

## Appendix 1

# Southwark Care Leavers Accommodation and Support Strategy – update and next steps

**Education and Children's Scrutiny Committee – 29/11/16**

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# 16+ Support and Housing

There are three key complimentary and overlapping pieces of legislation which relate to the Council's responsibilities in relation to young people's housing and support:

| Legislation   | Responsible Body | Duties  |
|---|------------------|---|
| Children's Act 1989 (s20/22G)*                        | Council          | To provide looked after children with accommodation that, in so far as is practically reasonable, is (a) within the authority's area and (b) meets the needs of those children.   |
| Housing Act 1996 (s1891c)                             | Council          | To provide housing to people who are statutory homeless, including those who are in priority need due to (a) being aged 16 or 17 years old** or (b) aged under or over 21 years who are vulnerable as a result of being in local authority care.  |
| Children (Leaving Care) Act 2000 [s23B <sup>8</sup> ] | Council          | To safeguard and promote the child's welfare and, unless they are satisfied that child's welfare does not require it, support them by (a) maintaining them (b) providing them with or maintaining them in suitable accommodation and (c) providing support of such other descriptions as may be prescribed. |

The 16+ Accommodation and Support Project was established to review and bring forward next steps regarding provision of support and housing for (a) care leavers and (b) 16 and 17 year olds who are statutory homeless.

\* Section 31A of the Children's Act 1989 sets out that the local authority, as a corporate parent, must assess the child's needs and draw up a care plan.

\*\* priority need for 16 and 17 year olds was introduced in England by the 2002 Homelessness (Priority Need for Accommodation) (England) Order.

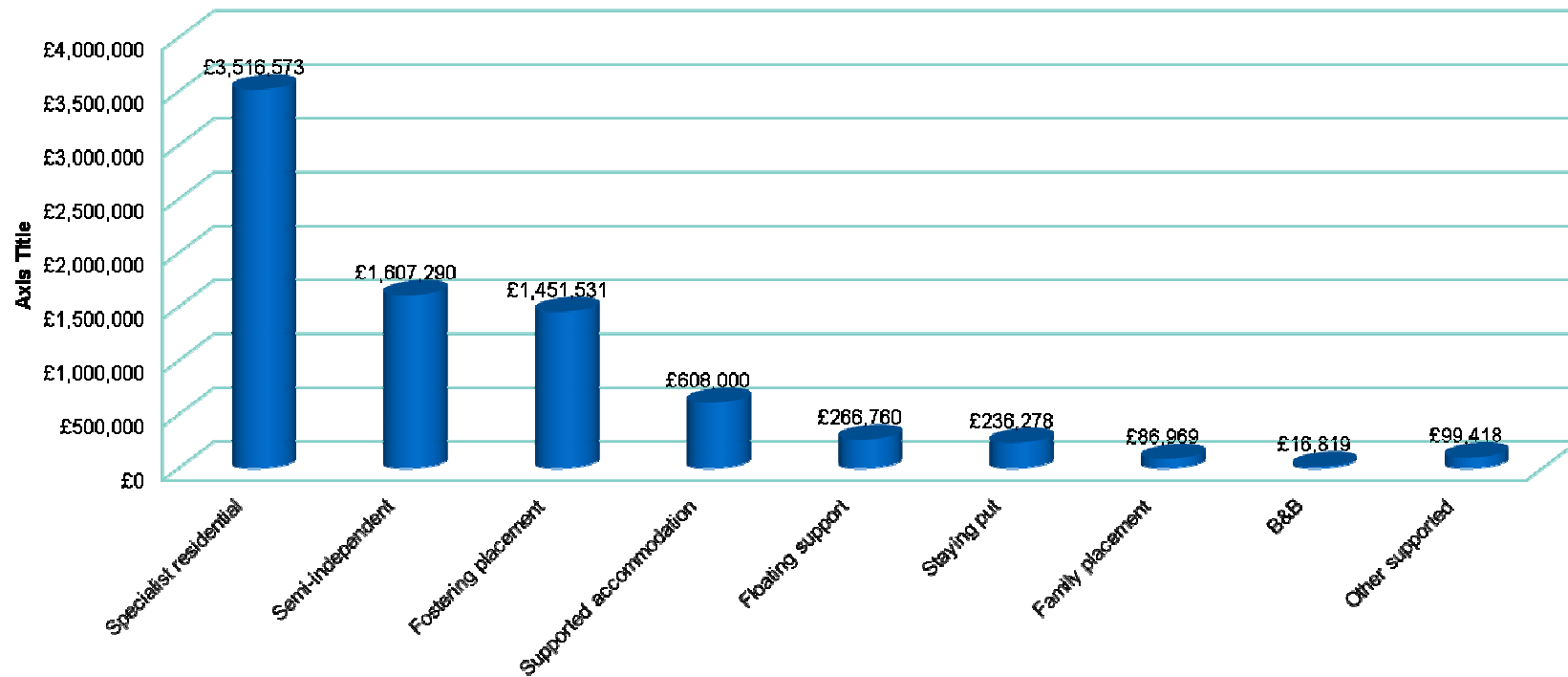
# 16+ Support and Housing Project - update

**We are in the final stages of the 16+ /Care Leavers/young people homeless accommodation and support project , with an aim to bring forward a final report in the coming month.**

## **Current activities include:**

- ✓we are undertaking a series of service-user engagement events specifically for the project cohort (alongside the other events led by Children's Services)
- ✓we held a very successful provider forum with all of our 16+ support and housing services.
- ✓particular final focus on our residential offer and links with health services
- ✓analysis of impact of Housing Benefit cap (and recent Government decision on proposals to delegate a ring-fenced budget for supported housing)
- ✓linking with public health
- ✓beginning to draft the final report...

