

**YOUNG PERSONS (AGED 16-25)
ACCOMMODATION COMMISSIONING
PLAN**

Joint Commissioning and Adult Social Care



PLYMOUTH
CITY COUNCIL

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I.0 EXECUTIVE SUMMARY

Homelessness disproportionately impacts on children and young people. Most often these young people have been evicted by their parents or family or have suffered from relationships breaking down. Supported accommodation, where support is provided within an accommodation based service, provides a young person with a living environment that enables them to successfully transition into adulthood equipped with independent living skills.

This commissioning plan sets out Plymouth City Council's commissioning intentions for young people's (aged 16-25) accommodation based services. It reviews the current provision and pathway and identifies a number of issues including:

- Suitability of supported accommodation when supporting young people with complex needs
- Inequality of access and limited capacity of provision on the accommodation pathway which results in young people not always being accommodated in the service most appropriate to meet their needs
- Currently the Ministry of Justice pays a significant proportion of the costs of remand to custody; following the implementation of the Legal Aid, Sentencing and Punishment of Offenders (LAPSO) Act 2012 financial responsibility will be devolved to Local Authority. Going forward this will mean that the Local Authority will need to establish cost effective, suitable alternatives for youth detention accommodation to propose to the court.
- Blockages and delays in moving people onto independent living.

Please note: Where the words 'young people or young person' are used they refer to a person aged 16-25.

The recommendations within the commissioning plan seek to address these issues and improve value for money by:

- Remodelling and procuring short and medium term supported accommodation for young people and young parents aged 16-25
- Realigning the pathway to ensure that accommodation based resources are shared between Housing and Children's Social Care and enable 16/17 year olds to access the accommodation option that is most suitable to meet their needs
- Ensuring that newly procured supported living provision is able to meet the needs of those who are troubled and troublesome and historically hard to place
- Ensuring that there are robust, secure, appropriate accommodation options in order to decrease the likelihood that young offenders will be remanded into expensive custody placements unnecessarily
- Developing independent living options for young people aged 16-25 in the long term to improve move on options and increase throughput in supported accommodation.

These recommended actions help people to achieve positive outcomes and support people to move more effectively through the pathway. One outcome will be to free up capacity within supported accommodation, so increasing overall capacity and diverting vulnerable young people from less suitable placements including bed and breakfast.

2.0 INTRODUCTION

2.1 Purpose

The purpose of this commissioning plan is to set out Plymouth City Council's commissioning intentions for young people's (aged 16-25) accommodation based services for the period 2013-2020. It proposes to remodel services and realign the accommodation pathway to:

- Ensure that there is a single shared pathway where resources are used most effectively and are available for those most in need
- Ensure that there is sufficient capacity in the system and appropriate levels of support for the most 'troubled and troublesome'
- Reduce blockages in the system so that throughput is increased by developing suitable independent move on options.

This will help to achieve the following outcomes:

- Reducing youth homelessness
- Reducing re-offending and level of custodial sentences
- Tackling child poverty
- Equipping young people with skills, knowledge and opportunities to make a successful transition to adulthood
- Recovery and economic independence for those young people who are unable to stay within the family network
- Young people to be self-determining and progress onward into independent accommodation with no/minimal support and engaged in education, training or employment.
- Early intervention and prevention, reducing dependency for children and families and producing better outcomes.

2.2 Background Information

Local demographics

Census 2001 reported:

- There are 33,467 people between the ages of 16-25 living in Plymouth, out of 240,720 (14%).

Census 2011 reported:

- There are 42,200 people between the ages of 15-24 living in Plymouth, out of 256,384 (16%).

Housing

- 221 people were found to be statutory homeless and in priority need in Plymouth between April 2011-March 2012 (Communities and Local Government). This is significantly lower than in previous years (2010/11: 280, 2009/10: 244, 2008/9: 371, 2007/8: 387).
- A further 94 were homeless but either not in priority need or were found to be intentionally homeless (Communities and Local Government). This is equal to, or lower, than in previous years (2010/11: 108, 2009/10: 94, 2008/9: 152, 2007/8: 227).

- 101 Households were in temporary accommodation as at 31 March 2012 (Communities and Local Government). This is higher than in previous years (2010/11: 64, 2009/10: 63, 2008/9: 84, 2007/8: 94).
- A further 47 households were owed a duty but no accommodation had been secured as at 31 March 2012 (Communities and Local Government). This is slightly higher than in previous years, excluding 2007/8 (2010/11: 42, 2009/10: 44, 2008/9: 30, 2007/8: 57).

Benefits

- 5,030 working age people aged 16-24 in receipt of benefits in March 2011 (ONS)
- 2,010 job seekers allowance claimants aged 16-24 in receipt of benefits in March 2011 (ONS)

Faith - City statistics based on national estimates and local intelligence 2009:

- Christian 68% c. 177,000
- No faith/not given - 30% of our population.
- Muslim/Islam c. 1.7% equating to 4,500.
- Hindu, Buddhist and Jewish combined less than 1%

Gender General Statistics:

- Overall 50.7% are women (reflects national figure).
- 77,154 (39%) people are married (ONS 2009 estimated to Plymouth).
- 16,572 (8.5%) people have remarried (ONS 2009 estimated to Plymouth)
- 5,382 (2.8%) are separated and still legally married (ONS 2009 estimated to Plymouth)
- There were 3216 births in 2008/9
- In 2008, 11,792 families were resident in Plymouth (Health Visitor Survey 2008).
- 7.4% homes are headed by a lone parent. (ONS 2009).
- 91% are headed by women (ONS 2009).

Gender service specifics

- There was an equal split between men and women moving on from young people specific supported accommodation projects in 2011-12 (42/84).

Race:

- 93.4% of our population is White (ONS 2007).
- 6.6% are Black and Minority Ethnic (BME) (ONS 2007).
- The largest communities are Kurdish Iraqi, 3000, Polish speaking migrant workers, 2700; Indian, 2500; Chinese, 2000; Russian speaking migrant workers, 1500; and Black African, 1,000
- The council has 4.1% BME employees and Plymouth NHS 16%.
- Seventy six languages are known to be spoken in the city, with most requested translations being for Polish, Kurdish, Chinese and Arabic.

Plymouth Report 2010

- Children and young people aged 0-19 account for 23% of the population (59,000).

2.3 Overview of Current Service Area

For further detail on existing provision, including the number of household units, please refer to the Market Analysis table (section 4).

The current accommodation pathway for homeless young people aged 16-25 is commissioned predominantly by Adult Social Care. Young people who are aged 16/17 or over 18 and are vulnerable, require emergency or temporary accommodation and are in priority need and therefore the Local Authority has a duty to house them, or are being assessed under this duty, are housed temporarily by Children's or Housing Services. The supported housing projects commissioned by Adult Social Care are for young people to move into in a planned way; they are not for direct access or emergency accommodation.

The current emergency and temporary accommodation options funded by the People Directorate and accessed by young people are as follows:

- Bed and Breakfast (Housing and Children's Social Care)
- Raglan Court temporary accommodation (Housing and Children's Social Care)
- Alabaré temporary accommodation (Housing and ASC)
- George House (Housing and ASC)
- Supported lodgings (which have the option to be used as emergency beds) (Children's Social Care)

Children's Social Care also funds the following accommodation options specifically for young people who meet their eligibility threshold:

- Foster care and residential placements (Children's Social Care)
- Supported lodgings (which have the option to be used as emergency beds) (Children's Social Care)
- Training flats (Children's Social Care)
- Bespoke packages of accommodation and support (Children's Social Care)

All access into mainstream supported accommodation (this excludes specialist mental health, learning disability projects and the Mother and Baby Unit) is via the HUB. The HUB is attended by key supported housing providers and representatives from PCC including Housing Options, Children's Social Care and Intensive Support Team and is held fortnightly. The HUB assess and prioritise referrals and match these with available bed spaces. There is no additional investment for this model and providers voluntarily agree to contribute staff time which would have otherwise been used to assess and manage their own referrals, to assess all HUB referrals and attend the panel. Referrals are assessed using a rota which is shared between providers.

Having a single point of access into supported housing for 16-25 year olds reduces the number of duplicated referrals and assessments which referral agents would have carried out previously.

Due to high levels of demand there are cohorts who are likely to never be accommodated in supported accommodation and will need to find alternative provision, such as in the private rented sector.

The current supported accommodation options funded by the People Directorate and accessed by young people in a planned way are as follows:

