow towards achieving a more settled, independent pattern of living

- male - B&B, now living in a flat supported by floating support
- female - B&B, then emergency accommodation, now in own flat with floating support
- male - B&B, emergency accommodation, foyer, emergency accommodation. Now housed in dispersed scheme with move on planned.
- female - street homeless, homeless hostel for adults, now in temporary supported shared housing
- male - B&B, supported lodgings, now in own flat with floating support provided  
(Young peoples' focus group, urban authority)

4.2.37 Organisations (particularly providers) emphasised the importance of being needs led and the need to listen to what young people say they want rather than what providers and planners think they should have or do.

### **Increasing options for care leavers**

Solihull Metropolitan Council has worked to improve choices for care leavers. They include:

- Pathway project – accommodation-based support for up to two years, referrals for care leavers and from Housing Options Team
- supported lodgings – room, breakfast and evening meal with ‘approved’ providers in their own home
- training flat – fully furnished for stays of up to 4 weeks
- Turnaround – floating support provided by St Basils, (a specialist voluntary sector providers of services for young single homeless people), for between one and two years, referrals made as part of Pathway Plan

[Source: Solihull Metropolitan Council website and Homelessness Strategy]

## **4.3 Cost effectiveness/value for money**

### ***Services regarded as good value for money***

4.3.1 The literature review found a number of evaluations of various models of accommodation and support which made assessments of cost effectiveness e.g;

- the evaluation of Safe Moves<sup>1</sup> put a cost on its services and compared this to the cost of services that someone might have used had they not had the Safe Move service (e.g. the cost of processing a homeless application)
- the evaluation of the Emmaus Cambridge community estimated the savings to the public purse of the Emmaus approach (in which service users take as little direct government assistance as possible)

4.3.2 The Matrix study of the costs and benefits of Supporting People services in Wales concluded that for young single homeless people and children leaving care, the costs of the services provided exceeded the quantifiable benefits by over £2,000 per service user (WAG, 2006). However, the study only looked at quantifiable benefits and noted that the non-quantifiable benefits are likely to be significant for this client group. In addition, the study only looked at benefits that accrued over a period of one year; for this client group, benefits over the remainder of their life could also be considerable.

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<sup>1</sup> Safe Moves was a pilot project in four local authority areas in England which aimed to test a new model of preventing homelessness for young people aged between 13 and 19 involving the development and delivery of a package of services to young people including appropriate support to move into supported or independent accommodation where needed

4.3.3 In addition, the review of homelessness strategies and Supporting People Operational Plans identified the following issues in relation to cost effectiveness:

- out of area placements for young people leaving care are particularly expensive
- the lack of move on options reduces the cost effectiveness of a number of schemes
- family mediation services save money
- the use of emergency beds which are paid for, but not used 100% of the time, needs careful monitoring

4.3.4 However, no information was found that had looked at comparative cost effectiveness of a number of types of accommodation and support for young single homeless people.

4.3.5 A number of services were highlighted by interviewees as being cost effective:

- **Floating support** – partly because services are provided in people's homes and can allow a more young person-centred approach than is sometimes possible in shared houses. Shared houses also have to focus on the needs of the occupants on a collective level which can lead to constraints in terms of being able to focus on an individual. This model was also seen as value for money because it did not require a capital input and avoided the associated planning and development issues
- **Mediation services** – such services are often seen as making an early intervention and resolving situations before they escalate. For a service to be effective, it must be young person focused, with the negotiations and outcomes geared to finding the solution that is best for them and above all ensures their safety and well being. It is vital that the service can maintain a degree of independence and can stand apart from what may be conflicting organisational interests, internal systems or consideration of use of resources
- **Supported Lodgings services** were thought to be effective and good value for money although interviewees commented on the difficulty of recruiting adults willing to be involved in such services
- **Temporary single site schemes** are often thought of as expensive but were often felt to be value for money over the longer term. There is a general feeling that these need to be small (between 4 and 8 units). However, commissioners of services interviewed stated that the current Supporting People Revenue Grant tariff levels do not support this approach and smaller shared schemes are not financially viable unless they have additional funding from another source

4.3.6 Many interviewees felt that there was a lack of recognition of the value of work with young people which may seem expensive at the time, but has a preventative input that can provide significant cost savings in the long term. This comment particularly applies to investing in the most intensive services for young people with complex issues and a

pattern of offending. The lack of investment in secure facilities for young people to prevent them from going to prison settings in England was cited as a case in point.

4.3.7 The review of annual returns (collected by the Welsh Assembly Government from organisations that receive Supported Housing Revenue Grant) for 20 projects that provide supported housing services to young people found that:

- 19 of the projects received the intensity option in relation to Supporting People Revenue Grant funding. This would appear to indicate that the Welsh Assembly Government accepts that these projects deal with high and complex needs in the context of the tariff system
- 12 of the projects had either 24 hour staffing or an out of hours on-call system, again indicating the level of need being catered for
- void levels were very low, showing demand for the services
- staff to tenant ratios ranged from 1:1 to 1:10, with the majority being 1:4, indicating the need for high staffing levels

4.3.8 The above facts show that projects for young single homeless people should be able to cater for high and complex needs. However, as has been suggested earlier providers and commissioners state that they have difficulty in meeting the needs of the minority of young people with such needs. This view, combined with the above data, suggests that there is a need to look at different service models to meet such needs, possibly outside of those currently defined by the Supporting People Revenue Grant funding framework.

### ***Value for money in relation to outcomes***

4.3.9 There is little information on specific outcomes for young single homeless people. Some organisations have developed, or are in the process of, developing, in-house systems to track outcomes. Local authority Supporting People teams also gather statistics which mainly focus on numerical information such as proportion of planned and unplanned moves from supported housing schemes. At present, these relate in the main to quantitative as opposed to qualitative or outcome information. One example was identified during the research of a local authority reporting that young people moving along the continuum of provision provided by a voluntary sector provider, (supported lodgings, supported housing, independent housing with support), tended to fare better than those who move out of local authority temporary accommodation into independent accommodation with support.

4.3.10 Many interviewees commented on the difficulty in establishing what constituted a successful outcome. Young people have varying levels of needs and do not constitute an homogenous group and so what is an achievement can vary greatly between individuals. Also systems do not tend to measure or consider experiential learning or distance travelled, which often necessitates the need to make mistakes for the learning to become well established in a young person's psyche. A minority of

providers are looking at distance travelled as a way of measuring the success of a service.

4.3.11 This aspect of evaluating services to young single homeless people is underdeveloped on the whole, although some Supporting People Teams are beginning to work on a regional level to establish systems to compare the costs of services.

4.3.12 In the main, when asked about costs of services, people referred to the Supporting People Revenue Grant tariff amounts which are paid per unit for different types of services. However, not all local authorities pay the full tariff amount to service providers, instead choosing to use it to pool the resource in order to fund more bedspaces.