## Outline of spend across all provision for young people (16+) in Southwark 2015-16



|                          | Specialist residential | Semi-independent | Fostering placement | Supported Accommodation | Floating support | Staying put | Family placement | B&B     | Other supported |
|--------------------------|------------------------|------------------|---------------------|-------------------------|------------------|-------------|------------------|---------|-----------------|
| <b>Spend 2016/17</b>     | £3,516,573             | £1,607,290       | £1,451,531          | £608,000                | £266,760         | £236,278    | £86,969          | £16,819 | £99,418         |
| <b>Number of clients</b> | 31                     | 115              | 8                   | 146                     | 123              |             |                  |         |                 |

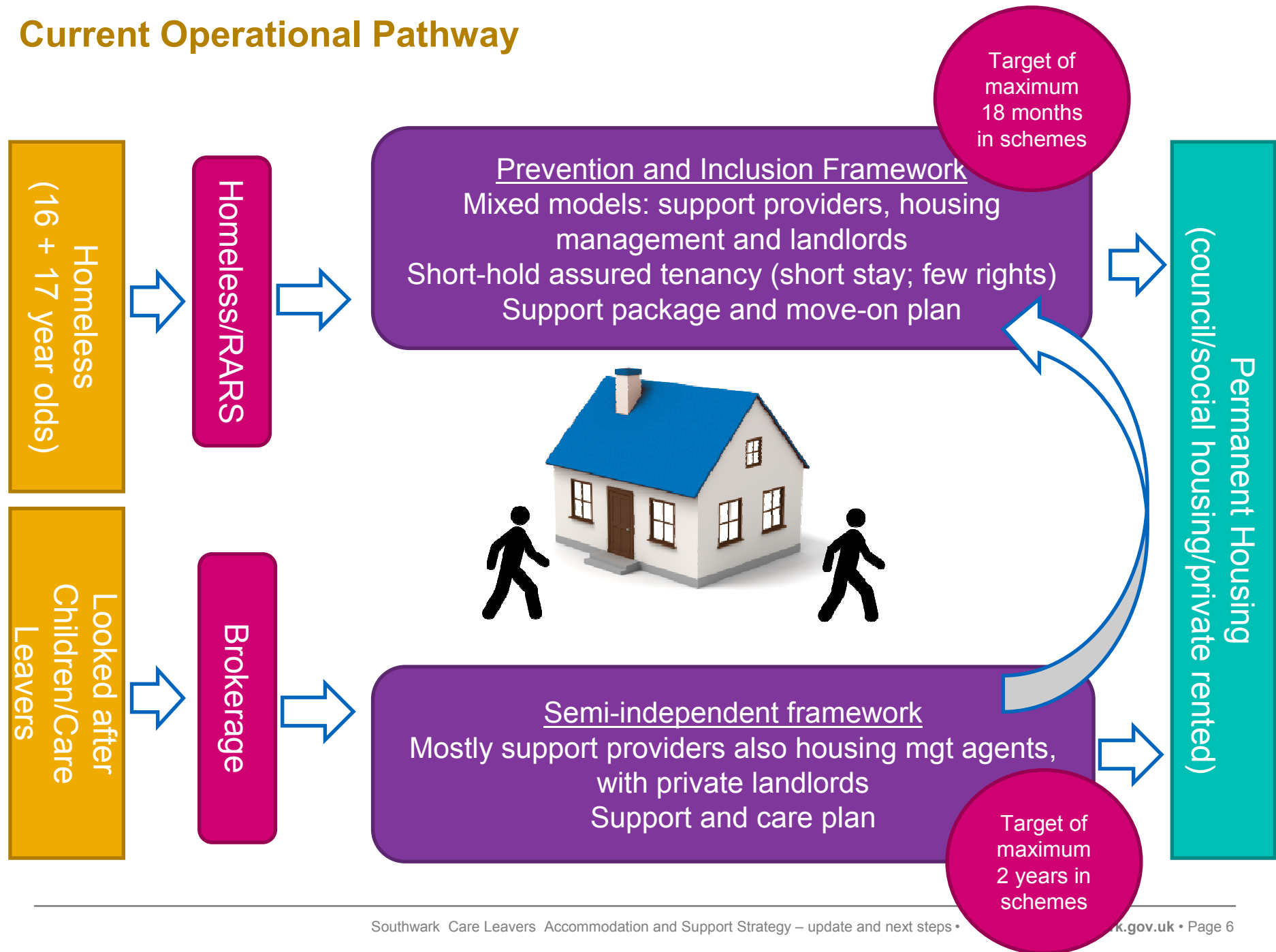
## 16+ Supported Housing and Semi-Independent Accommodation

- The Council currently operates two separate commissioning frameworks for 16+ accommodation. The (a) semi-independent living service for children in care [Oct 2013-2017] and (b) the prevention and inclusion framework for supported housing [Jul 2015-2019].

| Young people – commissioning framework         | Numbers    | Type                                     |
|--|------------|--|
| (a) Semi-independent living service            | 115        | Care leavers                             |
| (b) Prevention and inclusion supported housing | 137        | Mix of care leavers/risk of homelessness |
| <b>TOTAL</b>                                   | <b>252</b> |  |