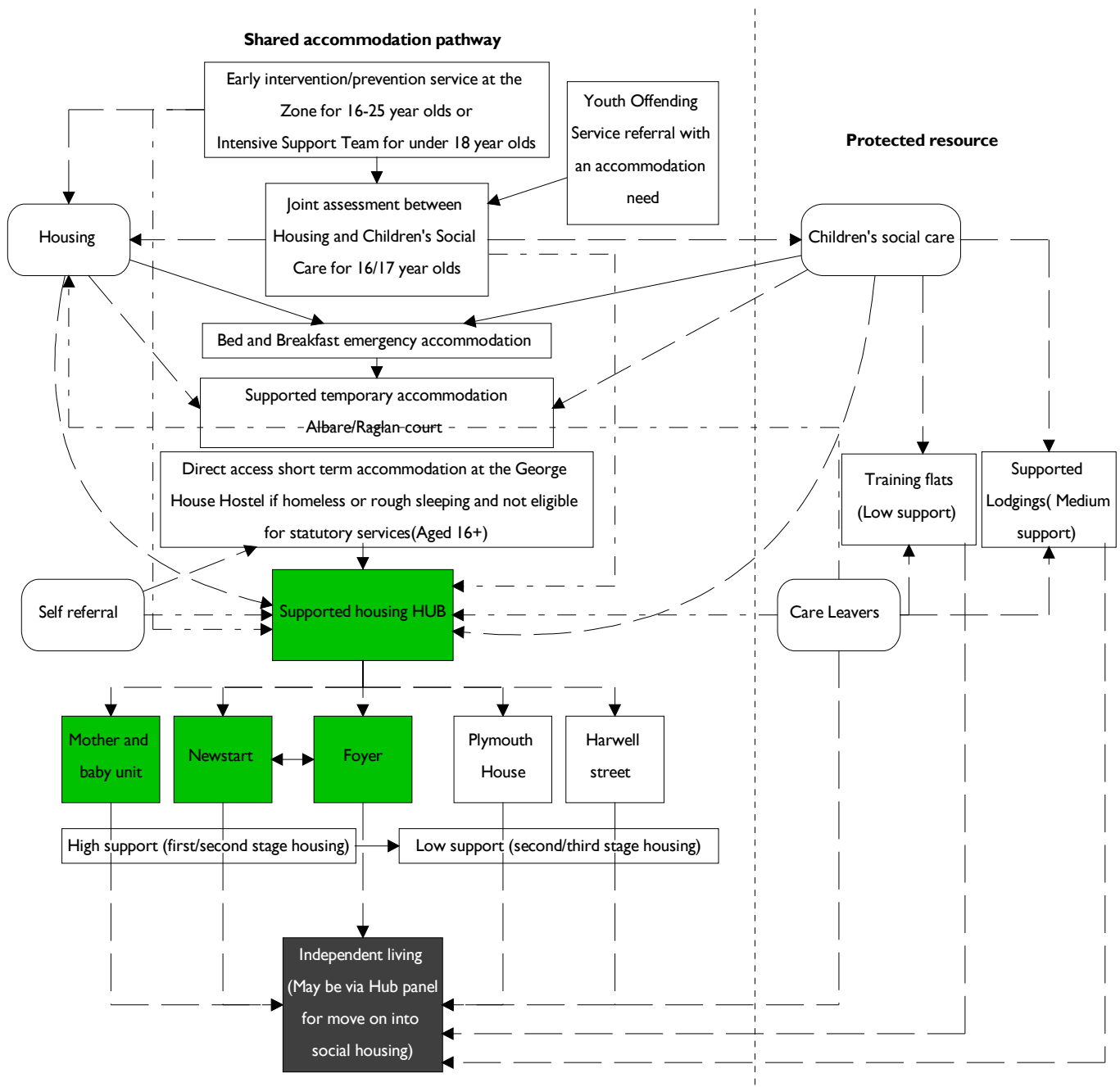
- Plymouth Newstart (ASC) (for 16-25 year olds)
- Plymouth Foyer (ASC) (for 16-25 year olds)

- Mother and Baby Unit (ASC) (for young mothers and their babies)
- Plymouth House (ASC) (for single homeless people aged 16 and over including young people)
- Harwell Street (ASC) (for single homeless people aged 16 and over including young people)

Not all of the provision detailed above is accessible on one pathway e.g. supported lodgings and training flats are only available for those young people being admitted into care, whilst supported accommodation such as the Foyer or Newstart are accessible both for this group and young people who fall outside of this remit and are not eligible for statutory services.

Below is a diagram to illustrate the current young person's accommodation pathway (those services shaded green are within the scope of this commissioning plan):

Diagram I



2.4 Opportunities

On the basis of the services which are currently commissioned there is an opportunity to remodel and review services and make recommendations to:

- Align services along the pathway and make the HUB the single point of access into supported accommodation so that young people aged 16-25 are accessing the service most appropriate for their needs
- Increase supported provision at the high support 'front end' of the pathway to provide more intensive support to a greater number of young people aged 16-25
- Remodel provision for young parents to ensure that services are able to support young parents aged 16-25 and families
- Remodel provision for young people aged 16-25 with high support needs to ensure that there are robust, secure, appropriate accommodation options in order to decrease the likelihood that young offenders will be remanded into expensive custody placements unnecessarily
- Increase the provision available for young people aged 16-25 on a low income, to reduce bottlenecks in supported accommodation and homelessness as a result of insufficient independent accommodation.

2.5 Scope

Joint Commissioning and Adult Social Care and Children's Social Care commission a range of services across the city accessed frequently by young people, as illustrated in Diagram 1.

George House, Alabare Supported Temporary Accommodation, Raglan Court, Supported Lodgings, Plymouth House and Harwell Street all form part of the young person's accommodation pathway, but have either been recently commissioned or will be reviewed under the single homeless sector review and therefore fall outside of the scope of this commissioning plan.

This commissioning plan will focus solely on the remaining provision in relation to young people; Foyer, Newstart and the Mother and Baby unit.

2.6 Key Recommendations

The key recommendations discussed in the main body of the commissioning plan are;

- To realign the accommodation pathway and ensure that resources are shared between partners whilst also having a single gateway into supported accommodation via the HUB
- To commission the HUB as part of the specification for young people's supported accommodation
- To competitively procure a contract for the provision of high intensity short term supported accommodation. The service would support an increased number of households aged 16-25 compared to current contracted capacity and incorporate provision for assessment/crisis beds for 16/17 year olds
- To competitively procure a contract for the provision of a longer term medium supported accommodation for 16-25 year olds. The service would deliver support to fewer household units, allowing the remaining resources to be directed to support those in need of more intensive support

- To competitively procure a service providing longer term medium supported accommodation for young parents aged 16-25 and explore the option of an outreach service to maintain independent living
- To award contracts for three years with an option to extend for three years in yearly increments
- In parallel to develop sustainable independent living options for young people aged 16-25 in partnership with the Housing Options Team, providers and the Private Rented Sector (PRS) with a view to commissioning a private rented access scheme for young people
- Establish a task and finish group to review innovative models for independent accommodation including management agreements, responsible tenants and engaging ex foster carers
- To review the current provision of temporary and emergency supported accommodation in a Business case which takes into account the needs of vulnerable young people.

3.0 STRATEGIC CONTEXT

Locally

Plymouth Corporate Plan 2012 – 2015: becoming a Co-operative Council

The project will support the achievement of the following Council commitments:

- Young Plymouth: developing ways to address child poverty; support early intervention programmes to reduce the number of children at risk; encourage engagement and ensure that all children can benefit from educational and other opportunities
- Living Plymouth: improve advice for people who are homeless or in housing need
- Working Plymouth: Develop a new plan for jobs, to get our young people back to work

The project will also support the achievement of the priorities the Council shares with its partners:

- Delivering growth, by increasing the range and quality of housing in safe, inclusive and sustainable communities
- Raising aspirations, by supporting 16 to 18 year olds who are not in education, training or employment (NEET)
- Reducing inequalities, by reducing child poverty
- Providing value for communities, by increasing the value of commissioned goods and services by the third sector.

Plymouth Adult Social Care Market Position Statement

The plan supports the Market Position Statement priorities:

- Targeted prevention activity towards the main causes of homelessness, ensuring there is sufficient accommodation and satisfactory support for those who are or may become homeless
- Encourage social and private landlords to improve access for vulnerable groups

- A range of move on options to improve throughput of supported housing projects, including the availability of good quality private rented accommodation for vulnerable people with the necessary level of floating support.

Children and Young People's Plan 2011-14

The plan contributes towards the following priorities:

- Tackle child poverty
- Equip young people with skills, knowledge and opportunities to make a successful transition to adulthood
- Raise young people's aspirations, with particular support for young people who are not in education, employment or training

Child Poverty Strategy 2012

This plan contributes towards the following priorities to reduce child poverty:

- Ensure that parents and young people have the right skills to meet the needs of employers both now and in the future – this includes employability skills such as literacy, numeracy and communication skills.
- Increase access to affordable, decent housing for poorer families currently living in substandard homes in the private rented sector.
- Target services and support at those at greatest risk of child poverty including low income working families, lone parent families and larger families.
- Adult and child focused services must work more closely together to offer a range of support for families living in or at risk of poverty to address issues such as domestic abuse, parental drug and alcohol misuse and parental mental health.

Early Intervention and Prevention Strategy 2012-15

This plan contributes towards the following priorities:

- Intervening early with vulnerable target groups including young people:
 - with alcohol, drug and substance misuse issues
 - engaged in anti-social behaviour, in receipt of a police reprimand or on the edge of criminal activity and or with a parent or carer in prison
 - who have an identified mental health problem
 - within families experiencing severe or persistent poverty or whose families are homeless or long term unemployed.
 - at risk of entering or re-entering Children's Social Care
 - young parents and pregnant teenagers
- Increase the rate of participation in education, training and employment by 16-18 year olds
- Respond early to young people's needs to make sure they are equipped to make a successful transition to adulthood.

Supporting People Commissioning Plan 2011-14

The plan contributes towards the following priorities:

- Homelessness
- Ongoing investment for young people.

Housing plan 2012-17

This plan contributes towards meeting the priority objective to ensure the provision of supported housing to meet the needs of the most vulnerable.

Improving Young People's Sexual Health and Wellbeing Strategy 2009-2012

This plan contributes towards the following:

- Strategic objective: Provision of a holistic package of support to reduce the risk of poor outcomes for teenage parents and their children
- Strategic outcome: Young people have access to and utilise high quality, locally delivered and timely support and services that respond to their sexual health and wellbeing needs and choice.

Nationally

Making Every Contact Count: A joint approach to preventing homelessness (2012)

This plan will support a response to a number of the ten local challenges this report poses to the sector including:

- Actively working in partnership with voluntary sector and other local partners to address support, education, employment and training needs
- Have housing pathways agreed or in development with each key partner and client group that includes appropriate accommodation and support
- Develop a suitable private rented sector offer for all client groups, including advice and support to both clients and landlords
- Not to place any young person aged 16 or 17 in Bed and Breakfast accommodation.