### **Tracking outcomes using the outcomes star**

Some homelessness organisations (such as St Mungos and Solas) have developed ways of measuring the outcomes of their services by measuring 'distance travelled'. The 'outcome star' involves an initial assessment carried out jointly by a key worker and a homeless person who is using the service.

St Mungos maps the individual's situation in 8 areas – personal responsibility, living skills, social networks, substance use, physical health, mental health, meaningful use of time and accommodation.

Solas tracks distance travelled in relation to a very similar set of areas - personal responsibility, living skills, social networks, substance use, managing physical and mental health, meaningful use of time/employability and accommodation.

Later reference back to the initial assessment, enables the individual and the service provider jointly to track the individual's progress. It also enables the organisation to see whether there are any areas in which it is consistently failing to help individuals progress.

[Source: Scottish Executive (2007a) A literature review on multiple and complex needs and Solas]

### **Measuring outcomes**

Llamau Limited capture comprehensive monitoring information in relation to the aims, objectives and outcomes for each of their projects, as well as for every service user.

The monitoring database enables the organisation to clearly evidence the number and complexity of support needs service users present with, disclose during the support process and address during their stay with Llamau.

Alongside this statistical information, the organisation captures 'distance travelled' or progression made for individual service users in relation to a maximum of 6 priority support

needs. The system measures where the service user was when first entering the project, the progression made throughout their stay and where they are when they leave the project in relation to each support need.

[Source: Llamau Limited]

#### **4.4 Contextual issues that impact on the effectiveness of provision**

##### ***Policy issues***

4.4.1 In the course of this project, many interviewees discussed the way young people are viewed in the UK. There is a feeling that their work and the progress young people can make is frustrated by young people being demonised and held responsible for crime and disorder and society's ills in general. While resolving such contextual issues is clearly beyond the scope of this research, it is being highlighted as this prevalent view certainly impedes the ability of planners and providers to make headway, e.g. in developing appropriate accommodation-based services for young people. On a more operational level, it also impacts upon the ease with which young people who have had difficulties early in their lives can achieve reintegration into mainstream housing, educational and community settings.

4.4.2 Many interviewees raised the issue of the importance of style and approach when working with young people. This is a complex debate and a summary of the points made is set out below:

- many interviewees emphasised that it is important to work with young people in a way that is needs-led and listens to what people want rather than telling them what to do and doing things for them
- most providers and some interviewees at a strategic level stressed the importance of self determination and learning to take responsibility which inevitably means the right to make mistakes. At the same time, for some young people (particularly those under 18 who have been subject to child protection procedures or defined as children in need), there is a need to act in their interest and be more interventionist on their behalf

4.4.3 To over-simplify the debate, there is a need to distinguish when there is a need for support to be based more on the social services, social welfare model (more protectionist and possibly more bound by legislative responsibility) and where it is more appropriate to use a youth service, learning/educational model (more aligned to self determination).

4.4.4 These models span the spectrum of approaches to working with young people, but many young people are likely to be going through some transition that will merit both of the above approaches. Interviewees highlighted the need for a debate at a national and local level about when the approach to support should become one that places a growing emphasis on responsibility, learning and self determination. In general, this



approach calls for services that are more person-centred, dynamic and ready and able to change as a young person's needs change and develop.

### ***Locational issues in rural areas***

4.4.5 The location in which services are provided has a significant impact on their effectiveness. In particular, the degree of rurality will impact on the type and effectiveness of services. Interviewees who planned or provided services in rural areas consistently highlighted similar issues:

- generally, there was felt to be a lack of provision for young people in rural areas, particularly more specialist provision. Meeting the demand for specialist services in areas of dispersed population and achieving value for money is inevitably a challenge and requires innovative approaches to providing such services
- the barriers to developing services such as nimbyism and difficulties of successfully negotiating the planning system are prevalent in rural areas
- if a young person has to leave an area (e.g. go to prison or move to another part of an authority to be housed in an emergency or to receive emergency or specialist support), it is often very difficult for them to find housing and/or support back in their home area
- economies of scale often don't allow for more than one emergency direct hostel provision (or even one in some case). Therefore, there is a dearth of small specialist facilities for homeless young people. This means that there is virtually no single site provision specifically for 16 and 17 year olds
- the problem of the lack of available, appropriate, affordable housing stock for young single people is felt to be particularly significant in rural areas
- where services are so scarce, it is felt to be all the more important that they are multi-faceted. In such services, the ability for back up from statutory and other backup services is regarded as essential
- the ability of organisations to work in partnership is often frustrated by issues of distance, financial resources and capacity
- providers commented that at present there is little joint commissioning activity and regional, cross boundary provision of services

4.4.6 Projects and approaches that interviewees identified as working well in rural areas were:

- small, discrete single site projects near to community resources e.g. shops, banks, public transport networks

- emergency hostels for homeless people based in urban settings which tend to ensure better access to other resources e.g. the statutory sector, employment and training networks
- core and cluster services which provide a core (shared house or group of flats) combined with dispersed housing (usually flats) in the general needs stock
- non single-site provision (e.g. supported lodgings, floating support)

#### **4.5 Strategic issues that impact on the effective planning and development of provision**

4.5.1 The majority of interviewees felt that it was difficult to develop single site services due to a range of factors:

- nimbyism and/or a lack of corporate commitment and/or opposition from the relevant ward councillor in whose area a service is to be sited
- where strategic planners and providers had managed to align capital and revenue input for a service which they already regard as a difficult enough task, the progress of the service often fell at the planning hurdle due to one or more of the above factors
- providers feel that where a service is sited is critical to its long term success. Ideally it should be part of a community and near to services as opposed to being sited in an isolated location on the edge of town

4.5.2 In general interviewees were at a loss to see how these difficulties can be overcome. They suggested that raising awareness of the issues amongst elected members and the need for a more proactive approach and intervention at a national level are necessary first steps to improving the situation.

4.5.3 Strong views were also expressed that providers and commissioners of services have become too focused on bricks and mortar and that there should be more of a support focus which takes a more pragmatic approach to the use of accommodation i.e. one that side-steps the above problems. For example:

- using existing general needs stock to provide a supported housing service (e.g. a general needs house to provide emergency accommodation for 3 - 4 young people)
- developing small scale supported housing provision as part of a new registered social landlord development which can avoid the nimbyism element as there are no existing neighbours at the development stage
- extending non-specific supported accommodation services such as supported lodgings services

- providing floating support to small groups of young people sharing a house together in the general needs stock

4.5.4 A number of points were made about design/location issues by providers and commissioners:

- single site (shared temporary or hostel provision) for young people should be small in size (up to four-six bedrooms). This makes it is easier to provide person-focused support rather than become preoccupied with managing issues created by the mix of the residents and their use of the building. However, both providers and commissioners commented that the current levels of Supporting People Revenue Grant meant that services had to be larger to be financially viable
- single site provision needs to afford occupants as much privacy as possible and many consultees felt that people should have access to wc and shower facilities in their own suite as opposed to sharing
- properties used for floating support need be located in places that are safe for young people and enable them to access services and take part in local mainstream activities with other young people

## **4.6 Operational issues that impact on effectiveness of provision**

4.6.1 The ability of individual services to be effective relies on having a flexible range of services available and in getting the supply of accommodation right so that it meets the challenge of catering for a range of needs. It is also clear that there are a range of interlinked operational issues that impact on the ability of services to be effective. The issues raised by consultees and interviewees are set out below.

