

**Brighton & Hove**

# **Housing and support for young people aged 16-25**

**Needs Assessment**

October 2012



**Brighton & Hove  
City Council**

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## Definitions and acronyms

BHCC	Brighton & Hove City Council
JSNA	Joint Strategic Needs Assessment- This is a document which outlines the needs of the local population on a particular issue
DCSF	Department of Children, Schools and Families
YOS	Youth Offending Service
YHWG	Youth Homeless Working Group (this is a group of professionals with BHCC and third sector providers who meet quarterly to address issues around youth homelessness)
Overview and Scrutiny Boards	These are BHCC decision making groups,
Service Commission/ City's Commissioning work plan	BHCC has set out a work plan which outlines all the key projects the city is undertaking. These are called service commissions.
Corporate Parenting	Corporate Parenting is the shared approach across the council and partners for the provision of care to looked after children and care leavers making the transition to adulthood.
Cost Benefit Analysis	A tool to look at what the costs and benefits are of a certain project or issue or decision.
Families in Multiple Disadvantage (FMP)	Refers to families who may experience multiple issues such as unemployment, poor skills, material deprivation, poor health, family breakdown)
LHA	Local Housing Allowance
OHMS	Open Housing Management System
HPU	Homeless Persons Unit
CYF	Children Youth and Families
PRS	Private Rented Sector
Supported accommodation/housing related support service	This is normally the provision of housing, which may be shared or self contained, which also includes as part of the service, support from an employee to help the young person maintain their tenancy.
Key Worker	This is someone employed to help the young person with issues such as maintaining their tenancy, and helping them address other issues/ or helping them access other services.
Floating Support	A support package to help Service Users maintain their tenancy regardless of their accommodation
Integrated Support Pathway (ISP)	A pathway through supported housing services to independent living for single homeless people, rough sleepers, ex-offenders and young people at risk; services are banded into different levels of support.

Statistical Neighbours	Local authorities are compared with each other in groups to assess performance between similar areas. Statistical Neighbours (SN) are ranked in order of statistical closeness, with the top SN being closest geographically and statistically: Bristol, Bournemouth, Portsmouth, Reading, Sheffield, Southampton, Bath and North East Somerset, Southend-on-Sea, York and Plymouth.
LAC	Looked After Children – Children and young people who are under 18 and under the care of the local authority
Care Leavers	Young people 18 who have been in care, and are continued to be offered support by the local authority.
Service Users	A person who receives or who may receive the Support Services
Children In Need	The official and legal definition for the term 'Children in Need' is that given in section 17 of the Children Act 1989. This states that the child "is unlikely to have the opportunity of achieving or maintaining a reasonable standard of health or development without the provision for him of services by a local authority".
NEET	Not in Education, Employment or Training
BME	Black and Minority Ethnic
LGBT	Lesbian, gay, bisexual and transgender
Temporary Accommodation	This is long term, non-secure housing which is provided by the council on an ongoing basis
Referral and Assessment	In order to access support and housing and young person will need to be referred, and have an assessment of their needs.
Homelessness Prevention	As a Local Authority, Brighton & Hove City Council have a duty to ensure that advice and information about homelessness and prevention of homelessness is available to anyone in the city.
Priority Need	The term 'Priority Need' is used within Homelessness legislation to define categories which embrace a range of people whose age or background puts them at greater risk when homeless
Early Intervention	Identifying issues and intervening at an early stage, which would prevent a young person from needing more assistance in the future.
Housing related support (formally Supporting People)	This is a fund of money from the government which pays for housing related support (support for people linked to helping them maintain their tenancies)

## **Acknowledgements**

Thank you to all who have helped produce this document by providing information and expertise, including providers of young people housing and support services, young people, and council staff.

This document has been written by Jo Sharp, Commissioning Officer, Housing Commissioning Unit, Brighton & Hove City Council.

# **1. Introduction and scope of the needs assessment**

This needs assessment will inform future commissioning of housing and support provision for young people and young parents aged between 16 and 25 for whom Brighton & Hove has statutory responsibilities. This piece of work was initiated by BHCC following recommendations from both the Adult and Children's Overview and Scrutiny Boards in 2011.

The city's Youth Homelessness Strategy (2007-10) recognised that young people are particularly vulnerable to the consequences of homelessness. A young person facing homelessness is often in a complex situation which needs a coordinated response, to both address their current needs, and to prevent their needs from increasing. Although the strategy was recognised as good practice nationally, youth homelessness remains a key issue for the city.

This needs assessment is concerned with:

- referral and assessment pathways and services provided to meet the council's statutory responsibilities in providing housing and support to young people
- housing and support provision for young people aged 16-25 (including young people who are looked after by the local authority, who are care leavers, who are unaccompanied asylum seekers or who are teenage parents).
- prevention of homelessness among young people

The assessment takes account of the city wide and service commissions set out in the city's Commissioning Work Plan, and the following related areas or work and policy changes:

- Transition Planning for young people with a disability
- Evaluation of the Single Homeless and Integrated Support Pathway and related services
- The future review of local homelessness strategies to create one overarching strategy from the existing Single Homeless, Youth Homeless and Homelessness strategies
- Publication of local guidance following changes to homelessness duty in the private rented sector as part of the Localism Bill
- Implementation of the Commissioning Strategy for services, assessments and placements for looked after children and children and the Childrens Services Value for Money programme

## 2. Policy Context:

### Statutory duties and guidance and national policy:

There is a statutory requirement for local authority Social Care and Housing Departments to act together to ensure that the accommodation needs of care leavers are met through the:

- Children (Leaving Care) Act 2000
  - Homelessness Act 2002
- (See [Appendix A](#) for more details on these statutory responsibilities)

The Children Young Persons Act 2008 'Sufficiency Duty', requires Local Authorities to secure sufficient accommodation for Looked After Children by taking steps that secure, so far as reasonably practicable, sufficient accommodation within the authority's area. This accommodation should meet the needs of children looked after by the local authority.

Local authorities are encouraged to develop 'Staying Put' policies that provide foster carers and young people with information and guidance which would enable the extension of foster care placements beyond the young person's 18th birthday.

In May 2009, the House of Lords made a landmark Judgement in the case of R (G) v London Borough of Southwark which affected how local authorities provide accommodation and support for Homeless 16 and 17 year olds. The judgement meant that the primary duty to a homeless 16 and 17 year old, comes under the Children Act and the ongoing duty to accommodate that young person will normally fall to the children's service authority. BHCC has a protocol in place to address the requirements.

The 'Planning Transition to Adulthood for Care Leavers Regulations 2010' (Amendments to The Children Act 1989 Guidance and Regulations) sets out requirements in respect of young people with a disability who have an assessed social care need and are likely to require support from adult services.

Statutory guidance is in place regarding the eligibility for housing allocation and homelessness assistance for asylum seeking people.

The Children (Leaving Care) Act 2000 and the Homelessness Act 2002 require local authority Social Care and Housing Departments to act together to ensure that the accommodation needs of care leavers are met. To support this duty the council has a Joint Care Leavers Protocol between the Children Youth and Families and the Housing Commissioning Unit.

Full details of these Acts and the council's statutory duties can be found in Appendix A

From 1 January 2012 new [Benefit changes for under 35s - Brighton & Hove City Council Housing Benefit regulations](#) will apply to most single people aged between 25 and 35, who do not have children and who live in self-contained accommodation. Although these changes affect over 25's, the changes will impact on move on options for young people by restricting move on options to a shared accommodation room rate. There are exceptions if the person is aged 25-34 and has been in a homeless hostel for three months or more.

The impacts on single people and families as a result of social welfare reform also needs to be considered. For example, it is estimated that through the government's Welfare Reform plans more than 2,000 families in Brighton & Hove will have their local housing allowance cut by an average of £12 per week. In addition, almost 700 single people aged 25-34 will lose around £65 per week as they will be expected to move to shared accommodation (JSNA Summary: Housing)

For more information, see the [Brighton & Hove Joint Strategic Needs Assessment 2012](#).

## **Local Policy and Strategy:**

Brighton & Hove's [Corporate Parenting Strategy](#) was agreed by the Children & Young People's Trust (now Children Youth and Families) on 1 November 2010.

Corporate Parenting is the shared approach across the council and partners to looking after children and care leavers making the transition to adulthood.

The **Young People's Prevention of Eviction Protocol**, which was a recommendation of the Youth Homelessness Strategy, has recently been reviewed. The protocol now includes references to the newly set up 'Supported Accommodation Panel', and is based on good practice models such as Homeless Link's toolkit for preventing eviction. The monthly panel is responsible for implementing the protocol and creating a coordinated response to prevent evictions for young people in supported housing (see appendix B) .

The Youth Homeless Strategy (2007-10) and the Single Homelessness Strategy 2011-14 are key documents outlining BHCC responses to youth homelessness, and homelessness overall.

[Youth Homelessness Strategy 2007-2010](#)

[Brighton & Hove City Council Single Homeless strategy 2009-14](#)



### **3. Analysis of need: the national picture:**

Identifying young people at risk of homelessness is key to early intervention. National research comparing two samples of young people identified nine independent risk factors which contributed to homelessness

- Did not get on with mother
- Moved house more than twice
- Mother aged 24 years or below at birth of first child
- Living with foster parent or in care, with a step parent or a relative at age 12 years
- Badly-off as a child
- Hit frequently in the course of an argument
- Shared a room at 12 years
- Excluded from School
- Young person staying away from home before aged 16  
(Taken from the Youth Homelessness strategy 2007/2010)

A survey of services and local authorities (December 2011) by [Homeless Link - Young and homeless report](#) outlines key national trends in relation to youth homelessness. The survey focused on 16-24 year olds and includes data from 79 providers of frontline homelessness services, and 108 local authorities. The survey identified that the following factors have had an impact on homelessness among young people:

- poor economic growth since the recession led to high unemployment for 16-24 year olds (1.02m in Q2 in 2011)
- rising numbers who are not in education, employment or training (1.16m in Q3 of 2011) rise of 37,000 from the same period last year
- welfare changes – including the replacement of the Education Maintenance Allowance with a reduced college bursary fund, and potential reductions in Housing Benefit
- reductions in households incomes, potentially increasing tensions within families and causing relationship breakdowns

The survey found:

- Nearly half of homelessness services (44%) and councils (48%) have seen an increase in young people seeking help because they are homeless or are at risk of becoming homeless
- The number one cause for homelessness among this age group is relationship breakdowns with family and friends, and cases of this have increased
- The majority (62%) of young homeless clients seen by charities were not in education, employment or training, and 46% were in financial difficulties
- A quarter of young clients (26%) seen by services had experience of sleeping rough
- 48% of homeless agencies reported turning away young single homeless people because their resources were fully stretched
- Nearly one in five local authorities (17%) feel they are not meeting their legal requirements for homeless young people aged 16-17

- Half of local authorities report using B&Bs [bed and breakfasts] as emergency accommodation for young people, despite Government guidelines which advise against their use
- More than 70% of local authorities said they had no shared accommodation private sector provision for young people, despite this being the only option for young people on housing benefit; and
- 53% of homeless agencies have experienced closures or threats of closure to youth services in their area.

**Joseph Rowntree Report Youth Homelessness in the UK (2008) found:**

- Young people from disadvantaged socio-economic backgrounds and/ or experiencing disruption or trauma in childhood are at increased risk of homelessness, and significant minority experienced violence in the parental home
- Homelessness can instigate or compound existing mental health and/ or drug misuse problems amongst young people. There is a strong association between homelessness and withdrawing from education, employment or training, with a discord evident between the welfare benefit system and employability initiatives
- New approaches to homelessness assessment, and services, had been developed in response to the government's preventative agenda. However, tensions remained about the role and timing of some interventions, and there was scope for further development of earlier 'pre-crisis' interventions, including parenting initiatives. Effective prevention also requires the creation of affordable housing pathways for young people
- Models of temporary accommodation for young people were well developed, although further clarity was needed as to whether some should be short-term or more 'transitional' accommodation. Nonetheless, there remained a lack of suitable emergency accommodation and move-on housing options. Floating support was widely available and appeared successful
- Agencies were more effective and coordinated in their approach to meeting the needs of young people aged 16 and 17, and those looked after by the local authority, than a decade ago. However, they regarded young people aged between 18 and 24 as in a comparatively worse position. Overall, agencies considered that policy was moving in the right direction although young people were less positive, pointing to the continuing challenges they faced in securing appropriate and affordable housing

Taken from [Joseph Rowntree Report - Youth Homelessness in the UK](#)

**Joseph Rowntree Report housing options and solutions for young people in 2020 (June 2012)**

This recent report highlights the impact of challenges such as high youth unemployment and a lack of available credit on young people's housing options in 2020.

The key findings from this report are:

- Around 1.5 million more young people aged 18–30 will be pushed towards living in the private rented sector in 2020, reflecting growing problems of accessing both home ownership and social renting
- Without fundamental reform to the housing system, young people in 2020 will be increasingly marginalised. Three groups of young people are already marginalised

in the housing system: young families, those on low incomes and those who are vulnerable due to their support needs

- More stable private rented tenancies might be achieved through smarter incentives for landlords, possibly including tax breaks in return for more stable, longer-term tenancies for vulnerable or lower-income tenants and/or other benefits such as lower rent levels
- Social landlords could help tackle the challenges facing young people by helping them to access private rented tenancies and offering more shared tenancy options at local housing allowance rent levels

For more information, see the [Joseph Rowntree Report housing options and solutions for young people in 2020](#).

### **Making it matter- Improving the health of Young Homeless People (2012)**

A recent study by Depaul UK and AstraZeneca shows that young homeless people are twice as likely to suffer depression, and more than four times as likely to have been admitted to hospital for a health problem than their non-homeless peers. [This research](#) found that 40 per cent of homeless young people identified themselves as being depressed, while 27 per cent had been diagnosed with a mental health condition by a doctor, compared with seven per cent of non-homeless young people.

In England, around 40,000 young women aged under 18 become pregnant each year & around half of these pregnancies end in abortion. Evidence shows that teenage mothers & their children are more likely to experience poor outcomes, such as low educational attainment, living in poverty, poor mental health for the mother three years after the birth, higher levels of infant mortality, poor housing & lower rates of economic activity. Children of teenage parents are more likely to become teenage parents themselves. Tackling teenage pregnancy is key to tackling child poverty & addressing health inequalities. As well as it being an avoidable experience for the young woman, abortions represent an avoidable cost to the NHS. Teenage pregnancy is estimated to cost around £69 million per year.

[Teenage conceptions and teenage parents JSNA summary 2012](#)

## 4. Analysis of need - the local picture:

### Population Profile:

Population profile data can be found in the State of the City Report, ([press release archive - Brighton & Hove City Council](#))

The total population figure for Brighton & Hove in 2011 was 273,400. There are a high proportion of young adults within its population and this is expected to increase:

### Young People: comparative age profiles (%):

Figures based on the 2011 Census

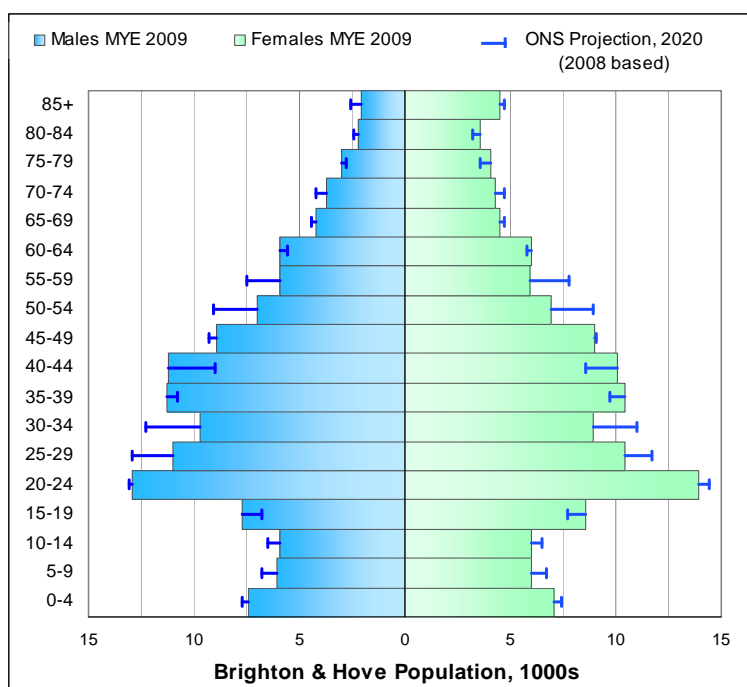
	Brighton & Hove	South East	England and Wales
16-24	16%	11%	12%
25-44	32%	27%	27%

### Young People: estimated age bands - Brighton & Hove (2011)

Figures based on the 2011 Census

Estimated number of 16/17 year olds in Brighton & Hove	7,200
Estimated number 18-25 year olds	39,900
Total 16-25	47,100

Population pyramid for Brighton & Hove - 2009 mid-year estimate and 2020 population projection



### Deprivation:

- Brighton & Hove is ranked the 79th most deprived local authority area and is one of the 25% most deprived local authorities in England.
- 15 areas in the City fall within the 10% most deprived in England

- Eight areas are in the 5% most deprived.
- 35 areas are in the 20% most deprived
- 116 of the 164 areas in the city are in the 50% most deprived

The Health and Wellbeing Joint Strategic Needs Assessment (2011) identified the following key issues:

- Significantly higher child poverty rates than the South East and high numbers of children in households with no working adults
- Poor educational attainment, and higher levels of young people not in education, employment or training than in the South East
- Higher unemployment rates than the South East and nationally
- Sections of the population with low skills; and employment predominantly in the service sector with little manufacturing or construction
- Lower average earnings than South East
- Low levels of home ownership; a high level of housing which does not meet the decent homes standard; and one in ten households in fuel poverty
- Higher levels of homelessness than the South East and England

[Health & Wellbeing | Home - InstantAtlas™ Server](#) (JSNA Summary 2011)

The city's Child Poverty Strategy and Needs Assessments sets out further information available at: [Brighton & Hove Child Poverty Strategy 2012-15](#)

### **Families in Multiple Disadvantage**

Estimates based on data from the Troubled Families Unit at the Department for Communities and Local Government (Feb 12) show Brighton & Hove has

- 260-270+ families with 5 or more disadvantages & 1 or more child risk factors
- 400-420 families with 5 or more disadvantages
- 1700 'Families in Need'

### **Young people - profile of need/vulnerable groups:**

The [Youth Service Needs Assessment 2011, City, Equalities and Neighbourhood Profiles v2 \(2012\)](#), (based on 13-18 year olds), and the 2011 Safe and Well at School Survey and recent performance data identified that:

- Around 17% are from the Black and Minority Ethnic community
- 4,354 young people aged 13-18 years were identified as living in one of the 20% most deprived Lower Super Output Areas (LSOAs) in England
- 2,900 young people aged 13-24 are a part of the lesbian, gay, bi-sexual and transgender (LGBT) community
- 539 young people aged 13-18 are young carers
- 174 young people are teenage parents and 75% of them are NEET
- 25% of 14-16 year olds have tried unprescribed drugs; 82% of this was cannabis
- 37% of 14-16 year olds had drunk alcohol in the last 7 days

- 171 young people aged 19 & under accessed RU-OK? for treatment in 2011/12 87 were First Time Entrants into the Criminal Justice system in 2011/12
- 3,670 young people have experienced domestic violence in the household
- Between 1,299-3,787 children 0-19 have a disability
- The number of young people 19-25 with a disability is in the range of 835 – 1,523
- 27% of secondary school children have a special educational need
- 1,740 young people were in the Emotional Health and Wellbeing service (Community Child and Adolescent Mental Health Services).