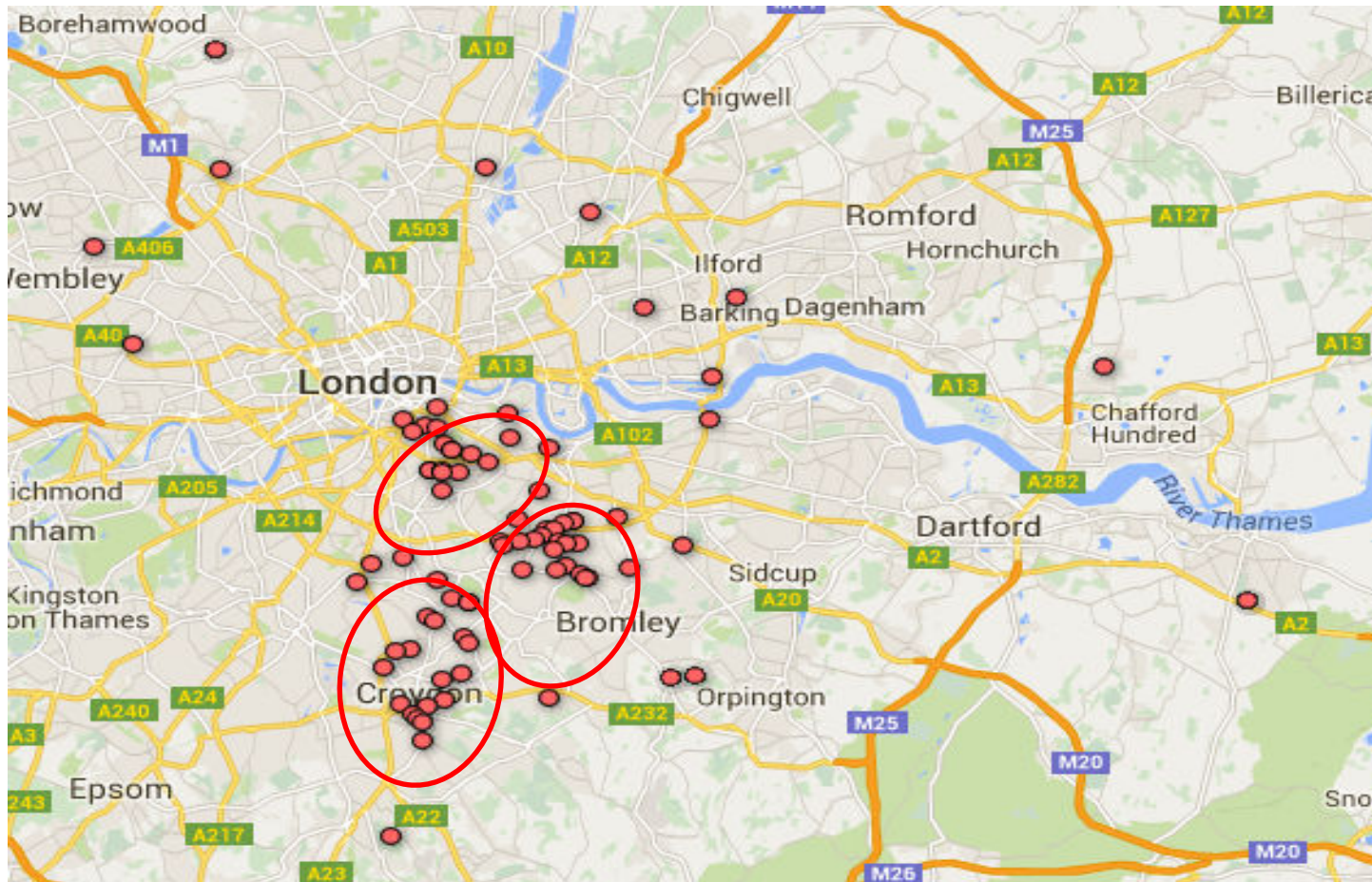
- The services meet the Council's separate (but complimentary) duties under separate pieces of Children's and Families and Housing legislation.
- The aim of all the services is to provide support/accommodation for young people in order to overcome challenges and to, following a period of sustained help and eventually be enabled to sustain their own tenancy.

## Current Operational Pathway



## Location - Supported Housing and Semi-Independent Accommodation

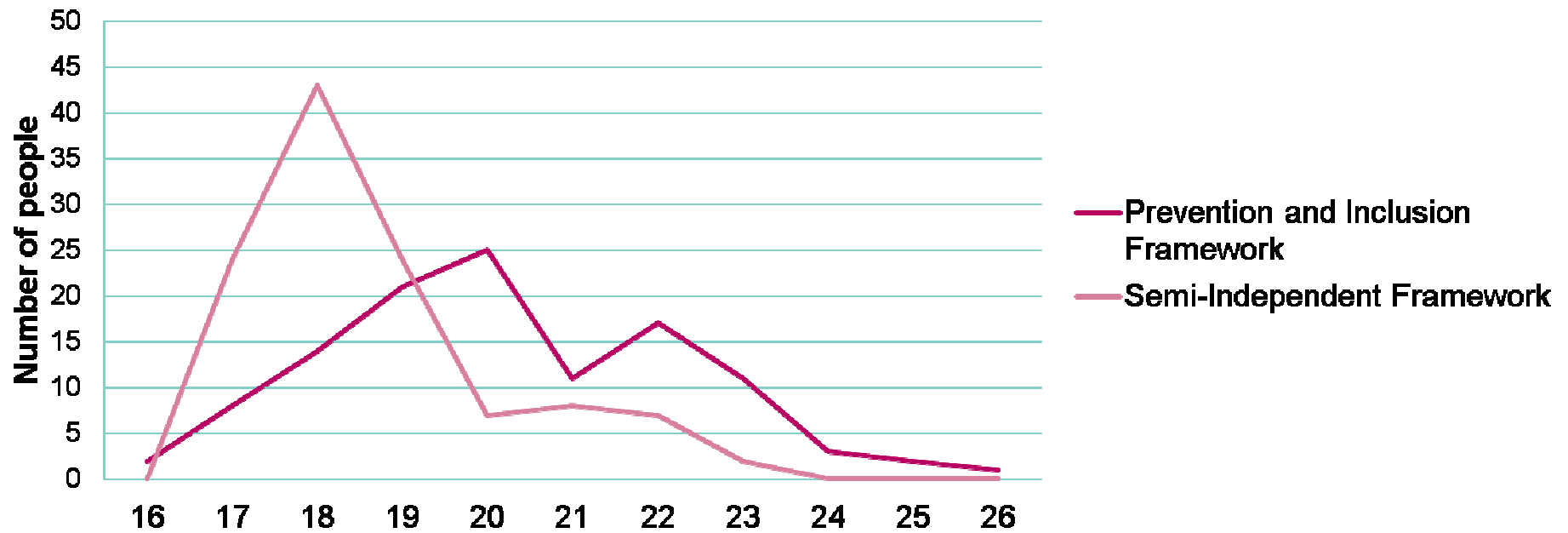
- There are three main “clusters” where services are located in (1) Southwark/Lewisham, (2) Bromley/Bexley/Greenwich and (3) Croydon.
- That said, there remain a significant number of young people who are placed outside of London based on need eg. safety, specialist support