### ***Mismatch of needs and service type***

4.6.2 Interviewees and consultees identified that single site schemes can often become less effective and difficult to manage due to the following factors:

- a lack of services in an area and the need for/pressure on providers to be pragmatic if a person has nowhere else to go
- a lack of clear eligibility criteria, referral procedure and assessment or a criterion being contorted due the above
- agency referrals which do not supply full information about an individual, (described as 'dumping')
- a lack of statutory sector resources to work in partnership to meet a persons' needs which means that those needs escalate because they cannot be effectively met. Often this can lead to an eviction

- some providers are contractually required to accept all the referrals local authorities make to a service irrespective of whether they are appropriate at that particular time (given the management situation within the project) or more generally

4.6.3 Maintaining integrity in terms of what a service was set up to achieve, via robust access and assessment processes is linked to its effectiveness. Where this is compromised due to a lack of supply or inappropriate referrals this can impact on effectiveness of shared housing services.

### ***Access and assessment processes***

4.6.4 Linked to the above are issues associated with access and assessment processes. Awareness of, and ease of access to, the accommodation and support services that are provided for young single homeless people is crucial. A number of authorities have done innovative work to ensure that those in need know about, and can get access to, services, (e.g. provision of specialist housing advice services for young people).

4.6.5 Holistic assessment processes which address the whole of a young person's needs are also crucial. Again, there are examples of innovative work in this respect, including joining up different assessment processes and putting in place specialist staff who are expert in engaging with young people.

4.6.6 Timing issues are crucial for young people being discharged from institutions such as prison. Space may not be available in an appropriate service at exactly the right time; planned access and assessment arrangements are needed to reduce such problems.

### **Assessment services combined with prevention**

The Bays project in Swansea, managed by Barnardo's Cymru, provides three services:

- an assessment service for young people who are homeless or threatened with homelessness
- an advice service to young people and care leavers
- a support service to young people living in bed and breakfast accommodation

The assessment service sees 16 and 17 year olds as 'Children in Need' and needs are assessed by social workers who are based in the Bays project. The needs of 18-21 year olds are assessed by housing options advisors who work alongside the project. Barnardo's Cymru also provide a mediation service where young people may want to return home alongside a home support service to support the process of the young person returning home.

The preventative focus of the team is to be extended through the employment of an educational link worker who will work closely with schools and educational welfare officers to

identify and work with young people who are experiencing difficulties in order that their needs can be identified and support provided at an early stage.

[Source: Barnardo's Cymru]

### **Combining assessment with services**

Plymouth City Council undertook a review of young people's services. As a result, Housing and Social Services tendered a jointly commissioned service providing a holistic approach to meeting the needs of homeless young people combining assessment, floating support and supported lodgings all in one service.

[Source: Plymouth City Council Supporting People Inspection Report, July 2006]

### **Accessing services**

The London Borough of Hounslow has established a housing and support panel for young people which has broadened access to Supporting People services for young people. The panel acts as a single gateway to all the housing-related support services in the borough for young people. A young person's accommodation officer role has been created to link up with a range of agencies that are involved with young people. Part of the role is to co-ordinate the housing and support panel, while the panel chair is rotated between accommodation officers in the homeless persons unit, the youth offending team and the leaving care team.

[Source: London Borough of Hounslow Supporting People Inspection Report, January 2005]

### **Lack of move on**

4.6.7 The vast majority of interviewees felt that a lack of move on creates a bottleneck in services. People who are ready to move on are unable to do so and others need and want to access services that are full. This can have a negative effect on young people to the degree that any progress they have made can start to recede.

4.6.8 Interviewees had very strong views on this issue. Many of them consider that very little can be achieved in terms of positive outcomes for homeless young people and achieving value for money from current services until the supply of move on, access routes to move on and appropriateness of move on accommodation offered is improved. Without an increase in the supply of affordable housing, as one respondent said '*it will always feel like we are pushing a boat up hill.*'

4.6.9 All of the providers whose annual returns were reviewed said that move on was an issue.

4.6.10 At the same time, interviewees understand that more can be done to access the current housing stock, such as working more closely with private sector landlords and

investigating largely untried options such as young people sharing houses in the general needs stock with some floating support.

*'I'm trying to get a house with my partner'*

*'I would prefer to live near my family, but housing is very limited in that area'*

*'I want a 2 bed flat round here where I can have my family and friends round'*  
(Young People's Focus Group – rural area)

### **Improving move on**

Homeless Link has worked with a number of authorities to pilot its Move-On Plans Protocol (MOPP). The MOPP is designed to help local authorities and service providers address local factors preventing effective move on. The protocol is based around local partnership, a move on audit, the development of a move on action plan and regular analysis of progress and results. A toolkit is available to assist authorities and their partner providers to implement the protocol.

[Source: Homeless Link website]

### **Improving access to the private rented sector**

Flintshire County Council, in partnership with Wales YMCA, run a bond scheme for single people over 16 by providing a non cash deposit. The service is aimed at people who are homeless or threatened with homelessness who are in receipt of benefits, on a low income and are looking for accommodation, but are unable to afford a bond to enable them to access private sector provision. The bond team visit the property beforehand to check the condition and produce an inspection report to ensure the property is of an acceptable standard.

[Source: Flintshire County Council]

### **Capacity and workforce skills**

4.6.11 Many interviewees (particularly those at a provider level and at a national statutory and voluntary level) made comments about capacity and skills being a factor that can have a significant impact on the ability of services to be effective.

4.6.12 The point most commonly made was that there is a need to develop specialist skills in-house due to the lack of ability of statutory sector services to provide appropriate support and back-up in key areas such as substance misuse and mental health.

4.6.13 Providers also referred to the difficulty of recruiting and retaining skilled qualified staff. Concern was expressed by a minority of providers that current commissioning processes were driving costs down while providers are housing people with ever more

complex needs. Some interviewees felt that if this continues, it will drive salaries down, affect the quality of services and ultimately result in services being unable to effectively manage the level of risk they are currently required to.

- 4.6.14 A significant number of interviewees who work with supported housing providers valued continuity of staffing arrangements and commented that, once a relationship and trust was established it made partnership working more effective, as well as being a significant factor in aiding a young person's progress to independent living.