Social Justice: Transforming Lives (2012)

A new Youth Contract, launched by the Government in April 2012 is designed to prevent a new generation of young people falling into the trap of long-term unemployment. Within this, extra funding is being made available to support the most vulnerable 16- and 17-year-olds not in education, employment or training, into learning or a job with training, including apprenticeships. This strategy promotes recovery and economic independence for those young people who are not able to stay within the family network. Suitable accommodation is the foundation stone upon which young people are able to participate in education, training or employment. It supports recovery, in terms of good physical and mental health, reduces risks of substance misuse, offending and promotes stronger communities as a result. Conversely, the impact of living in poor, unsafe and insecure accommodation is increased risks of being NEET, loss of tenure and repeat homelessness, debt, involvement in crime, anti-social behaviour, substance misuse and poor physical and mental health.

4.0 MARKET ANALYSIS

4.1 Existing Service Provision (N.B. Services within the scope of this commissioning plan are highlighted in bold text)

Type of accommodation	Provider	Service	Commissioner	Value per annum 12/13	Expiry Date	Description	Levels and length of support
EARLY INTERVENTION AND HOMELESSNESS PREVENTION	The Zone	Young Person's Early Intervention, Homeless floating support and prevention service	Joint Commissioning and Adult Social Care and Housing Options	£190,472	30/09/2015 with option to extend until 2018	<p>The purpose of the service is three fold:</p> <ul style="list-style-type: none"> to provide formal mediation and support to prevent young people from becoming homeless from their family home and/or needing to access local authority services; to provide housing related support to young people who are homeless to enable them to find and maintain independent living to support young people who are at risk of becoming homeless to address the issues that impact on their accommodation. <p>The service works with a minimum of 65 service users at any one time.</p>	<p>A minimum of 195 frontline support hours are delivered per week. The service aims to work with young people for up to six months and up to eight months in exceptional services. In the cases of pieces of work which are considered to be early intervention or the prevention of homelessness this time period would be anticipated to be a maximum of three months. For young people who require a longer period of intervention/prevention this may indicate that there are multiple vulnerabilities and a referral to Local Authority services should be explored.</p>

	PCC Youth service	Intensive Support Team	Children's Social Care	n/a	n/a	The Intensive support team works with young people aged 11-17 who have multiple escalating vulnerabilities and whose needs cannot be met by a single agency response, in order to reduce the numbers of young people entering the care system.	The team provides intensive support in the community, delivered by key-workers using multi-agency care planned responses based on CAF as the primary assessment tool. IST key-workers maximise the opportunity for young people to engage with all services that can meet their identified needs.
EMERGENCY AND TEMPORARY ACCOMMODATION	BCHA	George House (service for single homeless people)	Adult Social Care & Housing Options	£460,690	30/03/2015 with option to extend until 2018	Single homeless hostel with 46 units provided for those aged over 16 who are homeless or rough sleeping. The hostel is staffed 24 hours a day. In addition they provide a homelessness outreach service. Since the service started on 1/03/12, 25% of clients have been aged 16-25 (38/153)	Average length of stay is anticipated to be 6-8 weeks but no longer than 3 months. 525 hours of support are delivered per week across the accommodation based units and outreach service.
	Alabaré	Single Homeless accommodation(service for single homeless people)	Adult Social Care & Housing Options	£136,834 (plus £40k Housing contribution for additional 8 units provided by BCHA)	30/11/2013	Single homeless temporary accommodation with 26 units provided for those eligible through homelessness legislation including 16/17 year olds. Frontline support is available 8am-8pm on weekdays, and 10am-6pm on weekends. This model was extended by 8 units from January 2013.	127 hours of support per week equal to 4.8 hours per person- very short term stay, 6-8 weeks.

	PCC owned building with warden and security	Raglan Court (service for homeless people)	Children's Social Care and Housing Options	£13,750 (Children's)	Not known	3 beds are purchased as temporary accommodation-these receive a small amount of support from the warden at the premises and from security. (This is enhanced by support from Children's Social Care staff. This service also benefits from support from the homeless families floating support service which provides support to families and single young people accommodated in Raglan court – commissioned by ASC)	Minimal support, short term stay however move on proves difficult which results in bed blocking.
	n/a	B and B spend	Children's Social Care	£70,500	n/a	There has been an increase in the use of B&B due to increased presentations, lack of space at Raglan and some placement/accommodation breakdowns.	Bed and breakfast accommodation where there may be a landlord on site. Support is provided b external teams.

HIGH SUPPORT ACCOMMODATION	Independent Futures	Newstart	Adult Social Care	£217,513	31/03/2013	This is a 12 bed (6x 2 bed flats) property with a separate move on flat for homeless 16-25 year olds. The service is staffed 24 hours with sleep in staff at night and is the supported housing project with the highest level of support. The service aims to operate as the front end of the pathway however limited capacity dictates that young people suitable for Newstart may instead move into the Foyer.	162 hours of support per week equal to 13 hours of support per person. Average length of stay between 3-6 months.
	Westcountry Housing Association	Mother and Baby unit	Adult Social Care	£156,194	31/03/2014	13 units for young mothers or pregnant young women aged 16-25 years of age in 24 hour supported accommodation. An additional 4 flats with floating support are provided in a separate location for young parents who are moving on from supported accommodation or who require a small amount of support to trial living independently as a family before taking on an independent tenancy.	125 hours of support per week across the two projects. Length of stay can be up to two years.

	Young Devon	Supported Lodgings	Children's Social Care	Approx. £250,032	31/08/15 plus option to extend until 2016	20 units in Supported lodgings, where Young People aged 16-21 in care will live within a family household. This could be a planned placement or an emergency placement.	Maximum stay of 24 months
MEDIUM SUPPORT ACCOMMODATION	Independent Futures	Foyer	Adult Social Care	£298,485	31/03/2013	This is a 50 bed property of shared flats of 4-5 beds for homeless 16-25 year olds. The service is staffed in the day time, with security at night. The service was initially designed for young people who are engaging in education, employment or training, however clients now accommodated in the service tend to have medium-high support needs.	200 hours of support per week equal to 4 hours of support per person. Average length of stay between 6-12 months.
	Westcountry Housing Association	Plymouth House (service for single homeless people)	Adult Social Care	£285,187	31/03/14	This is a 47 bed property of shared and single flats for people aged over 16 who require support to live independently. The service has staff on site 24 hours a day.	220 hours of support per week. Length of stay is a maximum 8-12 months.
	Stonham Housing Association (Home Group)	Harwell Street (service for single homeless people)	Adult Social Care	£162,981	31/03/14	This is a 33 unit property of shared and single flats for people aged over 16 who require support to live independently. The service is staffed until 7 pm.	140 hours of support per week. Length of stay is a maximum 6-12 months.

MOVE ON ACCOMMODATION	Private rented landlords	Training flats	Children's Social Care	£119,596	Not known	These are training flats used by Children's Social Care to accommodate looked after young people. Support is provided by Children's Social Care staff. An element of this spend will be rents and service charges for eligible and relevant young people in Housing Projects and some other accommodation arrangements.	Variable.
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The investment in these services totals approximately **£2,362,234** a year, with the total cost to Plymouth City Council Adult Social Care being **£1,791,127**, the total cost to Housing Options being **£157,229** and the total cost to Children's Social Care being **£453,878**.

Please note that the total investment in services reviewed within the scope of this commissioning plan is **£672,192** which is funded by Adult Social Care.

4.2 Performance and benchmarking

Levels of performance of current Adult Social Care young people's supported accommodation services for 2011/12 are summarised in the table below.

Project	Capacity	Utilisation target	Average Utilisation 10-11	Average Utilisation 11-12	Average positive move on outcome 10-11	Average positive move on outcome 11-12	Average length of stay 11-12	Planned Move on 2011-12					
								LA	PRS	RSL	Other SH	Friends/Family	Other
Mother & Baby Unit	17	98%	93% (39 people)	99% (36 people)	94%	97%	7.6 months	3	1	1	1	6	6
Newst@rt	19 (10/11) 13 (11/12)	95%	91% (42 people)	83% (29 people)	52%	88%	9.4 months	1	6	2	7	4	0
Foyer	50	95%	92% (92 people)	89.62% (101 people)	100%	96%	10.5 months	2	20	0	5	26	0
Total								6	27	3	13	36	6

Key issues important to note from the performance figures:

- Utilisation figures are not at 100% due to the nature of accommodation based services which require rooms to be repaired and maintenance carried out before they can be re-let to a new tenant, this naturally results in some days of void bed spaces.

Historically, the utilisation and outcome data for Newstart has been affected by a number of factors, including:

- The service moved into a new building part way through the year whilst also reducing their contracted number of units, due to the building not being fit for purpose. This meant that the transition period resulted in some voids due to the nature of having Assured Short Hold Tenancies in the old building which could not be re-let
- This service works with the most challenging young people and engagement can be difficult
- The current provider separated out their housing management function which resulted in a delay in the turnaround of unit voids; this is being addressed.

As a result of intensive contract management:

- Performance figures have significantly improved following the move (since April 2012).
- Internal moves for young people between the Newstart and the Foyer (both delivered by a single provider) have worked well and has reduced the number of unplanned move ons.

The Mother and Baby service produces good outcomes for clients, is well utilised and also received positive feedback from stakeholders through a quality review. The service also works with a large number of child protection cases, which supports the Local Authority in managing risk.

An analysis of benchmarking data from other supported accommodation services regionally was carried out and highlighted the following key points:

- Unit and hourly rates in Plymouth are on average higher than in other local authorities
- The recently commissioned mental health supported accommodation contract will support a high need client group and the hourly rate achieved was considerably lower than we currently pay our young people's services
- It is difficult to benchmark services in other local authorities as not all of them specify support hours as part of their contract specifications
- A number of providers deliver similar services across all three local authorities; the benchmarking data suggests that there are inequalities in the average hourly and unit rates charged by the provider as they are able to deliver similar services more cost efficiently elsewhere.

4.3 Current Key Issues

Summary Points

Levels of demand

- Numbers of referrals from young people into supported housing via the HUB are in the region of 322-344 per year and have remained consistent over the last two years. Although the lagged impact of the economic recession and welfare reforms are predicted to have a negative impact on future levels of demand, these have been well managed so far, with little impact being reflected in the demand for supported accommodation or additional barriers to move on following the extension of the Housing Benefit shared room rate.