### **Housing/accommodation profile:**

Brighton & Hove has 123,000 homes and is the fifth most densely populated area in the region (2012 JSNA summary :Housing ).The social housing stock in Brighton & Hove represents around 15% of the city's housing, lower than the national average. Of the 19,000 homes in the social rented sector, approximately 12,600 are owned by the council, with the rest owned and managed by housing associations.

Secure tenancies and lower rents than the private rented sector continue to ensure that social housing remains very much in demand.

The city has one of the largest private rented sectors in the country comprised of 28,000 homes, or almost a quarter of the entire city's housing (23%). However, high rental costs, poorer than average housing quality and pockets of overcrowding result in additional housing challenges for the city.

The 2011/12 Quarter 3 housing statistical bulletins state

- 12,944 households were eligible to bid for properties, either for the whole or part of the period between 1 October 2011 and 31 December 2011.
- During Q3 2011/12, a total of 23,686 bids were made on 236 properties advertised and 159 properties were let.

The 2011/12 Quarter 3 housing cost update states

- In Brighton & Hove the average one bedroom flat costs nearly 5¾ times the median household annual income and a three-bed house costs just over 10½ times median annual income
- The annual average cost of renting studio, one-bed and two-bed flats has increased with two-bed flats showing the greatest increase up 6.9%. In contrast the annual average costs of renting a room has decreased by 2.1%
- The quarterly average cost of renting a room, 1-bed and 2-bed flats has increased with rooms showing the greatest increase up 2.3%. In contrast, the quarterly average cost of renting a studio has decreased by 1.1%.

Further information about the housing situation in Brighton & Hove can be found in Housing Statistical Bulletins/Housing Costs updates which are issued quarterly

### **Information from the Housing Statistical Bulletin Annual review 2010/11**

- During 2010/11 33% of households assisted to sustain accommodation was as a result of family support and mediation
- During 2010/11 33% households assisted to secure alternative accommodation was as a result of entering supported accommodation

- Since 2003/04 households accepted as homeless due to eviction by parents, family or friends has been the single most common reason for homelessness in the city, taking over from loss of private rented accommodation.
- Overall there has been a downward trend for households being accepted as homeless due to family eviction over the past years, but during 2010/11 the percentage of households accepted homeless due to eviction by parents, family or friends acceptances increased by 3%.

[Housing Strategy Statistical Bulletin - Brighton & Hove City Council](#)

[Housing Costs Update Report - Brighton & Hove City Council](#)

The current number of households eligible to bid for properties is 13,875 as at May 2012.

The Local Housing Allowance (LHA) is a standard housing benefit rate based on the number of people in the household and the number of rooms that the household needs. The LHA is a maximum amount payable, which may be reduced due to income and savings. Households finding cheaper accommodation than their allowance can keep some of the excess. With the exception of rooms and studio flats, the local housing allowance is now at the 30th percentile of rents which could reduce the chances of those on benefits finding an affordable home

### **Young People: housing/accommodation need**

The results of the Housing Needs Survey 2005 showed high levels of housing need for young people. The city's buoyant housing market means that many local young people are living at home longer, unable to afford market rented accommodation. Families with children are finding it difficult to enter the owner-occupied market, instead preferring to buy outside the city.

Some young homeless people face extremely difficult economic and social circumstances, including history of abuse; problems with alcohol and drugs; having a criminal record; health problems; severe poverty and chaotic lifestyles. Young immigrants are among the most vulnerable populations of the city, often encountering great difficulty in finding housing solutions.

In relation to young people the Housing Needs Survey 2005 found:

- 45% of young people said their accommodation was inadequate, with overcrowding the most common reason for this
- 40% of young people said that they had at one time been homeless
- 75% of young people indicated an intention to move within the next 3 years
- 66.2% of young people who intended to move hoped to get a flat, with the private rented sector the preferred option
- 92.7% of young people said they were willing to share with friends
- 81.1% of young people had an income of under £10,000 per year

[Housing needs survey - Brighton & Hove City Council](#)

In 2007/8, Sussex Central YMCA were funded to carry out research in to youth homelessness. The aim was to find out whether current service provision was meeting the need and to identify areas for improvement.

[Research Documents by Sussex Central YMCA](#) looked at young people who had experience of homelessness and housing services. This piece of work included 1 to 1

meetings, focus groups, questionnaires and surveys. The second piece of research focused on consulting with parents.

Research by Barnado's in September 2007 called '[Barnados Tipping the Iceberg report](#)' found evidence that some young people are at risk of sexual exploitation. One of the key messages from this research is that the experience of being in care, being homeless or living in temporary accommodation were all seen as increasing the risk of sexual exploitation. The report notes that in Brighton & Hove, young migrants to the city were being forced into risky situations because of a lack of affordable and appropriate accommodation.

Youth Homelessness: key risk/vulnerability factors

Looked after Children and Care Leavers:

- Brighton & Hove covers a small geographical area where 89% of all LAC are placed within 20 miles of the boundary of Brighton & Hove. A placement outside of the local area is appropriate for 4% of those children placed further way
- BHCC operates a joint framework (with West Sussex County Council) of preferred and accredited independent providers of children's residential and foster care services – the framework is being revised/re-tendered during 2012/13
- West Sussex County Council act as the central procurement body in managing the framework and related tender process on behalf of both local authorities
- There are currently 45 accredited and preferred independent providers of children's residential and foster care services on the joint WSCC and BHCC framework

The number of looked after children and care leavers relates to activity levels in the city's safeguarding, child protection and social care services, ie:

- The number of Children in Need (CIN) as at 31 March has fallen from 2,902 in 2010 to 2,318 in 2011 - a 20% decrease compared to a 2% increase nationally and a 7% decrease for our statistical neighbours. Although the rate per 10,000 children has fallen from 620.9 in 2010 to 493.8 in 2011, this figure remains above the England average of 346.2 and 391 for our statistical neighbours. Brighton & Hove's CIN rate per 10,000 is the second highest rate in our statistical neighbour group, behind Bournemouth with a rate of 531.1, and is ranked 21<sup>st</sup> highest out of 148 local authorities who submitted data.
- The rate of children who are subject of a child protection plan per 10,000 has fallen from 93.8 as at 31 March 2011 to 66, above the 2011 national average of 38.3 and the statistical neighbour average of 47.3. This would rank Brighton & Hove child protection rate per 10,000 the 9<sup>th</sup> highest, out of 152 local authorities in England.
- The number of children subject of a Children Protection Plan at the 31 March has increased significantly over the last five years, rising from 145 in 2006/07 to 440 in 2010/11 – an increase of 203% compared to a 53% increase nationally and 43% for our statistical neighbours. Furthermore, the number of children who are the subject of a child protection plan has increased by 21% between 2009/10 and 2010/11 compared to a 9% increase nationally and an 18% increase for our statistical neighbours.
- There were 483 children looked after as at 31 March 2011 in Brighton & Hove, an increase of 4% from the number at 31 March 2010 compared to a 2% increase nationally. The number of children looked after at 31 March 2011 has increased by 21% from the number at 31 March 2007 in Brighton & Hove, compared to a 9% increase nationally.



- The current rate of children looked after per 10,000 is 104, above than the 2011 national average (59 per 10,000) and the average for our statistical neighbours (71.7 per 10,000). This would rank Brighton & Hove joint 10<sup>th</sup> highest out of 152 Local Authorities in England.

Young people aged 16-18 years Not in Education, Employment or Training (NEET).

The government has changed the way Connexions services (renamed as Youth Employability Service or YES in B&H) are expected to measure their NEET figures. As a result only 2010/11 and 2011/12 figures are available i.e.

Not in Employment, Education or Training:

Target = 9.0%

January 2012 = 8.1% (by Academic Age and Residency)

January 2011 = 9.5% (by Academic Age and Residency)

Unknown:

Target = 5.0%

January 2012 = 6.2% (by Academic Age and Residency)

January 2011 = 6.4% (by Academic Age and Residency)

In Learning:

January 2012 = 78.9% (by Academic Age and Residency)

January 2011 = 72.5% (by Academic Age and Residency)

Previous data 2004-2009:

Year	2004	2005	2006	2007	2008	2009
NEET Count*	545	647	641	550	547	585
NEET%	8.86%	10.68%	10.85%	9.24%	7.78%	8.73%

Within supported accommodation/ floating support, client record forms\* for 2010-11, show that out of 178 young people, 46 were job seekers and 22 were not seeking work.

\*Client Record Forms: These are completed by the service provider for every person who uses a housing related support service. Client record data is broken down into specific client groups (for example young people, or people with learning disabilities). This helps us understand what the main needs are of the individual. The individual will have a main need known as their primary support need, and other needs are known as secondary support needs.

In Brighton & Hove there has been a steady increase in youth unemployment. Figures for 16-24 year olds show an increase from 1505 in June 2011, to 1815 in January 2012.

### **Criminal activity/anti-social behaviour:**

Information from Surrey and Sussex Probation Trust shows:

- Under 25 year olds account for approximately 24% of Brighton Probation services caseload - in December 2011 this amounted to 400 under 25's
- Accommodation need was identified with 44% of offenders assessed in Surrey and Sussex Probation Trust, this rises slightly in Brighton to 47.7%.
- Accommodation need was highest with those 18 to 21 year olds at 56.3% (40 young people) and lower with 21-25 year olds 45% (36 young people).
- Overall half of offenders aged under 25 that were given a full assessment were identified to have an accommodation need.

Information from The Youth Offending Service (YOS) states they had 87 open cases with the majority (67%) living with parents or relatives (January 2012). Those in unsuitable accommodation have a higher three month re-offending rate than the average for all offenders and were found to be more than twice as likely to re-offend (47% compared to 19%).

Client record data (2010-11) shows out of 178 young people in supported accommodation or floating support, 6 young people were referred to housing related support service from the YOS and 8 through probation.

The Legal Aid and Sentencing Bill which received Royal Assent on the 1<sup>st</sup> May 2012, means that children remanded in custody will have to be recognised as looked after by local authorities.

### **Teenage Parents:**

- Brighton & Hove has 172 teenage mothers living locally (Office National Statistics) and there are on average three new under-18 births each month (Brighton and Sussex University Hospitals) (2012 JSNA figures)
- Between October 2011 & January 2010, 42 children under five years were taken into care and of these 20% were born to teenage mothers. The need for social care among families of teenage parents and associated costs can be very high: 13 teenage mothers whose children entered the care system in 2010 or 2011 cost the local authority £180,000.
- Teenage mothers and their children are at an increased risk of experiencing poor outcomes including poor education attainment, poor health, poverty, poor housing, poor mental health and lower levels of economic activity.
- In July 2012, 25% of teenage mothers aged 16-19 years were reported to be in education, employment or training. There were differences in EET activity by area: the central as 34%, the east as 24% and the west as 6%.
- Around a half of teenage mothers live in three children centre areas: Moolscoomb (19%), Roundabout (17%) and City View (12%).
- The under-18 conception rate is 36.5 per 1,000 women aged 15-17 years (2008-10) meaning around four in 100 young women are conceiving and of these 58% lead to an abortion. This is slightly different to national & local pictures where the national rate is 38.1 per 1,000 and 50% end in an abortion and the regional rate is 30.5 per 1,000 and 52% end in abortion.
- Brighton & Hove has seen an overall reduction in their under 18 conception rates since the base line year 1998, of 26.5%. This places Brighton & Hove in the top achieving authorities and is 21<sup>st</sup> in the country for seeing the most change

Client record data shows that of eight people who used housing related support services for young families during 2010/11, four had a dependant child registered. None of the 8 had a partner registered. Four of the young people accommodated were under 18.

For supported accommodation or floating support for young people, client records show that three people also had a person registered as their partner.

For five months from November 2011 a project offering floating support to young homeless or families deemed 'at risk' of homelessness was piloted. A total of 11 families engaged in the project and received support. The overall outcome for these families was that they either stayed with their families or made planned rather than crisis moves. For example, three families were prevented from going into temporary accommodation and five moved

to independent accommodation, two families were supported to prevent child protection proceedings.

## **Mental Health**

The state of the city report states there are 2,700 children and young people (up to age 19) in the city thought to have a significant mental health issue.

Client record forms show a low number of young people within housing related support services having mental health issues as their primary support need, but service providers report this is increasingly becoming an issue.

Out of 178 client records for 2010/11:

- two young people had mental health issues as their primary support need
- 11 young people had mental health issues as their secondary support need
- four young people had mental health issues as their third support need.
- 16 had been defined as requiring a secondary mental health service under a statutory framework
- Five young people were registered as having a mental health related disability.

In 2008/9, one young person committed suicide who was using housing related support services. No other suicides have been recorded for young people services since 2008/9.

## **Young People with a physical and/or special educational need**

The Joint Strategic Needs Assessment (JSNA) for children and young people with a disability and/or special education learning disabilities (2011) found:

- Approximately 20 young people with learning disabilities reach adulthood each year, with 3-5 of these likely to need a 24 hour accommodation service with 2-3 of these having complex needs. Due to improved care and support young people with more complex needs are reaching adulthood and will need increasingly complex packages of support.
- Gaps in local services include specialised services for people with challenging behaviour and complex needs with a projected need of 6-10 units 2011-14
- The high cost of specialist housing means capital grants from the Housing Communities Agency (HCA) are harder to access and there are fewer affordable options for rent/ownership.

Young people with complex needs are supported by the Transitions Financial Planning Group (TFPG) from age 14 for level of need to enable prediction of service need/costs - these are consistent with the JSNA:

- Continued need for high-cost placements at approximately 3-5 per year and at a unit cost of £1500-2000.
- This will require some out of city placements. Available data for January 2011 shows four young people 16-18 and 15 aged 18-25

Young people with moderate to severe learning disabilities and severe challenging behaviour require accommodation designed to be physically robust enough to withstand the demands they place on their environment. This includes physical adaptations and consideration needs to be made to provide adequate space to ensure they are not in conflict with other residents.

Young people with mild-moderate learning disabilities and emotional-behavioural-social difficulties (including issues related to general developmental delays, conditions such as autism/Asperger's, ADHD, mental health problems, attachment disorders, personality disorders and/or social/family breakdown) may require accommodation that reflects relatively high cognitive functioning / daily living skills with a need for specialist staffing and support not compatible with clients in traditional care settings.

It is estimated that between 10-15 young people with aspergers/autism are placed in housing related support services for young people, as they would not be eligible for social care services.

Client record data shows that in 2010/11, 15 young people were accommodated in housing related support services for young people with a diagnosed disability. The data shows the disability to be broken down as

- chronic-1,
- mental health- 4,
- mobility, visual, hearing, mental health, other – 1,
- learning disability- 4,
- learning disability and autism- 1
- autism-1,
- visual and hearing -2
- mobility -1,

During 2010/11, there were no young people defined primarily as having learning disabilities, or physical or sensory disabilities, There were three service users with physical or sensory listed as their secondary support need, and one where learning disabilities is listed as the secondary support need.

For all housing related support services, there were seven people up to the age of 25 with a primary support need of learning disabilities, and four people up to the age of 25 with a primary support need of physical and sensory disabilities.

There were five people up to the age of 25, with a secondary support need of learning disabilities and one with a secondary support need of physical disabilities.

### Substance Misuse

RUOK? is a specialist substance misuse service for young people up to their 18<sup>th</sup> birthday.

Number of young people entering the specialist substance misuse service, RU-OK?

Year	Total new presentations	Total new presentations under 18	Total no in treatment	Total no in treatment under 18
03/04	61	55	-	-
04/05	65	50	-	-
06/07	49	-	139	96
07/08	-	88	168	142
08/09	144	97	204	124
09/10	175	143	219	163

Source: RU-OK? 2010

The numbers of young people under the age of 19 entering RU-OK? for treatment have increased steadily over the past five years. In 2009-2010, referrals to RU-OK? came from Youth Offending Service (63), self, family or friends (33), Children and Family Services (26) and health or mental health services (15).

Data from RUOK on the housing needs of their clients for the period 2010/11 showed

137 young people started treatment during 10/11. Referral sources were - 60 YOS ( Youth Offending Service), 16 Self referral, family/ friend 15 , Health or MH services-39 , Children and Families, ( 7 )

Accommodation information shows 98 were recorded as living with relative at treatment start, 11 were LAC Young people and 28 were of no fixed abode or in unsettled or supported housing.

Outcomes data for 2009-11 shows a total of 46 (around 42% ) 16/17 year olds, and 65 (24%) 18-25 year olds who were identified as needing support to manage their substance misuse.

Performance reporting (housing related support services) for 16-19 year olds shows

- 53 were referred for treatment for substance misuse (79% of those who had this issue)
- 13 sustained treatment (25% of all those referred)
- one person in young people housing related support services with a drug problem
- three people in housing related support services with an alcohol problem

## Ethnicity

There are significant gaps in information and data relating to Black and Minority Ethnic communities in the city. A needs assessment is commencing in 2012.

2007 population statistics from the Office for National Statistics record the city's Black and Minority (BME) community as 16% of the local population .This definition of BME includes all those who have stated their ethnicity as being a group other than White British.

Housing client record data:

<b>% BME Young People living in/receiving:</b>	<b>2009/10</b>	<b>2010/11</b>
<b>Hostels</b>	7% (3)	8% (3)
<b>Supported Housing</b>	19% (16)	17% (15)
<b>Floating Support</b>	17% (10)	19% (15)
<b>Average</b>	17%	18%

Client records show that 14% of young people referred to housing related support services were non white British during 2011/12.