*'The support worker is like a friend, whose got lots of life experience to share with me'*

*'I can see my support worker when I choose – when I want and need support and reassurance'*

*'My support worker is brilliant – they leave me to get on with it but are always there for me when I ring'*

*'The support worker has helped me access lots of activities such as sports, relaxation classes, cookery lessons'*

(Young Peoples Focus Groups – rural and urban areas)

### ***Ineffective partnership working***

- 4.6.15 As has been noted earlier, there is a need for accommodation and support services to work alongside a wide range of other services and to advocate on behalf of the young people so that they can get access to such services. It is not uncommon for agencies to experience significant difficulties in achieving the level of multi-agency working required.

- 4.6.16 There is widespread recognition that statutory services such as CAMHs and social services are simply overstretched and lack the capacity to work closely with providers which can impact on the effectiveness of services.

- 4.6.17 In addition, many interviewees identified a specific problem between homelessness/housing services and children's services (i.e. services being unable to decide who has a duty to the young person concerned).

- 4.6.18 One national voluntary sector interviewee stated that young people were often released too early from foster placements to return to their families so that the foster care placement could then be used for another person. All too often they stated that their family relationship then broke down after the young person had reached 18 which meant that the young person was then no longer seen as the responsibility of social services should they become homeless.

- 4.6.19 It is clear from discussions with a number of strategic level participants that partnership working is under-developed in respect of services to young offenders. There are a number of elements to the concerns highlighted:

- Youth Offending Teams have to have a nominated accommodation officer. This person can be anyone within the organisation. The time devoted to the nominated post can therefore vary from a couple of hours a week to, in some cases, a full time officer. These responsibilities are undertaken by different posts in different areas so there is variable status/priority attached to the function. There is therefore a massive variation in the time that can be devoted to accommodation issues and the performance in this respect lacks consistency between areas
- the Youth Justice Board have a definition of what constitutes 'suitable accommodation' and Youth Offending Teams are required to supply statistics on the proportion of young people with whom they are working who are suitably housed. Current statistics show that, with a small number of exceptions, 95% and upwards of their cases are suitably housed. This clearly masks a huge amount of variation in terms of the type and standard of housing provided
- a comprehensive report has recently been produced by NACRO Cymru for the Youth Offending Service within the Assembly. The report provides a range of recommendations relating to improving joint working and the supply of accommodation for young offenders in Wales. It also provides a detailed appendix showing the accommodation used by the Youth Offending Teams in each area. The provision used covers almost every type of provision listed in the typology, with significant variation in terms of the range of models used between different local authorities

4.6.20 A national forum for Youth Offending Team officers, the Youth Justice Board and the Assembly to discuss accommodation issues has recently been established to improve partnership working in this area.

### **Partnership working**

Manchester City Council was commended by the Audit Commission for good links between Connexions, Surestart, Homestart, Manchester housing advice, health visitors, youth workers, Job Centre Plus and Supporting People service providers. These links were being used to develop training and employment opportunities for young people at risk.

[Source: Manchester City Council Supporting People Inspection Report, August 2004]

### **A holistic service**

Birmingham City Council engaged St Basils as a partner in a Homeless Prevention Project pilot in 2004 in a particular area of the city where there were high levels of homeless presentations from young people. The project took a four-pronged approach:

- Home Options Assessments carried out by St Basils staff
- access to employment, training and skills support for young people
- awareness sessions in local schools using St Basils staff and peer educators
- family mediation and support



Since the pilot, the approach has been rolled out across the city. St Basils also has a Pathways planning worker based full time with the Youth Offending service providing home options and planned housing pathways for all young offenders with accommodation issues. This service is complemented with access to one emergency bedspace funded by Youth Offending Service. No young person in Birmingham now needs to remain in custody purely due to a lack of accommodation. St Basils is currently working with the Leaving Care service to improve housing pathways for care leavers.

During 2005/06, St Basils saw 262 young people and prevented 92% from becoming homeless and needing emergency accommodation.

[Source: St Basils]

### **Key points: effectiveness of provision**

- Young people who are over 18 with non complex needs could be fast tracked towards independent living if appropriate accommodation was available, although they are likely to require support around life skills issues
- People who have an actual history of violence could be supported in single site premises so long as referral systems, assessments, policies and procedures, skills, capacity and cover are appropriate to meeting the person's needs and the current mix in the premises is taken into account appropriately
- There is a need for non single site services such as assertive outreach to be considered where people have high and complex needs and present a risk. A lack of consideration of this issue will ultimately result in people being excluded from services and by default continuing to use bed and breakfast
- There is a lack of linked services for young people in Wales in particular regional or local services such as detox, mental health services and secure/prison places for young people in Wales
- It is not desirable to have single site services for specific client groups (e.g. substance misuse, mental ill health and offending). Such services are regarded as undesirable as they are difficult to manage and only serve to further isolate, segregate and pigeonhole people. The only exception to this is for young people who have experienced abuse
- Young people who are over 18 should not be admitted into an adult hostel unless there is a robust assessment system, a design that allows for some segregation and 24 hour staffing
- Emergency provision (single site and non single site options) needs to be developed in each local authority for young homeless people aged 16-18

- Mutual support in shared accommodation can be beneficial, but this aspect needs to be developed and managed in a planned way and combined with the ability to access mainstream leisure activities and learning opportunities
- There is a need for a variety of accommodation and support options for young single homeless people to be available in each local authority
- There is little information about the cost effectiveness of the variety of types of accommodation and support. However, a number of services are generally regarded as good value for money – floating support, mediation services, supported lodgings services and temporary single site schemes
- There is limited data available on the outcomes for service users and no system that is being used consistently across Wales. Where systems for measuring outcomes are in place they are usually specific to an organisation
- There are a range of issues that make it difficult to develop services for young single homeless people in rural areas. Small discrete services work well in such areas as do other non site specific services such as supported lodgings and floating support
- Single site provision is difficult to develop due to nimbyism and/or a lack of corporate commitment and difficulties at the planning permission stage
- There are a number of operational issues that impact on the effectiveness of services, e.g.:
  - mismatch of needs and service type
  - access and assessment processes
  - lack of move on
  - capacity and workforce skills
  - an absence of effective partnership working
- When people talk about issues that impact on the effectiveness of services, they are more likely to cite issues to do with operational factors rather than issues specific to particular models of accommodation and support. These issues are linked as problems can occur as a result of lack of availability of certain forms of provision but can also be due to poor referrals or weak referral and assessment processes
- The provider sector needs to develop and extend its workforce skills to meet particular needs such as substance misuse and mental ill health and/or be able to access good quality support from other specialist services in the voluntary and statutory sector
- Poor partnership working at a local authority level can result in young single homeless people being excluded from services at the point of entry, (e.g. because homelessness and children's' services are unable to agree who is to take responsibility for meeting the needs of an individual). The needs of such young people can become invisible until they present as an adult with a more pressing set of issues

## **5 CONCLUSIONS AND RECOMMENDATIONS**

### **5.1 Conclusions**

5.1.1 This report has sought to identify the range of needs presented by young single homeless people and the types of accommodation available to meet these needs. It has also considered issues that impact on the effectiveness of the planning and operation of such services. The final Chapter of the report highlights key conclusions and makes recommendations for improving the current situation.