HUB

- Due to the configuration of supported housing, high support young people can experience delays in being accommodated as they cannot all be accommodated together due to risk issues and limited capacity.

Availability of resources

- Vacancies have to be managed in the context of not accommodating young people aged under 18 in the same shared flats as those over 18 due to child protection restrictions.

Capacity of resources

- Projects which can only offer medium support are accepting young people with high support needs due to insufficient capacity in the highest support project.
- Projects are accommodating young people with lower support needs who might be able to live independently if suitable independent alternatives were available.

Levels of support needs

- There is significant overlap of client's needs across a range of categories including offending, mental health, young people leaving care and substance misuse.
- This evidence suggests that workers within young people's supported housing will need to be skilled to work with these complex needs appropriately, as young people require a more specialist intervention than generic housing related support.

Suitability of available accommodation

- There is a lack of suitable accommodation for those with high support needs which can be accessed at short notice and used as a temporary placement.
- The increasing support needs of this client group means that the support provided in housing projects once commissioned to support medium needs is now insufficient.

Move on

- Providers report that there is difficulty moving young people on from supported housing into independent accommodation for those on a low income
- Dedicated support into move on properties for young parents could be replicated using outreach support to independent properties.

Levels of demand

In the year 2011-12, there were 661 young people aged 16-25 out of 2026 people accessing Adult Social Care (previously Supporting People) funded accommodation related services (32%). There were 46 service users who were aged 16 or 17, with a further 92 18 year olds (in total 138 16-18 year olds).

Referrals into supported accommodation have remained relatively consistent over the last two years, with 344 referrals in 2010/11 and 322 referrals in 2011/12. In 2009 the Southwark Judgement clarified that Local Authorities had the responsibility to assess homeless under-18s in England and Wales as children under the Children Act 1989, rather than referring them to the housing authority to meet their accommodation needs. In April 2010, the Department of Education issued further guidance to children's services authorities and local housing authorities about their duties under Part 3 of the Children Act 1989 and Part 7 of the Housing Act 1996 to secure or provide accommodation for homeless 16 and 17 year old young people. This had potential resource implications in relation to the number of 16 and 17 year olds being admitted into care and in turn being accommodated in supported housing, however numbers of 16 and 17 year olds being referred into supported accommodation has remained constant with 60 referrals in both 2010/11 and 2011/12. What is unknown, however, is the number of referrals as a comparison pre 2010, as referrals were not captured from a central point such as the HUB and instead were received separately by each individual project.

The lagged impacts of the post 2007 economic recession and rising unemployment that can indirectly affect homelessness such as through pressures on family relationships, in addition to welfare reforms discussed under section 5.1, may have an impact on future levels of demand for supported accommodation. Original data suggested that when the housing benefit shared room rate was extended to under 35 year olds, this would mean that an extra 580 people would be looking for shared properties in Plymouth. However, this change was introduced in January 2012 and referrals into the HUB for the calendar years 2011 and 2012 show only a small increase, with 302 referrals in 2011 and 311 in 2012. Numbers of young people moving on from supported accommodation have increased, with 89 young people moving on in the year 2011/12 and 91 people moving on during the first three quarters of 2012/13. In 2011/12, 27 young people moved on into private rented accommodation, with 25 young people moving on into private rented accommodation during the first three quarters of 2012/13. This data suggests that the impact of the Housing Benefit changes are being managed and is not currently having a negative impact on levels of demand.

HUB

Supported housing projects including the Mother and Baby unit, mental health or learning disability provision accept referrals outside of the HUB process due to the more specialist nature of their services.

The HUB uses a prioritisation method to manage the waiting list, where points are allocated depending on the support needs of the applicant. Certain groups are given additional points including when:

- The young person is considered to be at risk (i.e. there are safeguarding issues)
- They are homeless
- Supported accommodation is the recommended outcome for a 16/17 year old following assessment by Children's and/or Housing services.
- High support needs have been identified under health or personal safety
- The young person is a Plymouth resident (those from out of area will have just cause/local connection)

The HUB currently experiences a number of issues due to the current limited capacity and configurations of the supported accommodation:

- There is often a group of young people who score low-medium points who will remain at the bottom of the waiting list and will continue to drop further down as new applicants with higher needs are slotted into the waiting list. Where young people score very low points they are advised that it is unlikely they will be accommodated.
- Due to the limited number of beds in the most high support accommodation (Newstart-12 beds are located in a single building), a situation can occur where those who have the highest support needs are left waiting at the top of the list until a vacancy becomes available whilst those below them are accommodated first in an alternative project.
- When it is inappropriate to accommodate all the highest priority young people together (for example, if there were a number of young offenders, or young people known to each other), this results in delays in placing them, or they are placed in a project where there is lower support provided (which might not be sufficient).

Young people supported by Children’s Services have priority access to supported accommodation in addition to sole access to protected resources such as training flats and supported lodgings, resulting in inequality of access to resources between those with support services in place and those without.

Availability of resources

In addition to the challenges outlined above, the current supported accommodation model also has limitations due to the child protection restrictions regarding accommodating young people under the age of 18 years old with young people aged over 18 years old. This means that projects have to accommodate all 16 and 17 year olds together within the same units e.g. flats only for 16/17 year olds, which requires the provider to limit who a vacancy can be offered to or the need to move existing residents around their properties.

Resources such as supported lodgings are contracted for use as emergency beds for looked after children, however as they are currently fully utilised they do not have capacity to fulfil this function, resulting in young people being accommodated in emergency accommodation such as Bed and Breakfast or Raglan Court, which are not always appropriate (see below).

Slow turnaround of voids has also had an impact on the availability of resources. In several projects the housing management function is separate to the support function. This has meant that the support provider is reliant on the quick action of another department to enable a room to be re-let, which has required internal management and action planning to address this.

Capacity of resources

Although there is often a wait to be accommodated in supported housing, data suggests that this is because there isn’t sufficient capacity within individual services, as opposed to the system as a whole. Using the HUB meeting minutes and prioritisation list, projected numbers based on support level, actual numbers accommodated and vacancies were mapped across HUB providers for the year 2011-12, shown in the table below. It is important to note that Harwell Street and Plymouth House also accept referrals outside of the HUB as they accommodate single homeless adults in addition to young people and that these services are well utilised. The Mother and Baby unit also accepts direct referrals and is well utilised, suggesting that it has appropriate capacity to adequately meet need at present.

Table showing longer term supported accommodation accessed by 16-25 year olds taken from HUB data

Level of support provided	Service name and capacity	Numbers of young people projected to need access per year based on prioritisation scores	Numbers of young people actually accommodated in 11-12	Number of vacancies per year
Low-Medium	Harwell Street (33 beds)	25	22	7
	Plymouth House (47 beds)			30
Medium-High	Foyer (50 beds)	39	59	69
High	Newstart (13 beds)	40	23	23

The HUB prioritisation list shows that during 2011-12, 322 referrals were made, of which 63% were closed. 104 young people were accepted for supported housing, with 96 of these going on to be housed and a further 8 placed on a waiting list.

An analysis of the assessment scores used by the HUB to prioritise those most in need showed that approximately 24% of young people accommodated scored low on the assessment, indicating that they had low support needs. It seems reasonable to question whether these young people could have explored alternative provision such as private rented accommodation (with the addition of move on support where required), enabling supported accommodation to be used by the most vulnerable.

In addition, approximately 77% of those referrals which were closed were due to the young person finding alternative accommodation, declining supported accommodation, inappropriate referrals or disengagement, suggesting that a large proportion of referrals unnecessarily expend administration and assessment time, when access to alternative accommodation such as that in the private rented sector may negate the need to refer to the HUB in the first instance. The HUB and its processes and procedures are in the process of being reviewed.

The table above also illustrates that Newstart, the project with the highest level of support, has a small number of vacancies per year, whilst the Foyer (as a larger project) has considerably more. The numbers accommodated in the Foyer are greater than those mapped with an appropriate level of need, suggesting that the Foyer is accommodating those more appropriate for Newstart and is meeting the shortfall in capacity. When considering the needs of clients as outlined below, the placements which are available might not necessarily be adequate to meet the needs of high support young people, even if there appears to be sufficient capacity in the system as a whole.

Levels of support needs

Client's needs

When exploring which Adult Social Care services young people access to meet their needs, the data revealed that there was a wide spectrum, with the highest proportion accessing single homeless services, followed by services for offenders then young people's services.

This may be due to the significant overlap between young people's services and those which accept single homeless, as both will work with people over the age of 16 (although consideration should be given as to which service can best meet that person's needs).

In support of this, the table below shows the primary and secondary client groups of people accessing the two main young people's accommodation based services, Newstart and the Foyer, for 2011-12. The table demonstrates the overlap of client's needs across a range of categories including offending, mental health, young people leaving care and substance misuse, however the majority identify themselves as a single person with support needs after primarily identifying themselves as a young person at risk. This evidence suggests that workers within young people's supported housing will need to be skilled to work with these complex needs appropriately, as young people require a more specialist intervention than generic housing related support.

Client group categorisation for young people accessing Newstart and Plymouth Foyer for 2011-12

	Young people at risk	Generic /complex needs	Alcohol misuse	Drugs	Offenders	Single homeless plus support	Young people leaving care	Mental Health	Learning Disability	Risk of domestic abuse	Missing	TOTAL
Newstart												
First client group	18					1						19
Second client group		1	1		2	11	4					19
Third client group			1	3	2	3		3	3		4	19
SUB TOTAL	18	1	2	3	4	15	4	3	3	0	4	
Foyer												
First client group	44						3					47
Second client group	1		1	1	5	26	4	4		2	3	47
Third client group			1	3	4	2		4	3		30	47
TOTAL	63	1	4	7	13	43	11	11	6	2	37	

A snapshot case study analysis performed on ten young people considered hardest to place in supported housing and who had been prioritised at the top of the HUB waiting list for a number of weeks showed the following breakdown of key support areas:

- Age (70% were aged 16/17)
- Challenging and/or aggressive behaviour (70%)
- Substance misuse (70%)
- Mental health support needs (70%)
- Offending behaviour (60%)
- Educational needs or a learning disability (50%)

This demonstrates that those young people who are prioritised via the HUB often have very complex and challenging needs, which may require support staff to be more highly skilled than in a generic supported housing project. In five cases young people were not accommodated through the HUB; in two cases this was because they required specialist dry houses and for the remaining three, one refused accommodation, one dropped out of the system and one had significant rent arrears and would not be re accommodated until they had begun to address them. The full breakdown of support needs can be seen in Appendix one.