## Young People’s Housing Advice service presentations (figures from Sussex Central YMCA)

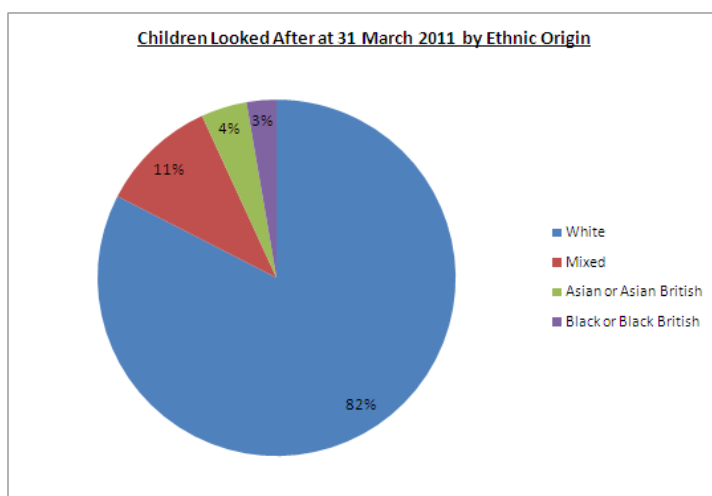
	2010/11 ( total 1203 presentations)	2011 to Feb 2012 ( 781 presentations)
<b>% BME Young People</b>	15% ( 179)	18% (142)

The Youth Homelessness Strategy (2007-10) stated that Black and Minority Ethnic (BME) households are more than six times more likely to live in overcrowded conditions than white households. Studies have shown that overcrowding is one of the risk factors that can lead to young people becoming homeless. Young people who have to share a room by the age of 12 are three times more likely to become homeless.

Figures from client record forms and the housing presentations at the Young People’s Housing Advice service show that compared to the population, there are slightly higher levels of BME young people in seeking help with housing, or using housing related support services in 2009-11. This figure has as lowered in 2011/12.

**Note:** The 'Young People's Housing Advice Service' is commissioned by Housing Commissioning Unit and sits within Band 1 of the Integrated Support Pathway. It works with people aged 14 to 25, and aims to provide a service of advice and assistance to young people to prevent homelessness and/or seek alternative housing solutions.

## Children ‘Looked After’ at 31 March 2011 by Ethnic Origin (source Children, Youth and Families)



Source: SSDA903

82% of Looked After Children in Brighton & Hove have a recorded ethnicity in the White Ethnic Origin category compared to 77% nationally, with 11% recorded as a mixed background (9% nationally), 4% Asian or Asian British (5% nationally) and 3% Black or Black British (7% nationally).

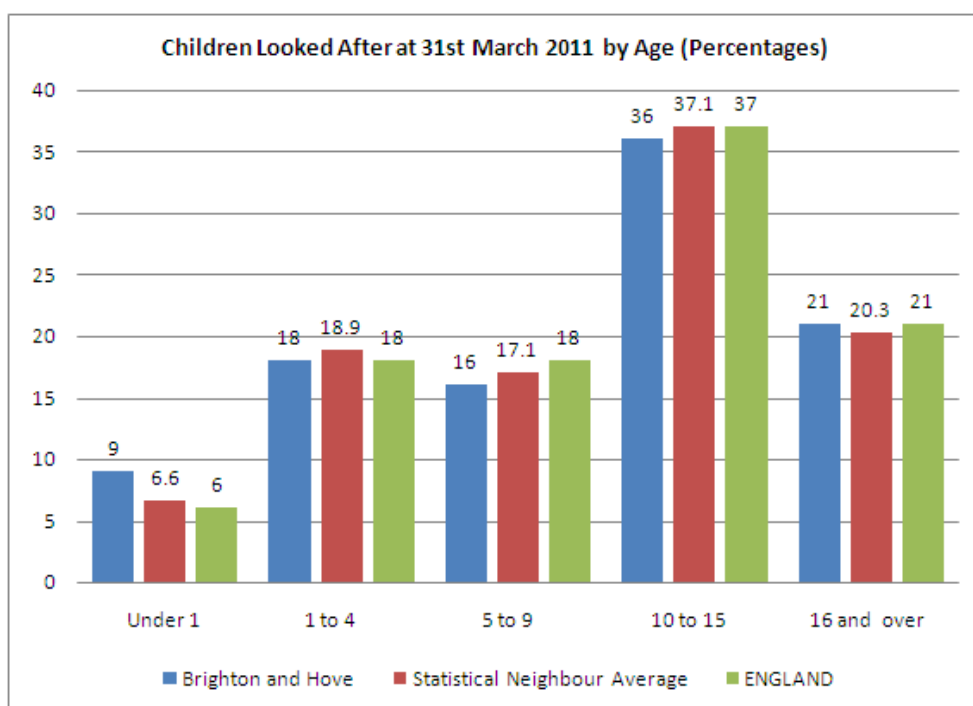
## Age

Table presenting the numbers of young people entering housing related support services broken down by age (source: client record forms)

Age	16-18	19-25	Total records
2009/10	94/60%	61/40%	155
2010/11	118/67%	57/33%	175
2011/12	69/51%	66/49%	135

(see age breakdown figures from Housing Options on pages 30-33)

## Children Looked After at 31 March 2011 by Age (Percentages) (source: Children, Youth and Families)



Source: SSSA903

Over a third of Looked After Children are in the 10 to 15 age band with just over a fifth aged 16 and over. 9% of Looked After Children were aged under 1 compared to 6% nationally and 6.6% for our statistical neighbours.

## Gender:

Table showing the gender split for people housed in housing related support services young people. NB: From client record data, Transgender is currently not an option on client record forms.

Gender	Male	Female
2009/10	66/45%	79/55%
2010/11	79/46%	96/54%
2011/12	57/43%	77/57%

## Young People's Housing Advice service data (from Sussex Central YMCA)

2010-11	
<b>Gender</b>	
Male 51%	611
Female 49%	591
Identified as transgender	1
Prefer not to answer	1

11-Feb12	
<b>Gender</b>	
Male 54%	425
Female 46%	356
Identified as transgender	3
Prefer not to answer	0

### Lesbian, gay, bisexual and transgender (LGBT) young people:

There are no up to date population statistics on LGBT young people, therefore there is an assumption that at present, the population will be 15% of the population of the age group, ie 15 % of 47,224 which is 7,084 LGBT young people aged 16-25.

The June 2006 'Out on My Own: Understanding the Experiences and Needs of Homeless Lesbian, Gay, Bisexual and Transgender Youth' research addressed the needs and experiences of LGBT homeless youth in Brighton & Hove.

The report was based on interviews and questionnaires with 44 LGBT youth who were homeless, or had been homeless in the past. A third of the young people interviewed had spent their childhood in Brighton & Hove and the remaining two thirds had migrated to the area. Most of the in-migration was due to the reputation of Brighton & Hove as a safe place for LGBT people to live. The report found the causes of homelessness were

- The sexual identity or transgender identity of a young person was implicated directly or indirectly in the initial cause of homelessness in most cases. Some young people were evicted from the family home or chose to leave, because their parents were intolerant of their sexual identity. Others chose to leave because they presumed their parents would have a negative reaction if they knew about the young person's sexual identity.
- Although homeless LGBT youth share many of the characteristics of homeless youth in general, in that they tend to come from disrupted families and are more likely to have been in care, there was evidence that LGBT youth were more vulnerable to abuse within the home.
- As well as violence and abuse within the home, some young people identified that homophobic bullying and assaults at school and in the neighbourhood contributed to their decision to leave home.
- Some young people chose to leave home because they felt isolated in the place where they lived and wanted to live in a place where LGBT lives were more visible.
- Sexual identity and transgender identity were also implicated in young people's subsequent episodes of homelessness. Homophobia from other tenants or residents in rented accommodation and in supported housing contributed to further episodes of homelessness.
- Some young people also became homeless when fleeing from domestic violence in same-sex relationships.



Experiences of housing and homelessness services – the data includes reports of:

- Negative experiences of local authority homelessness applications. It appeared that their vulnerability and hence their priority need for housing was not always recognised. This was often the case for young people without a local connection.
- Feeling unsafe in existing temporary and supported accommodation. There were some incidences of homophobic harassment from other residents and lack of appropriate intervention by staff.
- Feeling safer sleeping rough rather than in a hostel environment which had contributed to developing a pattern of long term transient homelessness.
- Feeling isolated and unsupported within existing services; most felt that specific housing provision with a critical mass of LGBT residents and specialist workers would help to overcome this isolation.
- Most of the young LGBT people were in favour of services monitoring sexual and gender identity, if it was done sensitively.

The report found that there is a need for:

- Local LGBT only supported accommodation and specialist support workers.
- Existing housing and homelessness services to be safer for LGBT youth.
- Improving the assessment of LGBT youth making homelessness applications to the local authority in order to identify vulnerability and priority need.
- Developing the monitoring and assessment of sexual identity and transgender identity in other services, including social services and Child and Adolescent Mental Health Services, in order to identify needs and provide appropriate support.
- Earlier preventative work should be developed in schools, Child and Adolescent Mental Health Services, social services and youth services to reduce the incidence of homelessness in this group.

For more information see: [Count Me In Too](#)

#### **LGBT average of current service users from housing related support services quarterly performance indicator forms**

<b>Number and % identified LGBT</b>	<b>2009/10</b>	<b>2011/10</b>
<b>Hostels</b>	2/ 6%	2/6 %
<b>Supported Housing</b>	6/ 8%	10/11%
<b>Floating Support</b>	6/12%	8/15%

#### **Young People housing advice service (figures from Sussex central YMCA)**

	<b>2009/10 total 1203 presentations</b>	<b>2011 to present (781)</b>
<b>% LGBT</b>	15% (178)	18% (143)

**Religion/belief:**

Table showing the breakdown of people's declared religious status from client record forms for young people services

<b>From housing client record forms:</b>	<b>2009/10</b>	<b>2011/10</b>
<b>Stated with religion</b>	22	28
<b>No religion</b>	46	111
<b>Do not wish to disclose</b>	10	9
<b>Not known</b>	42	30

## **5. Young People in Housing Need in Brighton & Hove:**

### **Young People presenting to housing services as homeless/in accommodation need:**

There are three main sources of information

- Client Record Forms: These are completed by the service provider for every person who uses a housing related support service. Client record data is broken down into specific client groups, (for example young people, or people with learning disabilities). This helps us understand what the person's main needs are, and their other needs are also listed (known as primary and secondary support needs).

For more information and statistics on client records see: [Supporting People - Home](#)

- Information from the OHMS (Open Housing Management System) database. This is the main database used to record Housing Options Information. Note: The OHMS age category is 18-24 not 18-25
- Sussex Central YMCA keep records of numbers and outcomes of people who approach them for housing assistance

### **Housing Options data - Numbers of young people coming into the system aged 16 and 24 (figures from OHMS Housing database)**

When a young person approaches Housing Options for assistance with housing, they are offered a variety of options which aim to prevent them from becoming homeless including enabling them to sustain their current accommodation or assisting them to secure alternative accommodation. The tables below show the outcomes from young people who have presented to Housing Options for assistance, broken down by 16/17 year olds and 18-24 year olds.

Note: The figures for Sussex Central YMCA (table 6) and the Housing Options figures are likely to include the same people. Also Sussex Central will provide advice and assistance to any person, but Housing Options will only provide casework to those in priority need.

### **List of tables/Graphs page 28-42**

- 1) Housing Options data: Young people 16/17 total cases and outcomes 2009/12
- 2) Housing Options data: Young People 18-24 total cases and outcomes 2009/12
- 3) Housing Options data :Young People with dependant child : Total Cases and Outcomes 2009/
- 4) Housing Options Data : Young People who are pregnant: Total cases and outcomes 2009/12
- 5) Homelessness acceptances
- 6) Numbers of young people 18-25 Presenting at Young People's Housing Advice
- 7) Top presenting reasons for presentations 16/17 year olds and 18-24 year olds
- 8) Graphs showing data on the last settled base for people approaching the Young People's advice service
- 9) Data on supported accommodation available and demand data
- 10) Emergency Accommodation for young people
- 11) Looked after children and projected numbers of children expected to leave care
- 12) Rough Sleeping
- 13) Unaccompanied asylum seeking children figures leavers.
- 14) Housing accommodation for young (18 year old) people leaving care/ Forecast of Young People Leaving Care Seeking & Able to Sustain Independent Living
- 15) Planned moves and evictions/graphs on reasons for evictions.

1. Housing Options Data Numbers of 16/17 year olds	2009/10	2010/11	11/12
Total Number of 16 /17 year olds	211	245	248
Outcomes for the young people where case was closed during that financial year  ( other includes the client found own solution/or lost contact)	Advice given = 89 Referred to Homeless Persons Unit (HPU) = 4 or Children Youth and Families (CYF) = 1, Other -9 27 young people were assisted to sustain their accommodation : 81 young people were assisted to find alternative accommodation, 48 into supported, 10 into private rented )	Advice given = 58 Referred to HPU = 33 or CYF = 3 Other =3 69 young people were assisted to sustain their accommodation 79 young people were assisted to find alternative accommodation including ( 14 into private rented sector and 45 into supported accommodation)	Advice given = 110 Referred to HPU = 21/CYF =1 Other = 9 44 young people were assisted to sustain their accommodation : 63 young people were assisted to find alternative accommodation including 7 into private rented sector and 39 into supported accommodation.

<b>2. Housing Options data Numbers of 18-24 year olds</b>	2009/10	2010/11	2011/12
Total number of 18-24 year olds	1020	872	859
Outcomes for the young people that presented	<p>Provided with advice and assistance =673</p> <p>Total not prevented from homeless application =71, Referred to Homeless Persons Unit (HPU) = 69/Referred to CYF=2</p> <p>71 young people were assisted to sustain their accommodation.</p> <p>205 young people were prevented from making a homeless application by being assisted to find alternative accommodation including 54 into supported accommodation and 107 Assured Short Hold tenancies (including 72 with landlord incentive).</p>	<p>Advice and assistance = 478</p> <p>Total not prevented from homeless application =116, Referred to Homeless Persons Unit (HPU) = 114/Referred to CYF=2</p> <p>69 young people were assisted to sustain their accommodation :</p> <p>209 young people were prevented from making a homeless application by being assisted to find alternative accommodation including 57 into supported accommodation and 106 Assured Short Hold tenancy ( including 61with landlord incentive)</p>	<p>Provided with Advice and assistance = 526</p> <p>Total not prevented from homeless application =122, Referred to Homeless Persons Unit (HPU) = 121/Referred to CYF=1</p> <p>66 young people were assisted to sustain their accommodation :</p> <p>145 young people were prevented from making a homeless application by being assisted to find alternative accommodation including 49 into supported accommodation and 64 Assured Short Hold tenancy (including 39 with landlord incentive)</p>

### 3. Young People with dependant child: Total Cases and Outcomes 2009/12 ( from OHMS)

	2009/10	2010/11	2011/12
Total number of 16/17 year olds	11	11	12
Outcomes	<p>Provided with advice and assistance = 3</p> <p>Referred to HPU = 1</p> <p>Assisted to sustain their accommodation = 1</p> <p>Prevented from making a homeless application by being assisted to find alternative accommodation =6 (4 PRS, 1 supported)</p>	<p>Provided with advice and assistance = 4</p> <p>Referred to HPU = 2</p> <p>Prevented from making a homeless application by being assisted to find alternative accommodation =5 (3 PRS , 2 supported accommodation)</p>	<p>Provided with advice and assistance = 3</p> <p>Referred to HPU – 5</p> <p>Assisted to sustain their accommodation = 2</p> <p>Prevented from making a homeless application by being assisted to find alternative accommodation =2 (1 to PRS)</p>
Total numbers of 18-24 year olds	218	277	267
Outcomes	<p>Provided with advice and assistance = 104</p> <p>Referred to HPU = 31</p> <p>Assisted to sustain their accommodation = 15</p> <p>Prevented from making a homeless application by being assisted to find alternative accommodation = 68 (57 PRS , 3 supported accommodation)</p>	<p>Provided with advice and assistance = 110</p> <p>Referred to HPU = 56, 2 to CYF</p> <p>Assisted to sustain their accommodation = 34</p> <p>Prevented from making a homeless application by being assisted to find alternative accommodation =75 (59 PRS , 2 supported accommodation)</p>	<p>Provided with advice and assistance = 129</p> <p>Referred to HPU = 67, CYF =1</p> <p>Assisted to sustain their accommodation = 28</p> <p>Prevented from making a homeless application by being assisted to find alternative accommodation =42 (37 PRS)</p>

#### 4. Young People who are pregnant: Total Cases and Outcomes 2009/12 ( from OHMS)

	2009/10	2010/11	2011/12
Total number of 16/17 year olds	14	13	11
Outcomes	<p>Provided with advice and assistance = 6</p> <p>Referred to HPU =1</p> <p>Assisted to sustain their accommodation = 1</p> <p>Prevented from making a homeless application by being assisted to find alternative accommodation =6 (2 to PRS, 2 to supported)</p>	<p>Provided with advice and assistance = 2</p> <p>Referred to HPU = 6</p> <p>Prevented from making a homeless application by being assisted to find alternative accommodation = 5 (all to supported accommodation)</p>	<p>Provided with advice and assistance = 5</p> <p>Referred to HPU – 3</p> <p>Assisted to sustain their accommodation = 2</p> <p>Prevented from making a homeless application by being assisted to find alternative accommodation =1</p>
Total numbers of 18-24 year olds	106	120	127
Outcomes	<p>Provided with advice and assistance = 40</p> <p>Referred to HPU = 18</p> <p>Assisted to sustain their accommodation = 11</p> <p>Prevented from making a homeless application by being assisted to find alternative accommodation = 37 (33 PRS , 2 supported accommodation)</p>	<p>Provided with advice and assistance = 47</p> <p>Referred to HPU = 35,</p> <p>Assisted to sustain their accommodation = 6</p> <p>Prevented from making a homeless application by being assisted to find alternative accommodation = 32 (29 PRS ,2 supported accommodation)</p>	<p>Provided with advice and assistance = 57</p> <p>Referred to HPU = 32</p> <p>Assisted to sustain their accommodation = 14</p> <p>Prevented from making a homeless application by being assisted to find alternative accommodation = 24 (21 PRS, 2 to supported accommodation)</p>

## 5. Homelessness acceptances

	2009/10	2010/11	2011/12
16/17 year olds	11	11	13
% of total homelessness accepted decisions for all customers	3%	3%	2%
18 to 24 year olds	105	144	188
% of total homelessness accepted decisions for all customers	24%	25%	27%

These figures have reduced dramatically due to an emphasis on prevention work, for example in 2006/7 61 16 and 17 year olds were accepted as homeless.

## 6. Numbers of young people aged 18 – 25 presenting to Young People’s Housing Advice service

(figures from Sussex Central YMCA, Young People’s Housing Advice Service, see information on prevention services page 48)

Please note this figures include cases which were closed, for young people who actually presented in the previous year , but the case was closed in the next financial year, hence there are more cases closed than actual young people who presented.