#### ***Context***

5.1.2 Currently, there is significant emphasis on the development of policy for and about young people at UK, England and Wales levels. Youth policy frameworks comprise a combination of universal and targeted approaches, with a greater focus on universal approaches in Wales. Policy development in relation to youth homelessness also has a high profile. More effective provision and use of accommodation and support for young single homeless people will be vital to achieving national policy aims in Wales and associated targets in relation to homelessness.

#### ***Needs***

5.1.3 The needs of young single homeless people are diverse and dynamic and are not always considered separately from those of all single homeless people. Table 1 in Chapter 3 sets out a spectrum of need with information about possible previous living situations and the issues that may require support, both in the first instance and longer-term. Young people can move quickly from one category to another.

5.1.4 There are a proportion of young single homeless people who have low needs. As needs become more complex, it is important to tackle issues such as substance misuse, abuse and/or poor mental health as well as life skills. In addition, joint working between agencies becomes more vital, effective risk assessment and risk management are crucial and there is more need for a continuum or spectrum of services within which young people can move. The needs of 16 and 17 year olds can be very different from those aged 18-24. There is a current debate in Wales about whether young people should be found intentionally homeless. There is a case for removal of intentionality providing space for young people to learn from their mistakes without being penalised. However, if other shortcomings in the system in relation to young single homeless people are not addressed, the removal of intentionality for this age group could simply create a revolving door of access into a system which, for those with the most complex needs, does not provide suitable accommodation and support. The removal of intentionality is not a panacea to more effectively tackling youth homelessness in Wales.

#### ***Provision***

5.1.5 The typology of accommodation and support models available to young single homeless people set out in Table 2 in Chapter 3 includes the majority of types of provision currently available within the UK. The typology identifies twenty-one types of

provision within five categories. The typology provides information on the accommodation itself, the level and nature of support provided, typical referral routes, duration of stay and move on.

- 5.1.6 There are significant gaps in provision of accommodation and support for young single homeless people in Wales. In particular, provision for young people with complex needs, emergency provision and a lack of prison/secure facilities within Wales. Timing issues can impact on provision for young people being released from prison, (i.e. there may well be suitable accommodation and support, but a space is not available exactly when it is needed).
- 5.1.7 The profile of services provided in two areas, (one urban and one rural), indicates that location and geographical issues are crucial determinants of how services are provided. What works well in an urban setting may be inappropriate or very difficult to deliver in a rural setting.
- 5.1.8 In the majority of service types, there is no clear correlation between the model of accommodation and the needs accommodated in the particular service type.

### ***Effectiveness***

- 5.1.9 Young single homeless people need to be offered a range of services in order that provision can be needs-led and that young people can exercise a degree of choice. The need for a range of services for this client group was also a conclusion of research in Scotland that evaluated an individual project for young single homeless people; *'it is but one service which needs to be located within a wider strategic network of services and resources'* (Communities Scotland, 2007).
- 5.1.10 One of the central findings of this research is that those young people with the lowest needs and highest needs require specific approaches to their accommodation and support needs. The provision of appropriate accommodation and support for those with the highest and lowest needs will enable the young people who fall between these two extremes to more effectively access and have their needs met within existing services. Young people over 18 years of age with low needs may be able to move swiftly through services dependent on availability of sufficient suitable single person accommodation.
- 5.1.11 Through an analysis of use of existing services and service development trends, we have been able to identify which types of service are most effective in different geographical settings. It is apparent that the effectiveness of existing services in some areas is being negatively impacted upon due to operational issues such as mismatch of needs with services, poor access and assessment processes, capacity and workforce skills, ineffective partnership working and lack of move on accommodation.
- 5.1.12 Currently, there is a lack of agreed mechanisms for evaluating the effectiveness of different types of accommodation and support for young single homeless people, either in terms of cost effectiveness or outcomes for the young people. It is important to consider the effectiveness of the full range of provision for young single homeless people in any one area as well as of individual projects or schemes.

## 5.2 Recommendations

5.2.1 We recommend that commissioners and providers of accommodation and support services for young single homeless people use the spectrum of need and typology provided in Chapter 3 of this report to analyse current provision for this client group in their area.

5.2.2 Further recommendations are set out below under a series of headings.

### ***Ensuring an appropriate range of accommodation and support for young single homeless people***

Commissioners and their partners should:

- seek to establish a range of accommodation and support options for young single homeless people in their area. The particular range developed in any area will need to continue to be closely linked to evidence of need collected, (predominantly but not exclusively), by the Supporting People team
- ensure that specific emergency accommodation is developed for young people aged 16 to 18 so that they do not have to be accommodated in an adult hostel environment. This could be a small shared house, core and cluster provision, floating support or a supported lodgings service
- avoid, where at all possible, the development of accommodation-based issue specific services for young people (e.g. services for young people with offending behaviour, mental health problems etc), except where these services are for young people who have experienced abuse and are gender specific. If organisations decide to develop such services, they should be non single site services, (i.e. floating support services)
- ensure that the effectiveness of shared housing for young single homeless people is maximised by not placing an over-reliance on this form of provision. Shared housing is historically viewed as a cornerstone of provision for young people, particularly in urban areas but is most effective when it exists/is developed as part of a range of provision in an area
- consider the development, or extension of, supported lodgings schemes that can be used for very short, emergency type placements (e.g. while assessment processes are undertaken, or mediation carried out) and for longer-term placements as appropriate
- look more creatively at service development options which avoid the need for planning permission, such as using general needs accommodation to provide shared accommodation for young single homeless people with low needs

### ***Addressing gaps in provision***

- The Welsh Assembly Government should examine existing funding regimes to address current gaps in services, including:

- ensuring that emergency single site facilities, (particularly for young people aged 16-18) can be developed and be financially viable (e.g. via the development of a higher Supporting People Revenue Grant tariff specifically for this purpose or the Welsh Assembly Government expecting social services to support such services for those young people to whom they owe a duty)
  - encouraging regional planning and commissioning activity to meet the needs of young people who become homeless and ensuring that such activity is monitored
  - promoting the expansion and wider use of supported lodgings schemes (e.g. for emergency placements and for people with high and complex needs) by the development of funding systems (via Supporting People Revenue Grant or social services), which ensure that people who provide such placements can be financially rewarded to a degree that is at least commensurate with amounts paid to foster carers
- The Welsh Assembly Government should set up a multi-disciplinary steering group to consider how the needs of young people with the most complex needs (i.e. those set out in section 4 of Table 1) can be met. Appendix 5 sets out an overview of which organisations might be involved in this group and how it might work. In summary, the group should focus on three areas:
    - scoping the needs in order to establish an idea of the numbers of young people who fall within this category (an exercise which should be managed nationally but the results set out on a regional basis)
    - investigating services that may meet these needs
    - overseeing the piloting of, and evaluating, new models of provision, in particular the assertive outreach model

