

NORTH YORKSHIRE COUNTY COUNCIL

YOUNG PEOPLE OVERVIEW AND SCRUTINY COMMITTEE

9th September 2011

Covering Report - Draft Policy: Accommodation for Young People

1.0 Purpose of Report

- 1.1 To introduce the Draft Policy: Accommodation for Young People to Members of the Young Peoples Overview & Scrutiny Committee and to ask them to note the information in this report and the draft policy document attached at Annex A .

2.0 Background

- 2.1 Despite success in reducing the levels of homeless presentation for most of the vulnerable groups - for example families with dependent children – partners in both the statutory and voluntary sector have found it difficult to meet the needs of young people.

The main cause of youth homelessness continues to be relationship breakdown within families and is supported by data which shows 16-25 year olds as the largest group recorded as statutorily homeless in the county.

Whilst prevention services have performed very well in some geographical areas in returning young people to their families or suitable kinship arrangements, this type of provision has been inconsistent and inequitable county-wide.

Reducing youth homelessness is a key priority and North Yorkshire Supporting People (SP), Children and Young People's Service (CYPS) and the seven District/ Borough Councils have been working in partnership to review all accommodation based and floating support services for Young People at Risk, Young People Leaving Care, Young Offenders, Teenage Parents and homeless young people up to age 25 including 16 and 17 year-olds.

The draft Policy document attached at Annex A presents an overview of the scale, distribution and causes of homelessness of young people aged 16 to 25 years and sets out the requirements for future provision countywide.

Points raised by young people at stakeholder events are summarised under Section 9.0 – Summary of Consultation and Section 12 – Policy Recommendations highlights the consensus across agencies to adopt a

pathway approach, focus on prevention and early intervention and a joint assessment for 16/17 year olds.

Could we also draw Members attention to the Equality Impact Assessment and the Equality Action Plan on page 86 of the Policy document?

3.0 Recommendations

- 3.1 Members of the Committee are requested to note the information in this report and to comment on the Draft Policy Document attached at Annex A.

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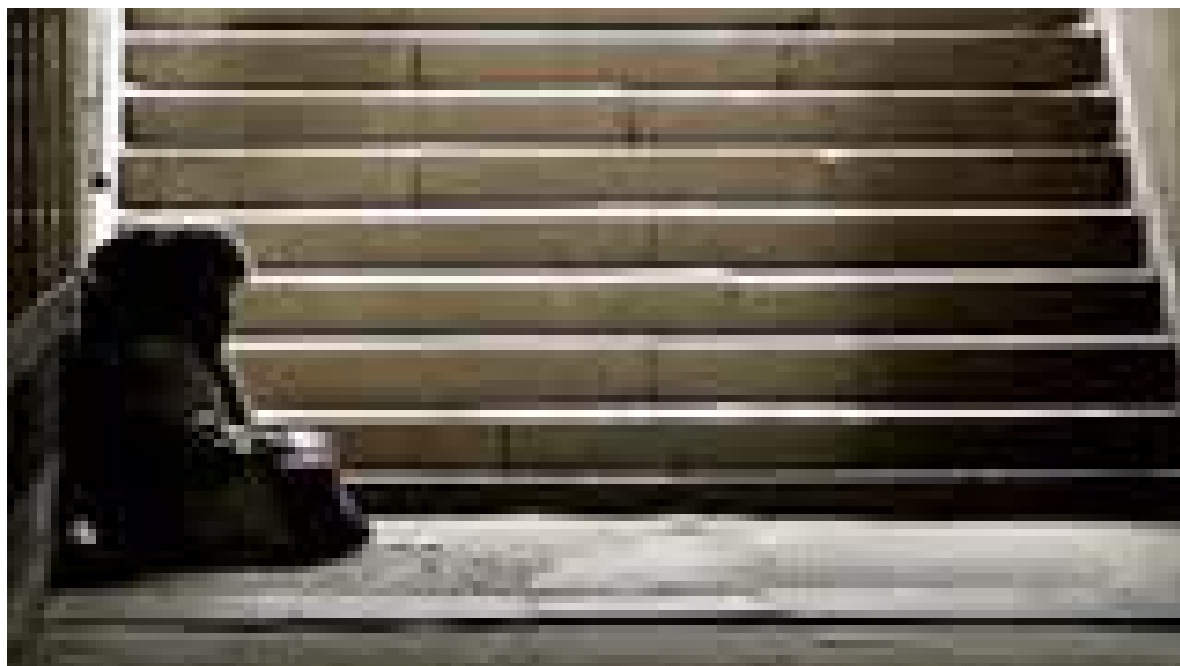
Background Documents: None

Annexes: Annex A – Draft Policy: Accommodation for Young Policy



Version 16 – 08.07.2011

Policy for Accommodation of Young People In North Yorkshire



DRAFT

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1.0 Purpose of the Policy

1.1 This Policy document presents an overview of the scale, distribution and causes of homelessness of young people aged 16 to 25 years. It makes recommendations on the types of service that are needed and how they might be jointly procured and funded in an affordable way.

1.2 The current economic difficulties provide multiple challenges. The most obvious is the increasing likelihood of homelessness to individuals as they are unable to pay for their accommodation, or as family tensions increase and relationship breakdown occurs. At the same time, funding to local authorities and their partners to provide services is under threat.

1.3 Reducing youth homelessness is a key priority of the **North Yorkshire Homelessness Strategy** (www.northyorkshirestrategichousingpartnership.co.uk/homelessness.htm). However, 16-25 year olds are still the largest group recorded as statutorily homeless in the county. Accessing affordable and appropriate housing remains an acute problem for our young people. There is a mismatch between young people's income and housing costs. Together with a rise in the number of single households, changes in family structure, an ageing population and high house prices, this has put access to private and social housing out of the reach of many. Added to this, a shortage of social housing often results in the use of unsuitable temporary accommodation.

1.4 Young people often cite the inability or unwillingness of parents, friends and relatives to provide accommodation as the primary reason for homelessness. A stable home life is built on support received from family and friends and without this young people often lack the stability and encouragement they need to succeed. Support of family and friends are crucial components in preventing youth homelessness.

1.5 It is also essential that young people have the life skills and support they need, both emotional and financial, to live independently. As part of the re-commissioning of specific accommodation related services, we need to be mindful of the role of existing services that have a key part to play, including Integrated Youth Support, Family Intervention Programmes, Housing Options teams, Youth Offending Teams and a wide range of community sector organisations.

1.6 Young people report that homelessness can often lead to them losing their job or place in education. This puts them at risk of experiencing isolation and social exclusion. They often report feeling confused, misunderstood and powerless when navigating the homelessness system.

1.7 This policy and its recommendations are restricted to determining how best to support those at risk of homelessness. It does not, for example, address affordable housing shortage, as that is the role of the North Yorkshire Sub-Regional Housing Strategy.

1.8 The policy considers the accommodation related support needs of 16-25 year olds, with a focus on:

- those in or near the edge of care
- teenage parents
- young offenders

- those with medium to high support needs
- young people with learning difficulties or disabilities

Policy Drivers

1.9 When considering how best to re-configure accommodation related services, the first policy driver is to secure equitable and consistent provision of prevention services county-wide.

Despite success in reducing the levels of homeless presentation for most of our vulnerable groups - for example families with dependent children – partners in both the statutory and voluntary sector have found it very difficult to meet the needs of young people. The main cause of youth homelessness continues to be relationship breakdown within families. Whilst prevention services have performed very well in some geographical areas in returning young people to their families or suitable kinship arrangements, this type of provision is currently inconsistent and inequitable county-wide.

1.10 The second policy driver is the need to secure best value and drive down costs by jointly commissioning services county-wide.

Historically, services have been separately commissioned by agencies. This policy recommends joint procurement in one single exercise. This will allow better development of the provider market and secure best value for the funding agencies that are facing increasing pressure to make efficiency savings.

1.11 The third policy driver is to secure accommodation pathways that offer a range of services of proven value.

Best practice guidance suggests that having effective universal and targeted prevention services and specialist accommodation pathways for young people, supported by joint assessment (where appropriate) and with co-ordinated access to services, offers the best chance of getting young people back with their families, or into successful independent living.

2.0 Background

2.1 Background to Review

North Yorkshire Supporting People (SP), Children and Young People's Service (CYPS) and the seven District/ Borough Councils are working in partnership to review all accommodation based and floating support services for Young People at Risk, Young People Leaving Care, Young Offenders, Teenage Parents and homeless young people up to age 25 including 16 and 17 year-olds. The partnership has produced service specifications setting out the requirements for future provision countywide. This approach will allow partners to ensure service provision countywide is equitable and consistent for young people.

This review has encompassed a wide range of services for young people including homelessness prevention services and accommodation based and floating support services that help young people who are homeless or at risk of homelessness, to achieve positive outcomes and enable independent living.