	<b>2009/10</b>	<b>2010/11</b>	<b>11/12</b>
Numbers of young people 18-25 Presenting at Young People’s Housing Advice			
Numbers of young people aged 18 -25 who presented to Housing advice service	659	924	836
Out of total presentations, Number of 18-25 where homelessness was prevented	396	565	712
Out of the total number of presentations, number of 18-25 year olds where homelessness was not prevented/unknown due to lost contact or provision of one off advice and guidance.	263	191	368



## 7. Reasons why young people presented for assistance with Housing at the Young People's advice service

Top reasons for 16 and 17 year olds approaching for assistance with housing from SCYMCA Young people's Housing Advice service

- Parents asked to leave due to clash of lifestyle
- Unhappy with current accommodation
- Other relatives unwilling to accommodate
- Overcrowding
- Evicted from Hostel or supported accommodation
- Repeat visits to Housing Advice service Housing

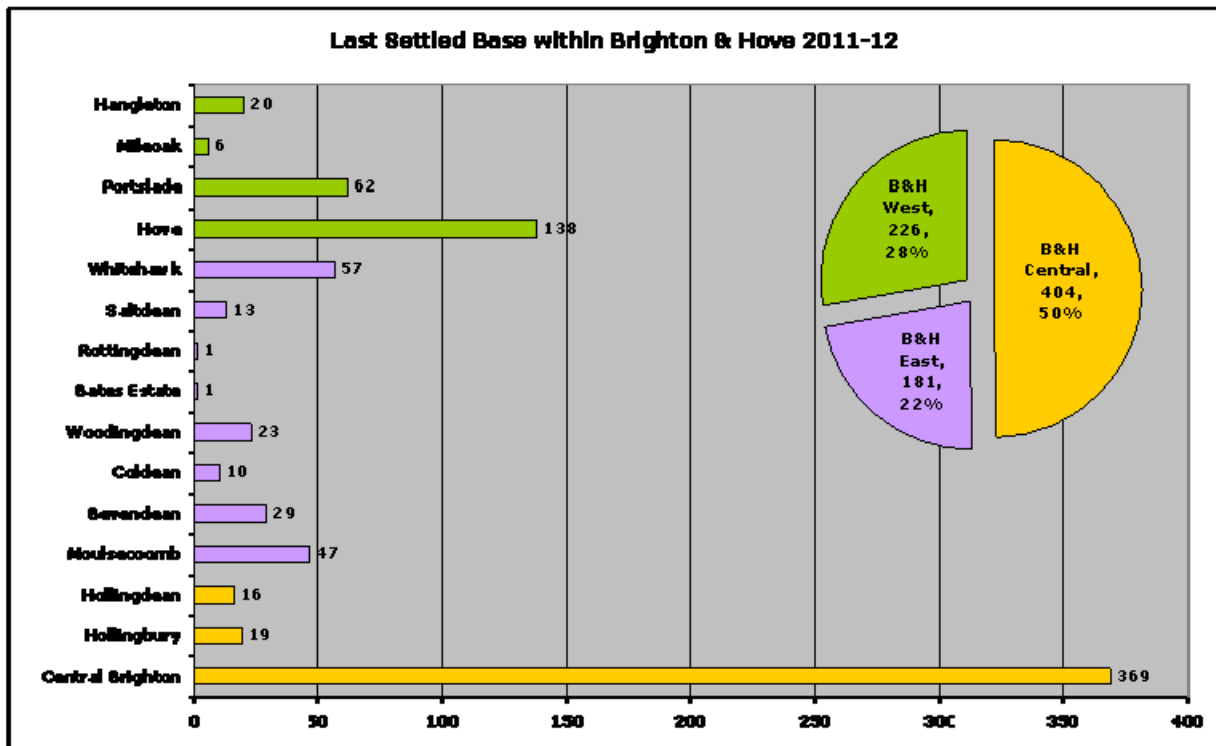
Note: This is not the same as the top reasons for homelessness acceptances.

<b>Top presenting reasons 18-25 year olds</b>	2009/10	10/11	12/13
Parents asked to leave due to clash of lifestyle	111	162	114
Other relatives unwilling to accommodate	104	142	124
Unhappy with current accommodation	86	136	77
Rough Sleeper	33	30	34
Overcrowding	29	36	-
Move on from Supported accommodation	29	22	52
Non- violent relationship breakdown	28	47	22
End of tenancy – other	28	40	35
Issues with tenancy and rent	25	38	21
Evicted from Hostel or supported accommodation	22	31	37
Pregnancy	15	36	33
Violent relationship breakdown	11	11	9

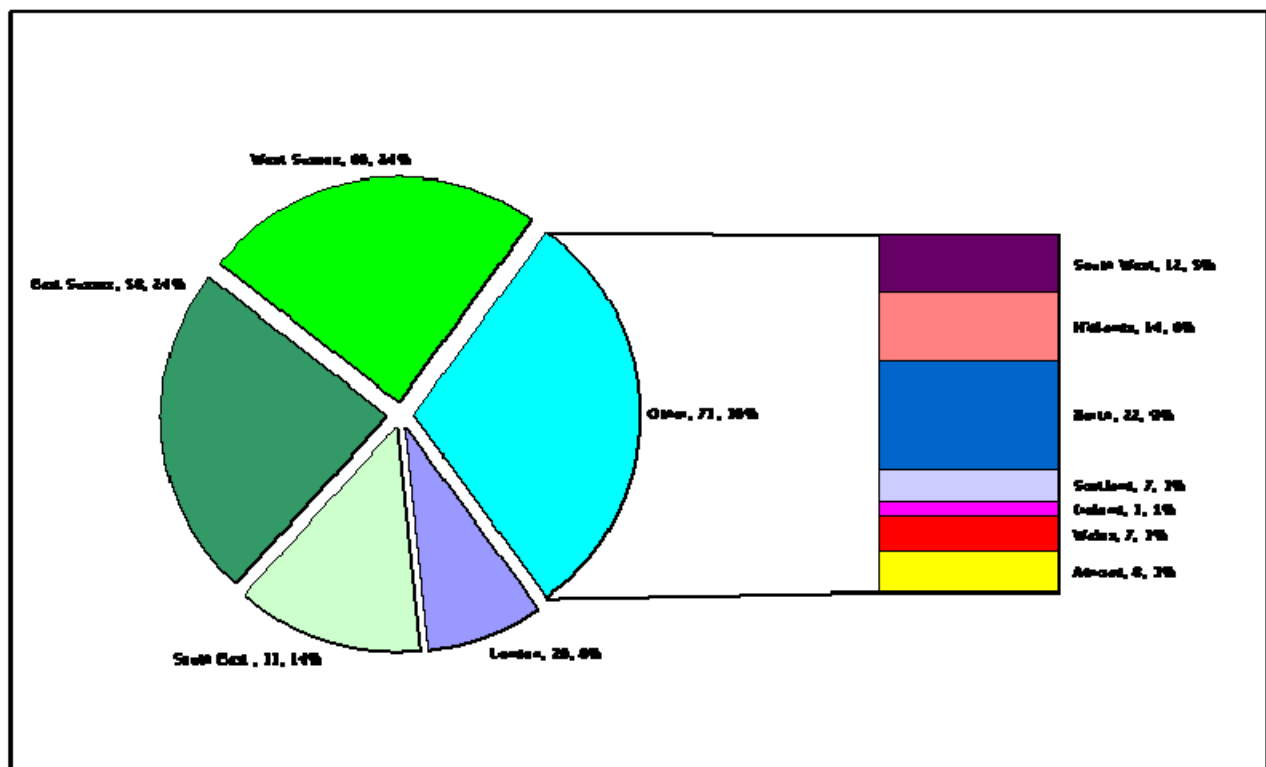
Repeat visits to advice service	337 /51%	445 /48%
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NB: Rough Sleeping (as identified in the table above) is defined as those who spent the night prior to accessing the service on the streets, with no substantial roof over their head (this would include sleeping in a tent). Currently this is approximately 2 ½ clients per month (This figure is for under 25 year olds, data from Sussex Central YMCA).

## 8. Last Settled base figures from SCYMCA Housing Advice service



## Last Settled base outside Brighton & Hove 11-12



## 9. Supported Accommodation/Demand data

The following table gives a summary of the number of supported accommodation bed spaces available in the city, and indications of demand. For full details of the services included here see the information on services in the Integrated Support Pathway on page 49.

	2009/10	2010/11	2011 /12
Number of supported accommodation bed spaces available (from Housing related support database)	139 for young people 10 for young families	135 for young people 22 for young families	135 for young people 22 for young families
<b>Number of young people housed in supported accommodation (from client record data)</b>			
Number of 16/17 year olds accommodated in housing related support services (from client record data)	49 young people services 1 in young families service	55 in young people services 5 in young families service	35 in young people service 6 in young families service
Number of 18-25 year olds accommodated in Housing related support services (from client record data)	61 in young people services 1 in young families service	96 in young people services 5 in young families service	82 in young people service 14 in young families service
<b>Demand /waiting list data</b>			
Number of 16 and 17 year olds on waiting list for hostel type supported accommodation	As at October 2011 – average 7 people waiting at any time. The average time a person would wait for a band 2 place from an emergency bed is 69 days.  October 2012- An average of 8 people on the waiting list. The average time a person would wait to move to an u25 Band 2 from Emergency Placement is 62 days (taken from the last 6 months data)		
Indicative waiting times for young families accommodation	No average waiting time given, but at one point waiting list was about 5 months due to very limited move on. As at Oct 11, 4 people on the waiting list (not including mid wife or social services referrals)  Oct 2012 Update - 5 people on waiting list, who have been allocated spaces within the service		
Numbers of 18-25 year olds placed in adult services due to lack of space at young people service	During 2011/12 there were 2 18 year olds placed in adult services, and 36 19-25 year olds		

Numbers of 18-25 year olds waiting for supported accommodation	Snapshot October 2011 = 32 (difficult to assess waiting times except for the Foyer which is 2-4 weeks)
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[Appendix E](#) shows the predicted numbers of young people expected to request help with housing based on population predictions.

### 10. Emergency Accommodation for Young People

Brighton & Hove has provision for emergency accommodation for young people. This includes specific beds within supported accommodation. If there is no availability within supported accommodation, young people will be referred to the Emergency Placement Team and may need to enter bed and breakfast accommodation, providing this can meet their immediate needs, and the risks can be managed so that both they and other residents can remain safe. If this is not the case, the young person will be referred to Children's Services or Adult social care for their needs to be met. Support is available to all young people in emergency accommodation, and the establishments are vetted by council staff.

The table below shows the numbers of 16 and 17 year olds, and the average numbers of nights which were spent in bed and breakfast accommodation for the years 09/12. The table is separated to show the numbers who were placed in bed and breakfast by the Housing Options or the 16 plus support and Young People's Asylum Team.

<b>16 plus support team and Young People's Asylum team</b>			
	09/10	10/11	11/12
Number of people/average number of nights per person	An average of 5 young people aged 16/17 placed in B&B each year for an average of 4 nights		10 young people were placed in B&B, average of 41 nights, but the actual figures show the lowest amount of time was 4 nights, and the highest number of nights was 77.
Total number of nights for the year	20 nights total for the year	18 nights total for the year	416 nights total for the year
Note: The high increase in 11/12 figures for B&B use is due to a small number of young people being in B&B for longer than anticipated periods			
<b>Housing Options</b>	09/10	10/11	11/12
Number of people placed in B&B	41	76	56
Average number of nights per person	40.6	37.7	43

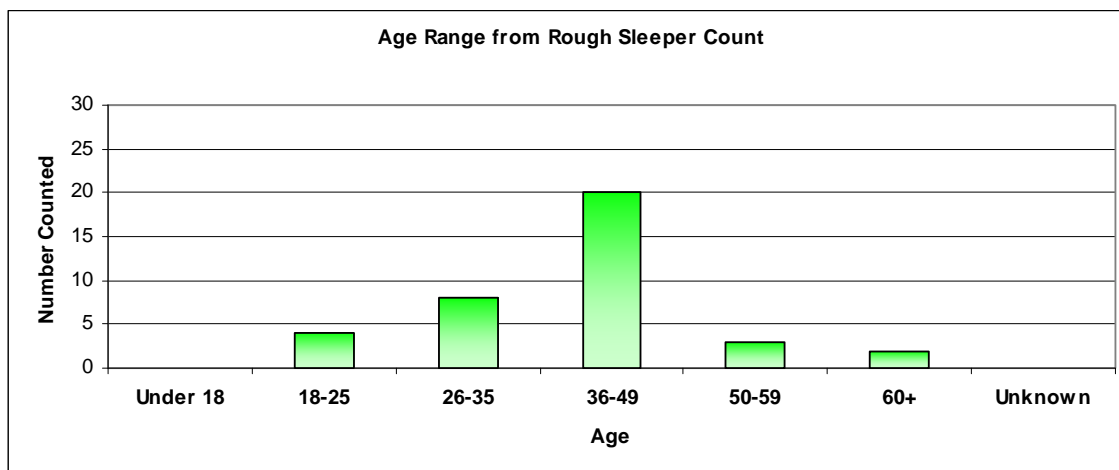
Evictions from Emergency Accommodation – It is not possible to tell exactly how many young people have been evicted from bed and breakfast, but, for example over an 8 week period, (January and February 2012) 93 young people between the ages of 16-25 had their emergency placement cancelled, but there is no available information on whether this was due to them finding other housing, rather than being evicted from the emergency accommodation.

**Emergency Accommodation use for 18-24 year olds (Figures from Housing options)**

Housing Options	09/10	10/11	11/12
Number of people	220	260	378
Total numbers of nights for the year	10,036	17,568	38,596
Average number of nights per person	46	68	102

**11. Rough Sleeping**

Figures from the rough sleeper count in November 2011



Figures from the Crime Reduction Initiatives (CRI) Rough Sleeper and Street Services and relocation team (RSSSRT) state in 2010-11 they worked with 45 people 25 and under, and in 2011-12 they worked with 35 people 25 and under. For 12/13, In quarter one, there were 44 referrals to the service, and quarter two, 27 referrals who were aged under 25. CRI report that young people tend to be accommodated in squats rather than sleep rough.

The RSSSRT team estimate that 30% of clients they worked with have some history of being in local authority care. In 2011-12 the team worked with 732 people so it is estimated that approximately 219 people would have had a history of being in care.

## 12. Looked after population and projected numbers of young people expected to leave care

Looked after Children and Care leavers within Brighton & Hove are under the statutory duty of care of Children Youth and Families, and the assessment and referral pathway for these young people is outlined in section 8.

The table below shows how many looked after children and care leavers there are in the city, and outlines where they are currently accommodated.

	2009/10	2010/11	2011/12
Total numbers of 16 and 17 year olds in care system ( up to 18 <sup>th</sup> birthday)	90 (average for the year)	94 ( average for the year)	95 ( average for the year)
Total numbers of 16/17 year olds accommodated and accommodation types	61 (Foster Care) 15 (Residential Care) 5 (Supported accommodation) 2 (Temporary Accommodation) 10 (Other)	66 (Foster Care) 14 (Residential Care) 5 (Supported accommodation) 2 (Temporary Accommodation) 7 (Other)	71 (Foster Care) 6 (Residential Care) 7 (Supported accommodation) 3 (Temporary Accommodation) 8 (Other)
Numbers of care leavers per year	2009 – 13 2010 – 16 2011- 14 March 2012 – 3		
Projected numbers of care leavers who will require housing and support	<p><b>2011/12</b> Total Numbers of 16 and 17 year olds in care system excluding Unaccompanied Asylum seeking children (USACS) = 95 (+ 13 UASC's)</p> <p>Currently 38 young people in care who are aged 16 between 01.04.2012 - 31/03/13 (based on previous data, likely to rise to 48) Total 16/17's (<b>2012/13</b>) = 98</p> <p>Currently 34 young people in care who are aged 16 between 01.04.2013 – 31.03.2014 (based on previous data, likely to rise to 44) Total 16/17's (<b>2013/14</b>) = 96</p>		
Numbers of 18-21 year old supported (accommodated) under Children's Act duty	Average for 09/10 & 10/11 Supported accommodation = 30 (includes UASC's) Supported Lodgings = 32 (funded by Children & Families)		

### 13. Unaccompanied Asylum Seeking Children (USAC)

Asylum seeking children and young people under 18 who arrive in Brighton & Hove separated from their parents or other caregivers are assessed for support by the council's Young People Asylum Service.

The table below shows the numbers of new USACs, and the total number in Brighton & Hove since 2009.

	2009	2010	2011	March 2012
Numbers of new unaccompanied asylum seeker children coming care system	17	4	7	1
Total numbers of UASC's (under 18's)	28	24	13	7

Historical data is available on the housing circumstances of young people leaving care, which gives a picture of what the housing and support needs are of care leavers.

### 14. Housing Accommodation for Young (18 year old) People Leaving Care

	2006	2007	2008	2009	2010
Supported Lodgings	4	8	14	7	2
With Parents Or Relatives	5	8	7	12	7
Foyers And Similar Supported Lodging	2	0	2	4	11
Community Home Or Other Residential Care	0	5	3	2	2
Independent Living *	15	14	14	14	18
SSD Not In Touch With Young Person	0	0	2	0	0
Semi-Independent Transitional Accommodation	2	3	1	0	0
Other Accommodation	1	0	1	0	0
Ordinary lodgings without formal support	0	0	0	0	0
In Custody	2	0	0	3	1
Bed And Breakfast	0	1	2	1	0
Emergency Accommodation	0	0	0	0	1

**Note:** About five young people outside of the 18 year old age bracket are also likely to be assessed as ready for independent living.

\* Independent living – this group goes to a mixture of local authority housing both in the city (80%) and beyond, as well as private rented accommodation.

The number of young people leaving care and entering accommodation enabled by the council is recorded at between 14 to 18 per year. Looking forward, based on young people currently in care and due to reach their eighteenth birthday, the number seeking and able to sustain independent living is forecasted below.