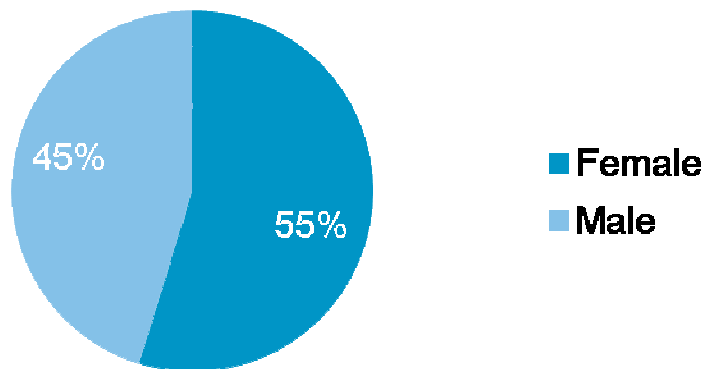
## 16+ Accommodation – Residential Placements



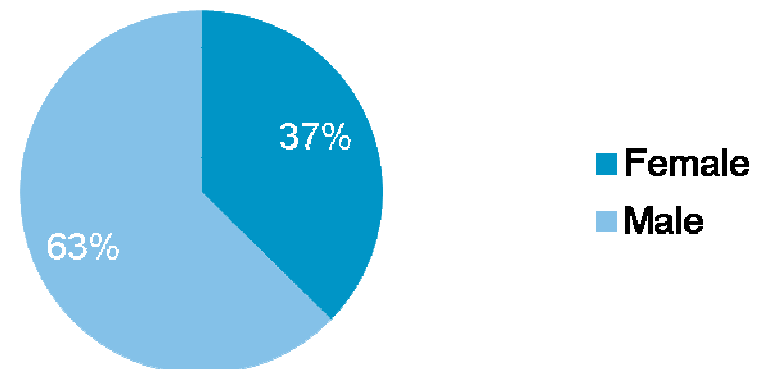
## Age - 16+ Accommodation and Support



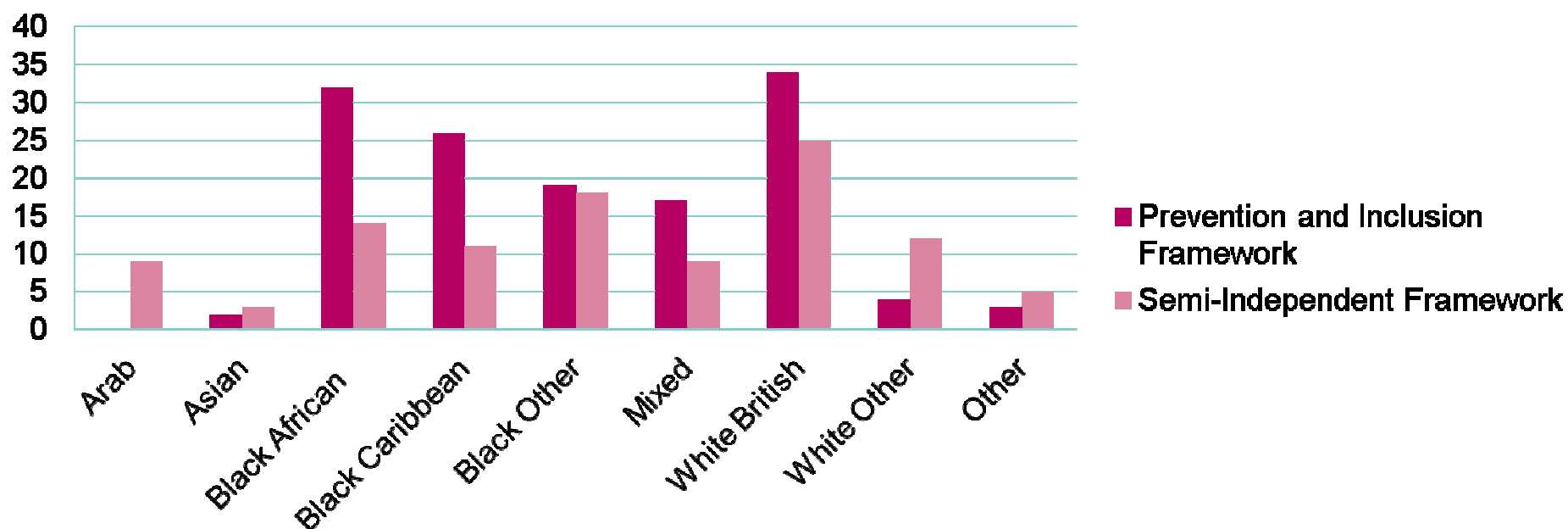
### Gender – 16+ Acc/Support Prevention and Inclusion Framework



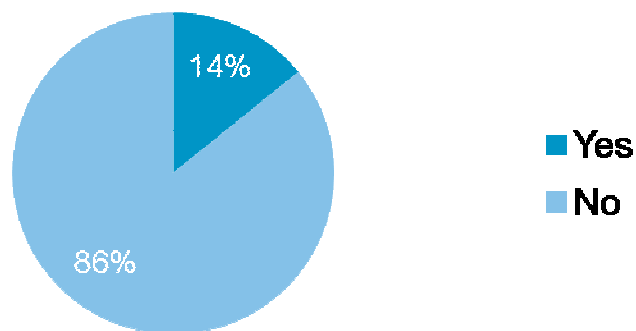
### Gender – 16+ Acc/Support Semi-Independent Framework