2.2 There are a number of factors affecting this review including:

- Current economic climate and reduction in funding. We will be looking to provide 'more for less', delivering good outcomes for children and young people whilst making a 20+% saving
- Impact of the Southwark judgement
- Lack of accommodation and support for young people with complex needs
- Need for consistency in service provision across the county
- Priority to end the use of Bed and Breakfast accommodation for 16/17 year olds (North Yorkshire Sub-Regional Housing Strategy)
- The redevelopment of joint protocols for young people aged 16/17 and young people at risk
- Recognition that housing affordability is an extremely important issue for North Yorkshire, often resulting in difficulties for local people in finding suitable accommodation they can afford, in the areas they want to live in. This can, in more extreme cases, result in homelessness

2.3 The review to date has consisted of the following:

- Regular steering group meetings
- Reports to Supporting People Core Strategy Group meetings
- Reports to Supporting People Commissioning Body
- Reports to the Children's Trust
- Stakeholder consultation events countywide
- Consultation with current providers
- Consultation with young people using current services
- Establishment of a Young Person's reference group
- Provider marketplace events
- District Level mini-commissioning groups including Housing, SP, CYPS and providers

2.4 There are several national indicators related to the accommodation needs of vulnerable people, including NI141, NI142 and those within PSA16. For young people the priorities and

targets for accommodation support are located within the Children and Young People's Plan (priority 5.3). These priorities are shared with the County Homelessness Strategy 2008-2012 (incorporating North Yorkshire Supporting People Strategy for Homeless and Vulnerable People). Whilst the framework of National Indicators may be subject to change, it is clear that the accommodation needs of young vulnerable people will remain a key priority.

2.5 Supporting Strategies

The Sustainable Community Strategy for North Yorkshire 2008/18

This sets out the overarching strategic direction and long-term, sustainable vision for the economic, social and environmental well-being of North Yorkshire. Affordable housing is identified as one of North Yorkshire's ten priority actions, specifically to:

- work to prevent homelessness occurring, through advice services, mediation and support

The Council Plan

North Yorkshire County Council's Council Plan sets out our long-term corporate ambitions, medium term objectives (2010/13) and priorities for action for the next year (2010/11). The plan shares the vision of the partnership Sustainable Community Strategy and details how the County Council plans to play its part in achieving this vision.

The two most relevant objectives for this policy document are to:

- help all children and young people to develop their full potential;
- improve health and wellbeing and give people effective support when they need it.

Children and Young People's Plan

This policy document links clearly to North Yorkshire County Council's Children and Young People's Plan, to 'review of housing support for care leavers and young offenders'¹.

The Equality Policies

The Equality Act 2010 does define age as a protected characteristic. Young people's vulnerability to homelessness is therefore an area where Councils have a legal duty to consider how they can minimise the disadvantage experienced by this group when they try to access accommodation. Furthermore, there are protected groups within the category of 'young people' who are more vulnerable, particularly young people with physical, sensory or learning disabilities.

North Yorkshire Sub-Regional Housing Strategy (www.northyorkshirehousingstrategy.co.uk)

This policy document has clear links to the Sub-Regional Housing Strategy, whose vision is 'to make York and North Yorkshire an inclusive place where everyone can have access to decent

¹ This policy document references the revised Children and Young People's Plan Mid-Year Review: Highlight Report 2010/2011

affordable homes and effective support when they need it'. There are clear links to the strategy's ambitions, particularly to:

- Develop a better understanding of the housing needs of the communities across York and North Yorkshire including vulnerable groups and those with particular needs. Specific vulnerable young people are identified as: looked after children, young carers, children with Special Educational Needs or disabilities, Traveller children, some children from Armed Forces families, and children from some faith groups and BME communities

The strategy clearly acknowledges the difficulties around securing affordable housing in North Yorkshire. The strategy also recognises 'fair access' (including tackling homelessness and delivering appropriate and suitable housing for groups that require specialist provision) as a priority. It acknowledges the importance of effective partnership working and early intervention work to prevent homelessness, the role of parental exclusion as the main cause of youth homelessness and the difficulties of getting young people into private rented accommodation.

North Yorkshire's Joint Strategic Needs Assessment (JSNA) 2010 Interim Report

The JSNA interim report presents data on the current health and well-being needs and outcomes of the North Yorkshire population, providing a breakdown of levels of need and different outcomes across each district and allowing predictions of future levels of need to be made so that services can be planned and implemented effectively countywide. This report offers a valuable insight into various indicators of deprivation and several outcomes related to young people, housing and homelessness; information which will play an important part in informing the commissioning process.

3.0 Legislative Framework

3.1 Children Act 1989:- sections 17 and 20

Section 17 outlines the Local Authority's responsibility to safeguard and promote the welfare of children in need and provide a range of support to promote their wellbeing.

Section 20 outlines the Local Authority's responsibility to make accommodation available for all children and young people in need.

3.2 Housing Act 1996, section 7

Sets out the circumstances under which local housing authorities have a duty to provide temporary or permanent accommodation.

3.3 Homelessness Act 2002, sections 1-3

The Homelessness Act 2002 placed a new requirement on local housing authorities to carry out a review of homelessness in their area and develop a five-year homelessness strategy.

3.4 R (G) v Southwark (2009)

This ruling states Local Authorities must retain responsibility for housing young people under section 20 of the Children's Act.

3.5 Statutory Guidance: Provision of Accommodation for 16 and 17 year old young people (April 2010)

This provides guidance for Children's Services Authorities and local Housing Authorities concerning their respective duties to secure or provide accommodation for homeless 16 and 17 year old children, following the judgment by the House of Lords in the case of *R(G) v Southwark* (2009).

3.6 Housing Benefit (Amendment) Regulations 2010 came into force on 1st April 2011

This legislation introduces a number of changes in relation to the Housing Benefit system. The majority of these changes were adopted in November 2010 with the roll out of these being staggered between April 2011 to April 2014. The changes are being introduced as part of the Government's wider aspirations to reform the welfare system, the aim of which is to reduce welfare dependency and incentivise households in receipt of benefit to seek employment. The changes will have a significant impact on homelessness, including young people.

4.0 Mapping Projected Need and Future Patterns of Use

4.1 Demographic and Socio-economic Trends

Current and Projected Population

Current Population (aged 16-25)

Current population trends illustrate considerable differences in the number of young people (aged 16-25) residing in the 7 districts. Across the whole of North Yorkshire, 11.56% of the population fall into this age group, but this figure is considerably higher in some areas (e.g. 15.97% in Richmondshire, which may be related to the concentration of young people in the garrison) and lower in others (only 9.83% in Craven). Of the 69,100 16-25 year olds in North Yorkshire, over a quarter of these reside in the Harrogate area, compared to less than 8% in Craven and Ryedale. Nearly half of the entire population of 16-25 year olds reside in Harrogate and Scarborough (45.15%), illustrating a concentration of younger people in these 2 urban areas. These statistics must be taken into account when considering the commissioning of future provision.

Area	Total Population	Population aged 16-25	% of area population aged 16-25	% of the county's 16-25 year olds living in this area
Craven	55,500	5,500	9.83	7.96
Hambleton	87,300	9,300	10.62	13.46
Harrogate	157,900	17,900	11.33	25.90
Richmondshire	52,800	8,400	15.97	12.16
Ryedale	53,600	5,500	10.29	7.96
Scarborough	108,500	13,300	12.23	19.25
Selby	82,200	9,200	11.25	13.31
North Yorkshire	597,700	69,100	11.56	100

4.2 Anticipated Future Levels of Need

Projected population changes will need to be taken into consideration when mapping future need. Overall, the population of children and young people in North Yorkshire as a whole aged 15-19 is projected to continue to decrease slightly over the next ten years. This is then projected to increase slightly for a further ten years but generally will still not return to the 2010 level in 5 of the seven districts. Richmondshire is projected to remain around the same with just a slight increase by 2033. Selby is the main exception to this pattern of decrease; by 2025 the population of 15-19 year olds residing in this area will have returned to the 2010 level. It is then projected to increase over the next ten years or so. These projections suggest that there will not be a significant increase in demand; however, it should not be assumed that declining populations mean decreasing demand, as the current economic climate may contribute to a higher level of family breakdown and increasing homelessness presentations.

Projected Population of 15-19 year olds (thousands)

Area	2010	2015	2020	2025	2030	2033
North Yorkshire	37.6	34.8	33.2	36.0	36.1	36.6
Craven	3.3	3.2	2.9	3.2	3.2	3.2
Hambleton	4.9	4.6	4.4	4.7	4.6	4.7
Harrogate	10.1	9.4	9.1	9.7	9.6	9.7
Richmondshire	3.7	3.8	3.7	3.8	3.9	3.9
Ryedale	3.6	3.1	2.9	3.2	3.2	3.3
Scarborough	6.6	6.0	5.7	6.2	6.3	6.3
Selby	5.3	4.7	4.6	5.3	5.4	5.5

4.3 Impact of changes to Housing Benefit rules

The following table highlights the major changes in the Housing Benefit legislation affecting young people and homeless families. These changes will make it considerably more difficult than it is currently for young people to access anything other than shared housing at the very bottom end of the housing market. The changes will also introduce dis-incentives for parents on benefits to keep young people within the family home through changes to the rules re non-dependant deductions. This will potentially increase homelessness amongst young people and increase demand at a time when budgets are being cut.