## Forecast of Young People Leaving Care Seeking & Able to Sustain Independent Living

	2011	2012	2013	2014	2015
Independent Living only	17	17	18	18	19

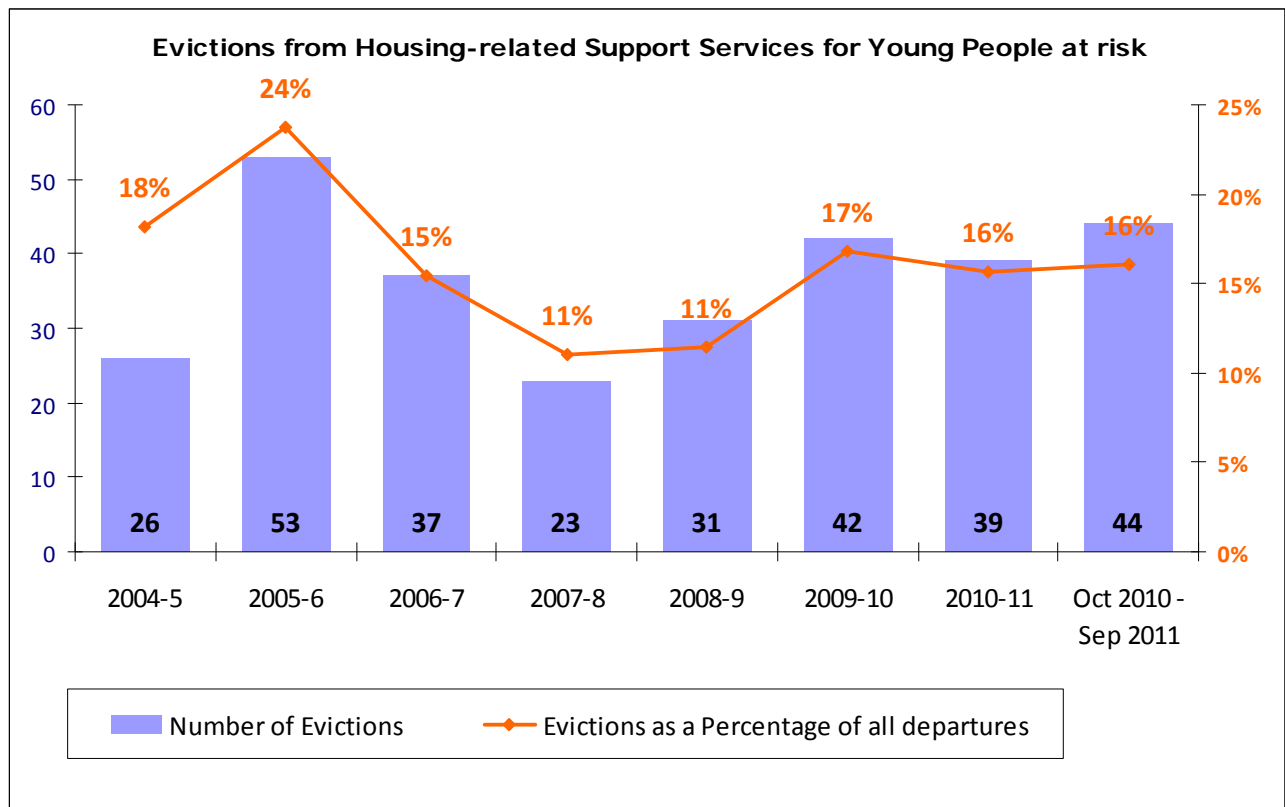
### 15. Planned moves and evictions from supported accommodation

This section looks at the outcomes for young people in housing related support services. A key performance indicator is whether someone moves on successfully from the service, this is recorded as a 'planned move'

Data from Housing related support performance indicators (see section 13 on details of services included in these tables and graphs below)

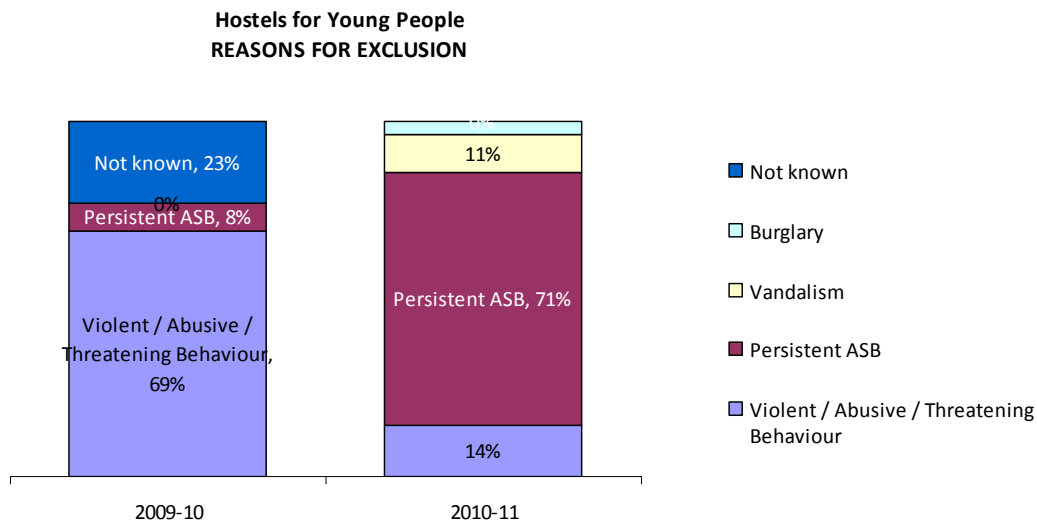
	2009/10		2010/11	
	Planned moves	Evictions	Planned moves	Evictions
<b>Hostels (band 2)</b>	66/ 68%	26/27%	63/ 66%	28/29%
<b>Supported Housing (band 3)</b>	62/ 77%	14/17%	57/80%	11/15%
<b>Floating Support</b>	37/ 65%	2/ 4%	59/ 71%	0
<b>Total</b>	250	44 (17.6%)	249	39 (15.6%)

Data on Eviction levels from 2004/ Sept 2011





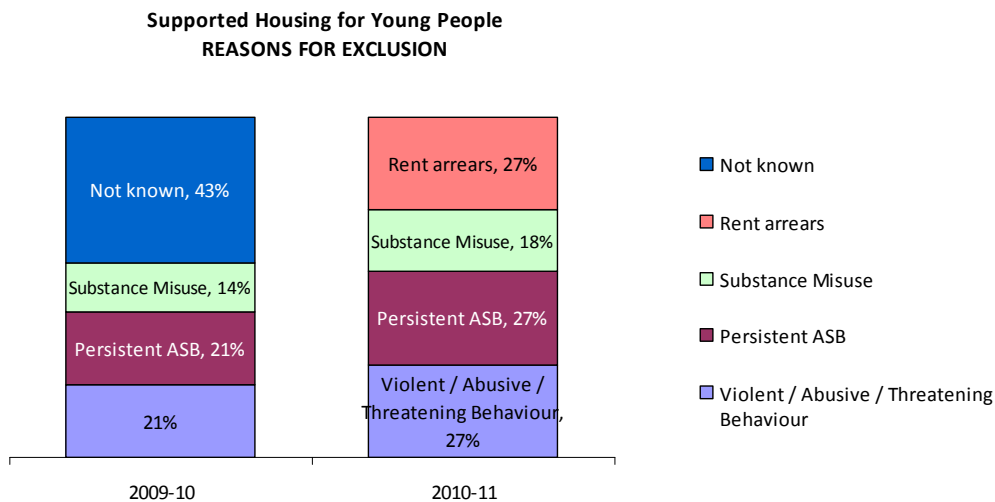
## Reason for eviction from young people band 2 hostels:



(ASB - Anti social behaviour)

The graph relates to the housing related support services band 2 hostels for young people (see section 13 services relating to need).

## Reasons for eviction from Supported Housing (band 3)



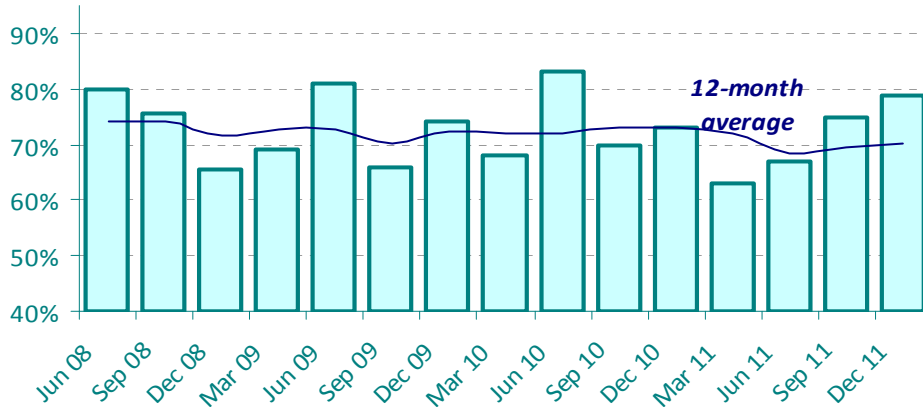
The graph relates to the housing related support services Band 3 supported housing for young people (see section 13 services relating to need)

The latest performance data for all housing related support young people services (hostels, supported housing and floating support) shows that from September 2010 to September 2011 of 268 departures:

- 70% were planned moves
- 30% were unplanned moves; of which
- 44 were evictions (16% of all departures)

The graph below shows the data from June 08 to Dec 11

### Moves to greater independence from Housing Support Services for Young People



### Supported Accommodation Panel (SAP):

The Supported Accommodation Panel consists of supported accommodation providers and local authority staff. The panel has monthly case discussions to enable inter-agency interventions and co-operation to reduce evictions, and to try to reduce the ‘rotating door’ of homelessness.

Since the introduction of the Supported Accommodation Panel in April 2011, 76 cases have been discussed resulting in a joined up approach for dealing with young people at risk of eviction.

### Brighton & Hove: Eviction Protocol

Introduced in 2007 the Protocol for the prevention from Eviction has been reviewed and includes good practice recommendations by Homeless Link. Locally this has resulted in more flexibility within the integrated support pathway. For more information on eviction protocols see [A commissioners' guide to reducing eviction and abandonment | Homeless Link](#)

### Move-on issues:

‘Move on’ is the term to describe moving out of supported accommodation and into independent accommodation. Despite the levels of planned moves, moving on can be a difficult process for people who live in supported accommodation, with the private rented sector the only option for many young people, and often young people do not have access to deposits or guarantors. Between September 2010 and September 2011 an average of 51 young people were ready to move on from supported accommodation to more independent accommodation.

### Outcomes Data

Housing related support services also collect ‘Outcomes data’. This is done by the completion of an Outcomes form at the end of the young person’s support package. It aims to assess what has been achieved by the young person, looking at different areas where the young person has needed support, and whether that need was met or not by the intervention of the service.

## 6. Analysis: Consultation and Feedback:

This section looks at local and national consultation which has taken place on the issue of young people's housing and support services:

### Local Consultation: Supporting People Strategy Review 2010

In 2010, as part of the revision of the Brighton & Hove Supporting People Strategy, consultation took place with service users in supported housing and professionals working within supported housing services.

Feedback from <b>Housing Professionals</b> on the Supporting People Strategy review		
Key themes identified for young people	<ul style="list-style-type: none"> <li>• Need sufficient young people provision to prevent new generation of rough sleepers, and to include different types of provision such as supported lodgings</li> <li>• Family support and mediation important</li> <li>• Need a service to increase accessibility and provide support to move from Band 3 and get support in the PRS</li> <li>• Service users really value the support and their main goals are to achieve secure accommodation, gain employment and training, continue to access services and obtain help with debts and budgeting.</li> </ul>	
Key themes identified for teenage parents	<ul style="list-style-type: none"> <li>• Need to keep the existing units of accommodation, with more medium support for all the units rather than low and very high support</li> <li>• More accommodation for couples (the current provision does cater for couples as it includes self contained flats)</li> <li>• Service users value the support and their key goal is moving on to secure housing.</li> </ul>	
Feedback from <b>Young People and teenage parents</b> on the supporting people strategy review		
Questions asked of young people and teenage parents	Young People	Teenage parents
<b>What services have made a difference?</b>	<ul style="list-style-type: none"> <li>• General Provision of support service to help me learn to live</li> </ul>	<ul style="list-style-type: none"> <li>• Provision of support and money advice</li> </ul>

	<p>independently</p> <ul style="list-style-type: none"> <li>• Access/info on courses and employment</li> <li>• Help and information with move on/housing</li> </ul>	
<b>How did they make a difference?</b>	<ul style="list-style-type: none"> <li>• Helped me access grants/benefits</li> <li>• Helping maintain tenancy</li> <li>• Being more organised</li> </ul>	<ul style="list-style-type: none"> <li>• Help with move on</li> <li>• Accesses other agencies by sign posting</li> </ul>
<b>Was there anything that didn't work very well?</b>	<ul style="list-style-type: none"> <li>• Sharing, not having weekly key workers</li> </ul>	<ul style="list-style-type: none"> <li>• Not having a crèche</li> <li>• Having to have key worker sessions when didn't want them</li> </ul>
<b>Was there anything that would have really helped if it had been available?</b>	<p>Five respondents said No, but there were 9 other suggestions (all different) such as flexible hours.</p>	<ul style="list-style-type: none"> <li>• Debt advice</li> </ul>

### **Feedback from Youth Homeless Working Group (Jan 12)**

Key themes:

- Strong support for review of pathway and recommendation to simplify and create a dedicated process for young people
- Creation of a young people 'hub' (eg Camden Model)
- Highlighting the 'sudden shift' in response when a young person turns 18 – although a function of legislation/statutory duties, nevertheless problematic for young people needed and affects their outcomes
- Resources/time to enable 17 yr olds to develop life skills to sustain independent living
- Support for transitions to adulthood for young people with a disability or special educational needs
- Issue of the numbers of 18 and 19 year olds being placed in Band 2 adult hostels

The Working Group suggested that the needs of young people can be considered in terms of 4 related cohorts:

- Pre-16: focus for early intervention/prevention; issue of younger following older siblings to homelessness; families in multiple deprivation
- 16-18<sup>th</sup> birthday: some statutory support, but problems with systems/process and capacity
- 18-25 year olds tend to be the 'hidden homeless' and are surviving through temporary arrangements such as staying with other people for example, 'sofa surfing'. These young people tend to quickly exhaust options, and with no statutory support there can be a shift into entrenched homelessness and young people entering adult hostels
- 25+ increased use expensive/specialist services (health/mental health, police/probation etc)

Feedback from council officers working in delivering services for young people (Feb 12).

### **General points**

- Often we have the wrong people in the wrong accommodation and there are problems with accessing accommodation, so issues around making appropriate referrals
- No strategic oversight as to how advancement in one area, might mitigate others
- Need bigger range of housing options
- Need strategic overview to understand how we respond to pressure points
- People with Learning Disabilities who have autism and aspergers within the pathway find it difficult to progress, and are vulnerable to exploitation
- The Southwark Judgement has lead to better joint working with Children's services and Housing.
- Currently, it was felt that there needs to be better transparency and communication around how the Youth Service fits in (as per priority two in the Youth Homeless Strategy). Although there is not strong evidence to suggest early intervention works, good practice suggests councils should be looking at this.
- Often the families where an eviction takes places are the same families classified as 'in deprivation' and have extreme pressures.
- Common Assessment Framework (CAFs) – use of CAF's to be incorporated in the whole system. Housing and Children's services used to do joint assessments in 2005
- Shared Lives- offer alternative models to use as emergency accommodation
- Nightstop for 18+

## Discussion on potential services/options

- Shared Housing for young people (this is recommended by Homeless Link, but very few councils do this)
- Floating support / Youth service advocacy
- Make the process more transparent, young people not aware of the processes
- Children's rights – people should build networks within the community
- Discussion specialist support - eg offending, substance misuse, mental health work with other authorities

## **Follow up workshop with council officers and CLG national advisor (Aug 12)**

### Outcomes from the workshop session

- Focus on need, (not just about the legal/statutory frameworks)
- Building resilience and independence- enabling and empowering families to live independently
- What triggers stress? - from when circumstances were ok, work on and target the cause of the stress trigger.
- Joint visits – housing /social work/children's services
- System referral changes – ensure young people accommodated in the right housing at the right time
- Consistent keywork support that follows the young person, so they have a designated support worker
- One door/One stop (joint integrated service delivery- panel (BHVA/ACAS)
- More work at looking at schools - Are we going into the right schools? Are we giving the right message?
- Joint visits Housing /Social workers 90% still in contact with family
- Where are people going if their placement breaks down?
- Focus on the outcomes
- Care leavers - previous Homeless history- supported housing/ not getting placement right
- Richmond adolescent team service delivery model
- Youth service role in homelessness -Targeted youth service
- Link to advice service funded by CYF - Ovest house do a snapshot of what schools people have come from, what postcode/tenure
- Croydon 12 bed assessment centre 'STOP' need separate respite, tight rules and incentives, out of city centre
- Panel format for assessment

- Supported lodgings - sharing models of accommodation/responsible tenants/ more emergency accommodation/ personalisation
- Build on aspirations and enable them to move out of the system.

**Local consultation with young people accommodated in housing related support services (supported housing) (Feb 12):**

This consultation was carried out by service providers who asked the young people in supported accommodation to answer the questions shown. The key themes identified from service user feedback for Young People and Teenage Parents are shown in the table. Responses were received from Family Mosaic Young Families Project (7) Sussex Central YMCA (7), Impact Initiatives (1).