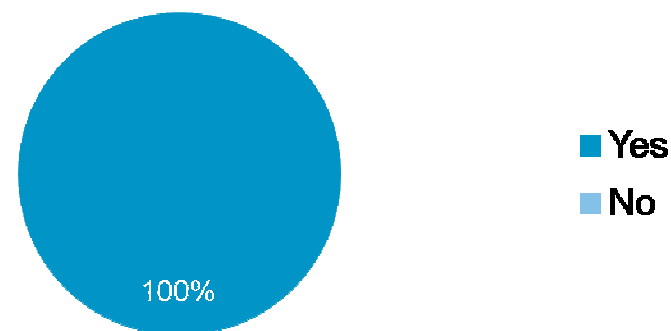
## Ethnicity - 16+ Accommodation and Support



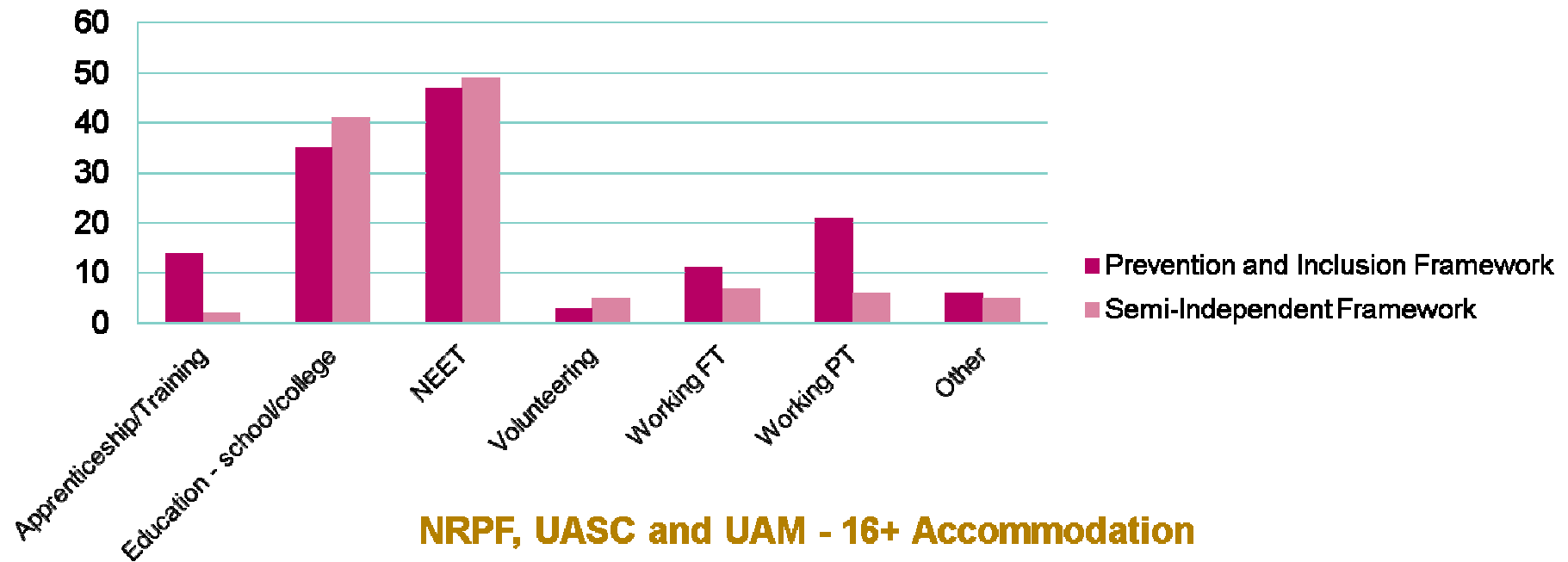
**Looked after Children/Care Leaver -  
Prevention and Inclusion Framework**



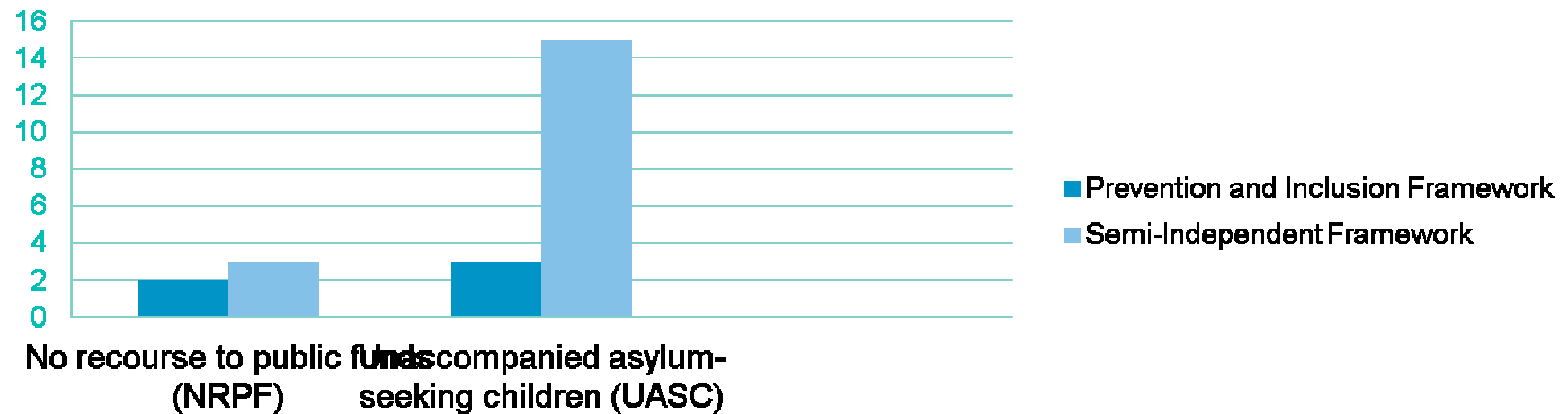
**Looked after Children/Care Leaver -  
Semi-Independent Framework**