These changes have implications for all Local Authorities, particularly concerning their ability to provide much needed accommodation and meet any increase in demand. The concern for seaside towns like Scarborough is that demand on their shared housing, in guest houses and HMOs, (which is poorer quality and cheaper) will rise as people who were seeking housing elsewhere in North Yorkshire find they need to move to somewhere cheaper because this is all they can afford.

Calculating local housing allowance (LHA) using the 30th percentile of the market rental evidence rather than the 50th Introduced: April 2011	This change will mean that local housing allowance (LHA) rates will be calculated on the 30th percentile of local rents rather than the mid point.	This change is likely to have a significant impact on homelessness. LHA tenants will have, in theory, access to the bottom 30% of the market instead of the bottom 50%. Whilst the impact is not yet clear, households who are unable to make up the shortfall between rent charged and benefit received are likely to fall into arrears and potentially lose their home as a result.
Increased levels of nondependent deductions Introduced: April 2011	Deductions can be made from the benefit claimants receive if they share their home with adults not dependent on them, such as adult children. The	This change is likely to have a significant impact on young people. One of the main causes of homelessness both nationally and locally has always been parents no longer willing to accommodate their

	deductions - from £7.40 to £47 a week - are made as it is assumed the individuals pay towards the rent. These deductions will be increased.	children once they reach working age (often because of the deductions from benefit/loss of child benefit etc). It is highly likely that this will result in a sharp increase in the number of parents asking their children to leave the family home once they reach working age.
End of access payments Introduced: April 2011	Previously if you were a local housing allowance (LHA) claimant in a property where the rent was cheaper than the average, you could keep the difference, up to £15 a week.	This change will have an effect on household disposable income.
Single room rate for under 35 year olds Introduced: Jan 2012	Single people under the age of 25 receiving local housing allowance are restricted to the rate for a single room in a shared house, rather than for a one-bedroom property. The restriction to this lower rate will be extended to those up to the age of 35.	This change is likely to have significant impact. It will reduce the ability of young working age people to access affordable accommodation as they will only be eligible to receive benefit for a single room in a house in multiple occupation (HMO) / shared house. Many areas in North Yorkshire do not have high numbers of HMOs and they tend to be concentrated within the most deprived areas of towns.
Linking local housing allowance rates increase to the Consumer Prices Index (CPI) rather than the Retail Prices Index (RPI)	CPI and RPI are both measures of inflation, but while RPI includes housing costs on mortgage interest payments, CPI does not	While the impact of this change is not yet known a switch to CPI is expected to lead to lower benefits

4.4 Choice Based Lettings

To be added

4.5 Deprivation Mapping

The English Indices of Deprivation 2010 identify disadvantaged areas in England according to a range of indicators. Designed to measure multiple forms of deprivation at a small spatial scale, the following seven domains are included:

1. Income Deprivation
2. Employment Deprivation
3. Health Deprivation and Disability
4. Education, Skills and Training Deprivation
5. Barriers to Housing and Services
6. Crime
7. Living Environment Deprivation

There are also a number of 'sub-domains' within these, which provide a more specific indication of certain elements of deprivation.

The indices of deprivation are mapped at the Lower layer Super Output Area (LSOA) level. These are small geographical areas each with a population of around 1500 people, and there are a total of 32,482 LSOAs across the country. Each LSOA can then be ranked according to performance across each indicator.

Analysis across a range of the domains and sub-domains across the whole of North Yorkshire has allowed individual pockets of deprivation to be identified, and also provided a more general picture of overall patterns of deprivation across the seven districts.

Summary of Findings [more to be added here]

The analysis indicates that Scarborough scores most highly for deprivation across the range of measures. Whilst the evidenced high level of deprivation in Scarborough will impact upon the way in which resources are distributed, it is important to remember that deprivation is not the only measure by which funding and resources will be allocated. Additionally, areas with evidenced lower levels of deprivation will still require funding and support to deliver a required level of service and to ensure that provision is equitable countywide.

4.5a) Education, Skills and Training Deprivation

This domain captures the extent of deprivation in education, skills and training in an area. The children and young people's sub-domain (represented below) captures children and young people's attainment of qualifications and associated measures including school absence and the proportion of young people not staying in education beyond age 16.

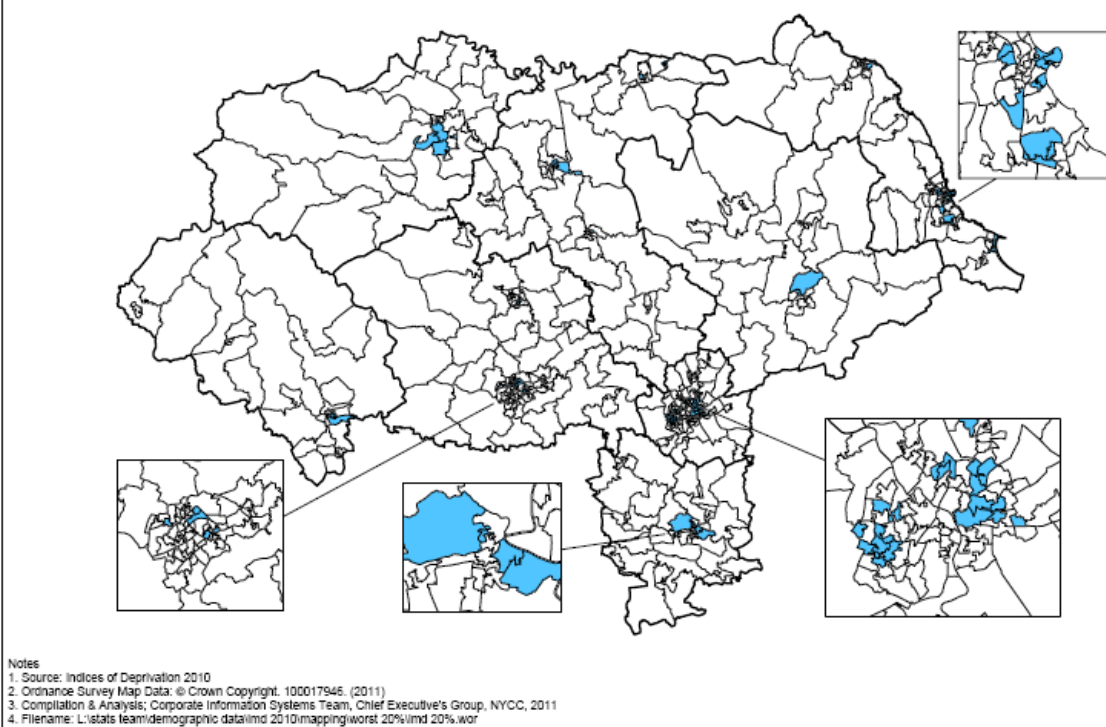
Top 10 Most Deprived Lower Super Output Areas in North Yorkshire according to Children and Young People's Education, Skills and Training Sub-domain:

	District / Borough	LSOA Within Ward	Deprivation Rank / 32,482
1	Scarborough	Woodlands	51
2	Scarborough	Eastfield	103
3	Selby	Selby North	207
4	Scarborough	Eastfield	578
5	Richmondshire	Colburn	760
6	Scarborough	Falsgrave Park	1132
7	Scarborough	Castle	1187
8	Selby	Selby North	1368
9	Scarborough	Eastfield	1552
10	Harrogate	Granby	1585

Location of Lower Super Output Areas within 20% Most Deprived in England according to Children and Young People's Education, Skills and Training Sub-domain:

District / Borough	Number	Percentage
Craven	2	5.3
Hambleton	6	15.8
Harrogate	7	18.4
Richmondshire	4	10.5
Ryedale	2	5.3
Scarborough	13	34.2
Selby	4	10.5
Total	38	100

North Yorkshire & York LSOA's Within 20% Most Deprived in England Education, Skills & Training Sub-domain: Children and Young People, ID 2010



4.5b) Income Deprivation Affecting Children Index

This index of deprivation measures the proportion of children under the age of 16 living in low income households, defined as either families receiving Income Support or income-based Jobseeker's Allowance or Pension Credit (Guarantee) or those not in receipt of these benefits but in receipt of Child Tax Credit with an equivalised income (excluding housing benefits) below 60% of the national median before housing costs.