Question	Summary of responses - <b>young people</b>	Summary of responses - <b>young families</b>
1. What services have you received that have really made a difference?	<ul style="list-style-type: none"> <li>• High support housing when I was 16, and also band 3 keywork support</li> <li>• Keywork support (3 people said this)</li> <li>• A home – safe accommodation (3 people said this)</li> <li>• Anger management course</li> <li>• Young People Housing Advice , BHASVIC,</li> <li>• Meeting with other agency worker, keyworks</li> <li>• Key work/crime prevention/RUOK/Princes Trust</li> <li>• Good Key work</li> </ul>	<ul style="list-style-type: none"> <li>• Young Families Supported Housing</li> <li>• Life coaching and keywork at project</li> <li>• Living at project to help me get ready to live on my own</li> <li>• Keywork from Brighton Young Families Project (3 people)</li> </ul>
2. How did they make a difference?	<ul style="list-style-type: none"> <li>• Key worker giving me support</li> <li>• Resolved problems</li> <li>• Helped me to get accommodation-help with benefits, keywork generally useful/ help with forms etc</li> <li>• Maintaining accommodation</li> <li>• Having somewhere to live, help from workers</li> <li>• Not sleeping rough (3 people said this) or in squat</li> <li>• They housed me, they have supported me, they have taught me life skills, they are helping me progress into independence</li> </ul>	<ul style="list-style-type: none"> <li>• Giving me a home</li> <li>• Life Coaching- mainly has helped with mental health problems. Keywork: Has helped me to know how to sort some problems out.</li> <li>• Helping me to be independent with the help from keyworker at supported accommodation and the Young Families Project</li> <li>• Helped me to sort out my debts</li> <li>• Helped me have somewhere to live and</li> </ul>

	<ul style="list-style-type: none"> <li>• Ovest House made a difference because they gave me all the info I needed to find accommodation, everyone at the supported accommodation giving me help with my money and other things,</li> <li>• Got me out of home, it is a lot better. I felt able to look at my sexuality and couldn't at home</li> <li>• Helped sort out my life in a way that I can things easier</li> <li>• Keyworks has helped me through certain points in my life. Crime prevention &amp; RUOK helped me with accommodation/Princes Trust helped with an understanding with work</li> <li>• Debt management</li> </ul>	<p>support as a young mum.</p>
<p>3. What services are important to you?</p>	<ul style="list-style-type: none"> <li>• Keywork</li> <li>• Help with education and benefits</li> <li>• Just wants some secure accommodation</li> <li>• SCYMCA because they have helped me the most, giving me all the tools to get further in life</li> <li>• Keywork, more cooking Meetings with my keyworker and signposting to other agencies</li> <li>• CRI. Help with mental health and drug and alcohol problems</li> <li>• Health Visitor services</li> <li>• 24 hour support at supported accommodation</li> </ul>	<ul style="list-style-type: none"> <li>• Council</li> <li>• Services to help me with mental health and to help me with eating disorder and depression</li> <li>• Key work at young families project ( 2 people)</li> <li>• YMCA - housing support helped me move to young families project</li> <li>• Learning new things, useful help with managing money and budgeting. Help if I ring keyworker if I need help with maintenance and help with talking to the council about maintenance issues</li> </ul>
<p>4. Are there any services you receive that you feel you do not need?</p>	<ul style="list-style-type: none"> <li>• No</li> <li>• (3 people said RUOK)</li> </ul>	



<p>5. Is there anything you feel needs improving?</p>	<ul style="list-style-type: none"> <li>• More activities like football.</li> <li>• Relationship building for residents.</li> <li>• Would like to decorate own room.</li> <li>• New carpets and re-painted.</li> <li>• More support to find permanent accommodation</li> <li>• Hasn't been able to find any work so support around how to get employed</li> <li>• Wants to get involved in making the place feel more like a home than a house. Redecorating etc</li> <li>• RUOK, I felt that they were aimed at people younger than myself, it felt like they were reading a textbook to me</li> </ul>	<ul style="list-style-type: none"> <li>• More housing options for move on out of project, being able to look at lots of housing options</li> </ul>
<p>6. Was there anything that would have helped had it been available?</p>	<ul style="list-style-type: none"> <li>• More permanent accommodation</li> <li>• More move on places and less waiting time for residents that have waited/lived here for a long period of time</li> <li>• Money/start up pack Benefits, quicker accommodation, move on options</li> </ul>	<ul style="list-style-type: none"> <li>• A confidential drop in centre for mental health similar to Samaritans concept- or 'emergency' facility to talk to someone in person at all</li> </ul>

**Local Consultation: joint provider consultation event with West Sussex**

In December 2011, a workshop was held in with West Sussex council to consult with providers (working in West Sussex and Brighton & Hove) on the development of commissioning support and accommodation for young people.

There were three sections to the workshop:

	<b>Key Themes</b>
<p>1. Putting aside everything that already exists, and starting from scratch, consider all possible ways to achieve the identified outcomes for YP</p>	<ul style="list-style-type: none"> <li>▪ Start the process of moving towards independence early; foster carers and residential settings should be working on specific and prescribed activities with YP.</li> <li>▪ Introduce external (to the YP's existing placement) support workers to undertake a pre-tenancy preparation programme.</li> <li>▪ Introduce a recognised (by landlords) accreditation system that evidences that a YP is ready to hold a tenancy.</li> <li>▪ Developing robust links to specialist services that YP can access as appropriate.</li> </ul>

	<ul style="list-style-type: none"> <li>▪ Introduce mentors as part of any service model.</li> <li>▪ Pathway approach.</li> <li>▪ Access to support/outreach when the YP ceases to be the responsibility of the LA.</li> <li>▪ Adopt an outcomes-based approach to procuring services.</li> </ul>
2. Looking at the points on the screen, we want you to put everything together to create a service model. Try to avoid creating models that look the same as what we currently have.	<ul style="list-style-type: none"> <li>• Block contracting a core service and using a Framework to spot-purchase alongside</li> <li>• It is more effective to include the accommodation requirement in a support contract.</li> </ul>
3. Suggest ways in which the model could be procured and outline the benefits and barriers from a provider's perspective for each method.	<ul style="list-style-type: none"> <li>• Block contract – Fixed price tender*</li> </ul>

There was general consensus that an outcomes-based approach would deliver a more flexible and responsive service.

Block contracting was discussed - the following suggestions were made as to how this could be organised:

- Split into geographical areas (e.g. for West Sussex County Council – Coastal, North of the County and Western area *or* North and South).
- By historical and predicted volume.
- As a core service with additional units being purchased as required from the same provider, or from a Framework of providers.
- With dedicated accommodation included.

Other issues:

- A Provider Forum could provide a platform for the exchange of good practice, training and troubleshooting
- Involve young people in the whole tendering process

- Set standards for quality of accommodation
- Consider the introduction of service charges to young people aged 16-18yrs to encourage an understanding of the value of services, and prepare the way for paying bills.
- Have a single point of referral for all young people into services.
- Strengthen joint assessments.
- Consider ways to track the sustainability of success/outcomes over a 3-5 year period

One housing related support provider provided the following feedback:

- The review would benefit from increasing the emphasis on prevention looking at why young people are ending up as homeless or at risk of homelessness.
- More resources directed at stopping people leaving home. There is strong data available that supports early identification of struggling families and investment in this area would support the ideal of young people leaving home in a much more planned way and staying at home slightly longer
- As part of the review it would be useful to map services currently delivered to vulnerable families and how these do or don't integrate with housing and support resources for young people
- We are very positive about the emphasis the review has placed on better integration of services when considering both Looked after young people and more generic young people at risk of homelessness. We feel at service delivery level there are genuine opportunities for closer or joint commissioning that will ultimately deliver better quality and value money services.
- Commissioning strategy should consider increase in high need provision which meets the needs of chaotic young people, Nightstop beds to be increased, provide shared accommodation for those whose needs are not deemed high enough for the private rented sector.

**National Consultation: National Youth Reference Group (NYRG) Guide to providing good quality Housing with Support:**

The NYRG identified the top 10 things young people want from their housing:

- Good Quality Housing
- Provide them with the right staff
- Opportunities for Involvement
- Train and Educate
- Provide us with Choice
- Flexible Services
- Offer services based on needs
- Move on needs to be positive

- Signposting
- Care about us if you get good support anything is possible

The NYRG top 3 for Housing Support Services:

- Care about us and our housing
- If you are responsible for Supporting me, be friendly, approachable and knowledgeable
- Train me with the right skills so I can make the right decisions and choices in my life

## **7. Evidence of effective practice: benchmarking and analysis**

This section looks at national good practice models in youth homelessness

The main source for guidance and evidence of good practice is the National Youth Homelessness website:

[Department for Communities and Local Government: National Youth Homelessness Scheme](#)

### **Preventative Services:**

The National Youth Homelessness Website includes examples of good practice including:

- Third sector interventions
- Early intervention initiatives
- Mediation and home visiting schemes i.e. joint visits with social workers and housing staff as a model for prevention
- Involvement of schools
- Local authority advice and tools

The 'Commissioning Support Programme' resource pack addressing Youth Homelessness notes that universal and targeted services for children have roles in preventing young people from having to live away from home before they are ready and highlights working with families before they reach crisis point.

The resource pack also recommends:

- Embedding a creative and tenacious family focus at all first points of contact,
- Making sure prevention work always takes place alongside assessment
- Opening up family support and family group conferencing services to this client group
- Continuing work to reconcile families beyond decisions to accommodate
- Investing to make reconciliations sustainable

See [www.commissioningsupport.org.uk/docs/Commissioning%20Version%202.ppt](http://www.commissioningsupport.org.uk/docs/Commissioning%20Version%202.ppt)

### **Positive Pathway Approach:**

An accommodation pathway aims to enable young people to move through services in a structured way - from intensively supported accommodation to more independent accommodation as they develop life skills and confidence.

Pathways generally include four components:

- Assessment services, with emergency access so that B&B is not used)
- Progression services, where young people can develop the skills to live independently, including support with education, training and employment
- Specialist services, catering for young people high and complex needs

- Move on units, with resettlement and floating support services (these can be in the private rented sector, and may include flat shares as well as social housing)

Services supporting a pathway would include: Housing Services (Local Authority, Registered Social Landlords, the third and private sectors); Children's Services; the Youth Offending Service; and Youth Services, and Sussex and Surrey Probation

See: <http://www.communities.gov.uk/youthhomelessness/accommodation/>

Recently, there has been more emphasis on a young people's pathway which is not just about accommodation, but preventing youth homelessness in the first place, also about supporting young people to be active, aspiring, confident young citizens, taking up opportunities to further their economic independence and wellbeing.

Integral to the success of the Positive Pathway is an integrated approach from agencies, working together to support young people in terms of:

- achieving in education
- career success and resulting economic independence
- being healthy, both physically and mentally
- having positive relationships with peers, family and within local communities
- involvement in meaningful, enjoyable activities, including volunteering, sports and arts

In Brighton & Hove housing-related support services for young people are included in the Integrated Support Pathway (ISP). This is a staged pathway designed to enable people to achieve independent living. The pathway includes young people, offenders, rough sleepers and single homeless adults (see page XX)

Feedback during the co-production of this needs analysis has suggested that whilst the ISP does provide a clear staged approach for young people, it is mainly focused on the needs of adults, and there are benefits of a separate pathway for young people which would include:

- Joint commissioning and integrated delivery across all relevant services for young people
- Clearer information for young people in, or likely to be in housing need
- Strengthening early intervention and prevention including the flexibility to respond to a young person's needs from age 16 if necessary
- Consistent performance frameworks, measurement of outcomes and value for money
- Ensure statutory requirements are met, reinforcing consistent use of local protocols and formalising a number of local operational practices

## Case Study

Oxfordshire were one of the first authorities to develop a partnership approach to developing housing and support services for vulnerable young people aged 16-24, which included looked after children 16-18 and young people leaving care. The arrangement includes joining funding from Children's Services, Housing and Supporting People budgets. The joint commissioning process enabled the development of a pathway of housing support for young people to prevent homelessness. The process was overseen by the Children's trust and resulted in a 20% saving in costs whilst delivering services that matched peoples needs better.

See [www.commissioningsupport.org.uk/docs/Commissioning%20Version%202.ppt](http://www.commissioningsupport.org.uk/docs/Commissioning%20Version%202.ppt)

## Supported Lodgings/respice schemes:

Supported lodging schemes provide accommodation for a young person within a family home. The young person has their own room and shares the kitchen and bathroom facilities with the family or householder - or "host". Hosts can be families, couples or single people.

Supported lodgings schemes may also be called:

- **Nightstop Schemes:** offering a bed in a room of their own for one night at a time. To use the name Nightstop, the scheme must be affiliated to Nightstop UK.
- **Crash Pads:** short term, emergency accommodation schemes. Accommodation can on the Supported Lodgings model or may be a bed space that is held in a hostel or housing project
- **Homeshare:** where accommodation is provided at a reduced rent to a young person from an older person in return for a small amount of support such as shopping, gardening, changing light bulbs etc.

## Shared Lives / Kinship schemes:

The Shared Lives scheme enables individuals and families to provide care and support to people in their family home. The service users have the opportunity to be part of the carer's family and social network.

Kinship schemes support individuals separately in family owned or rented accommodation. Although they do not live in the family home they are very much still part of the family with support ranging from full time to a few hours a day/week. The scheme is particularly useful for people moving on from more intensive placements.

In Brighton & Hove this service is provided by Grace Eyre Foundation and the Council's own shared lives scheme, who approve and train carers, receive referrals, match the needs of service users with carers and monitor the placements.

## Other Accommodation required for an effective pathway

- Emergency and short term Hostel Accommodation
- Move on Options for young people

- Floating Support

See: [Accommodation - National Youth Homelessness Scheme - Department for Communities and Local Government](#)

Crisis has recently issued a good practice toolkit and research on young people and the private rented sector.

[Private Rented Sector - Toolkit and research on young people in the PRS](#)



## 8. Summary of current services in Brighton & Hove:

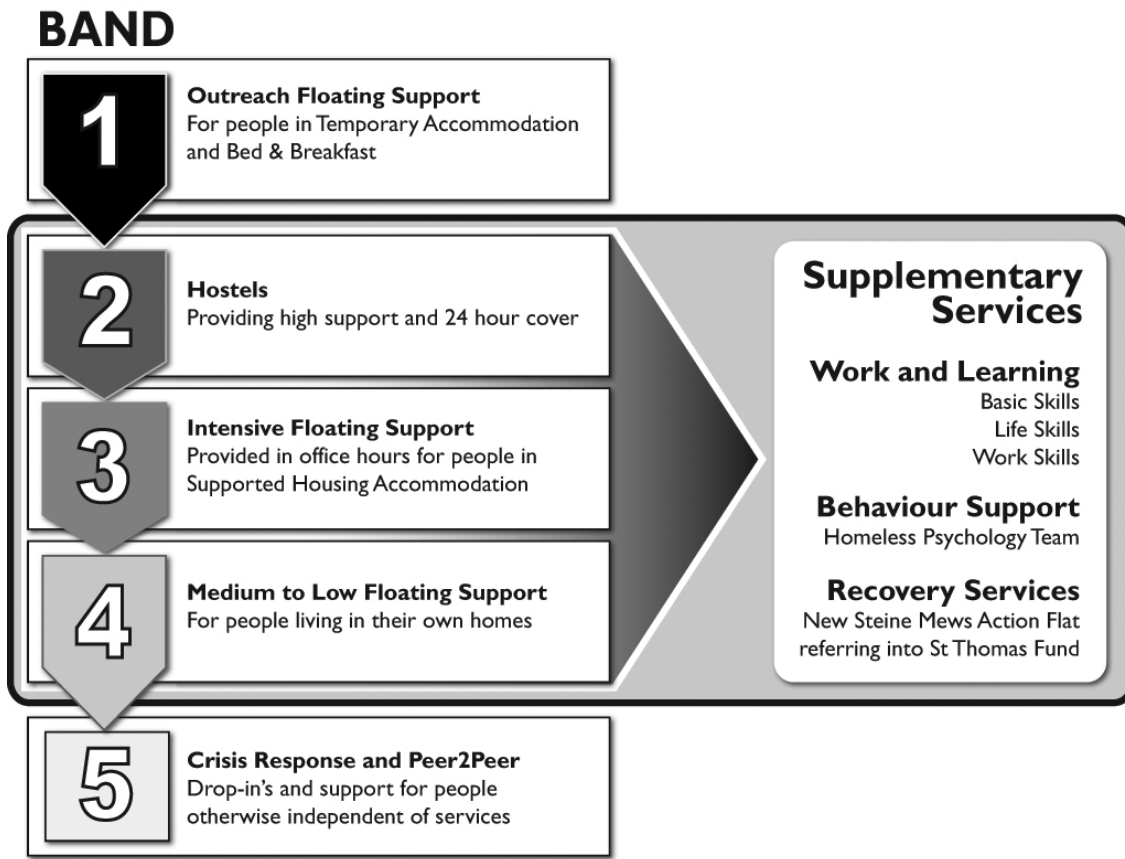
This section looks at what services there are to address the need outlined in this assessment currently commissioned within Brighton & Hove

### Referral and Assessment Pathways: Housing Related Support Services

Referrals to housing related Support services are through Brighton & Hove City Council Temporary Accommodation and Allocations Team. Each service will have a individual referral procedures, but in Summary

- The Provider notifies the Temporary Accommodation team of a vacancy within the service
- The Temporary Accommodation team will provide a referral to the provider within a set timescale
- The provider will interview the young person, and arrange a move in date

The Single Homeless Integrated Support Pathway (ISP) is made up of services that provide housing support for homeless people in Brighton & Hove. Each service provides support for a particular group of people. These groups include people who have been rough sleeping, those who are single and homeless, young people at risk of homelessness and ex-offenders.



See [Appendix C](#) for full details about the Integrated Support Pathway

## **Referral and Assessment Pathways: 16 and 17 year olds and Looked after Children**

16+ and Care Leavers pathway:

- Young People in Care transfer to the 16+ Team on or around their 16<sup>th</sup> birthday. Social Workers for the 16+ Team become involved prior to a young person moving to the Team, in order that there is a period of transition. The 16+ Team has responsibility for all young people in care until their 18<sup>th</sup> birthday.
- Upon reaching their 18<sup>th</sup> birthday young people become Care Leavers. As far as possible, to ensure consistency of provision, Care Leavers continue to receive support from the same Social Worker, who had case responsibility when they were Children in Care.
- Young People in Care are accommodated in a variety of placements –
  - foster care
  - residential care
  - family and friends care
  - supported lodgings
  - supported housing
  - and in rare circumstances, their own flats (with support).
- Increasingly young people are staying in foster care past their 18<sup>th</sup> birthday.
- There is a shortage of supported housing options.
- To address this work has focussed on increasing the range of supported housing options.
- It can, be necessary to place young people in B&B accommodation. A rigorous protocol is in place and only B&Bs inspected by the 16+ Team may be used.
- The 16+ Team has a dedicated post geared to accommodation options

Asylum seeking children and young people under 18 who arrive in Brighton & Hove separated from their parents or other caregivers are assessed for support by the Council's Young People Asylum Service.

## **Prevention services**

### **Sussex Central YMCA - Young People's Housing Advice Service:**

The 'Young People's Housing Advice Service' sits within Band 1 of the Integrated Support Pathway. It works with people aged 14 to 25, and aims to provide a young peoples' service of advice and assistance to prevent homelessness or seek alternative housing solutions.

- Housing Advice / Homelessness Prevention Advice for 16 to 25 year olds
- Joint working with the Council's statutory Housing Options service for 16/17 year olds to prevent homelessness and provide swift access to emergency accommodation if necessary.

- A Family Service for 14 -18 year olds which provides family mediation for young people at risk of parental eviction as well as linking in with education providers and other agencies to undertake early intervention advice and support for young people. The service has two Family Support Mediators for 16/17 year olds working with the families and young people to maintain placements at home. Mediators also work with 14-16 year olds where there is a risk that families may evict the young person.
- A dedicated young peoples rough sleepers worker, undertaking street outreach and joint working with other agencies
- A dedicated private rented sector accommodation access service helping young people to get into rented housing
- Delivery of training of other providers on youth homelessness prevention tools and best practice including use of Family CAF etc.

### **Sussex Central YMCA Peer Education Programme (part of the Housing advice service)**

Homelessness Prevention Workshops are run by the Peer Education Project to raise awareness around local youth homelessness. Peer Education is a group of young people who have used their own experiences of housing and homelessness to design, develop and deliver a fun and informative session in schools. Peer Education seeks to empower young people with knowledge of independent living to help prevent youth homelessness

### **Clock Tower Sanctuary**

The Clock Tower Sanctuary is an independent, (not commissioned by BHCC) advice centre for young people. It was set up to provide services for homeless and insecurely housed young people aged 16-25. The key objectives of the service are:

- The provision of support to help young people address crisis related issues associated with homelessness
- Move on support which aims to take positive steps towards independent living

### **Residential and Foster Care services for 16 plus Accommodation services**

As part of the Framework Agreement, there are currently 45 accredited and preferred independent providers of children’s residential and foster care services on the joint WSCC and BHCC framework.

