

# New service: Housing related support and accommodation for 16-25 year olds

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## Ask of Scrutiny:

- For information

Author:  
**Julie Breeze, Strategic  
Commissioner**

## Key Points of Discussion:

- Understanding of the newly designed statutory service being commissioned
- Tender progressing well
- Benefit of LGR – collaborative working between Children's Services and Housing

**New service: Housing related support and accommodation for 16-25 year olds**

**The Council's statutory response to prevent youth homelessness**



**Somerset  
Council**



August 2023

# Statutory responsibilities

The legal framework that governs duties to provide housing, care and support to young people at risk of homelessness is complex. A brief overview is detailed in the table below.

AGE	CHILDREN'S SOCIAL CARE	LOCAL HOUSING AUTHORITY	ADULT SOCIAL CARE (The Care Act 2014)
16-17	<ul style="list-style-type: none"> <li>• Child looked after (CLA) / in care               <ul style="list-style-type: none"> <li>○ 'eligible' - who have spent 13 weeks or more in care since the age of 14</li> </ul> </li> <li>• Homeless young person (YP)               <ul style="list-style-type: none"> <li>○ except where they decline Section 20 and are assessed as having mental capacity</li> <li>○ Must secure suitable accommodation (Temporary accommodation i.e. b&amp;b, hotels are not suitable) whilst needs are assessed</li> </ul> </li> <li>• Unaccompanied asylum-seeking children (UASC)               <ul style="list-style-type: none"> <li>○ who are not eligible for housing services due to their immigration status</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Joint housing protocol in place to carry out a joint CSC/housing assessment for 16/17 year olds</li> <li>• Young people whose homelessness cannot be prevented, and have declined accommodation and support offered to them as a child in need (CiN), Section 20 or found not to be a CiN</li> <li>• Interim accommodation for young person (YP)</li> <li>• 'Suitable' accommodation should consider travel time to work, education and caring responsibilities and support networks</li> </ul>	N/A for 16-17

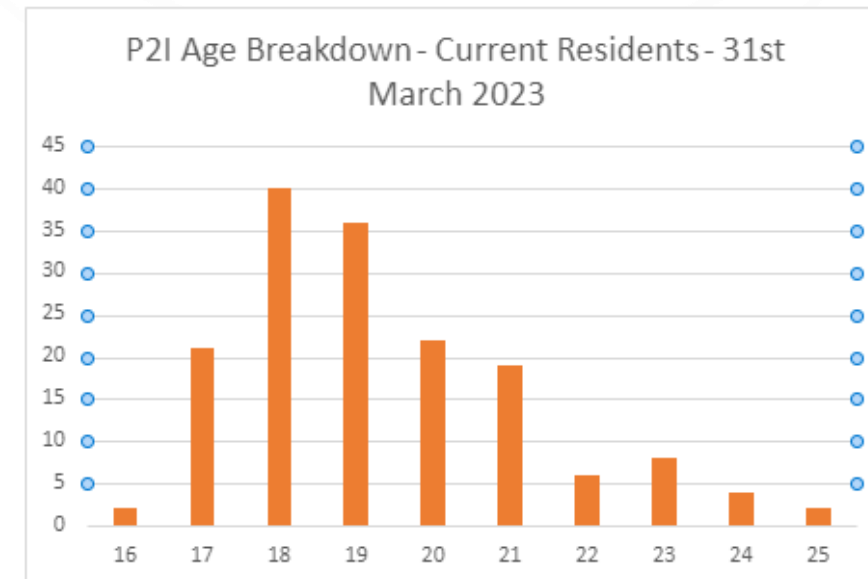
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18-20	<ul style="list-style-type: none"> <li>Former 'relevant' Care Leavers who are unable to access appropriate accommodation through other means</li> <li>UASC still awaiting a decision on their application to the Home Office</li> </ul>	<ul style="list-style-type: none"> <li>Interim accommodation (56 days) if reason to believe applicant is homeless, eligible for assistance and in priority need</li> <li>Accommodation should consider travel time to work, education and caring responsibilities and support networks</li> <li>Main housing duty to applicants who are eligible, priority need and unintentionally homeless – must ensure suitable accommodation available.</li> <li>YP who have been CLA for any period</li> <li>YP assessed as having priority need if they are significantly more vulnerable (health, disability, history of abuse, time spent in prison, fled violence)</li> </ul>	<p>An adult's needs meet the eligibility criteria if: the adult's needs arise from or are related to a physical or mental impairment or illness, the adult is unable to achieve two or more of the following outcomes:</p> <ul style="list-style-type: none"> <li>is unable to achieve the outcome without assistance. This would include where an adult would be unable to do so even when assistance is provided. It also includes where the adult may need prompting for example, some adults may be physically able to wash but need reminding of the importance of personal hygiene</li> <li>is able to achieve the outcome without assistance but doing so causes the adult significant pain, distress or anxiety. For example, an older person with severe arthritis may be able to prepare a meal, but doing so will leave them in severe pain and unable to eat the meal</li> <li>is able to achieve the outcome without assistance, but doing so endangers or is likely to endanger the health or safety of the adult, or of others – for example, if the health or safety of another member of the family, including any child, could be endangered when an adult attempts to complete a task or an activity without relevant support</li> <li>is able to achieve the outcome without assistance but takes significantly longer than would normally be expected. For example, an adult with a physical disability is able to dress themselves in the morning, but it takes them a long time to do this, leaves them exhausted and prevents them from achieving other outcomes</li> </ul>
21-24		<ul style="list-style-type: none"> <li>YP without dependent children assessed as priority need if they are more vulnerable than an 'ordinary' person.</li> </ul>	