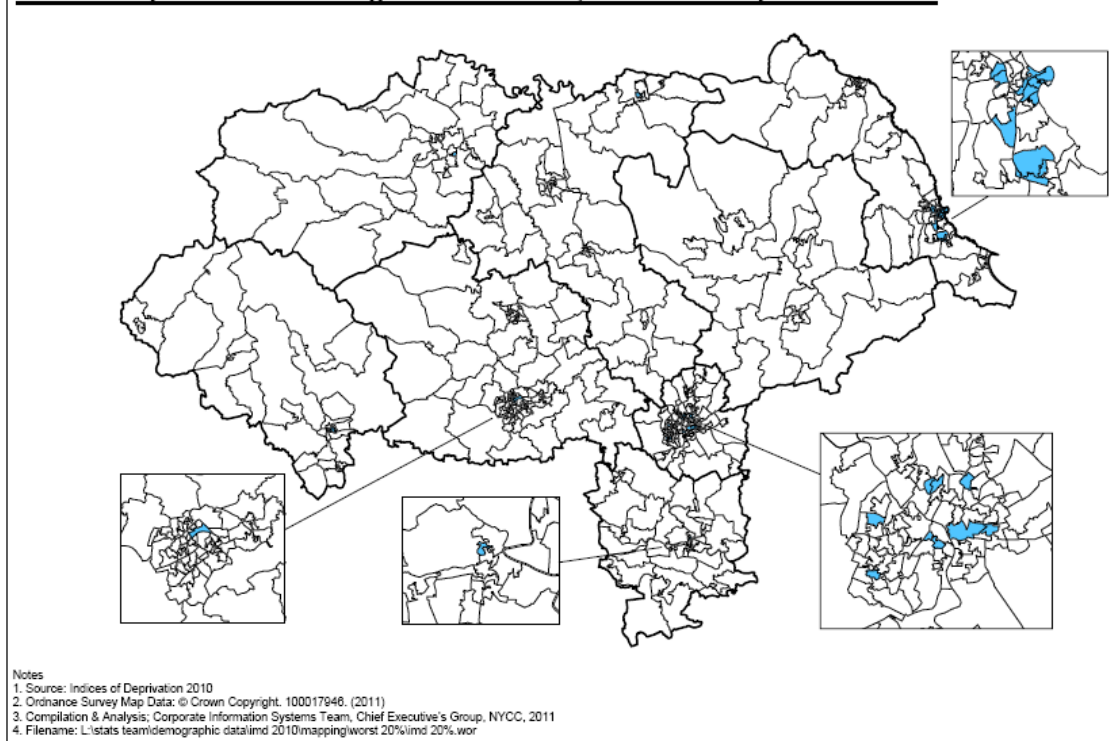
Top 10 Most Deprived Lower Super Output Areas in North Yorkshire according to Income Deprivation Affecting Children Index:

	District / Borough	LSOA within Ward	Deprivation Rank / 32,482
1	Scarborough	Woodlands	708
2	Scarborough	Eastfield	1298
3	Scarborough	Castle	2188
4	Scarborough	Eastfield	2615
5	Scarborough	Eastfield	3159
6	Scarborough	Castle	3820
7	Scarborough	Castle	4073
8	Selby	Selby North	4526
9	Scarborough	Ramshill	4638
10	Harrogate	Woodfield	5023

Location of Lower Super Output Areas within 20% Most Deprived in England according to Income Deprivation Affecting Children Index:

District / Borough	Number	Percentage
Craven	1	5.9
Hambleton	1	5.9
Harrogate	1	5.9
Richmondshire	1	5.9
Ryedale	0	0.0
Scarborough	12	70.6
Selby	1	5.9
Total	17	100

North Yorkshire & York LSOA's Within 20% Most Deprived in England Income Deprivation Affecting Children Index, Indices of Deprivation 2010



4.5c) Indoors Living Environment Deprivation

This sub-domain captures indoors living environment deprivation based on the proportion of social and private housing which fails to meet the decent homes standard and the proportion of houses without central heating:

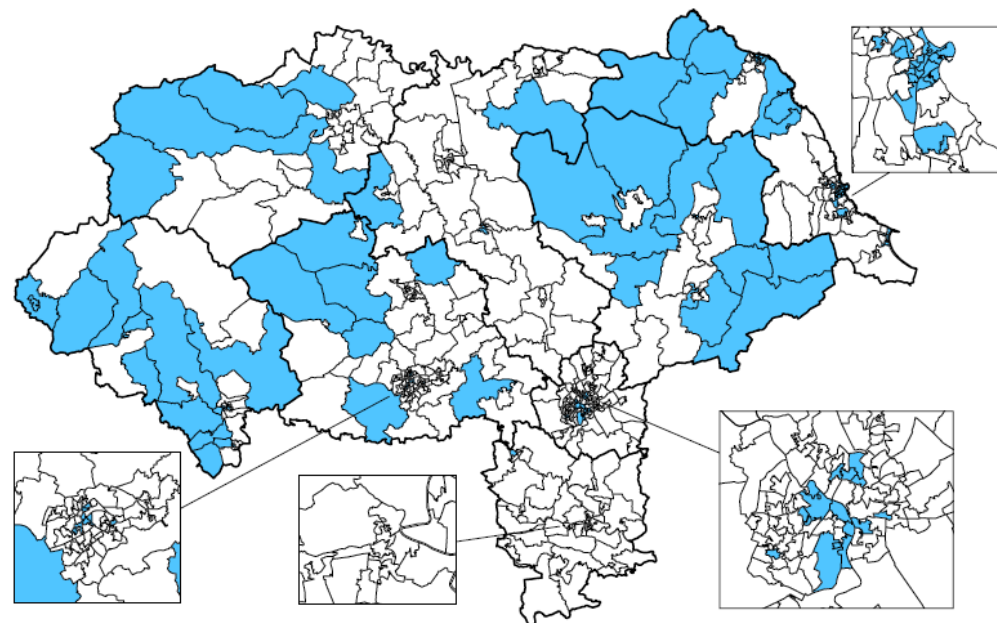
Top 10 Most Deprived Lower Super Output Areas in North Yorkshire according to Indoors Living Environment Deprivation Sub-domain:

	District / Borough	LSOA within Ward	Deprivation Rank / 32,482
1	Scarborough	Castle	381
2	Scarborough	Central	451
3	Scarborough	Castle	598
4	Scarborough	Ramshill	609
5	Scarborough	North Bay	697
6	Craven	Skipton South	728
7	Scarborough	Whitby West Cliff	853
8	Scarborough	Falsgrave Park	1038
9	Scarborough	Streonshalh	1127
10	Scarborough	Ramshill	1128

Location of Lower Super Output Areas within 20% Most Deprived in England according to Indoors Living Environment Deprivation Sub-domain:

District / Borough	Number	Percentage
Craven	16	18.6
Hambleton	4	4.7
Harrogate	15	17.4
Richmondshire	5	5.8
Ryedale	13	15.1
Scarborough	32	37.2
Selby	1	1.2
Total	86	100

North Yorkshire & York LSOA's Within 20% Most Deprived in England Indoors Sub-domain, Indices of Deprivation 2010



Notes

1. Source: Indices of Deprivation 2010
2. Ordnance Survey Map Data: © Crown Copyright, 100017046, (2011)
3. Compilation & Analysis: Corporate Information Systems Team, Chief Executive's Group, NYCC, 2011
4. Filename: L:\stats team\demographic data\imd 2010\mapping\worst 20%\imd 20%\wor

4.5d) Crime Domain

The crime domain measures the rate of recorded crime for four major crime types – violence, burglary, theft and criminal damage.

Top 10 Most Deprived Lower Super Output Areas in North Yorkshire according to Crime Domain:

	District / Borough	LSOA within Ward	Deprivation Rank / 32,482
1	Scarborough	Eastfield	650
2	Scarborough	Castle	1115
3	Scarborough	Castle	2394
4	Selby	Selby South	2828
5	Selby	Selby North	2844
6	Selby	Selby North	3141
7	Scarborough	Castle	3591
8	Scarborough	North Bay	3781
9	Selby	Selby North	3928
10	Selby	Selby South	3957

Location of Lower Super Output Areas within 20% Most Deprived in England according to Crime Domain:

District / Borough	Number	Percentage
Craven	0	0.0
Hambleton	0	0.0
Harrogate	0	0.0
Richmondshire	1	6.7
Ryedale	0	0.0
Scarborough	8	53.3
Selby	6	40.0
Total	15	100

4.5e) Employment Domain

The employment domain measures involuntary exclusion of the working age population from the world of work. The employment deprived are those who would like to work but are unable to do so through unemployment, sickness or disability.

Top 10 Most Deprived Lower Super Output Areas in North Yorkshire according to Employment Domain:

	District / Borough	LSOA within Ward	Deprivation Rank / 32,482
1	Scarborough	North Bay	230
2	Scarborough	Castle	438
3	Scarborough	Woodlands	899
4	Harrogate	Woodfield	909
5	Scarborough	Eastfield	1536
6	Scarborough	Castle	1718
7	Scarborough	Whitby West Cliff	2032
8	Scarborough	Castle	2095
9	Scarborough	Eastfield	2142
10	Selby	Selby North	2345