We consider that this recommendation should be part of the 10-year plan to confront homelessness committed to in the **One Wales** document. Concerted and focused action is needed to address the needs of the young homeless people with the most complex needs

- Along with providers in their areas, commissioners should develop a higher level of awareness of young people with complex and high needs and develop systems to gather information about the numbers and characteristics and housing journeys of this group. This will require bringing together a range of information and data, including Supporting People and homelessness monitoring information
- The Welsh Assembly Government should work with the Welsh Local Government Association to address the difficulties encountered in developing single site provision for young single homeless people. As part of this, consideration should be given to publicising the guidance contained in the report produced by Epona for Newport City Council (Epona, 2002) (and possible further development of the guidance to reflect the current context)

## ***Matching needs and types of provision***

Providers and their partners should work together to:

- ensure that homeless young people over 18 are not accommodated in mixed age hostels unless these have robust assessment and risk management processes and where the design of the provision can ensure the safety and well being of young people
- avoid placing people with low and basic needs (no. 1 Table 1) in hostel or shared provision and instead, where possible use supported lodgings placements and floating support so that they can receive targeted support to develop independent living skills in a community setting
- ensure that the pragmatic use of services where no alternative service is available for a young person informs strategic thinking about the range of provision in the area (i.e. constant use of a service for young people with higher needs than the service is designed to meet would indicate the lack of provision for young people with more complex needs)
- look at ways of using resources that exist amongst specialist providers to input skills (e.g. mental health, substance misuse) into generalist support providers who work with young people

## ***Rural areas***

In rural areas, commissioners should:

- ensure that services for young people are less focussed on single site, specifically designed provision and instead develop services that can be flexible and are responsive to need on a geographical level, such as supported lodgings services, floating support and core and cluster provision
- work on a regional basis to develop cross-border services to take advantages of economies of scale in terms of management costs and in recognition of the fact that the movements of young people can easily cross authority borders

## ***Accessing services***

- The Welsh Assembly Government should develop guidance, and promote good practice, on how the accommodation and support needs of young people defined as children in need are assessed and met at a local level, with the primary aim of local authorities having a continuous relationship with such young people and assessing them under the Children Act rather than under homelessness legislation
- Providers should ensure that they have clear eligibility, access and assessment routes that enable services to cater for the needs for which they were intended and to avoid mismatching needs and service type

- Access to services for young people with complex needs should be based on detailed assessment including robust risk assessment
- Providers and commissioners should ensure that there is provision to undertake detailed assessments of young people with complex needs while they are being appropriately accommodated, (e.g. in supported lodgings, or the SAFE model described in Appendix 4)

### ***Moving on from services***

- Commissioners and providers should work together to improve the proportion of social lettings made available to young people needing to move on from supported housing
- Commissioners and providers should work closely with local authority strategic housing teams to emphasise the need for the development of more single person housing
- Commissioners, providers, private sector housing teams and strategic housing teams should work creatively to develop relationships with private sector landlords to enable more effective access to the private rented sector for young people where this is appropriate
- Providers should work to minimise the barriers to move on for young people, e.g. looking at the use of appropriate occupancy agreements and working in partnership

### ***Monitoring and evaluating services***

- The Welsh Assembly Government should facilitate the establishment of a comprehensive and robust system of evaluation of the effectiveness of the different forms of accommodation and support provided for young single homeless people and ensure that regulatory regimes address this issue. Such a system will need to have direct reference to clearly stated national objectives and take account of outcomes for young people and value for money. In doing this, the Welsh Assembly Government should draw on the experience of organisations such as Cymorth Cymru and support providers that have developed their own systems of monitoring outcomes
- At a local level, information about the effectiveness of support and accommodation services to young single homeless people in relation to both value for money and outcomes achieved should inform commissioning decisions

Appendix 6 sets out more detail on monitoring and evaluating services.

### ***Further research***

- This research has identified two areas which are worthy of further exploration:
  - examining the links between care leavers and prostitution in Wales to establish an understanding of the support and housing needs of this group and effective interventions to address this issue



- scoping the use of prison services and secure settings for young people in Wales to establish recommendations and guidance as to how the accommodation and support needs of this group can be effectively met based on achieving their integration back into mainstream society. Such research should seek to assess the impact on young people of secure placements outside of Wales and consider whether it is necessary to establish more Wales-based facilities

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## Appendix 2

### Types and accommodation and support: proforma for literature review

Name of project/initiative and organisation(s) provided by	Type of accommodation/support (refer to typology below)	Nature of physical accommodation	Level and nature of support, supervision and intervention provided	Typical referral routes, duration of stay and move on arrangements (including where young people move on to)	Source document/ website

### Evidence for effectiveness of different types of accommodation and support: proforma for literature review

Name of project/initiative and organisation(s) provided by	Evidence - suitability from young persons perspective	Evidence - positive/other outcomes	Evidence - cost effectiveness	Evidence - stakeholder views on effectiveness	Source document

### Needs of young single homeless people: proforma for literature review

Source document	Are the needs of needs of young (16-24 or any sub-group of this age range) single homeless people identified (i.e. separated out from info on single homelessness overall?) Any analysis of needs, any data provided?	Is the issue of complex/multiple needs of this client group mentioned? Any analysis of multiple needs, any data provided?	Comments

### Appendix 3 Gaps in provision identified in Welsh Homelessness Strategies and Supporting People Operational Plans

Homelessness strategies from all 22 Welsh local authorities were reviewed, but did not all contain relevant information. Supporting People Operational Plans from a sample of 11 authorities were reviewed.

Authority reference	New provision needed/evidence From Homelessness Strategy	New provision needed/evidence from Supporting People Operational Plan
1	Unmet needs (based on views of agencies) <ul style="list-style-type: none"> <li>- additional accommodation with low level support</li> <li>- accommodation for young people with high support needs</li> </ul>	
2	Increased supply of temporary supported accommodation for vulnerable young single homeless people	
3	Recognition of shortage of supported accommodation for young single homeless people	
4	Recognition of the increasing number of presentations from 16-17 year olds	
5	Need for temporary and emergency supported accommodation for young people identified  Evidence from analysis of homelessness presentations, referrals to Community Drug and Alcohol team and numbers due to leave care	
6		Young people with complex support needs often accommodated out of county at costs as high as £3000 a week Significant proportion of care leavers are spending time in B&B