# Current service (Pathways to independence (P2I))

- Current service delivers a range of housing related support and accommodation for 16 to 25 year olds to prevent youth homelessness. Supports young people to develop their tenancy and daily living skills to move on to live independently – seen as a pathway to independence.
- If young people find themselves homeless they either ring the council's call centre and are signposted to housing options teams or, if out of hours, accommodation is found through the Emergency Duty Team (EDT). If they are known to children's social care they will speak to their key worker.
- Individuals within this group face very similar challenges and have experienced similar levels of disruption to family life. They are either:
  - Looked After by the local authority and come under Children's Services
  - Young people 18+ who are believed to be homeless, eligible for assistance and reason to believe in priority need who come under the housing authority.
- The P2I contract commenced in 01/04/2017 and ends on 31/03/2024
- Currently delivered by YMCA Dulverton Group and YMCA Brunel Group
- Range of accommodation (179 beds) provided through shared houses, flats, foyers – different levels of support to meet different levels of need
- Separate contractual arrangements are in place for those young people with complex needs and Unaccompanied Asylum Seeking Children (UASC)
- Enables the Council to meet statutory duties under the Homelessness Act 2017, the Children Act 1989 and the Care Act 2014



# Pen Profile – Medium Support Needs

## Georgie is 19

### Barriers faced by Georgie

- I don't know what financial support I can get
- I just don't trust services
- I don't have any support network nearby



I'm feeling overwhelmed and my anxiety is through the roof

'when I first arrived, I was scared cos I'd run out of options of where to go, things had got bad at home' 'I wasn't in a good headspace, sometimes I'd cut myself to feel better but it doesn't really help'

I came into care when I was 16 and have lived in supported accomm. for nearly 18 months

The support staff here are really friendly, they have helped me look at options for college. I am feeling excited about possibly starting a course, the staff have said they can help me if stuff gets too much. I am seeing my mum again, but only when I choose to.

I was always anxious, especially moving in a house where I didn't know anyone'

# Pen Profile – High Support Needs

## Joe is 17

### Barriers faced by Joe

- I don't have any support network nearby
- Relational stability missing - too many different professionals involved in my life
- Getting out of County Lines but I can earn more than if I work



Why is everyone having a go at me. My mates get me

'I feel no one understands me and don't know why everyone is always having a go at me'

'I make friends with lads in the centre of town, they get me more' 'I know I kick off easily' 'I liked Jon in the house I was in before this, but he left and stuff got worse and then I was told to leave'

'I've been in care since I was 14 – this is my sixth placement'

'I won't go to college cos the course was bad and I don't have any options to change'  
'I never really settled at school, it was hard cos I was always being moved on'

# Moving on from P2I

- In 2020/21, 182 residents left P2I of which 76.4% moved out positively
- In 2021/22, 205 residents left P2I of which 70.7% moved out positively
- In 2022/23, 150 residents left P2I of which 71.3% moved out positively
- In April-June 2023, 41 residents left P2I of which 80.5% moved out positively

% of young people who leave P2I positively has remained above 70% in the last 3 years (this is good performance) – this includes moving to a social housing tenancy, moving to the private rented sector, returning to family, living with partners/friends etc.