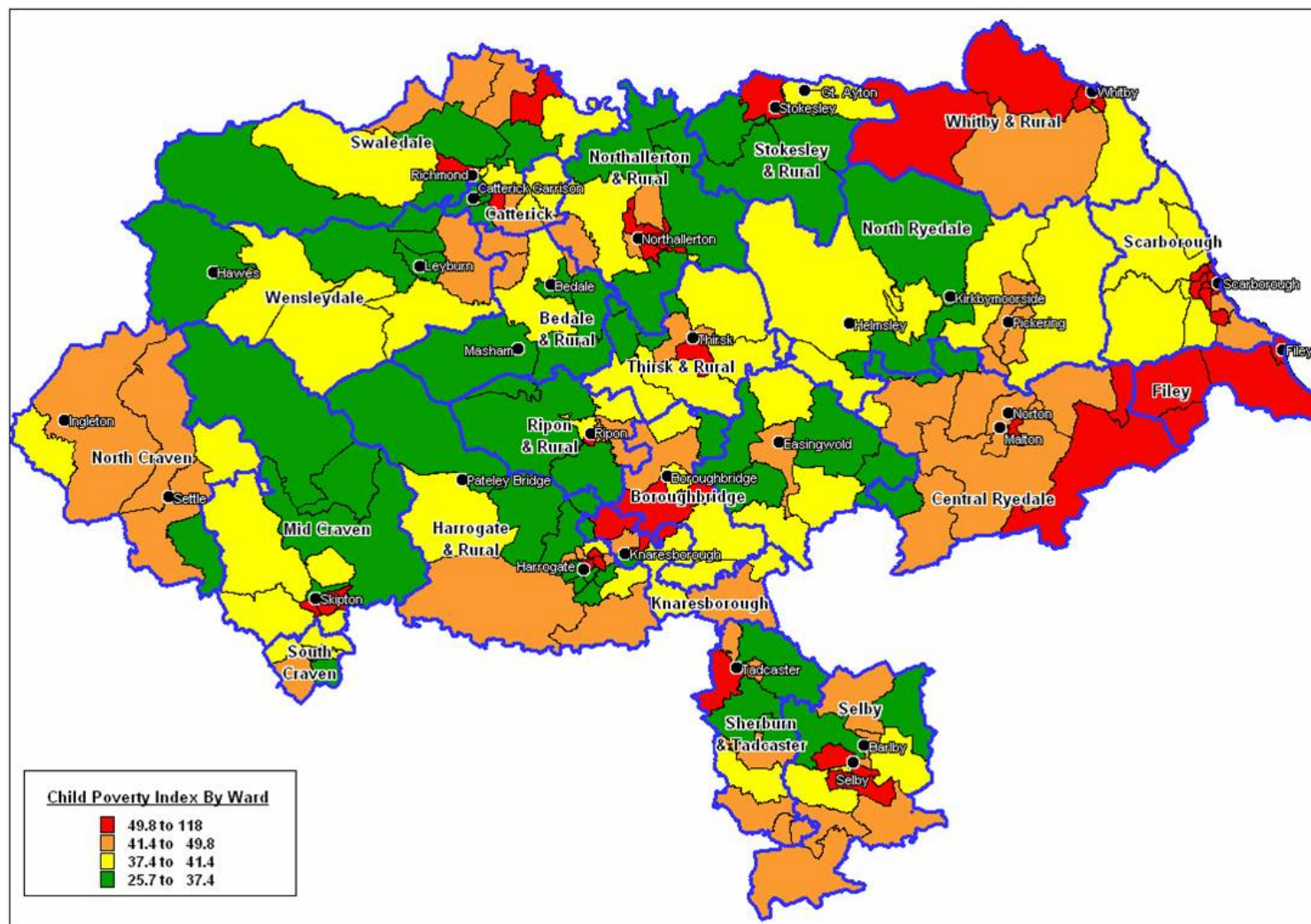
Location of Lower Super Output Areas within 20% Most Deprived in England according to Employment Domain:

District / Borough	Number	Percentage
Craven	2	9.1
Hambleton	0	0.0
Harrogate	2	9.1
Richmondshire	0	0.0
Ryedale	0	0.0
Scarborough	17	77.3
Selby	1	4.5
Total	22	100

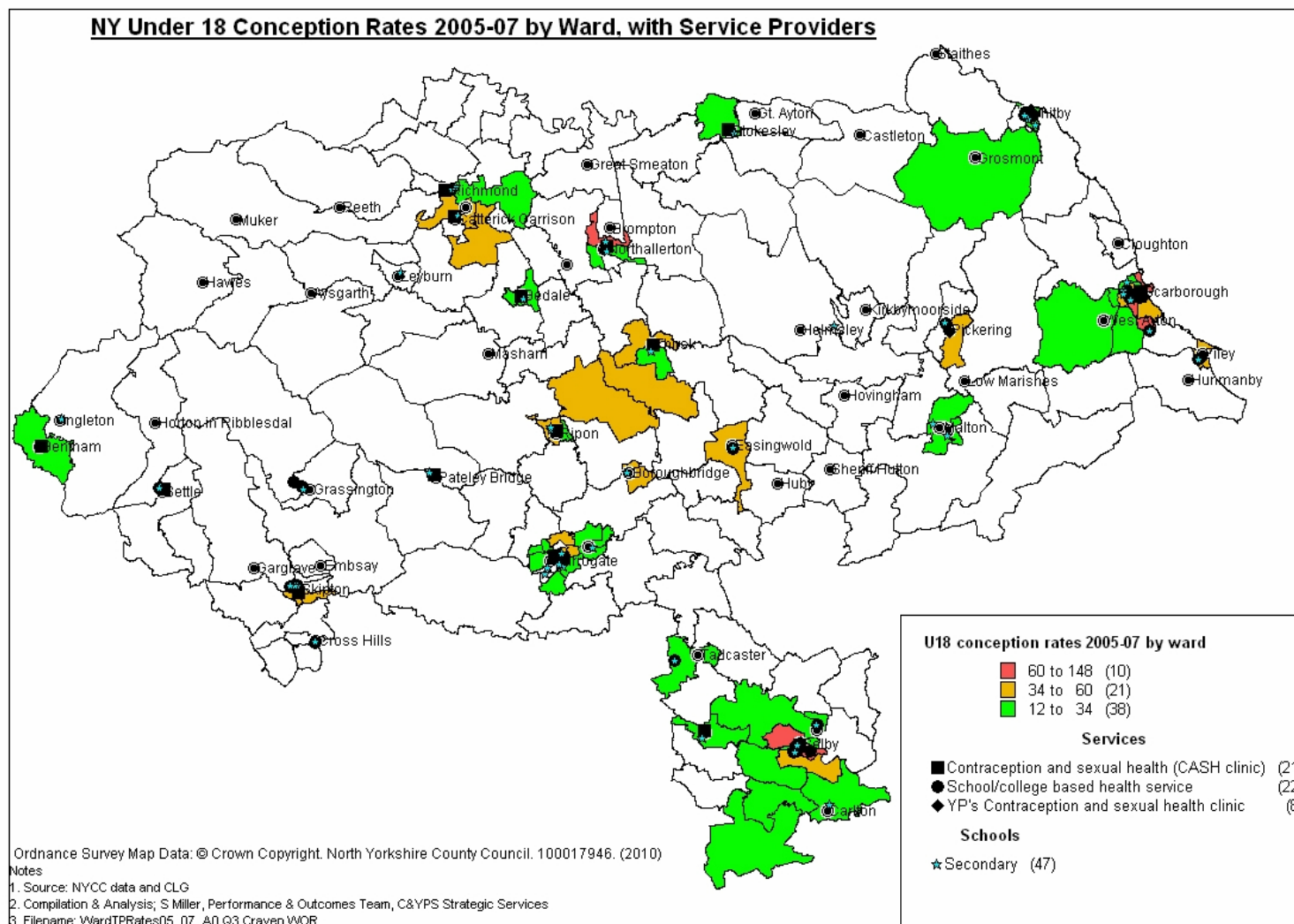
Other Indicators

Child Poverty Index July 2010

The Child Poverty Index (CPI) has been developed using 24 indicators drawn from internal and external data sets, covering economic, welfare, demographic and educational engagement data:



Sexual Health – under 18 conception rates



5.0 Youth Homelessness Presentations

Despite overall reductions in homelessness levels across all of York and North Yorkshire, levels of youth homelessness have remained proportionately high in the Sub-Region.

5.1 Young People presenting for Information, Advice and Accommodation

2009/10 (four quarters)

District	Total of young people seen	seen by another agency only	16/17 yr olds	% 16/17 year olds
Craven	155	93	52	33.5
Harrogate (HBC info only)	398	0	17	4.3
Hambleton	236	45	53	22.5
Richmondshire (RDC info only)	47	0	4	8.5
Ryedale	192	33	50	26.0
Scarborough	779	247	137	17.6
Selby	176	67	34	19.3
Total	1983	485	347	17.5

2010/11 (first two quarters only)

District				
Craven	60	41	22	36.7
Harrogate (HBC info only)	195	0	4	2.1
Hambleton	137	23	21	15.3
Richmondshire (RDC info only)	29	0	5	17.2
Ryedale	141	18	35	24.8
Scarborough	413	175	105	25.4
Selby	119	42	24	20.2
Total	1094	299	216	19.7

2010/11 (extrapolated figures for four quarters)

District				
Craven	120	82	44	36.7
Harrogate (HBC info only)	390	0	8	2.1
Hambleton	274	46	42	15.3
Richmondshire (RDC info only)	58	0	10	17.2
Ryedale	282	36	70	24.8
Scarborough	826	350	210	25.4
Selby	238	84	48	20.2
Total	2188	598	432	19.7

Note: the above table does not include all presentations as currently young people can present to many different organisations and it has not been possible to gather all that information.