<b>Authority reference</b>	<b>New provision needed/evidence From Homelessness Strategy</b>	<b>New provision needed/evidence from Supporting People Operational Plan</b>
<b>7</b>	<p>Lack of supported accommodation and of mainstream accommodation</p> <p>Lack of provision for those with particularly complex needs which may be related to substance misuse and mental health issues</p>	<p>Supported lodgings for care leavers  Floating support for young ex-offenders  Supported living for young people  For 18-24 year olds, emotional support and counselling was the most needed service  For 16-17 year olds, help with setting up/maintaining a home and help with benefit claims  Need to develop services for young people under 25 with mental health problems  Small number of care leavers have exceptionally high needs  Move on a major issue for all single people 20-30 young people under responsibility of YOT not suitably accommodated</p>
<b>8</b>	<p>Need for supported temporary accommodation (currently being developed). 60% of homeless presentations from 16-25 year olds</p>	<p>Young people ranked top of priorities for Supporting People Revenue Grant, with young persons homeless hostel top priority for new scheme  Young people's views indicated need for hostel for young homeless people and more supported lodgings placements plus a range of supported accommodation</p>
<b>9</b>	<p>Lack of emergency accommodation and move on accommodation</p>	<p>Difficult for existing schemes to support young people with complex needs/chaotic lifestyles  Additional supported lodgings capacity needed and perhaps a sheltered-type scheme  Queries about whether adult services e.g. for people with alcohol problems are appropriate for young people</p>



<b>Authority reference</b>	<b>New provision needed/evidence From Homelessness Strategy</b>	<b>New provision needed/evidence from Supporting People Operational Plan</b>
<b>10</b>	Recognition of the need to develop transitional housing and support options	Lack of supported accommodation for care leavers and young single homeless people (highlighted by planning forums) Insufficient appropriate accommodation for move on from foster care placements/supported lodgings (highlighted by planning forums) Hostel unsuitable for young people (social work case managers) Lack of provision for young people/care leavers with multiple needs
<b>11</b>	Recognition of the need to develop accommodation with support	Youth Offending Team are developing an accommodation strategy for the accommodation and housing-related support needs of young offenders Need for more appropriate forms of temporary accommodation for and improved access into settled accommodation
<b>12</b>	Identifies need for a project for young single homeless people	
<b>13</b>	Lack of direct access accommodation identified Need to develop a supported lodgings scheme for care leavers Need to strengthen the pathway through homelessness for young people	Young single homeless a priority
<b>14</b>	Need for accommodation and support for young single homeless people with an offending background	Identified need for more provision for young people with high or complex support needs
<b>15</b>	Need for temporary accommodation for 16-17 year olds 65% of repeat presentations are from 16-25 year olds	Range of services exist but a number of gaps highlighted – gaps in universal services e.g. mental services, shortage of accommodation generally and specifically for young prison leavers, services for vulnerable young people who do not fit into traditional models

<b>Authority reference</b>	<b>New provision needed/evidence From Homelessness Strategy</b>	<b>New provision needed/evidence from Supporting People Operational Plan</b>
<b>16</b>	<p>Need for accommodation for young single homelessness            Consideration of need to develop a nightstop project            Need to develop pathway plans for young single homeless people</p>	
<b>17</b>		<p>Shortage of accommodation            Lack of move on accommodation            Limited floating support services            No service for high risk vulnerable young people            Lack of support to homeless young people not in supported accommodation            Designated separate hostel provision for 16-18 and 19-25 years olds should be developed/reconfigured from existing services</p>
<b>18</b>		<p>Extensive information from needs mapping presented but no clear priority for new provision</p>

## Appendix 4 Examples of service types

Further detail has been provided on four service types below for two reasons:

- they represent services referred to in the body of the report that are identified as gaps in provision in Wales and have been highlighted as effective service types that could be extended to address gaps and more effectively meet the range of needs of homeless young people, and
- they are types of services that are, to varying degrees, less well known and/or less well established in Wales and are therefore worthy of further explanation

Each of the four service types, is identified to a category and type within the typology provided in chapter 3 of this report.

### Example 1: Emergency provision for young people

*Typology: Category 1 Type 4: Specific hostel provision for young people as set out below. This model could also conform to Category 1 Type 5: Young persons hostel (emergency assessment and intervention) if the length of stay was of a shorter period.*

A Cardiff based provider of supported housing to young people has over the last six years developed a network of six SAFE projects over South East Wales. SAFE stands for the essential components of this model (Supported Housing, Advice, Family Mediation, Empowerment). This specific model of support and accommodation was developed in direct response to three issues

- the change in homeless priority need groups introduced by the Welsh Assembly Government in March 2001
- to help reduce the numbers of 16 & 17 year olds who are placed in bed and breakfast accommodation.
- the belief that hostel accommodation is unsuitable and unsafe for this vulnerable client group

The SAFE projects are short term assessment and supported housing projects for homeless 16 and 17 year olds. Referral is via each Local Authority's homelessness section.

The projects have 24 hour staffing. Each project has a communal kitchen and lounge and a varying number of individual rooms to a maximum of eight. The SAFE model also provides a place of safety with a high degree of security, therefore there are no visitors and access to the project is via a security entrance monitored by staff.

The aim of the service is to allow staff to quickly achieve an understanding of each individual person and to be able to assess individual capabilities and support needs through direct observation as well as an assessment process. Initially, the key worker will spend the first few weeks building up a comprehensive assessment of the young person's needs, incorporating support needs, independent living skills, education and training needs and

financial status. The key worker will support the young person in all of these areas, as well as agreeing and identifying move on accommodation which is appropriate and sustainable.

The average length of a young person's stay will vary from project to project and often be dependent on the degree of appropriate move on accommodation in the particular area. The average is likely to be 6 to 8 months.

The service also benefits from being able to access the provider's in-house mediation service.

## **Example 2: Supported Lodging Scheme**

*Typology: Category 4 Type 5: Supported lodgings*

*This type of service can also function to meet the accommodation and support needs of young people in an emergency – at the point they are deemed to be homeless i.e. Category 2 Type 2: Emergency supported lodgings. There are examples of such services in Wales but they represent a minority in terms of the use of this type of model.*

This service is managed by a voluntary sector agency working with young people in the Neath Port Talbot area. It currently has 9 lodgings providers who are able to offer 17 (including 3 emergency) placements in their homes. The service usually operates at full capacity and the aim is to help young people to develop the skills needed to live in more independent types of accommodation.

This service is funded by the Local Authority children's services team. Referrals are only accepted from social services. Priority is given to Looked After young people and in some cases 16/17 year old homeless young people.

The lodging providers offer a low level of support to the young people placed, that is available 24/7. Staff employed by the support provider Additional and more focused support is provided by a support worker this is 9-5 Monday to Friday. Support needs are identified and addressed through a support plan.

There is an on call service out of hours which young people and providers can use. When lodging providers access this service the focus is to resolve the issue that has arisen and to ensure that the placement is able to continue. It is particularly important that this resource is available during the weekend period.

Prior to the young person leaving the placement pre tenancy work is done to ensure that the next move is suitable and sustainable for the young person.

For such a service to work well it is essential to have a range of providers with different skills to enable the needs of the young person and the abilities of the lodgings providers to be well matched. In addition it is vital to have lodgings providers throughout the authority in order to ensure that young people can have some choice over where they are placed.