Negative move on can be as a result of evictions (non-payment of rent, deliberate damage, threats to staff or other residents), regular breaches of house rules, no properties available,

The fall in the number of young people moving out (from 205 in 2021/22 to 150 in 2022/23) is primarily because of high demand for social housing and a squeeze in the private rented sector, partly caused by Hinkley Point workers taking up private housing.

There is less one-bed accommodation available and, when our young people are competing with working adults, they are at a significant disadvantage.



# Residents in P2I >270 days

(indicative 9-month pathway)

The percentage of young people still in accommodation after 270 days is higher than in March 2022. It is a measure, not a target, as young people are only expected to move when ready.

Again, the increase in longer stays is principally because of the high demand and low supply of social and private sector housing (Taunton and Bridgwater are particularly badly affected).

	Mar 22	Sep 22	Mar 23	Jun 23
East (Mendip)	20.6%	11.4%	17.9%	19.4%
South (South Somerset)	13.2%	11.4%	8.1%	11.1%
North (Sedgemoor)	15.8%	30.3%	30.0%	35.0%
West (Taunton)	21.9%	45.2%	38.6%	40.0%
Total	<b>17.8%</b>	<b>25.5%</b>	<b>32.6%</b>	<b>27.4%</b>

# Progress of young people in P2I

A healthy percentage of young people engage well with the P2I service and make good progress against the individual goals identified in their support plan.

Equally, more than half are now working towards passing a Tenancy Accreditation Scheme, which is a key part of preparing them for independent living. More than a third are in employment and almost a fifth are in education or training.

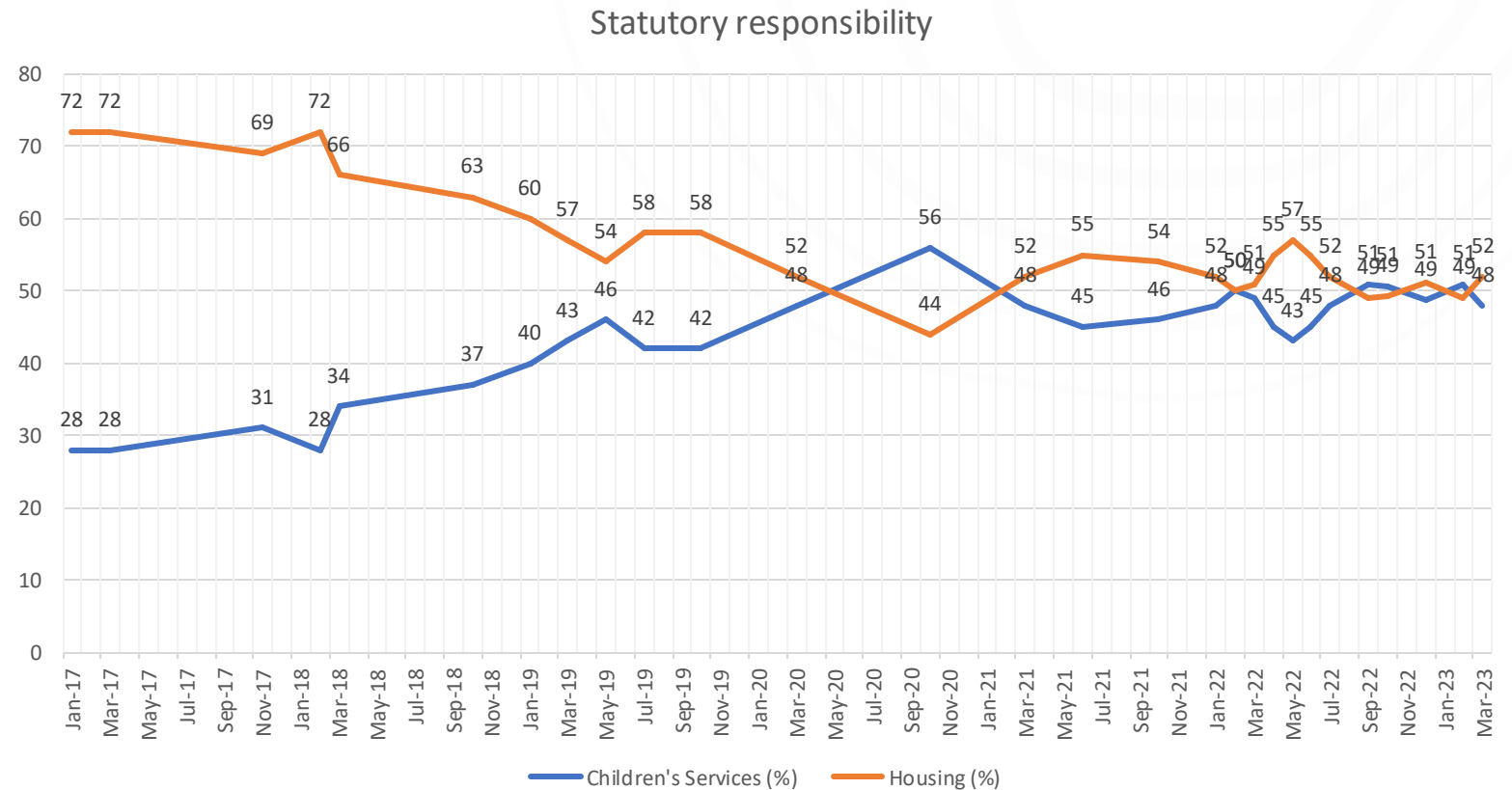
	Jun 23
Making progress on personal goals	83.5%
Engaged with Tenancy Accreditation Scheme	60.6%
In employment	36.5%
Actively seeking employment	12.4%
In Education or training	17.6%
Actively seeking education or training	8.2%