In the two districts with the largest populations, Harrogate and Scarborough, over an 18 month period from April 2009 to September 2010 young people accounted for 1363 presentations to the Housing Options teams as can be seen from the table below:

District	Year	Presentations	Prevented homelessness	Homeless Applications
Harrogate	2009/10 4 qtrs	398	76	53
	2010/11 2 qtrs	195	21	27
Scarborough	2009/10 4 qtrs	532	192	81
	2010/11 2 qtrs	238	48	36
Total	18 months	1363	337	197

In Scarborough there are many of the components required for the Young Person's pathway with a Young Person's Prevention and Timeout service as well as the Housing Options team. The numbers of presentations can be seen in the table below:

District	Year	Presentations	Prevented homelessness	Homeless Applications
Scarborough Housing Options	2009/10 4 qtrs	532	192	81
Foundation Housing	2009/10 4 qtrs	247	154	N/A
Scarborough Housing Options	2010/11 2 qtrs	238	48	36
Foundation Housing	2010/11 2 qtrs	175	117	N/A
Total	18 months	1192	511	117

Note: There is no double counting

5.2 Level of Need/Risk

From some of the previous figures it has been possible to estimate levels of need/risk of the young people presenting. Data for this has not been available for all districts. Significant differences can be seen between the districts and depending on who has carried out the risk assessment. A robust needs/risk assessment to be used in all districts will be part of the new pathway and will address this issue:

2009/10 (4 quarters)

District	Total young people seen	Total young people risk assessed	High Risk	Medium risk	Low risk	% High Risk (based on those assessed)	% Med Risk (based on those assessed)	% Low Risk (based on those assessed)
Craven	155	155	29	59	67	18.7	38.1	43.2
Ryedale	192	64	22	36	6	34.4	56.3	9.4
Scarborough	247	247	156	48	43	63.2	19.4	17.4
Total	594	466	207	143	116	44.4	30.7	24.9

2010/11 (2 quarters)

District								
Craven	60	60	17	24	19	28.3	40.0	31.7
Ryedale	141	28	13	12	3	46.4	42.9	10.7
Scarborough	175	175	91	51	33	52.0	29.1	18.9
Total	376	263	121	87	55	46.0	33.1	20.9

2010/11 (extrapolated figures for 4 quarters)

District								
Craven	120	120	34	48	38	28.3	40.0	31.7
Ryedale	282	56	26	24	6	46.4	42.9	10.7
Scarborough	350	350	182	102	66	52.0	29.1	18.9
Total	752	526	242	174	110	46.0	33.1	20.9

Where data has been available there is usually a larger number of young women (58%) seeking assistance with housing compared to young men (42%), although in Scarborough this is closer to 50:50.

6.0 Supporting People Client Record Data

The period 2009-2010 and the first quarter of 2010-11 saw client record data obtained for 508 service users.

6.1 Service Users with Disabilities

Of a total of 508 returns, 23 (4.5%) were recorded as having a disability. Three of these young people were recorded as having two disabilities (learning difficulties combined with 'mobility', 'mental' and 'other'), bringing the total figure of disabilities recorded to 26. It is important to remember that this may be an under-representation of the true figures. For example, anecdotal information from providers indicates far higher levels of mental health problems among young people using services than indicated below. Recorded disabilities can be broken down as follows:

Disability	Number	Percentage
Mobility	2	7.69
Visual	1	3.85
Hearing	2	7.69
Chronic	1	3.85
Mental	8	30.77
Learning	10	38.46
Other	2	7.69
Total	26	100.00

6.2 BME Users

Work to date suggests that some BME communities are consistently under-represented in homelessness presentations. Analysis of the ethnicity of 508 clients for 2009/2010 and 2010/11 indicates the following:

Ethnicity	Number	%
White British	490	96.46
Asian	1	0.20
Black	4	0.79
Refused	11	2.17
Chinese / other	1	0.20
Mixed	1	0.20
Total	508	100

7.0 CYPS Services

7.1 Parent Support Adviser / Home School Support Adviser Cases

Data has been collected from 31 parent support advisers and home school support advisers on the number of cases they have worked with over the past year with a homelessness element. Returns to date indicate that 18 workers did not deal with any such cases. The 13 workers who dealt with cases with a homelessness element dealt with a total of 40 cases dispersed across North Yorkshire as follows:

Area	Number of cases with a homelessness element 2009-2010
Craven	2
Hambleton	0
Harrogate	6
Richmondshire	13
Ryedale	0
Scarborough	10
Selby	9
Total	40

7.2 Family Intervention Project Data 2009-2010

Harrogate – 4 cases where homelessness / housing was an issue:

- Family fleeing domestic abuse, lived in a hostel for a few weeks
- Family in a private let - the landlord served notice but Harrogate Council has agreed to pay bond on a new property
- Family prior to FIP intervention had an eviction notice served for rent arrears but this has now been withdrawn
- Family referred, had court proceedings issued

Scarborough – 7 cases where homelessness / housing was an issue:

- Three homeless families living in temporary accommodation
- Three families served with notices
- One case supporting a mother to attend HARP (independent service) and seek legal advice as the landlord failed to undertake essential repairs (no heating and hot water for example), making the property uninhabitable

7.3 Integrated Youth Services (IYS)

A snapshot of the young people Integrated Youth Services (IYS) worked with during October 2010 indicates that a total of 63 cases had a homelessness element i.e. involved working with a young person of no fixed abode. Of these cases, 27% involved young people aged 16 and 17. The remainder involved a young person aged 18-23, with the exception of one case involving a 14 year old.

Area	Number of IYS cases with a homelessness element October 2010
Craven	5
Hambleton & Richmondshire	4
Harrogate	8
Ryedale	19
Scarborough	17
Selby	10
Total	63

7.4 Looked After Children / Care Leavers

Children in Care

Table 1: 16/17 year olds admitted into care 2006-2010

Year	Number entering care
2006 - 2007	24
2007 - 2008	22
2008-2009	16
2009-2010	33

Between 01/04/2009 and 31/03/2010, a total of 147 Looked After Children were either 16 or 17 at some point during this period. Snapshot data was collated at two points during this period (01/12/2009 and 01/03/2010) to provide a snapshot idea of bandwidth required.

Table 2: Accommodation Snapshots 01/12/2009 and 01/03/2010

Type	01/12/2009	01/03/2010
Parents or Relatives	12	11
Community Home/Residential Home/Children's Centre	13	13
Semi Independent	1	2
Lives with friends	2	2
Supported Lodgings	4	4
Foster Care Placement	30	31
Staying Put	19	14
Bedsit	1	1
Crashpad	1	1
YMCA	2	2
Independent Living	14	13
Homeless	0	0
Supported Accommodation	1	1
Shared Accommodation	2	3
Bed and Breakfast	3	5
In Custody / bail	0	1
Other	1	1

Not Known	0	0
Total	106	105

Of these young people, most will not need to be considered under the remit of this review. This includes e.g. young people returning home, placed with foster carers or residing in a community or NHS residential facility.

Data estimates suggest that at any one time around 73% of Looked After Children reside in foster care, with around 200 foster carers in North Yorkshire. It can be difficult to predict *where* in North Yorkshire Looked After Children in foster care will be placed; figures can fluctuate across the 7 districts.

This review also needs to take into consideration the fact that we are looking to reduce both overall numbers taken into care and also numbers placed out of county.

Care Leavers

In the reporting period 2009-2010, 47 16-18 year olds were discharged from care.

Table 3: Young people in care between 01/04/2009 - 31/03/2010 who were 16 or 17 during this period and left care before 31/03/2010

Destination	Number
Parents or Relatives	5
Community Home/Residential Home	4
Semi Independent	3
Supported Lodgings	0
Staying Put	9
Ordinary Lodgings	0
Foyers	0
Independent Living	16
Emergency Accommodation	1
Bed and Breakfast	0
In Custody	3
Other	4
Not Known	2
Total	47

Table 4: Average Length of Stay in Care

Average length of stay in care	Number
10 – 14 years	8
5 – 10 years	12
1 – 5 years	12
Less than 1 year	11
Unknown	4

Total	47
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For care leavers 2009-2010, average length of stay in care was 5.4 years, but with a considerable range from 13 years 11 months to less than a month.

Data tracking suggests around 1 in 6 young people return home. The annual figure can vary and the table above indicates 1 in 10 returned home in that period.

We will need to consider the age breakdown of young people leaving care, particularly as those aged 16 or 17 who leave care are likely to have higher support needs. The above figures indicate that 18 young people were 16 or 17 when they left care.