### **Supported Accommodation and floating Support Services**

Services within Integrated Support Pathway

<b>Band 1</b>	<b>Total units 40</b>
Sussex Central YMCA Housing Advice and Tenancy Support	40 units of floating support for young people in temporary accommodation. Providing advice with tenancy management and moving on.

Young Peoples' Housing Advice Service	Service aims to provide a young peoples' service of advice and assistance to prevent homelessness or seek alternative housing solutions.
<b>Band 2</b>	<b>Total units 66</b>
Impact Initiatives Stopover One	8 units supported housing service 24 hour cover with sleep in staff Daytime staff on site with emergency call out
Sanctuary HA Foyer Band 2	25 units within the service which are allocated addition support hours. 24 hour cover
Sussex Central YMCA Lansworth House	18 units 16-19 year olds only. 24 hour cover with waking night staff mobile night support team daytime staff on Site with emergency call out
Sussex Central YMCA Gareth Stacey House	15 units 24 hour cover with waking night staff mobile night support team daytime staff on site with emergency call out
Note:	There are 5 bed spaces available within Sussex Central YMCA hostels, where young people can access the services of the family mediation workers, who will work with the young person and their family to assist them move back to the family home if appropriate
<b>Band 3</b>	<b>Total units 69</b>
Impact Initiatives Stopover Two	9 units. daytime staff on site with emergency call out
Sanctuary HA Foyer Band 3	25 units 24 hour cover, support on site
Sussex Central YMCA Chris Batten	9 units daytime staff on site with emergency call out
Sussex Central YMCA Accommodation Based with F/S	26 units ( leased accommodation) accommodation based Floating/Visiting Support

<b>Band 4</b>	<b>Total units 20</b>
Housing advice and tenancy support band 4 support	20 units of floating support provided to young people in independent tenancies

**Additional services within the pathway**

Sussex Nightstop	<p>The 'Sussex Nightstop Plus' service trains host families to provide nightly accommodation for young people in crisis who would otherwise sofa surf at friends, be placed in B&amp;B accommodation or rough sleep. Host families are trained, briefed and insured.</p> <p>From Oct 2010- Sept 20 11, there were 19 referrals for under 18s, and 9 young people were accepted</p> <p>After their stay at Nightstop :</p> <ul style="list-style-type: none"> <li>2 – went into foster care/supported lodgings</li> <li>2 – returned home</li> <li>1 – moved to other family member</li> <li>3 – went into supported housing</li> <li>1 - unknown</li> </ul>
Lifeskills	<p>Housing related support providers provide added value in the form of accredited life skills. There are other various life skills courses open to people in the Integrated support pathway</p> <p>(Some may not be open to under 18's)</p>
Behaviour Support Service	<p>Provides one-to-one support to people who would like help changing patterns of behaviour that have led to their tenancy breaking down in the past. This team also support keyworkers to work with service users on these types of issues in keyworking sessions.</p> <p>(Half of the support available is specifically for teenage parents)</p>
Adult Housing related support services used to accommodate young people	<p>William Collier House 96 unit hostel for adults</p> <p>Phase One service 52 unit hostel for adults</p>

**Move On Services:**

Sussex Central YMCA PRS Access scheme	Provides a service to help young people with move on into the private rented sector (PRS)
BHT START project	Provides a service to help access the PRS

**Teenage Parent services:**

In Touch Support (Family Mosaic) - Young Families & Support Service	22 units jointly commissioned with Children Youth and Families, provides accommodation and support.
Teenage Parent Life Coaches	This service sits within the Behaviour Support Service, and provides life coach support for teenage Parents and also young people.
Short term floating support for teenage parents	This service was a short term project which aimed to help young families who were homeless, or at risk of homelessness. It ran for 5 months between Nov 11 and April 12.

## 9. Funding

This section provides an overview of how much money is spent on housing related support and accommodation and other support service for young people including prevention. These are approximate figures based on current years spend.

Housing	Approximate Funding Amounts (2012/13 figures)	Description of what the funding covers
Housing related Support funding and Homelessness Prevention Grant	£1.4M	This covers the costs for contracts to provide the housing support, so this would be staffing and associated costs. Providers have four year contracts. Rental costs may be covered by Housing Benefit if the young person is eligible. Homelessness prevention grant covers preventing homelessness and reducing rough sleeping. For young people is it used for prevention, and small innovative projects
<b>Children Youth and Families</b>		
16 plus Support Team	£1M	This covers costs associated with providing support but also the rent costs

In addition to this funding, Children's Services spend approximately 2.5M (current years spend) on foster care and residential care for children aged 16+. This covers the costs for 24 hour care either by foster carers or residential staff and day to day living costs including food and rent. The young people in these placements have complex needs and require the high level of support provided in these placements. Young people also have the right to remain with foster carers into adulthood where this is the most appropriate and consistent way of meeting their needs and preserving primary caring relationships. This money is therefore not available for reinvestment and so is not included in the commissioning pot.

### Benchmarking

It is possible to compare the costs for providing Housing related support with other local authority areas in order to ensure good value for money.

The figures below have been collated using information from neighbouring authorities to create a 'benchmark' price for what a housing related support service should cost.

	<b>Young People at risk</b>	<b>Teenage Parents</b>
Housing related support average weekly unit cost (hostels)	£229	£270 (sleep in staff)
Housing related support average weekly unit cost (office hours only)	£118	£124
Housing related support average weekly unit cost (floating support)	£69	£108
Housing related support average hourly cost (hostels)	£15	£20
Housing related support average hourly cost ( office hours only)	£15	£15
Housing related support average hourly cost ( floating support)	£17	£21

### **Supporting People: costs benefit analysis:**

The national Supporting People Programme **Cost Benefit Analysis** 2009 provides an estimate of costs for a person receiving supporting people funding and other interventions (for example housing as well as support).

Client group	Cost per person per year:
Young People at risk	£31,564
Young People at risk in temporary accommodation	£83,956
Teenage Parents	£24,863

For further information see:

- [www.communities.gov.uk/publications/housing/financialbenefitsguide](http://www.communities.gov.uk/publications/housing/financialbenefitsguide)
- [www.communities.gov.uk/publications/housing/financialbenefitsresearch](http://www.communities.gov.uk/publications/housing/financialbenefitsresearch)

### **Brighton & Hove Local Cost Benefit Analysis**

A local cost benefit analysis of the 'Supporting People programme' (the funding for supported accommodation and services) was undertaken in 2009 and refreshed in 2010. The analysis focused on the measurable cash benefits provided by the Supporting People programme across the city and found that every £1 of



Supporting People funding spent on services achieves an efficiency/saving of £3.24.

For teenage parents and young people the savings the results of the costs benefit analysis were not as good, as the overall figure, of £3.24 per £1 spent, but it concluded that without housing related support funds there would be increased costs due to a greater likelihood of certain events; for example:

- There would be increased levels of homelessness
- Increased number of hospital admissions
- Increased likelihood of a second child
- Increased likelihood of children being taken into care

There are also measurable benefits to providing the service :

- Improved quality of life through flexible support arrangements
- Improved educational and health outcomes for the children
- Improve long term mental and physical health
- Reduced fear of crime in the community
- Acquisition of life skills
- Greater choice and control

The analysis concluded that for young people every £1 spent results in a saving of £1.30 across local public sector services.

Other benefits include:

- Avoidance of residential care
- Reduced rough sleeping
- Reduced hospital admissions to A&E
- Lower use of GP's
- Reduced costs relating to alcohol and drug use.

There are also a number of un-costed benefits:

- Improved quality of life
- Improved long term physical and mental health
- Improved life skills such as cooking and shopping
- Improved employment chances
- Reduced fear of crime in the community

It is useful to note that many young people often have other issues such as disabilities and mental health issues, where the cost benefits of the services are much more apparent. For example, for Brighton & Hove cost benefit results for people with learning disabilities provides a financial benefit of £2.10 for every £1 spent on the programme. For people with mental health problems the Supporting People services provide significant benefit for the city with £2.80 saved for every £1 spent on housing related support; primarily through saving for acute and residential care.

## **10. Findings and recommendations:**

This needs assessment is concerned with:

- referral and assessment pathways and services provided to meet the council's statutory responsibilities in providing housing and support to young people
- housing and support provision for young people aged 16-25 (including young people who are looked after by the local authority, who are care leavers, who are unaccompanied asylum seekers or who are teenage parents).
- prevention of homelessness among young people

### **Key findings**

- Brighton & Hove has existing mechanisms to ensure statutory duties are met around housing and support for young people and there are examples of good joint working in the forms of the Supported Housing Panel and the Youth Homeless Working Group
- Joint working has been effective, but improvements are needed particularly around ensuring the needs of the young person are the predominant factor influencing the service they receive not which department has the statutory responsibility
- Brighton & Hove is consistent with the national picture for young people's issues, for example youth unemployment rising, although actual numbers of young people presenting as homeless has slightly decreased in 2011/12
- The main reason for youth homelessness being eviction from the family home due to clashes with lifestyle
- Rough sleeping for under 25s is increasing
- Preventing a young person from leaving the family home in the first place is an issue within Brighton & Hove, with the 'respite' beds often used as emergency accommodation
- Brighton & Hove is ranked highly for Children in Need, and Children with a Child Protection Plan, compared to statistical neighbours
- Numbers of Looked After Children have increased by 4%, compared to 2% nationally in 2010/11
- Over half of offenders aged 18-25 who were given an assessment had a housing need, and young offenders in unsuitable accommodation have a higher three month offending rate
- The figures for BME young people receiving help with housing is similar to the figures for the local BME population
- The figures for LGBT young people presenting for help with housing is similar to the estimated figures for the local LGBT population
- Gaps in provision have been identified including mental health and provision for young people who are not eligible for adult learning disability services
- There are gaps in young people Band 2 hostels, and young people not being ready for the transition to Band 3, despite vacancies in services at Band 3

- Currently young people aged 18-25 are not being able to regularly access specific young people accommodation. Only 9, 19-25 year olds entered a young person hostel in 2010/11 as these services predominantly accommodate 16-18 year olds
- Finding suitable permanent accommodation for young families is an issue for young people in Brighton & Hove, with issues around a lack of move on from the supported service, and 18-25 year old pregnant mothers who seek help with housing
- Young parents frequently have complex needs, which can be around relationships parenting and responsibilities, and they will more likely to be involved in complex casework, this makes co - coordinating support more challenging. They need enhanced holistic support to ensure the needs of the family are met
- Brighton & Hove has an issue with the use of emergency accommodation, which is regularly used when spaces within supported accommodation are not available
- Evictions from young people services have consistently been around 16%, (but more recent figures expected to show a decrease), with the main reasons for being evicted from hostel type accommodation is violent/abusive or threatening behaviour, and for supported accommodation (Band 3) is persistent ASB, and violent abusive behaviour.
- 70% of all moves from young people services are planned move to greater independence
- Outcomes data tells us that the key issues of support for young people are maximising income, and maintaining accommodation
- The key message from the consultation feedback for young people is that they really appreciate the key worker support and it does make a difference to their lives. Some of the issues they came up with were move on and, provision of activities/ and help with employment
- The key message for the consultation feedback with professionals is that there is a need to look at a pathway for young people and the different routes young people take. There is an issue for 18-25 year olds, and we need a bigger range of housing options including something for higher need young people
- There are as many as four different 'front doors' which young people can be referred in for help with housing, and they don't always get the same level of service
- Although pathways exist for services, there is a lack of a co-ordinated pathway for young people and young parents which includes housing services (including third sector providers) and services provided by Children Youth and Families (housing services are included within the Integrated Support Pathway)
- Housing Benefit and welfare changes will have an impact on the availability and options for young people and housing

## **Recommendations:**

### **1. Prevention, early intervention and community engagement:**

The joint commissioning strategy should consider national and local evidence set out in the needs assessment showing the major cause of youth homelessness is the breakdown of relationships with family and friends and that the incidence of breakdowns has increased. The joint commissioning strategy should therefore:

- 1.1 ensure that the city's housing strategy and the joint commissioning strategy for services for young people establish a robust communication and prevention strategy to provide information, advice and guidance to young people and their families especially for particularly vulnerable groups (including LGBT and BME groups) and local communities including those most likely to be affected by changes to national and local welfare benefits
- 1.2 support early intervention and advice services commissioned or provided by the council including initiatives in the Children's Services Value for Money Programme for families and young people who may otherwise enter the social care system
- 1.3 work with the emerging Families In Multiple Disadvantage Programme to target and support those families where insecure family accommodation and/or the risk of youth homelessness is perceived to be high
- 1.4 work with relevant commissioners, providers and young people co-produce a statement of the outcomes we want for young people in respect of their transition to adult years in relation to accommodation, support and the move to independence

### **2. A dedicated referral, assessment, support and allocation pathway for young people.**

The joint commissioning strategy should consider the views expressed during the co-production of the needs assessment by professionals and young people and the benchmarking against national good practice to create a new dedicated pathway for young people, ie:

- 2.1 establishing one 'front door' or access point with an integrated multi-agency social care/housing referral, assessment and allocation process; and/or
- 2.2 agreeing one assessment process for all young people, wherever they present with issues of insecure accommodation and/or the risk of homelessness
- 2.3 commissioning an integrated assessment and allocation team responsible for managing services attached to the new pathway. Those services are likely to include: support to return home; supported accommodation including life skills/preparation for adulthood and/or specialist advice and support; move-on/transitional arrangements including shared accommodation schemes where social housing and/or private rented sector tenancies are not available

### **3. Joint commissioning, pooled budget, co-production and partnership:**

The joint commissioning strategy should seek to:

- 3.1 Better integrate the commissioning of advice, support and accommodation services for vulnerable young people across the councils adult and children's social care, housing, supporting people and other services including joint commissioning arrangements with external partners
- 3.2 Better integrate or pool commissioning budgets to support the new pathway
- 3.3 Co-produce with providers a range of evidence based interventions and provision including: support to return home; supported accommodation including life skills/preparation for adulthood and/or specialist advice and support; move-on/transitional arrangements including shared accommodation schemes

### **4. Integrated performance reporting and management**

The joint commissioning strategy should use the data set out in the needs assessment as the basis for an Equalities Impact Assessment of future commissioning intentions and for the creation of an integrated performance framework to ensure that services commissioned to support the proposed new pathway take proper account of:

- the city's demographic profile and projections
- patterns of local socio-economic deprivation
- risk and vulnerability factors affecting young people
- the city's local accommodation and housing profile
- the predicted impact of changes to the welfare systems; and
- resource constraints and value for money priorities of the council and its partners.

## 11. Key contacts

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# **Appendix A: Summary Legislative Information**

## **Code of guidance for local housing authorities 2002 - Allocation of Accommodation**

### **Chapter 5**

#### **Allocation Scheme**

##### **Reasonable preference**

Below is the Code of Guidance relating to the Housing Act 1996 (Part 7) as amended by Homelessness (Priority Need for Accommodation) (England) Order 2002. The legislation relates to all people, not just young people

“5.8 In framing their allocation scheme so as to determine priorities in the allocation of housing, housing authorities must ensure that reasonable preference is given to the following categories of people, as set out in s167 (2) of the 1996 Act:

- (a) people who are homeless (within the meaning of Part 7 of the 1996 Act); this includes people who are intentionally homeless, and those who are not in priority need;
- (b) people who are owed a duty by any housing authority under section 190(2), 193(2) or 195(2) of the 1996 Act (or under section 65(2) or 68(2) of the Housing Act 1985) or who are occupying accommodation secured by any housing authority under section 192(3);
- (c) people occupying insanitary or overcrowded housing or otherwise living in unsatisfactory housing conditions;
- (d) people who need to move on medical or welfare grounds; and
- (e) people who need to move to a particular locality in the district of the housing authority, where failure to meet that need would cause hardship (to themselves or to others).

5.9 It is important that the priority for housing accommodation goes to those with greater housing need. In framing their allocation scheme to give effect to s.167(2), housing authorities must have regard to the following considerations –

- a) the scheme must include mechanisms for:
  - i) ensuring that the authority assess an applicant’s housing need, and for
  - ii) identifying applicants in the greatest housing need
- b) the scheme must be framed so as to give reasonable preference to applicants who fall within the categories set out in s.167(2), over those who do not;
- c) the reasonable preference categories must not be treated in isolation from one another. Since the categories can be cumulative, schemes must provide a clear mechanism for identifying applicants who qualify under more than one category, and for taking this into account in assessing their housing need;
- d) there is no requirement to give equal weight to each of the reasonable preference categories. However, housing authorities will need to be able to demonstrate that, overall, reasonable preference for allocations has been given to applicants in all the reasonable preference categories. Accordingly it is

recommended that housing authorities put in place appropriate mechanisms to monitor the outcome of allocations; and

- e) a scheme may provide for other factors than those set out in s 167(2) to be taken into account in determining which applicants are to be given preference under a scheme, provided they do not dominate the scheme at the expense of those in s.167(2). (See para. 5.25 below)

Otherwise, it is for housing authorities to decide how they give effect to the provisions of s.167(2) of the 1996 Act in their allocation scheme.

### **Allocation scheme flexibility**

- 5.25 While housing authorities will need to ensure that, overall, reasonable preference for allocations is given to applicants in the relevant categories in s167 (2), these should not be regarded as exclusive. A scheme should be flexible enough to incorporate other considerations. For example, housing authorities may wish to give sympathetic consideration to the housing needs of extended families. However, housing authorities must not allow their own secondary criteria to dominate schemes at the expense of the statutory preference categories. The latter must be reflected on the face of schemes and be evident when schemes are evaluated over a longer period.