Suitability of available accommodation

As highlighted in the section above, the needs of young people accessing accommodation are wide ranging, with the majority experiencing a number of issues interrelated to their homelessness.

At present there is no direct access accommodation with support for young people other than George House, which tends not to be used for 16/17 year olds. This is because all 16/17 year olds have a dedicated accommodation pathway and emergency/temporary accommodation is available by assessment through Housing or Children's Social Care. This can be problematic due to the timescales involved in arranging an assessment and is dependent on the accommodation provider having vacancies. Statistics from George House show that 25% of residents since opening have been young people aged 17-25. However, numbers of 17-25 year olds accessing George House and its predecessor have decreased over the last two years. George House has the ability to accommodate vulnerable residents in the most appropriate 'pod' of up to six people, and residents only have access to their own pod.

The use of Bed and Breakfast as emergency accommodation can be costly when used due to the lack of appropriate alternatives for a small cohort of young people. Bed and Breakfast spend for 2011-12 from Children's Services showed that 1143 nights of accommodation were paid for between 32 clients; an average of 36 nights each/5 weeks. This has typically been used where young people fall out of foster/supported lodgings/residential placements due to ADHD/Offending or Anti-social behaviour or where they are aged 16/17 and have been accommodated under the Southwark judgement, because there is no other suitable alternative.

Although Children's Service's supported lodgings can be used for high support needs, this hasn't always been considered appropriate and host families have been unwilling to take the most challenging. There is now an enhanced offer called Plan B which can be arranged for the higher support packages; this is a therapeutic based Supported Lodgings placement which provides a tailored package of support to the young person and host.

Alabare and Raglan provide a low-medium level of support in their emergency/temporary accommodation, although support staff are not on site 24 hours a day for either service. This can be an insufficient level of support for those young people who are particularly vulnerable or challenging. Children's Social Care report difficulties moving people on from Raglan Court due to the wait for supported accommodation and finding a suitable service to meet their needs, which can lead to blocking of the beds which they fund. Supported housing projects may occasionally refuse a very risky/high support young person, depending on the needs of those already accommodated in the service, but this can leave the most vulnerable in emergency accommodation with minimal support.

The level of client's support needs has increased over recent years, which can be illustrated by the change in use of Plymouth Foyer. The Foyer, which was originally commissioned in 2009 to provide low-medium support to young people already engaging in education or employment, now accepts young people with medium-high support needs due to accommodating those who are prioritised via the HUB as requiring the most support.

This has been reflected recently by the current housing management provider, DCHA, who have expressed their concern that the Foyer, as a 50 bed unit, is no longer appropriate for managing this particular client group. This is due to the high number of units, in conjunction with the increasing needs of the client group they are accommodating in a medium support project.

Following the Southwark judgement and Department of Education guidance, young people may now be accommodated under section 20 of the Children's Act 1989, which means that they require accommodation and have additional needs or vulnerabilities which makes them a 'child in need'. Although these young people have been identified by Children's Social Care as having additional support needs, the 'offer' provided to them through supported accommodation is the same as the offer provided to those without a section 20 status. A young person can be accommodated under Section 20 where they are a child in need, require accommodation and their welfare is likely to be seriously prejudiced if accommodation is not provided.

A common criticism of young people's supported accommodation is that it does not provide sufficient support, particularly for those who have high and complex support needs. However, for young people who are accommodated under section 20, an enhanced level of support should be delivered in partnership through additional wrap around resources such as support from Children's Services.

Move on options

Supported accommodation providers report that there is particular difficulty moving young people on from their projects into independent accommodation for people on a low income. This may be because young people are historically an unpopular group for landlords to accommodate and the changes in welfare reform will not improve this situation, as they will now be competing with under 35 year olds for the same vacancies. Despite the housing shortage, there are real opportunities to open up supply and develop new independent accommodation options for young people. Nationally there are innovative approaches under development in both the voluntary and statutory sector, such as those described in a recent Crisis report (Working with the private rented sector to tackle youth homelessness: A good practice report, March 2012). A project such as Rooms4Two in Derby, provides the tenants and manages the property on behalf of the landlord under the terms of a management agreement. The tenancy is between the landlord and tenant but the service selects, signs up, collects rent and deals with management issues as they arise. The project deducts an agreed management fee from the rental income and the agreement will specify responsibilities for repairs, voids and bad debts. A number of projects included 'matching' tenants as part of their role, in addition to preparing them for independent living.

The report also describes the potential for developing unsupported lodgings during the current economic recession which should be explored as a relatively untapped area of the Private Rented Sector market, including the potential for engaging ex-foster carers. Similarly there is scope to explore options for using "responsible tenants" in properties with landlords and for directly managed or leased schemes, as a way of providing low level informal support. Private rented access schemes, where landlords are offered an incentives package such as rent in advance, deposit guarantee and payment for voids have also been successful. These options should be explored via a task and finish group of PCC Officers and key stakeholders.

The Mother and Baby unit has a dedicated move on service (4 units) which can also take direct referrals for young parents (including young fathers and young families), where outreach support is provided. This is the preferred option for young parents who wish to live together in a supported environment before undertaking the risks and responsibilities of an independent tenancy. Since 2010, 12 single parent mothers and 4 couples/families have lived in this move on service. This model could be replicated using outreach support to a greater number of independent properties,

to prevent young parents from becoming homeless and requiring supported accommodation and is a recommendation for exploration for future commissioning arrangements.

4.4 What stakeholders have told us

Summary points

- The current supported accommodation configuration does not offer any direct access accommodation suitable for young people with high support needs, which is problematic when there are immediate accommodation needs that have to be met before support can be provided
- Young People stay longer within projects as appropriate options for move on are limited, especially where a young person has higher support needs
- Providers have highlighted the difficulties they experience in the wide range of ages and support needs of the young people that they support
- Youth Offending Service reports that there is the likelihood that courts would be less likely to remand young people into custody if their accommodation option is robust and secure, such as supported housing.

Children's Social Care

Children's Social Care and the Intensive Support Team work with a number of young people who have housing related support needs which accounted for approximately 20% of referrals into the HUB in 2011-12. Anecdotally they report experiencing a 'catch 22' situation for a number of their young people, where they are unable to access accommodation in supported housing. This is because the young person may be considered too chaotic or high support and requires a period of assessment before being accepted, yet Children's Services are unable to have quick access into settled, supported accommodation in order for the young person to have a stable period where this assessment can take place. Often there are immediate accommodation needs that have to be met before support can be provided and the current supported accommodation configuration does not offer any direct access accommodation suitable for young people with high support needs.

Children's Social Care has access to a number of training flats, which are properties rented through private landlords for the purpose of accommodating looked after children and are intended for use with young people who are nearly ready for independent living. Support is provided by services such as Children's Social Care, or Adult Social Care funded floating support services, but there is no support on site 24 hours. In very difficult circumstances training flats have also been used to place some young people who may have complex needs because there isn't a suitable alternative available.

In response to this issue and also concerns about unregulated provision, Children's Social Care is in the process of procuring a cross-peninsula framework of accommodation and support services for looked after 16-25 year olds which can be spot purchased. This will include supported lodgings, supported housing with a mix of support, floating support and emergency accommodation. Very complex young people who have historically been accommodated in training flats with separate support going in are likely to access tailored accommodation with support on the new framework as a more suitable alternative. Those young people with high end needs such as those in residential/secure accommodation will also be accessing services on the framework in the future. Those young people accommodated in emergency/temporary accommodation that have fallen out of placements or who are accommodated under Southwark would also benefit from an alternative model of provision, such as those the framework can offer. There is likely to

be some cross over between this cohort and those who access supported accommodation as a longer term supported placement.

Single homeless supported housing providers

Providers of single homeless supported housing report through contract management that:

- Young people require more 'hand holding' support than older single homeless clients
- Self-harm and mental health related support needs are prevalent with young people
- Young People stay longer within projects as appropriate options for move on are limited, especially where a young person has higher support needs.

Young people's supported accommodation providers

Independent Futures is the current provider of both Newstart and the Foyer. Through contract management meetings they have highlighted the difficulties they experience in the wide range of ages and support needs of the young people that they support. For example, they report finding it difficult to accommodate a 23 year old alongside a 16 year old, even if they both have significant support needs which mean that the service is the most appropriate one for them both. This requires a variety of engagement methods or staff skill sets, as a very 'young' person may require support as an adolescent in the same way as any young person might, in addition to support in relation to their housing related needs.

Independent Futures has highlighted that young people are unlike older, adult service users who have been through a number of services and have a history or diagnosis. Young people who present as having complex support needs may be presenting to services for the first time and therefore have not yet had their needs fully established.

Harbour (Drug and alcohol support service)

Harbour has expressed concern regarding the appropriateness of accommodation used for young people who they are supporting. They have also expressed a concern that there is a risk that young people may end up in treatment longer than they need to due to their housing circumstances, which may also result in them becoming intentionally homeless if they lose the accommodation provided.

Youth Offending Service

Through the present HUB prioritisation system, young people are given priority points if they are at risk of harm, or need to be living somewhere where their levels of risk can be effectively managed. However, due to the risks associated with accommodating young offenders together, or with other vulnerable young people, young offenders may not be accommodated in supported accommodation and may instead be either accommodated in unmonitored provision, or remanded in expensive custody placements in a young offender's institute or a court ordered secure placement if considered vulnerable. It is probable that courts will be less likely to remand young people into custody if their accommodation option is secure, with curfews and robust intervention plans in place.