Table 5: Young People entering care aged 15 – 17 with homelessness as the main cause (01-04-09 to 31-03-10)

N.B. LAC refers to Looked After Child

Date entered Care	Left care in period	Date left care	Age left care	Current Accommodation	Preferred Type of Accommodation (where applicable)
25/03/2009	N	Current LAC	Current LAC	Independent Living	
01/04/2009	N	Current LAC	Current LAC	Placement with other foster carer	
08/04/2009	Y	30/07/2010	16.5	Other kinship arrangement	
02/07/2009	N	Current LAC	Current LAC	Placement with other foster carer	
04/07/2009	N	Current LAC	Current LAC	B & B	Supported Lodging
09/07/2009	Y	22/04/2010	16.3	Foster Placement with relative or friend	
20/07/2009	Y	15/09/2009	17.3	Bail Hostel	Supported Lodging
21/08/2009	Y	01/02/2010	17.0	Crashpad	
24/08/2009	N	Current LAC	Current LAC	Placement with other foster carer	
08/09/2009	Y	26/10/2010	17.4	Shared Accommodation	Shared Accommodation
23/09/2009	Y	16/10/2009	16.2	YMCA	
28/09/2009	Y	19/03/2010	18.2	YMCA	
01/10/2009	Y	04/10/2009	16.1	Placement with other foster carer	
21/10/2009	Y	21/01/2010	17.4	Children's Home	
22/10/2009	Y	10/08/2010	16	Independent Living	

18/12/2009	Y	21/04/2010	17	Shared Accommodation	Shared Accommodation
24/12/2009	Y	01/04/2010	16.8	Independent Living	Other
28/12/2009	Y	25/04/2010	16.8	Lives with friends	Supported Lodging
04/01/2010	N	Current LAC	Current LAC	Residential Establishment	Family Home
25/01/2010	Y	25/10/2010	17.9	Semi Independent Living at Guest House	
26/02/2010	N	Current LAC	Current LAC	Placement with other foster carer	
05/03/2010	N	Current LAC	Current LAC	Foster Care Placement	Foster Care Placement

For the 22 young people entering care aged 15-17 with homelessness as the main cause (01-04-09 to 31-03-10), 6 of these left care before 31/03/2010. 14 of these have now left care (as of November 2010).

Analysis of existing data suggests that the number of young people we can expect to work with annually under G. versus Southwark will be 25.

Table 6: Average Length of Stay in Care (Homelessness as main cause)

Average length of stay in care	Number
More than 1 year	0
6 months – 1 year	5
3 months – 6 months	5
Less than 3 months	4
Still in Care as of November 2010	8

Table 7: Bandwidth Estimates of Looked After Children and Former Relevant requiring Accommodation and Support

	Young people in care 01/12/09	Young people in care 01/03/10	Average require accomm	Former Relevant 01/12/09*	Require Accom**	Former Relevant 01/03/10*	Require Accom**
Craven	1	1	1	1	0	2	0
Hambleton	13	12	1	12	2	14	2
Harrogate	20	22	5	18	2	22	3
Richmondshire	3	3	1	3	0	3	0
Ryedale	5	5	2	9	1	10	1
Scarborough	17	18	5	28	4	31	4
Selby	8	8	2	8	1	9	1
Other	1	0	1	0	0	0	0
Out of County	38	36	6	68	9	70	9
Total	106	105	24	147	19	161	20

Based on these snapshots, **an average of 24 young people currently in care will require accommodation which falls under the scope of this review at any one time.**

* Please note, original former relevant's data was broken down by areas not district, so the numbers per district indicated here are estimates only

According to the data analysed here, **around 20 former relevant's will require accommodation at any one time.**

** Data suggests that around 13% of former relevant's will require accommodation under the new provision

Staying Put

The Staying Put scheme allows young people to remain with their foster carers beyond the age of 18. 28 young people were accommodated under Staying Put in November 2010. Of these 10 entered or left care aged 16-17 in the period 01.04.09 to 31.03.10. Entry to the scheme was suspended in August 2010 so there are an additional small number of young people who may have Stayed Put had the option been available. **Estimates suggest that the maximum provision of Staying Put places required at any time will be 30.** It is difficult to predict the distribution by District, beyond assuming that urban areas will see the greatest number.

Supported Lodgings

CYPS offers a number of Supported Lodgings placements countywide. As the Barnados 'Youth Base' Supported Lodgings service reaches full contracted capacity of 36 units this service will no longer be required.

7.5 Teenage Parents

Existing Provision and current levels of need

The North Yorkshire Sub-Regional Housing Strategy recognises the housing and support needs of teenage parents as a key issue. There is currently one specific accommodation service for teenage parents, consisting of 7 units, in Harrogate. This is provided by Foundation Housing. There is also one unit for teenage parents in Scarborough and one unit in Skipton provided by Foundation Housing. Data on the specialist unit in Harrogate indicates that average length of stay is '1-2 years'. This is compared to an average length of stay for young people across all services of 'up to 1 year' and may well reflect the additional needs of teenage mothers coping with learning to manage a home and a baby.

Of the Supporting People client record data obtained for service users in 2009-2010, 14 were teenage parents. 2 of these accessed floating support in Selby provided by Chevin Housing and 1 accessed Selby Supported Tenancies provided by Foundation. 8 accessed Foundation's teenage parent provision in Harrogate. 2 accessed Foundation Housing provision in Ryedale and 1 accessed Richmond YMCA's foyer. For the first quarter of 2010-2011, 2 service users were identified as teenage parents. 1 accessed Foundation's teenage parent provision in Harrogate and the other accessed floating support in Harrogate. Consultation with providers however indicated a higher level of teenage parents than reported through client records.

This data is supplemented by a November 2010 'snapshot' of current need and gaps in provision. Detailed questionnaire responses were collected from 11 agencies countywide. For an analysis of the findings please see appendix 6.

Using ONS data and national research (estimating that 40% of teenage parents need supported accommodation) it is estimated that each area will work with the following numbers of new parents each year:

	Actual Number of U18 conceptions between 2006-2008	Average number of u18 conceptions per year between 2006-2008 (actual number divided by 3 years)	Average number giving birth per year between 2006-8 (using ONS data on % leading to abortion)	Estimated number requiring housing per year (based on national evidence that 40% need housing)
Craven	65	22	10	4
Hambleton	131	44	30	12
Harrogate	206	68	33	13
Richmondshire	77	26	12	5
Ryedale	70	23	12	5
Scarborough	271	90	53	21
Selby	169	56	27	11
Total	989	330	177	71

There is also some limited information on the numbers (teenage pregnancy or teenage parent) accessing services across the districts in 2006/07 and 2007/08:

District	Presented as homeless 06/07	Presented as homeless 07/08	Average
Craven	2	7	5
Hambleton	16 (average only)	16 (average only)	16
Harrogate	6	10	8
Richmondshire	6	13	10
Ryedale	3	5	4
Scarborough	9	12	11
Selby	No data	7 (for 2008-2009)	7
Total	42	70	61

This data suggests that on average the number of pregnant teenagers / young parents presenting as homeless is slightly below the estimated national average. This appears to be supported by the experiences of front-line staff, who indicate that the majority of teenage parents in North Yorkshire will continue to be supported by their families and will not have additional accommodation and support needs.

Geographical Considerations

The top twenty wards for numbers of teenage pregnancies 2005-2007 are located in the following districts:

District	Number of wards	Percentage of top 20 wards
Craven	1	5
Hambleton	2	10
Harrogate	6	30
Richmondshire	1	5
Ryedale	0	0
Scarborough	7	35
Selby	3	15
Total	20	100

The top five wards for rates of teenage pregnancies 2001-2007

	2001-03	2002 - 04	2003-2005	2004-06	2005-07
1.	Castle (SB)	Ramshill (SB)	Ramshill (SB)	Castle (SB)	Castle (SB)
2.	Central (SB)	Castle (SB)	Castle (SB)	Selby North (SEL)	Selby North (SEL)
3.	Ramshill (SB)	Central (SB)	Woodlands (SB)	Woodlands (SB)	Ramshill (SB)
4.	Richmond West (RM)	Woodlands (SB)	Northallerton North (HM)	Ramshill (SB)	North Bay (SB)
5.	Catterick (RM)	Filey (SB)	Selby North (SEL)	Central (SB)	Northallerton North (HM)

SB = Scarborough RM = Richmond SEL = Selby HM = Hambleton

District	Number of appearances in top 5 wards for rates of teenage pregnancies (2001-2007)	Percentage of total
Craven	0	0
Hambleton	2	8
Harrogate	0	0
Richmondshire	2	8
Ryedale	0	0
Scarborough	18	72
Selby	3	12

The data clearly demonstrates that whilst from the most recent data (2005-2007) Scarborough and Harrogate have a fairly similar number of top 20 teenage pregnancy wards (7 and 6 respectively), a further breakdown shows that over a longer historical period Scarborough has featured very consistently in the top 5 teenage pregnancy wards. Interestingly, no wards in Harrogate featured in the top 5 during the period.

7.6 Young Offenders

A 'snapshot' of 16-18 year olds allocated to all case workers in October 2010 countywide reveals the following:

Table 1: Age of Young Offenders

Age	Number	%
16	52	33.12
17	75	47.77
18	30	19.11
Total	157	100

34 of these young offenders are looked after children or care leavers. As these individuals will be counted with the looked after children data, this leaves a total of 123 individuals known to the youth justice service and not in care.

Table 2: Young Offender accommodation needs snapshot

District	Number returned home	Number we may need to accommodate
Craven	0	0
Hambleton	13	1
Harrogate	17	7
Richmondshire	7	0
Ryedale	4	4
Scarborough	26	10
Selby	4	0
Other	2	1
Out of County	18	9
Total	91	32

As table 2 illustrates, the majority of young offenders (74%) are accommodated suitably in the family home so do not fall under the remit of this review.

The remaining young offenders may fall under the scope of the review as they are currently accommodated either within existing relevant services such as Supported Lodgings, or in unsuitable accommodation such as Bed and Breakfast facilities. This figure is only an estimate. For example, it includes young people currently in custody; these individuals may very well return to their family home on release, but if they are unable to do so they are likely to require accommodation and support services.