The Housing Act 1996- Part 6 relates to Allocation of social housing –

### **Housing Act 1996 –part 7 (Homelessness) as amended by Homelessness (Priority Need for Accommodation) (England) Order 2002**

S189 Priority need for accommodation as per the Code of Guidance

**10.2.** The main homelessness duties in s.193(2) and s.195(2) of the 1996 Act (to secure accommodation or take reasonable steps to prevent the loss of accommodation) apply only to applicants who have a priority need for accommodation. Section 189(1) and the ‘Homelessness (Priority Need for Accommodation) (England) Order 2002’ provide that the following categories of applicant have a priority need for accommodation:

- i) a pregnant woman or a person with whom she resides or might reasonably be expected to reside
- ii) a person with whom dependent children reside or might reasonably be expected to reside
- iii) a person who is vulnerable as a result of old age, mental illness or handicap or physical disability or other special reason, or with whom such a person resides or might reasonably be expected to reside
- iv) a person aged 16 or 17 who is not a ‘relevant child’ or a child in need to whom a local authority owes a duty under section 20 of the *Children Act 1989*
- v) a person under 21 who was (but is no longer) looked after, accommodated or fostered between the ages of 16 and 18 (except a person who is a ‘relevant student’)
- vi) a person aged 21 or more who is vulnerable as a result of having been looked after, accommodated or fostered (except a person who is a ‘relevant student’)



- vii) a person who is vulnerable as a result of having been a member of Her Majesty's regular naval, military or air forces
- viii) a person who is vulnerable as a result of:
  - (a) having served a custodial sentence,
  - (b) having been committed for contempt of court or any other kindred offence,
  - or
  - (c) having been remanded in custody;
- ix) a person who is vulnerable as a result of ceasing to occupy accommodation because of violence from another person or threats of violence from another person which are likely to be carried out
- x) a person who is vulnerable for any other special reason, or with whom such a person resides or might reasonably be expected to reside
- xi) a person who is homeless, or threatened with homelessness, as a result of an emergency such as flood, fire or other disaster

**10.3.** Inquiries as to whether an applicant has a priority need must be carried out in all cases where the housing authority has reason to believe that an applicant may be homeless

Or threatened with homelessness, and is eligible for assistance (s.184). Moreover, where the housing authority has reason to believe that the applicant is homeless, eligible for assistance and in priority need, they will have an immediate duty to secure interim accommodation, pending a decision on the case.

### **The Children (Leaving Care) Act 2000:**

The main purpose of this act is to improve the life chances of young people living in and leaving local authority care. Its principal aims are to:

- Delay young people's discharge from care until they are prepared and ready to leave.
- Improve the assessment, preparation and planning for leaving care.
- Provide better personal support for young people leaving care.
- Improve the financial arrangements for care leavers.

The Regulations and Guidance to the Act state that every local authority's aims and objectives must be to ensure:

- That young people leaving care have access to a range of accommodation options and the support and skills to maintain themselves in their accommodation.
- That all local authorities should work to meet these aims.
- That these responsibilities are laid on the local authorities as corporate bodies.

The regulations and guidance also detail how the local authority strategy for care leavers should take into account:

- The diverse accommodation and support needs of care leavers.
- The capacity to offer young people a degree of choice of accommodation.
- Existing and planned provision of safe affordable accommodation.

- Gaps in provision.
- Priority setting.
- The need for contingency arrangements.

While the primary responsibility for securing accommodation for care leavers rests with the local housing authority, it is essential that a corporate and multi-agency approach is adopted. The housing needs of care leavers should be addressed before they leave care.

### **Eligibility:**

“Eligible Children” are young people aged 16 and 17 who have been ‘Looked After’ for at least 13 weeks since the age of 14 and who are still ‘Looked After’.

“Relevant Children” are young people aged 16 and 17 who have been ‘Looked After’ for at least 13 weeks since the age of 14 and have been ‘Looked After’ at some time while 16 or 17 and who are no longer ‘Looked After’.

“Former Relevant Children” are young people aged 18-21 who have been either “Eligible” or “Relevant” children or both. If at the age of 21, the young person is still being assisted by the responsible authority with education or training, he or she remains “Former Relevant” to the end of the agreed programme of education or training.

NB. ‘Looked After Children’ are those in the care of the Local Authority either because of a Care Order (Section 31) or Accommodated (Section 20) of the Children Act 1989.

### **Unaccompanied Asylum Seeking Children (UASCs)**

Guidance to Chief Executives and Housing Directors of all English local housing authorities dated 25 March 2003 gave notification of a policy change regarding the eligibility for housing allocation and homelessness assistance to asylum seeking people. This stated that:

- People granted Humanitarian Protection or Discretionary Leave will be eligible for an allocation of housing under Part 6 of the Housing Act 1996 and eligible for homelessness assistance under Part 7 of the Act. They will also be eligible for housing benefit.
- People who fall into the category above also come within the scope of Class B of Regulation 4 of the “Allocation of Housing (England) Regulations 2002” and Class B of Regulation 3 of the “Homelessness (England) Regulations 2000”
- Humanitarian Protection or Discretionary Leave will be granted by the Home Office Immigration & Nationality Department for a period of up to 3 years. Towards the end of this period, leave holders will have the opportunity to apply for further leave. If this application is made within the relevant time limits (ie before the expiry of the existing HP or DL) the conditions of the former leave will continue to apply until a decision is made on the application. Those with HP or DL or an extension to either are not subject to immigration controls as all are forms of limited leave to remain in the UK granted outside of the provisions of the Immigration Rules.

- If the application is refused and the person is not removed from the country by the Immigration & Nationality Department, it is possible that the person could remain in the UK unlawfully. A duty to secure accommodation under Section 193 of the homelessness legislation would come to an end if the applicant ceased to be eligible for assistance. Eligibility for housing benefit would also end if the application for further leave were refused.

## **Appendix B**

### **Extract from the terms of reference for the Supported Accommodation Panel for Brighton & Hove.**

#### **Background**

The Supported Accommodation Panel (SAP) has been established as a result of a working group that was set up by Brighton & Hove's Youth Homelessness Working Group to respond to the difficulties that face agencies managing the accommodation needs of young people who are / or are at risk of eviction.

The group was set up in the recognition that there needed to be more creative solutions to evicting challenging and / or vulnerable young people, whilst maintaining safe and well-managed accommodation projects.

Episodes of repeated homeless through eviction are often detrimental to the emotional and physical well-being of young people as well as taking up a great deal of worker time and resources.

The establishment of the SAP multi-agency group therefore is a means of identifying earlier young people who have become additionally vulnerable in their accommodation, or who are risking their license / tenancy because of their behaviour, and identifying if alternatives to placement breakdown or eviction can be found.

The ethos of the group is that through case discussion and inter-agency intervention and co-operation, the 'rotating door' of homelessness can be reduced, and the outcomes for those young people improved.

Secondly the ethos of the agencies & services coming together is that we all have a role to play in helping the young people we discuss and that the young people we raise for discussion by being raised for discussion are being identified, whilst on our agenda, as in need of priority responses from some or even all of our services.

Those services committing to this group are committing to maintain attendance for their services in order that the group can continue to offer the best range of ideas and responses for the young people discussed.

# Appendix C: Existing Housing Pathways

## The Single Homeless Integrated Support Pathway

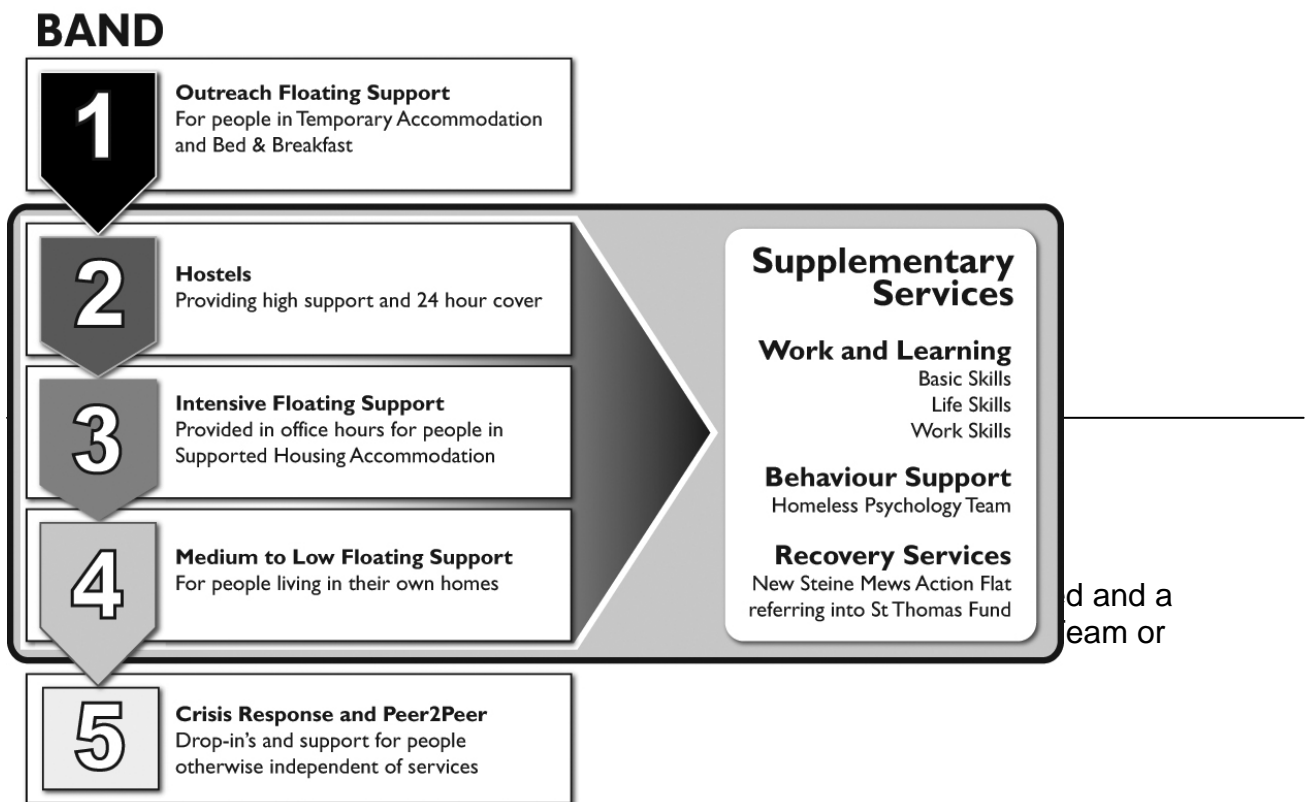
### An overview

The Single Homeless Integrated Support Pathway is made up of services that provide housing support for homeless people in Brighton & Hove. Each service provides support for a particular group of people. These groups include people who have been rough sleeping, those who are single and homeless, young people at risk of homelessness and ex-offenders.

### Banding

Services are arranged in 'bands', which describe the type of support they provide. (This is different from the banding people receive from Homemove when they apply for social housing). As service users move through each band, they move towards being able to live independently. Some services provide support and accommodation. Others provide 'floating support' which is allocated according to a person's need, regardless of where they are living.

Below is a chart showing how the bands are organised. As people progress through each band they receive a lower level of support. The structure of the Pathway allows for the fact that people have changing support needs – some people may move backwards as well as forwards through the pathway.



In order to be ready to move to the next band, people need to be ready to live in an environment with a lower level of support.

### **From Band 2 to Band 3**

To move on from **Band 2** (a hostel with 24 hour support) to **Band 3** (a self contained flat or a room in a shared house with support available during office hours), a person needs to show that:

- They have developed the necessary skills to maintain a tenancy (such as the skills to set up a home, manage money and link into any specialist support they need).
- They are meaningfully occupied during the day, or are actively working towards being meaningfully occupied. This would include being in education or training, employment or voluntary work.
- Any active substance misuse is contained. In other words, the person using the service is either abstinent or taking (but not topping up) any replacement medication.

### **From Band 3 to Band 4**

When a person using a service is ready to live independently rather than in supported accommodation, but are in need of some low level support, they can be referred for 'floating support' in **Band 4**.

While in Band 3, service users will work with their keyworker to find their next home. It is most likely that this will be in the rental market, due to the high demand for social housing in Brighton & Hove:

- 11,000 people are on the housing register;
- 1,000 properties become available each year.

### **Support available for people in the Integrated Support Pathway**

Service users are supported to develop skills to enable them to live independently and sustain a tenancy when they are in their own accommodation.

### **Working with a housing support worker / keyworker**

Each person who uses a support service has their own particular needs. On joining a service, the service user and their keyworker put together a **support plan** (sometimes called a development plan) that sets out goals that they will work on together that could include:

- budgeting
- accessing benefits
- linking into other **specialist services** such as work and learning, mental health services and drug treatment programmes
- managing health issues
- developing social networks
- finding accommodation to move on to
- setting up a new home (eg finding furniture, setting up accounts for gas and electricity).

## **Specialist Services**

There are also a number of specialist services within the Pathway. These include:

### **Work & Learning**

These are divided into three types of skills development:

#### **Basic Skills**

A tutor helps people to read and write or learn basic maths on a one to one basis. This service also helps people link into other learning, training, volunteering or work they are interested in.

#### **Life Skills**

Life skills programmes are run at New Steine Mews hostel and at Sanctuary Foyer. These courses cover areas such as practical skills in cooking, healthy eating, meal planning, budgeting and shopping, reading, writing, maths and computer skills, physical and mental wellbeing, communications skills and anger management, goal setting and housing options.

#### **Work Skills**

These include training and work placement programmes with local businesses, support to find work after the placement and on-going support through a Job Support Network and Job Coaching service.

### **Working Support**

This is a floating support service for people who are working and need support with any issues that could potentially cause them to give up or lose their job.

### **Behaviour Support (Homeless Psychology Team)**

Provides one-to-one support to people who would like help changing patterns of behaviour that have led to their tenancy breaking down in the past. This team also support keyworkers to work with service users on these types of issues in keyworking sessions.

### **Crisis Response**

Works with people in crisis who are at risk of losing their tenancy. Support is offered for six weeks. The keyworker and service user put together an action plan to tackle the issues that have arisen.

### **Peer 2 Peer**

Trains a number of service users to become Peer Support Volunteers – developing skills they can use to support others and to gain employment. Service users can apply to be a Peer Support Volunteer, or can receive support from people who have been trained and are supervised by the project co-ordinators. This service offers support to those experiencing the problems associated with homelessness. Service users can use this service for an unlimited period of time when they are living in independent accommodation.

## **Appendix D: Case studies of Young People in Brighton & Hove**

### **Case Study 1**

At the age of 16, M left her family home amid the violence and heavy drug use of her mother's partner. She had been staying with her grandmother, but as it was sheltered accommodation, could not stay there long-term.

Despite these traumatic circumstances, M supported herself working and studying for an apprenticeship in hairdressing. She struggled with the exams due to mild learning difficulties and subsequently left college.

M came to a supported housing service in Brighton in March 2010 with very low self-esteem, having not had a permanent home for the previous 18 months. With the help and support of the staff, her self-confidence increased and she became interested in the in house IT course. M achieved very high scores in her initial assessments.

M has since completed a START (a service to help people move into the private rented sector) programme in Brighton which has enabled her to secure independent accommodation for when she leaves the supported housing.

### **Case study 2**

H experienced neglect whilst in the care of her mother as a young child and spent many years living with her maternal grandmother, as well as periods of being accommodated by the Local Authority in foster-placements, and a children's home. H became pregnant at 15, and returned home briefly with the child.

H's relationship with her mother became strained and social care had concerns for the care of her child, so a mother and baby placement was identified. These broke down, and the child was taken into foster care. H eventually was placed in a supported accommodation service, accommodated under s20 of the Children Act 1989.

H was evicted from the supported accommodation after a couple of months, and after refusing a foster-placement, was temporarily placed in bed and breakfast accommodation before moving into other placements.

H was referred back to the supported accommodation when she was 17, and in the meantime her child was adopted. H's support needs include substance misuse, neglect/health issues, self injury and aggression and violence which has resulted in her being evicted from the supported accommodation for a second time.

### **Case Study 3**

S has a history of children's services involvement. Her mother was in care in her childhood and there is a chronology on S and her extended family dating back to the 1950s. Issues in particular for S have been neglect issues and family conflict and is a highly vulnerable young woman, at risk of abuse by others, substance misuse issues, and offending behaviour, aggressive behaviour



S is a 'Child in need' and the accommodation duty is owed under Section 20 Children's Act. S was referred to supported housing. The supported accommodation available was not suitable for Ss needs, and placing her in the supported accommodation would be a risk to her and others, so S was refused a place by the housing provider and referred back to the Children in Need team.

#### **Case Study 4**

16 year old male, referred through YOS, with complex history and support needs around an eating disorder, gambling addiction, mental health and anger management problems and issues with self care. He has been extremely challenging to engage. When he first came, he quickly exhausted the warnings procedure because of his chaotic behaviour and aggression. However last month he worked his warnings off through working on a behaviour contract and accessing support. He is engaging with an accredited course and has got himself banned from all book makers. Huge progress in dealing with his anger and he is accessing specialist mental health support. His Grandmother has told us she didn't recognise the respectful young man who had been to her visit her.

#### **Case Study 5**

We have one resident who is currently 17 and has been living with us since September. He was initially referred into one of our emergency beds and was not engaging with any support and was a prolific offender.

We have worked closely with Youth Offending Service to engage him and advocated strongly for him to be referred to a main house room. Since living with us he has worked very well in keywork to address areas he needed support to live independently and also reduce his offending behaviour. He has received a couple of behaviour warnings during his stay but has been able to work these off to be warning free and work towards positive move on

(Case studies 1 and 2 do not use real initials, and case studies 4 and 5 are direct from provider performance returns)

## Appendix E: Estimated numbers of young people seeking help with housing

The table below shows the estimated number of young people who will seek help with housing, based on the actual percentage figure of the population of that age who presented in 2010. This was 2.3% of the population for 18-25 year olds and 3.8% of the population for 16/17 year olds based on the figures from The Young People's Housing Advice Service (18-24 year olds) and Housing Options figures (16/17 year olds). The same percentage figures have been used to predict the numbers in future years, on the estimated population predictions.

### Estimates for young people seeking help with housing - 18 to 25 year olds based on population projections

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
18 to 25 population projections <sup>1</sup>	37,900	38,580	39,220	39,700	39,880	39,780	39,500	38,960	38,680	38,320	38,020
2.3 % of 18 to 25 year olds <sup>2</sup>	1,648	1,677	1,705	1,726	1,734	1,730	1,717	1,694	1,682	1,666	1,653

<sup>1</sup> The population projections have been calculated using the year group proportions found in the 2001 census.

<sup>2</sup> The percentage was calculated from the 924 visits recorded in 2010 against the estimated population of 40153

### Estimates for YAC visits for 16 to 17 year olds based on population projections

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
16 to 17 population projections <sup>1</sup>	6,400	6,520	6,320	6,200	6,040	6,000	5,960	5,880	5,880	5,920	5,960
3.80 % of 16 to 17 year olds <sup>2</sup>	243	248	240	236	230	228	226	223	223	225	226

<sup>1</sup> The population projections have been calculated using the year group proportions published on 21 March 2012 which are based on the indicative 2010 mid-year population estimates published on 17 November 2011. For more information see

<http://www.ons.gov.uk/ons/rel/snpp/sub-national-population-projections/2010-based-projections/index.html>

<sup>2</sup> The percentage was calculated from the 245 visits recorded in 2010 against the estimated population of 6441