5.0 FUTURE DEMAND

5.1 Predicting Future Demand in Plymouth

Summary Points

Children's Social Care

- Early indications suggest that the number of young people (aged 16/17) on the homelessness pathway being admitted into care are decreasing. Numbers of referrals into the Intensive Support Team have remained consistent with 154 referrals between January and December 2011 and 155 for the same period in 2012, with Children's Social Care recording a year on year decrease in the numbers of young people aged 16/17 on the homelessness pathway being admitted into care.

Welfare Reform

- Changes including an extension of the housing benefit shared accommodation rate to under 35 year olds, non-dependent deductions and a restriction on development rights for houses of multiple occupancy may have a negative impact on the 83,000+ 16-34 year olds living in the city. Although original figures predicted that an extra 580 people would be looking for shared properties in Plymouth, this hasn't resulted in an increase in supported housing referrals or a decrease in move on.

Remand Beds

- Currently the Ministry Of Justice pays a significant proportion of the costs of remand to custody; following the implementation of LASPO Act, full financial responsibility will be devolved to Local Authority (April 2013).
- Ensuring that there are robust, secure, appropriate accommodation options for young offenders is important in order to decrease the likelihood that they will be remanded into expensive custody placements unnecessarily. Youth Justice organisations have been working with Children's Services to find a solution and in addition, support and accommodation for 16 to 25 year olds has been included in the Peninsula framework collaborative work for the first time.

Teenage Pregnancy

- The conception rate for 15-17 year olds has decreased, with a slight increase in the number of live births. Conception rates have increased for women aged over 18.

There are a number of factors that may have an impact on the number of young people requiring supported emergency and/or temporary accommodation and a longer term supported placement, such as supported housing, outlined below.

Children's Social Care

The Southwark Judgement (May 2009) and later guidance issued by the Department of Education (2010) clarified Local Authorities responsibility to assess homeless under-18s in England and Wales as children under the Children Act 1989, rather than referring them to the housing authority to meet their accommodation needs.

In response, January 2011 brought the inception of an Intensive Support Team, with the intention of reducing the number of children and young people with multiple escalating vulnerabilities from becoming looked after by the Local Authority. The impact of this team should also reduce the number of young people becoming homeless as interventions to enable young people to remain living at home take place much earlier. The true impact of this team is likely not to be felt for a

number of years, however early indications suggest that the number of young people (aged 16/17) on the homelessness pathway being admitted into care are decreasing. Numbers of referrals into the Intensive Support Team have remained consistent with 154 referrals between January and December 2011 and 155 for the same period in 2012. Children's Social Care have recorded a year on year decrease in the number of admissions to care for 16/17 year olds on the homeless pathway, with 35 in 2010/11, 28 in 2011/12 and 18 to date in 2012/13 (1st April 2012- 31st January 2013).

Welfare reform

From April 2013 there will be significant changes to a range of welfare benefits that may have a negative impact on young people in particular. The housing benefit shared room rate was extended to under 35 year olds in January 2012, which was anticipated to mean that an extra 580 people would be looking for shared properties in Plymouth (based on current available data). However, any impact from this has not been seen in relation to increased referrals to supported accommodation or issues with move on. Referrals into the HUB for the calendar years 2011 and 2012 show only a small increase, with 302 referrals in 2011 and 311 in 2012. Numbers of young people moving on from supported accommodation have also increased, with 89 young people moving on in the year 2011/12 and 91 people moving on during the first three quarters of 2012/13. In 2011/12, 27 young people moved on into private rented accommodation, with 25 young people moving on into private rented accommodation during the first three quarters of 2012/13. This data suggests that the impact of the Housing Benefit changes are being managed and is not currently having a negative impact on levels of demand.

Vulnerable young people are now in direct competition with 25-35 year olds who may be young professionals, employed, have tenancy referees etc. and appear more favourable to potential landlords. There is further speculation that housing benefit may be removed for those aged under 25 years, which could have a drastic impact on the 83,000+ 16-34 year olds living in the city. It has been agreed nationally that people who are moving on from certain supported accommodation projects will be exempt from the single room rate, however this will only apply to young people once they reach the age of 25.

Further, a recent Article 4 direction of the Town and Country Planning Act 1990 has removed the permitted development rights of properties to become HMOs in 12 areas of the city; these will now require planning permission from the council. As there are likely to be increasing numbers of 25-35 year olds looking for HMO's, this could cause problems with homelessness in addition to potentially putting additional pressure on other services.

Whilst these changes may result in some young people remaining living in the parental home for longer, the changes to non-dependent deductions could conversely lead to some young people being asked to leave the family home due to the impact of the reduction on family income, thereby affecting the possibility of returning to or remaining in the parental home in some cases. A recent report by Joseph Rowntree Foundation (Housing Options and Solutions for young people in 2020, June 2012) predicted that the number of young people living with parents in owner-occupied accommodation nationally will increase by approximately 550,000 to 3.7 million in 2020.

Nationally, the total number of young people living in their own Private Rented Sector (PRS) tenancies in 2020 is predicted by Joseph Rowntree Foundation (Housing Options and Solutions for young people in 2020, June 2012) to increase by approximately 1.3 million to 3.7 million and it is likely that a three-tier model of demand will emerge based upon the median incomes of the young households. Nationally, the number of young people living with parents in private rented accommodation will increase by approximately 170,000 to 400,000 in 2020.

Nationally, the total number of young people living in their own social rented tenancies in 2020 is predicted by Joseph Rowntree Foundation (Housing Options and Solutions for young people in

2020, June 2012) to decrease by approximately 360,000 to 780,000, when compared to 2008. Nationally the number of young people living with parents in social rented accommodation is predicted to increase by approximately 170,000 to 870,000.

Nationally, the number of young people aged 18–24 following a chaotic housing pathway (including homelessness) will increase from 75,000 to 81,000 between 2008 and 2020 (Joseph Rowntree Foundation, Housing Options and Solutions for young people in 2020, June 2012) . In 2008, locally there were approximately 36,133 18-24 year olds. Based on an 8% increase, we can predict that there will be approximately 39,023 young people aged 18-24 that may have a housing need in Plymouth in 2020.

Remand beds

Nationally in 2010/11, 26% of all young people in custody were on remand, however 61% (Plymouth data 2011/12 indicates 47% locally) of those on secure remand were acquitted or did not go on to receive a custodial sentence from trial. This suggests that many secure remands may be unnecessary and costly.

Currently the Ministry of Justice pays a significant proportion of the costs of remand to custody; following the implementation of LASPO Act full financial responsibility will be devolved to Local Authority (April 2013). Going forward this will mean that the Local Authority will need to establish cost effective, suitable alternatives to youth detention accommodation.

In Plymouth in 2011/12, approximately 921 secure bed nights were utilised for young people on secure remand placements. Related changes in the Act aim to reduce the number of young people remanded to custody by the courts. Due to changes in the legal test prior to secure remand, the expectation is that there will be a 15% reduction in the use of secure remand placements.

In a recent audit of 2011/12 remands (17 episodes by 12 individuals), the majority were remanded due to the seriousness of the offence. Although none were considered to have been remanded due to the lack of an adequate bail address, this was certainly a contributing factor in the Local Authority's ability to create a robust remand alternative to the courts.

From December 2012, young people who are remanded into the custody of the Local Authority will also be considered looked after children and will be eligible for leaving care status if remanded beyond 13 weeks. Ensuring that there are robust, secure, appropriate accommodation options for this client group is important in order to decrease the likelihood that young people will be remanded into expensive custody placements unnecessarily.

Although it is too early to tell the likely impact locally, Youth Justice organisations have been working with Children's Services to find a solution. In response to the LAPS0 Act, support and accommodation for 16 to 25 year olds has been included in the Peninsula framework collaborative work for the first time.

Teenage Pregnancy

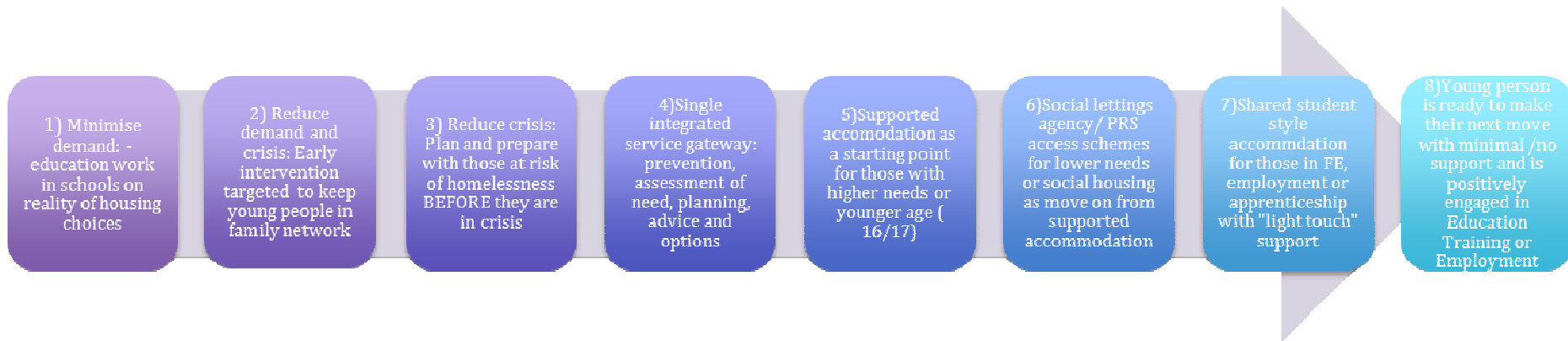
Local data shows that the number of conceptions in 15-17 year olds in Plymouth has remained consistent at around 188 conceptions per year, which is a decrease year on year since 2007. The number of live births has increased very slightly, from 98 in 2010 to 102 in 2011. This is still a decrease from previous years.