Some issues that make the service difficult to sustain is the issue of losing providers, who often become foster carers (due in part to better financial reward) and the lack of appropriate accommodation for young people to move into when they leave their placement.

### **Example 3: Mediation Services**

*Typology: Category 2 Type 5: Mediation Services*

Research shows that many young people face homelessness as a result of relationship breakdown between family members. Mediation Services aim, where appropriate, to help young people and their families find some common ground on which to rebuild relationships. Mediation workers, will explore the possibility of a return home, with on-going support, leaving home in a planned and supported way, or at the very least rebuild support networks with family members.

Such services can be provided by a local authority or a voluntary sector provider.

Referrals can be from a single route i.e. the homelessness section of a local authority or from a wide range of sources e.g. schools, colleges, training providers, statutory services, family members and the young person themselves.

### **Example 4: Assertive Outreach**

*Typology: Category 2 Type 3: Assertive outreach services (mental health, substance misuse or multiple needs)*

Assertive outreach involves targeting clients with severe and enduring mental health problems who have difficulty in engaging with services:

- it is multi disciplinary, comprising a range of professional disciplines (nurses, psychiatrists and social workers at a minimum; also depending on user needs, support workers, workers who have been service users, psychologists, occupational therapists, housing workers, substance misuse specialists and vocational specialists)
- there is a low ratio of service users to workers
- there is intensive frequency of client contact compared to that of standard community mental health teams
- an emphasis on engaging with the client and developing a therapeutic relationship
- offers of links to specific interventions based on information provided by the service user
- time limited services with a no drop out policy
- work with people in their own environment, often their own home; engages with the service users' support system of family, friends and others
- a team approach that provides flexible and creative support to individual case co-ordinators

These services have been developed in England and Scotland for people with mental health problems and they accept referrals of young people with such issues. While existing services

identify mental health as the lead need, evidence suggests that people often also present issues relating to substance misuse and experiences that have had a negative impact on their emotional well-being such as experience of abuse. The features of this service and what it aims to achieve suggests that it may have a lot to offer young people who fit this profile.

[Source: Sainsbury Centre for Mental Health publication 'Assertive Outreach 2001]

### **Practical example of assertive outreach service for young people**

Although we have not been able to identify a model of assertive outreach used with homeless young people with complex needs, we have identified an example of assertive outreach used as early intervention for young people with psychosis.

Initiative to Reduce the Impact of Schizophrenia (IRIS) works in partnership to provide early intervention services for this client group, including assertive outreach. A protocol governs the delivery of the assertive outreach approach. Key elements include:

- maintaining continuity of contact with the young person
- small case loads
- a variety of specialist staff within a team of at least 10 people, including a psychiatrist, a mental health nurse, a substance misuse specialist, an employment rehabilitation specialist and a social worker, with an identified team leader for each young person
- team members work in the community in clients' own settings
- the team has responsibility for crisis service including 24 hour cover
- the service is as intense and with contacts as frequent as required

The Birmingham Early Intervention Outreach Team is a specific example of this approach and provides intensive community support to people with a first episode of psychosis and during the first three years.

The Early Intervention Service uses the team assertive outreach model which operates a no close policy so that clients who lose contact do not need to be re-referred and can be reassured that long-term support is available. The use of the team approach means that all team members work with all clients and workers do not carry sole responsibility for a client. The team is thus enabled to work evenings and weekends.

[Source: [www.iris-initiative.org.uk/assertiveoutreach.htm](http://www.iris-initiative.org.uk/assertiveoutreach.htm)]

## **Appendix 5 Multi-disciplinary steering group to consider how the needs of young people with the most complex needs can be met**

### **Membership of the group**

We suggest that membership of the group should include the following:

- Welsh Assembly Government representatives from homelessness, Supporting People, Youth Service, Children's Service (Extending Entitlement) and Making the Connections (citizen-centred services)
- Youth Justice Board
- Voices from Care
- Community Housing Cymru
- Children in Wales
- Cymorth Cymru
- Representatives of providers of supported housing for young people

### **Aim of the group**

We suggest that the aim of the group should be to oversee the development of a model of support capable of responding to the needs of young homeless people with high and complex needs. The model should be non-accommodation based, include crisis response and continuity of staffing to support the young person wherever they are – in a hostel, staying with friends, in custody, sleeping rough, in a secure unit etc , and which acknowledges the chaotic nature of their lifestyle and behaviour.

### **Approach of the group**

We suggest that the approach of the group should be:

- to work over a 2 year period, including one or more pilots
- learn from approaches already in place by inviting people from relevant services to speak to the group and maybe carrying out visits to relevant services (e.g. the Birmingham example provided in Appendix 4)
- to advise on the setting up of one or more pilots, including identifying how they can be funded. We suggest that the Welsh Assembly Government should fund the pilot(s), possibly through **Making the Connections** funding given that this is about joined up services for the most vulnerable young people
- to test and evaluate the success or otherwise of the pilot(s) and identify how the model needs to be further developed
- dynamic, learning and refining as the model develops
- to clearly articulate the lessons learnt and benefits of investing in such a model and how it might be implemented across Wales

## Appendix 6 Monitoring and evaluating services

Monitoring and evaluating the effectiveness of accommodation and support for young single homeless people is a complex area due to the diversity of this client group and their needs. While it is therefore not appropriate to be prescriptive as to how all organisations should measure the success of their intervention(s), we suggest that establishing a national framework of agreed outcomes for services would be a helpful starting point in developing a better picture of what works.

A national framework of outcomes for services for young homeless people should:

- be informed by clearly stated national objectives for homelessness and Supporting People (currently there are clearly stated national objectives in terms of outcomes for homelessness but not for Supporting People)
- have reference to Supporting People Revenue Grant service specifications, i.e. be focused on independent living
- identify a small number (5-6) of desired outcomes from services to young single homeless people against which all such services can be measured (informed by examples currently used by providers looking at both quantitative and qualitative indicators), Such outcomes could include, eg, development of living skills, engagement with education, training or employment, improvement in ability to manage physical and mental health, reduction in substance misuse, reduction in reoffending rates

Currently, none of the national set of homelessness performance indicators are young person specific. It may be appropriate to look at disaggregating some of the indicators by age.

Given local variation in strategic priorities and methods of service delivery, local systems of evaluation are also likely to need a plurality of approach. We suggest that a simple approach to assessing value for money would be to look at the cost per person going through a particular service based on the information provided in the annual return (total cost of service and number of young people supported). This could then be considered alongside evaluation information against the national agreed outcomes and information on service user satisfaction.

A full assessment of value for money would involve assessing the short, medium and long-term impact of the investment made in providing accommodation and support for young single homeless people on the young people themselves, on society and on other services. This could involve an extensive longitudinal study of individuals (time consuming and expensive) or the development of a model which includes a significant number of assumptions about costs incurred and saved (as the work to identify the overall value for money of the Supporting People programme in Wales did).