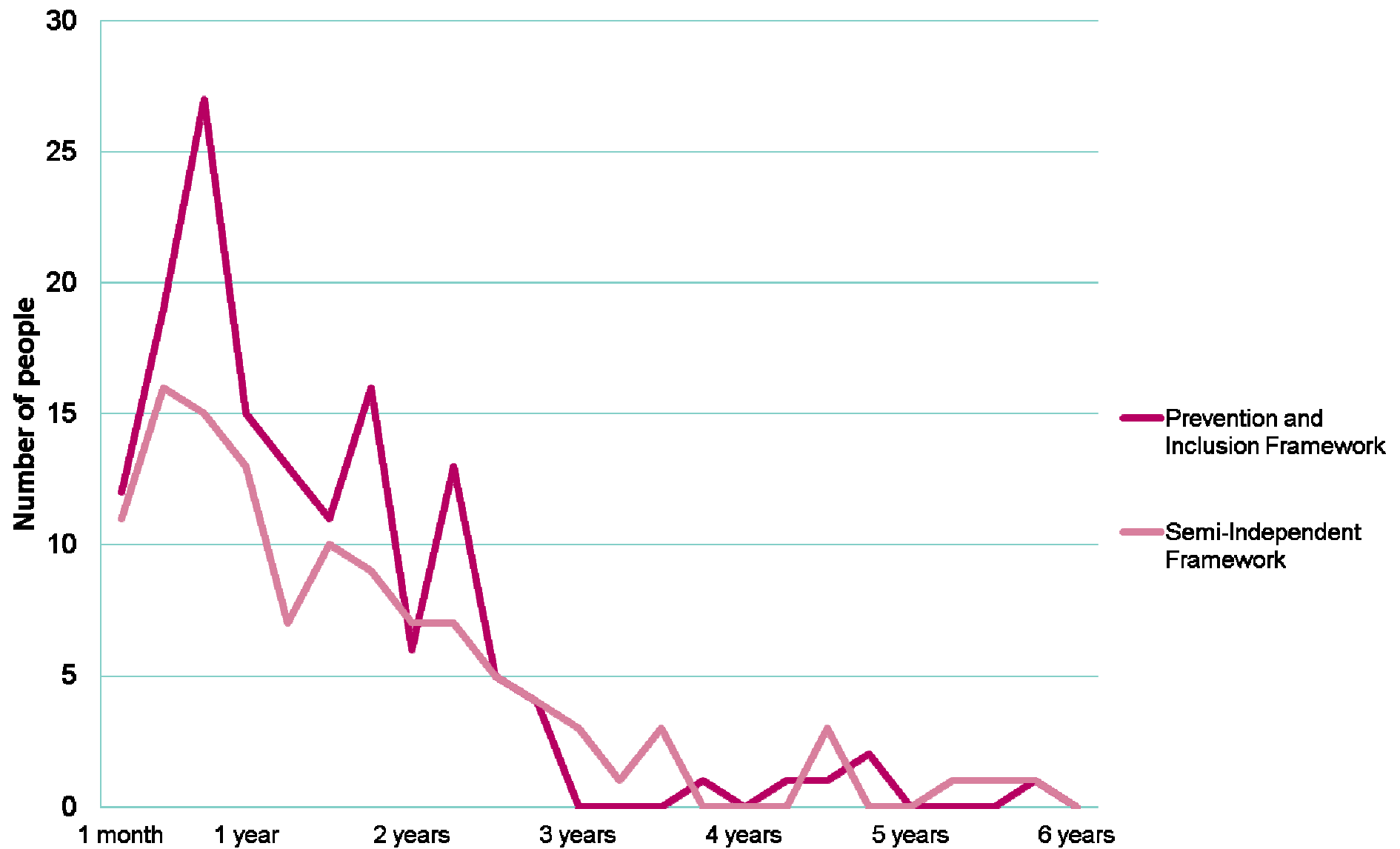
## Education, Employment and Training 16+ Accommodation and Support