There has, however, been a slight increase in the conception rate of women aged 18 and over (taken from official data), with 3,938 in 2009 and 4,129 in 2010.

6.0 VISION FOR THE FUTURE

The overarching vision for future accommodation options for young people is set out in the pathway diagram below and will be one that supports young people:

- Using an integrated focus on prevention, working alongside existing early intervention services to enable young people to remain within the family network for as long as possible.
- If they need to leave their family home, agencies pro-actively plan options (such as respite) with families rather than waiting for a crisis, which results in homelessness or becoming looked after (for 16/17 year olds).
- If homeless, to recover and progress to economic independence, through a range of tailored accommodation options (including emergency and temporary) to meet different needs via a single integrated service gateway.
- Using three broad options which they can move between based on need, until ready for the final component. Dependent on provision and need, support might be on site, floating support, via college/training, concierge, lead tenant or peer led. Tenure may be in the private rented or social housing sectors.
- To be self-determining and progress onward into their next accommodation with no/minimal support and be engaged in education, training or employment.



Our vision for young people’s supported accommodation projects which sit on this pathway and are currently provided through Newstart, Plymouth Foyer and the Mother and Baby Unit is one which will:

- Enable young people to access the right support at the right time
- Have a flexible system which enables young people to make mistakes safely and move backwards and forwards as their needs change
- Provides sufficient and appropriate support for those young people with more complex needs
- Have a range of independent living options for those who don’t require a supported accommodation based placement and for those who are ready to move on from supported accommodation.

7.0 GAP ANALYSIS

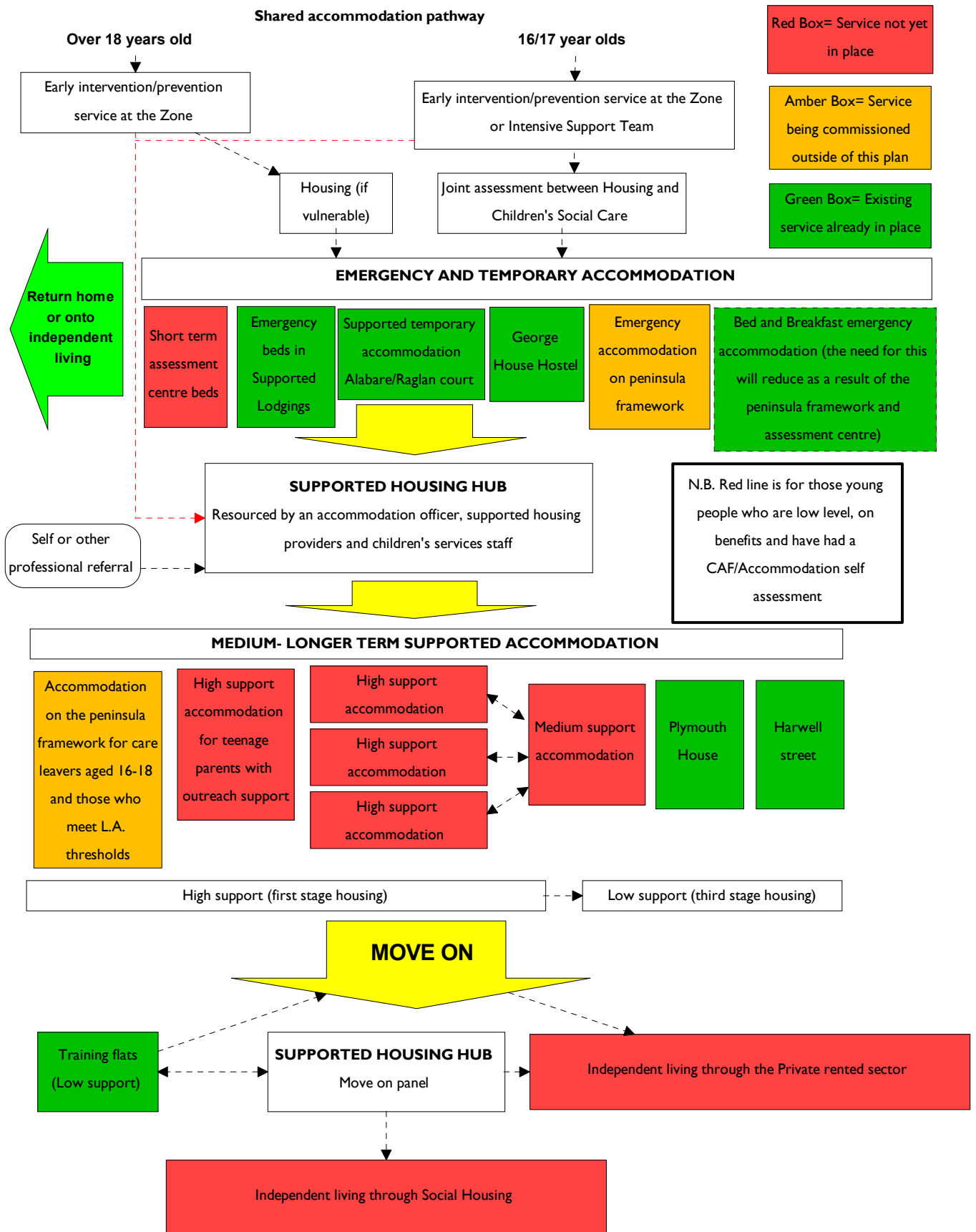
There are a wide range of accommodation based services provided in the city for young people who are in housing need (detailed in section 4.1). However, the following gaps in provision have been identified:

Strategic Objective/Vision	The Gap	Rationale/Evidence
<p>1 Reducing the level of unnecessary B and B spend Diversion from care</p>	<p>There is no suitable direct access/emergency supported accommodation for:</p> <ul style="list-style-type: none"> • young people with high support needs • young people on remand • use as a respite facility 	<p>Children’s social care spend on Bed and Breakfast placements could be reduced if there were appropriate accommodation options which provide a suitable level of support and can be accessed at short notice.</p> <p>There currently isn’t any appropriate provision which can be used as a respite facility whilst mediation services/interventions are put in place to facilitate a permanent return home.</p> <p>Current provision in Alabare and Raglan court is also for single homeless and homeless families and doesn’t provide a sufficient level of support for chaotic young people.</p> <p>From April 2013 the Local Authority will be responsible for all remand costs, which means that an appropriate cost effective solution needs to be found. In addition, from December 2012, young people will also be considered looked after children when remanded in youth detention accommodation and will be eligible for leaving care status if remanded beyond 13 weeks.</p>
<p>2 Ensure that there are appropriate accommodation options for young people with complex needs who do not meet the threshold for statutory services and to prevent escalating vulnerabilities</p>	<p>Lack of high supported accommodation for young people with complex needs who don’t meet the threshold for statutory services</p>	<p>Stakeholder and provider feedback indicates that there is not sufficient provision at the high support end of the pathway which results in delays or inappropriate placements in alternative lower support projects. Statistics from 2011/12 showed that there were almost double the number of young people with high support needs needing accommodation than there were vacancies within Newstart (40 young people</p>

			assessed as having high support needs but only 23 vacancies p/a).
3	Ensure there is sufficient accommodation and satisfactory support for young people who are homeless	A limited range of services to accommodate young people	<p>Not all services are accessible to all partners on the pathway, resulting in inequality of access, young people not necessarily being placed in the most appropriate provision to meet their needs and delays/blockages.</p> <p>Issues with accommodating certain groups of young people together and child protection restrictions mean that only having limited resources in high supported accommodation results in costly delays in emergency/temporary accommodation and an increased risk of placement breakdown.</p>
4	<p>Ensure there is sufficient accommodation and satisfactory support for young people who are homeless</p> <p>Target interventions at those most in need</p>	There is not a single, integrated pathway for accommodation	Not all services are accessible to all partners on the pathway, resulting in an inequality of access and delays/blockages.
5	<p>Targeted interventions at those most in need</p> <p>Reducing blockages</p>	Lack of appropriate move on accommodation for young people resulting in bed blocking and long waits for supported accommodation for young people with low support needs	<p>Stakeholder and provider feedback indicate that it is difficult to move young people on.</p> <p>The HUB review showed a proportion of young people with low support needs (approximately 24% of those accommodated) could potentially be accommodated in independent accommodation with support instead of supported accommodation, if it were available.</p>

8.0 DELIVERING THE VISION - COMMISSIONING PRIORITIES

The diagram (Diagram 2) below gives an overview of the model for the recommended future integrated pathway for young people’s accommodation based services.



Key points to note from this diagram are:

- Crisis/short stay emergency and temporary accommodation is a shared resource for 16/17 year olds and vulnerable 18 year olds, irrespective of who owes them a duty to accommodate, ensuring that the young person's needs are matched with the most appropriate accommodation
- This presents a revised, streamlined pathway with fewer points of access and a joint panel consisting of representatives from key partners to consider both access and move on
- This pathway provides a wider range of choice as there are a larger number of dispersed units to choose from, removing the risks associated with trying to accommodate risky young people together in one building
- The accommodation project for young parents could also provide outreach support to young parents in the community to maintain independent living, which is an option for further exploration
- Independent living options will also need to be developed as part of the pathway to ensure move on and reduce bed blocking.

8.1 Recommendations

Emergency and temporary accommodation

- Remodel the accommodation pathway so that emergency and temporary accommodation is available and a shared resource between Housing and Children's Social Care for 16/17 year olds
- Ensure that there is capacity within the revised supported accommodation model for a crisis bed facility for short term placements, remands and assessment
- Develop a business case which considers the future model for supported temporary accommodation currently provided through Alabare and Raglan Court, which takes account of the issues identified within this Commissioning Plan, including considering options for reducing the use of Bed and Breakfast provision and improving the quality and consistency of all such provision.

HUB

- Commission the HUB as part of the specification for young people's supported accommodation.
- Specify the HUB as the single point of access for supported accommodation for young people and move on into social housing or training flats.