**Work has been undertaken to understand the needs of this group of young people. The evidence below highlights the following vulnerabilities:**

- **89% currently at risk of offending behaviours**
- **65% suffering with mental health issues**
- **49% at risk of or experienced Exploitation (Criminal/Sexual)**
- **45% at risk of or experienced Domestic abuse**
- **41% at risk of Substance misuse**
- **23% have Physical disability/ill health**
- **22% have a learning difficulty**

# Financial considerations

- Current annual contract value £2.4m
- £7m spent on bespoke supported accommodation for young people with complex needs
- This procurement exercise will be used to determine indicative costs for both Children's Services and Housing to allow budgets to be allocated appropriately. Costs will be fully understood Oct 23
- Since the contract started in 2017 the split in numbers of young adults across the two different statutory responsibilities has remained relatively stable at 50%.
- Department for Education (DfE) are regulating this service from Oct 2023 for 16 and 17 year olds. Providers have indicated this is likely to increase costs



# New service – Contract structure

Structure of tender	Description	
Supported accommodation block contracts	Lot 1	Supported Accommodation for 16-25 year old children in care and care leavers – including Emergency Accommodation – 100 beds
	Lot 2	Supported Accommodation for 18-25 year olds who are homeless, eligible and reason to believe in priority need including Emergency Accommodation – 90 beds
Supported accommodation Dynamic Purchasing System (DPS)	Lot 1	Supported Accommodation for children in care and care leavers (16-25)
		28 beds (anticipated)
	Lot 2	Supported Accommodation for 18-25 year olds who are homeless, eligible and reason to believe in priority need
		22 beds (anticipated)

- The Supported Accommodation block contracts will offer 2 separate lots for the 2 cohorts of young people. A block contract will ensure suitable accommodation is in place and operational for the 1<sup>st</sup> April 2024.
- The second Dynamic Purchasing System (DPS) tender will offer a quicker route to the market for further anticipated beds, as and when required and when the block contracts are full or the young person's needs cannot be met.
- Providers who bid to join the DPS will have already been through an approval process and the DPS can be used to run mini-competitions for a number of required beds based on need and location. These options provide greater control as well as flexibility.
- This structure will provide greater flexibility and options to deal with changing needs, demand and costs as well as offering certainty to successful providers.

# New service – Commissioning timeline