## NRPF, UASC and UAM - 16+ Accommodation



## Length of Stay in Services - 16+ Accommodation & Support

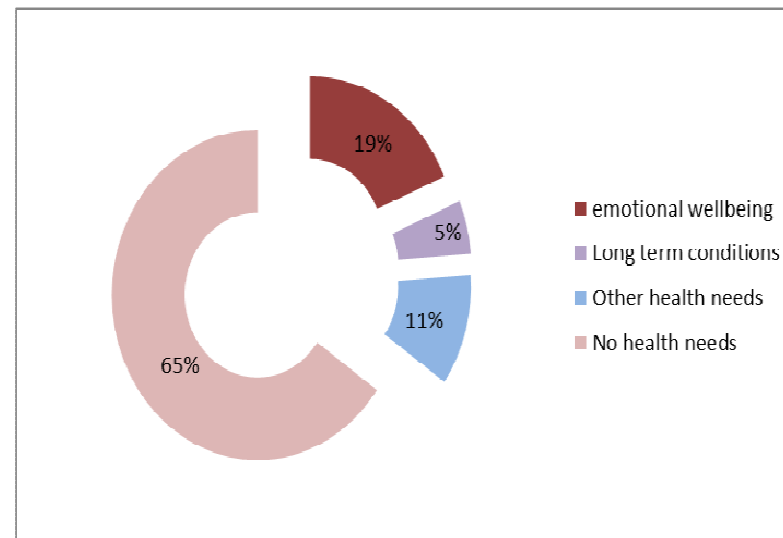


# Health

At the end of March 2016

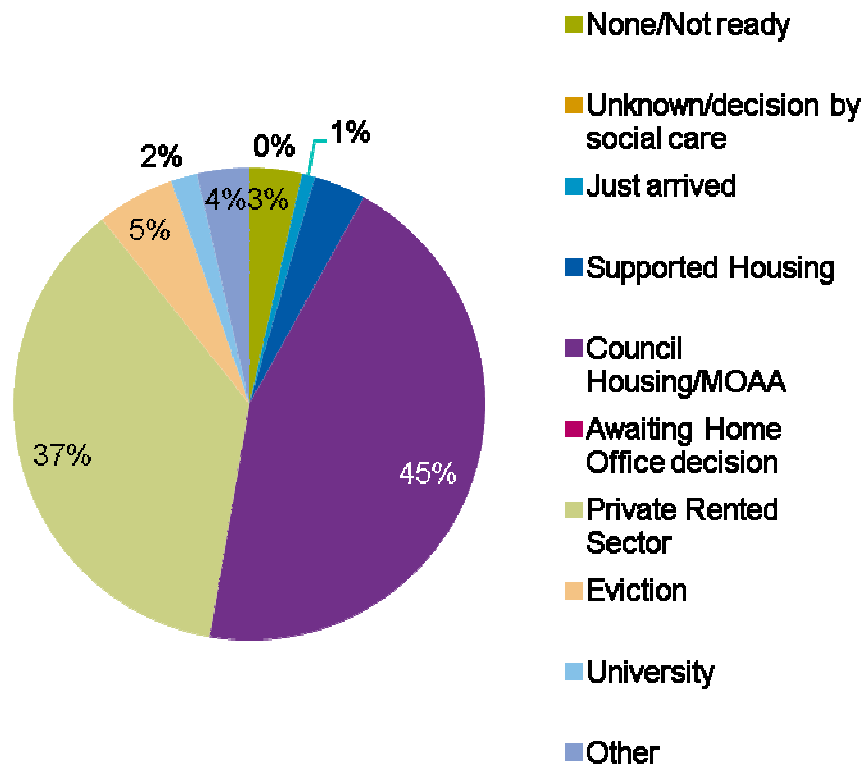
Overall, (across semi supported housing services) of the 210 young people in housing services 65% (137) have been reported to have no known health needs however

- 19% (39) need support around emotional wellbeing or mental ill health
- 5% (11) have long term conditions
- 11% (23) had other health needs as indicated above.

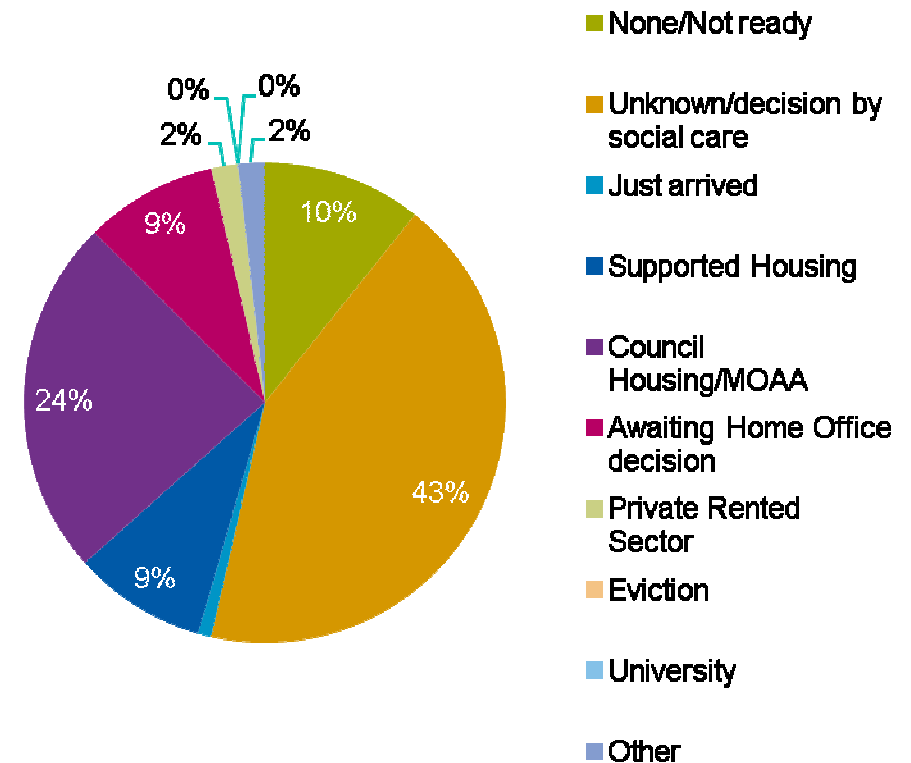


- 7 young people are known to SLAM or receiving support through a CMHT
  - 8 via their GP
  - 4 young people are receiving counselling
  - 7 receiving support from Solace
  - Of the 11 young people known to the YOT, 3 have been recorded as having mental ill health
- 34 young people had other health needs which although able to function within their current setting mean that they may need some additional support now or in the future.

## Move on plans – Prevention and Inclusion Framework



## Move on plans - Semi-Independent Framework



### NOTE – Council Housing (priority bands) and 16+ accommodation/support

•The Council's housing allocation policy grants "band 2" status for Southwark care leavers for studio flats only. This means that individuals bidding through band 2 should get a tenancy within 3-4 months.

•The Council's Move on Allocation Allowance (MOAA) for people in supported housing enables these individuals to be granted "band 2" status if they meet certain requirements. 25 young people received MOAA status in 2015/16.

## Changes to Council housing

- The Housing and Planning Act 2016 will require local authorities to sell “higher value” homes as they become vacant in order to fund housing association tenants to ‘right to buy’ their own homes. Although the Government have not set out the threshold for this change, councils are anticipating a value of around £300,000.
- Southwark will be particularly impacted by the Act – as a borough with a relatively high level of Council housing in an area of high house prices.
- The Government has additionally capped (LHA) housing benefit/universal credit rates for under 35s at the level of “shared accommodation” – that is, in Southwark, £95.18 a week. (care leavers have access to the higher level of HB).