Medium to long term supported accommodation for young people

- Re-commission supported accommodation for young people aged 16-25 which meets medium-high needs including assessment units (Approximately 56 units).
- Re-commission supported accommodation for young parents, reviewing the need for dedicated move on properties and exploring the options for the provision of an outreach service to support young parents in their own tenancies (Approximately 13 units with an estimated 5 units of outreach support).

Independent move on accommodation

- Commission a private rented sector access scheme to increase independent living options for young people and improve throughput in supported accommodation.
- Establish a task and finish group to review innovative models for independent accommodation including management agreements, responsible tenants and engaging ex foster carers.

8.2 Future Service Description

Emergency and temporary accommodation

Accommodation with an appropriate level of support available to meet high support needs which can be accessed at short notice. This resource can be accessed by Housing, Children's services or the Youth Offending service as remand accommodation.

This will cover a range of existing options including:

- Short term placements in supported lodgings for 16/17 year olds
- Temporary and emergency accommodation for single homeless currently provided by Alabare and in Raglan court and George House

And new options including:

- Emergency accommodation on the peninsula framework
- Provision within the medium-long term supported accommodation which offers a high level of support, enabling assessments to take place and which could be used as a respite/crash pad.

HUB

The HUB will form part of the commissioned service and will therefore have a small cost implication. The provider will organise and facilitate bi-weekly allocation and referral meetings and be responsible for assessing referrals. The HUB panel will require multi agency sign up and be attended by key partners including an accommodation officer (PCC Housing Options), Children's Social Care, supported housing providers and other providers such as the early intervention and prevention service and Careers Southwest. The HUB will consider both access into supported accommodation and also move on.

Medium-long term supported accommodation for young people

Accommodation with a range of units appropriate for young people with high-medium support needs which enable service users to move between the services flexibly dependent on levels of need, reducing the number of repeat presentations and placement breakdowns. Resources will shift towards a greater number of intensive supported accommodation units at the front end of the pathway, reversing the current split of provision.

Staff will be multi skilled and be able to meet the needs of young people with:

- Challenging and/or aggressive behaviour
- Substance misuse
- Mental health support needs
- Educational needs or learning difficulties
- Tendency to self-harm

- Offending behaviour
- Attachment difficulties
- Sexualised behaviour

At the front end of the pathway there will be approximately 12 units of accommodation, provided potentially within 3 dispersed units (in addition to an assessment unit with approximately 4 beds) all of which should be able to access 24 hour support. This would enable the eligibility requirements of each project to change dependent on the levels of need. The proposed three units would have an average 3-6 month stay and could be for a variety of groups. For example, one unit could be specifically for 16-18 year olds or young people who are particularly vulnerable, with one unit of mixed sex 18-25 year olds and one single sex unit. These could be used and adapted flexibly, for example if the provider finds that a young person could be supported more effectively in a project with older peers who act as positive role models, or if there is a requirement for additional crisis beds and projects have vacancies.

Alongside this service will be medium supported accommodation consisting of an estimated 40 units of shared accommodation. These could also be provided as dispersed units as long as service users are able to access support within normal working hours. Due to the nature of the client group it would be recommended that security staff are on site or available out of hours. This service would have a maximum stay of 6-9 months.

This pathway would operate as a pipeline service where there is a maximum stay in each service and a total maximum stay of 18 months across the pathway. The accommodation would need to be 'ordinary' in order not to raise expectations or stop the desire to move on, with providers actively working with young people to get them ready for move on from day one. This could include tenancy related qualifications, practical skills such as saving for a deposit and coaching to approach prospective landlords.

Supported accommodation for young parents and families to be would consist of approximately 13 units of shared accommodation with access to 24 hour support. This service would have a maximum stay of 9-12 months. As young parents are a priority group for housing when homeless there are fewer barriers to accessing independent accommodation through the Local Authority and efficiencies may be found by providing support to young parents in their own tenancies. Options for additional outreach support to sustain a minimum of approximately 5 young parents at any one time living independently in the community should be explored.

Alongside this provision are existing single homeless services, including Harwell Street and Plymouth House, which also accommodate young people. These contracts are currently in place until 31st March 2014, so a review of the single homeless sector provision will take place in 2013. Additionally there is accommodation on the peninsula framework which can be accessed for care leavers aged 16-18 and those who meet local authority thresholds.

Independent move on accommodation

A private rented sector access scheme will be commissioned which will work with young people's accommodation providers and private rented landlords to build relationships and develop an incentives package to encourage landlords to accept young people as tenants.

Additionally, other alternatives such as Rooms4Two, unsupported lodgings and responsible tenant's schemes will be explored via a task and finish group.

The revised model recommends that the training flats currently utilised by Children's Social Care should form part of the shared pathway, and considered by the HUB panel as an option for move on. At present it is hard to predict if there will still be training flats in place once the Peninsula

framework is running and young people are able to be placed in tailored accommodation with support. However, the Local Authority already has a relationship with the landlords of these properties which may enable us to explore other models of delivering support into properties for a time limited period such as by utilising existing floating support services, before potentially the young person takes on the tenancy in their own right.

8.3 Proposed Service Costs* and number of young people to be supported

Current spend (2011/12) on block purchased supported accommodation in the young people's sector is:

Service name	Provider	Annual Contract Value	Units
Newstart	Independent Futures	£217,513.03	13
Foyer	Independent Futures	£298,485.70	50
Mother and Baby Unit	Westcountry Housing Association	£156,194	17
Totals		£672,192.73	80

Negotiations with the providers of the current supported accommodation projects are on-going to achieve efficiency savings for 2013/14.

The below table provides an overview of the proposed spend for the local authority, for the services recommended to implement the future vision. *Please note that figures are indicative only. Externally commissioned services will be competitively procured delivering financial efficiencies and maximising value for money.

Service name	Provider	Annual Contract Value	Units	Weekly Support Hours
High support accommodation	TBA	£564,465	74	447
Medium support accommodation				
HUB				
Teenage parents accommodation with outreach support				
Private rented access scheme and further development of independent living schemes				
Estimated amount saved through procurement during 2013/14		£100,000		

The new contract price will be established by taking into consideration the need to ensure that provider's staff will be paid a living wage.

These figures are based on the average support hours provided per person by current young people's supported accommodation providers and a sustainable hourly rate, derived from benchmarking figures.

Financial and system efficiencies will be achieved by:

- Competitively procuring the new service at a benchmarked hourly rate
- Increasing throughput by creating a streamlined pathway with a clear route for progression into independent living
- Specifying assessment facilities which will enable young people (particularly 16/17 year olds) to have their support needs assessed and an opportunity for services to engage with them to facilitate a return home where possible
- Re-specifying accommodation based services to provide higher levels of support to a greater number of young people with complex needs, proactively focusing on preparing young people for move on and reducing the average length of stay
- Developing independent living options in the private rented sector which will enable a quarter of inappropriate referrals to supported accommodation to access more suitable accommodation (with floating support if required)
- Maintaining the number of supported accommodation units for young parents but re-specifying an outreach service instead of the dedicated move on properties. This will support a greater number of young parents in their own independent tenancies and reduce the need for supported accommodation.

9.0 COMMISSIONING ACTIVITY

In order to deliver this service model the following commissioning activities will need to be undertaken.

Service Area	Commissioning Activity	Timeframe
Emergency and temporary accommodation	<p>Develop a business case which considers the future model for supported temporary accommodation (currently provided through Alabare and Raglan Court) to determine if it is meeting the needs of Housing Options and Children's Social Care.</p> <p>Ensure that the temporary accommodation business case takes into account the support needs of young people. Business Case will look to reduce the need for unnecessary Bed and Breakfast placements and improve the quality and consistency of this provision through an accredited scheme</p>	<p>Temporary accommodation Business case to be written in April 2013</p> <p>Tender dates approximately May-October with contract commencement mid 2014</p>
Medium-high supported accommodation for young people and young parents	<p>Renegotiate, exempt and extend current provision in line with procurement timescales.</p> <p>Competitively procure new supported accommodation provision as per the commissioning plan recommendations..</p> <p>Contract to be awarded for three years with an option to extend for a further three years in yearly increments.</p>	<p>Provisional Tender dates March - October 2013</p> <p>Approximate Service Commencement May 2014</p>

Move accommodation	on Work with supported housing providers, RSLs, PCC Housing Options and landlords to look at PRS schemes with a view to commissioning a private rented tenancy access scheme for young people.	Establish a task and finish group of PCC Officers and stakeholders in March - May 2013 Potential tender dates April-November 2013
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10.0 CONCLUSIONS

This commissioning plan sets out the vision for future young person's accommodation projects and how these services can be delivered with a more holistic joined up approach and integrated pathway.

The key recommendations are;

- To realign the accommodation pathway and ensure that resources are shared between partners whilst also having a single gateway into supported accommodation via the HUB
- To commission the HUB as part of the specification for young people's supported accommodation
- To competitively procure a service which has high intensity short term supported accommodation and longer term medium supported accommodation, with the ability to offer a crisis bed facility and enable assessments to take place
- To competitively procure a service which has longer term medium supported accommodation for young parents and explore the options for an outreach service to maintain independent living
- To award contract(s) for three years with an option to extend for three years in yearly increments
- In parallel to develop sustainable independent living options for young people in partnership with Housing, providers and the PRS with a view to commissioning a private rented access scheme for young people
- To establish a task and finish group to review innovative models for independent accommodation including management agreements, responsible tenants and engaging ex foster carers
- To review the current provision of temporary and emergency supported accommodation in a Business case which takes into account the needs of vulnerable young people

These recommended actions help people to achieve positive outcomes and support people to move more effectively through the pathway. One outcome will be to free up capacity within supported accommodation, so increasing overall capacity and diverting vulnerable young people from less suitable placements including bed and breakfast.

APPENDIX ONE – Breakdown of needs analysis from snapshot of HUB waiting list