## Housing Benefit Cap - implications

A summary of the work undertaken on the implication of the Housing Benefit cap (linking with housing and revenues and benefits) is set out below:

- On 16<sup>th</sup> September, the Government confirmed that it will delegate a “ring-fenced” top-up budget down to councils from 2019/20 to provide additional funding to the system to help meet any shortfall from a cap of Housing Benefit (HB) – however **it is unclear how much this budget will be.**

- Some work has been done to look at the implications of the cap – which itself will be in place from 2019/20.

- All areas of the Council’s supported housing services will be affected (across refuges, sheltered, adults mental health, adults learning disabilities) although it is clear that our young people’s services will have a disproportionately high impact (relative to other areas). The total cost to supported housing in Southwark is estimated at **£3.5-£4m** annually. [this cost falls to the landlord, which is in some cases also the Council]

- The annual shortfall based on 2015/16 occupancy and available bed/ spaces for **young people’s supported housing providers** is an estimated **£448,199.64**.

- Mapping any shortfall for those young people in semi-independent accommodation is **work in progress**.

| Supported Housing Provider | Weekly rent | HB covers | Weekly shortfall | Annual shortfall   |
|----------------------------|-------------|-----------|------------------|--------------------|
| Springfield Lodge          | £7,645.40   | £3,325.00 | £3,870.20        | £202,024.44        |
| Oasis                      | £3,708.32   | £1,510.08 | £2,198.24        | £114,748.13        |
| Look Ahead                 | 8,908.67    | 6,390.91  | 2,517.76         | £131,427.07        |
|                            |             |           | <b>Total</b>     | <b>£448,199.64</b> |

# Feedback from Engagement Work

## (1) Provider Engagement

**Exercise 1:** Providers were asked what are the top 3 challenges faced by Southwark's 16+ young people support and housing services (care leavers/homelessness).

The groups identified 3 key main challenges.

- ❖ **Housing**
- ❖ **Communication** – how do we manage change, ensure consistency, have a joined up approach and share information
- ❖ **Getting what young people need right** – how we balance needs, risks, costs, empower young people support young people to manage change and ensure consistency

**Exercise 2:** What is the right housing and support pathway in LB Southwark?

- ❖ **Need to building a pathway which is clear and** understood by ALL from the moment that they walk in the door

## (2) Service-user Engagement

**Key themes – from young people who attended the Engagement events (or completed the questionnaires)**

- **there needs to be consistency with placements and staffing** - moving home is disruptive and unsettling unable to commit to education, always having to start a new life, would also like to maintain same support staff
- **consistency of placement**
- **different approaches depending on if you are in care or homeless – not fair**
- **need to respect privacy** - entering rooms and sharing personal information
- **no discrimination between how residents are treated** – same attitude towards every client and house rules to be made clear.
- **offer trial run in own property and allow young people to be more involved in things that concern them** – how are they to learn?
- **need continued support to make the transition to own tenancy smoother**

## Service User Engagement [supported accommodation providers mainly supporting young people at risk of homelessness]

Young people said they

- **wanted to be respected** by Council staff and wanted them to believe their personal story when they approached the Council for help

*'[Council] staff are rude, they don't give you any respect, you tell them why you're homeless and they tell you you're lying, you look too clean to be homeless'*

*'I told them I couldn't stay in my house but they sent me back home'*

*'I think they [Council] got to make it hard for you, I understand they're doing their job, but they don't care, they don't treat young people with respect'*

- **generally felt safe** in their accommodation, in the area they lived and in accessing services. **2 young people did not feel safe** in the area due to it being Peckham

- **required more training on budgeting and managing their finances** to support their journey to independence

- **Felt ready to move-on but did not understand processes**, why this differed if you were a care leaver or homeless.

*‘why is it some [young people] get accommodation and others don’t, why do some people get a Band 2 and others got to jump through so many hoops... and even then its not guaranteed’*

- **were frustrated with who decides when they were ready to move-on**

*‘.....we decide and then we have to rely on someone else who don’t even know us making a decision about if we are ready or not’ ....‘I’ve been here for 9 months, I know I’m ready, even my key worker says I’m ready but I’ve just got to sit here and wait, I need to follow the process’ ....* When where they thought they were on their independence journey

|                            |                              |                             |                       |
|----------------------------|------------------------------|-----------------------------|-----------------------|
| I’m Not prepared<br>at all | I Need a lot more<br>support | I think I’m Almost<br>There | I am Very<br>Prepared |
| 0%                         | 18.1%                        | 45.5%                       | 36.4%                 |

- **did not want to move to another supported provider** [Northcott House if MOAA applicant] having had several placement moves – did not understand why this was necessary when the current supported provider offered life skills training
- **were happy for a permanent move out of Southwark** wanting to start a new life away for the areas which had negatively impacted their lives.

## Emerging issues from the 16+ Accommodation and Support Project

**There were a number of emerging issues which came out of the review . The Key issues are**

- **There are a number of young people over 18 years who have become ‘stuck’ in these services** and not moving on – what do we need to do (or do differently?) to resolve these?
- **There is no clear pathway** which allows young people to step up/down
- **The pathway is largely predicated on service users obtaining a Council tenancy** as a permanent housing solution. Changes to council housing and housing benefits will particularly impact on this group. If a Council tenancy is no longer the next step for many of these young people, what is? **Are we supporting young people to have realistic expectations?**
- **Complex commissioning and operational environment** – many teams across homelessness, RARS, social care, providers; and two different contracting frameworks for different services. Is this the best way to organise our support and housing for young people? **Do we want one front door/one pathway?**
- **Need to improve consistency and stability of placements for young people**

## Next steps

- Continued Engagement with young people/service users – November 2016
- Joint briefing with all relevant Cabinet Members on impacts of Housing Benefit cap (across adults/children's provision) – November/December 2016
- Final paper on 16+ Support and Accommodation – November/December 2016
- Education & Children's Scrutiny Committee – additional review - February 2017 (if required)
- Cabinet decision on new model - February/March 2017