7.7 Summary of Total Predicted Bandwidth (CYPS)

	In Care and needing accommodation	Offenders	Former Relevants	Total
Craven	1	0	0	1
Hambleton	1	1	2	4
Harrogate	5	7	3	15
Richmondshire	1	0	0	1
Ryedale	2	4	1	7
Scarborough	5	10	4	19
Selby	2	0	1	3
Other	1	1	0	2
Out of County	6	9	9	24
Total	24	32	20	76

8.0 Existing Services

For a full list of existing services and capacity please see appendix 1.

8.1 Supporting People

Supporting People accommodation and support currently consists of 27 services countywide, provided by 10 service providers. These services provide a total of 359 units. Of these, 234 are Accommodation Based (65%) and 125 Floating Support (35%).

Accommodation based services incorporate a range of services including those with either waking or sleeping night staff, those with daytime staff on site and emergency call out and one with a live-in landlord. 1 accommodation scheme is specifically for teenage parents.

Prevention and floating support services include Mediation and Time Out. These are early intervention services designed to encourage young people at risk of homelessness to remain in their own homes.

Table 1: Existing Supporting People Services by District

District	Units		% units	% funding
	Accommodation Based	Floating Support		
Craven	32	17	13	14
Harrogate	46	17	17	17
Hambleton	18	0	5	14
Richmondshire	20	0	6	6
Ryedale	14	10	8	6
Scarborough	58	40	27	21
Selby	8	20	8	11
Countywide	36	21	16	11
Total	234	125	100	100

Table 2: Outcomes by Geographical Location for Children and Young People using Services

District	Maximise Income			Obtain Paid Work			Develop Confidence and Ability		
	Support Required	Outcome Achieved	Percentage Achieved	Support Required	Outcome Achieved	Percentage Achieved	Support Required	Outcome Achieved	Percentage Achieved
Harrogate	73	65	89.04	26	4	15.38	81	67	82.72
Craven	31	29	93.55	11	3	27.27	15	13	86.67
Selby	33	32	96.97	12	4	33.33	10	10	100
Scarborough	35	34	97.14	10	1	10	33	24	72.73

Ryedale	24	24	100	17	0	0	23	20	86.96
Hambleton / Richmondshire	16	15	93.75	7	2	28.57	19	18	94.74

As table 2 illustrates, there is inequity of outcomes across geographical areas and also across different outcomes.

Of particular significance is the fact that only an average of 19% of young people using Supporting People services who require support to obtain paid work are able to achieve this objective. This policy document recommends that more needs to be done to reduce the number of young people using services who are not in employment, education or training (NEET). Requirements to support young people back into employment, education or training as appropriate will be incorporated into service specifications.

Additionally, it is anticipated that the level of need may alter as services are no longer provided to lower-risk young people. For example, as Supporting People Client Record Data demonstrates, a considerable number of services users - almost a third - are currently entered as 'self-referring' or accessing services directly with no prior assessment of their level of need (see table 3).

Table 3: Client Record Data 2009/2010 and 2010/2011 – Referral Method

Referral Method	Number	Percentage
Self-referral	164	32.28
Other	344	67.72
Total	508	100

This is significant because whilst not all of these self-referrers will be 'lower risk', a significant number may well be. The new pathway model will need to be based on a thorough assessment process which ensures resources are directed appropriately and towards those with the highest levels of need. Self-referral will no longer be a route through which young people will access services.

8.2 CYPS

Support for young people at risk of homelessness is currently offered by the following CYPS services:

- Children's Social Care (Child Placement Service, Family Support Workers, Leaving Care Personal Advisors, Family Group Conferencing etc)
- The Youth Justice System
- Think Family (Family Intervention Projects working with high risk families, Parent Support Advisors, parenting programmes)
- Integrated Youth Support (incorporating the provision of Integrated Advice and Guidance and more Targeted Youth Support for those young people aged 13-19 who need it most)
- Mainstream and universal services such as the Youth Service (providing a wide range of social, recreational and educational experiences for young people) and the Education Social Work service

- a countywide Staying Put Scheme to encourage young people in care to remain with their foster parents beyond the age of 18
- a number of Children's Homes and Supported Lodging units countywide

8.3 District / Borough Councils

The 7 district / borough councils fund a variety of prevention and mediation services and short-term accommodation in each area through a combination of the CLG Homelessness Prevention Grant and other district funding:

Nightstop

Nightstop schemes offer short-term emergency accommodation with an approved host family for young people. Scarborough, Selby and Ryedale fund a Nightstop scheme, and Hambleton and Richmondshire district councils also fund a joint Nightstop scheme with a capacity of 6 across the two areas. The amount of district funding committed to Nightstop for 2009-2010 was as follows; Scarborough £12,000, Selby £10,000, Ryedale £5,000, Hambleton £7,000 and Richmondshire £4,000.

Time Out

Time Out schemes provide mediation services for young people and their families, with the aim of supporting young people to remain in the family home or return if they have already left. Short-term accommodation is provided alongside the mediation element of the scheme. Time Out is jointly funded by councils and Supporting People in Scarborough, Hambleton and Craven. Scarborough Borough Council's Time Out scheme can accommodate 3 young people in self-contained managed properties, with floating support provided by Foundation. The accompanying mediation service (Foundation) has a capacity of 40 and offers both mediation and floating support. Hambleton District Council provides a Time Out service with self contained accommodation for 2 young people provided by Endeavour Housing Association. Floating support is offered alongside this, provided by Foundation. The Time Out service also offers mediation with a capacity of around 14. Again, this is provided by Foundation Housing. Craven District Council's Time Out can accommodate 2 young people in self-contained properties owned by the council, with floating support from Foundation Housing. Mediation services are also provided by Foundation; in 2008-2009 this service worked with 29 young people. For the period 2009-2010, the three districts spend a total of £34,000 on Time Out services in addition to Supporting People funding. £4000 was spent in Craven, and £15,000 in both Scarborough and Hambleton.

Other Services

Richmondshire District Council provides a schools outreach programme for year 11 pupils at a cost of £1500 annually. Ryedale District Council funds a Safe Move scheme. This is a mediation service provided by an independent agency in a YMCA building at a cost of £1,500 for 2009-2010. This service worked with 131 young people during this period. Ryedale District Council also funds Bridge House, an accommodation service with floating support that can accommodate 9 people (at least 50% usage of Bridge House by young people) with a private landlord. Through the ARCH Mediation Service, Harrogate Borough Council provides a homelessness mediation service for families of 14-25 year olds.

8.4 Geographical Considerations

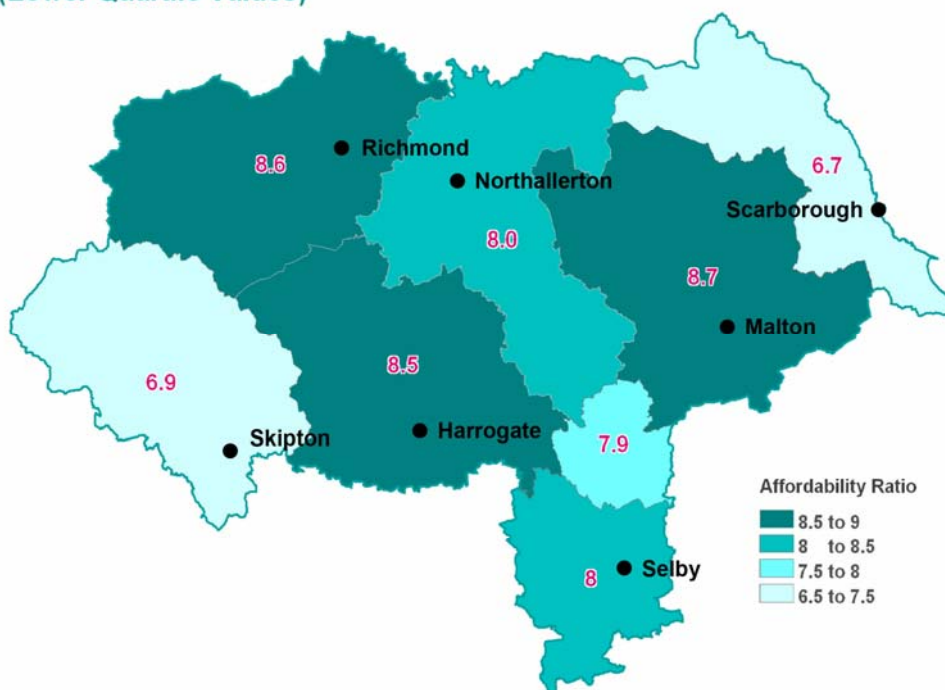
North Yorkshire covers 3,102 square miles and consists of a county council and 7 District/Borough councils. This two tier local authority arrangement means that developing effective partnership between the countywide and the local level is essential.

The county of North Yorkshire is predominantly rural in character. Whilst 21% of residents live in the two major urban centres (Harrogate and Scarborough), 32% of people live in areas defined as 'sparse' and 24% live in areas defined as 'super-sparse'. Ryedale has 0.34 persons per hectare and Richmondshire has 0.36, which makes them the 7th and 8th most sparsely populated local authority areas in the United Kingdom. According to ONS data from 2001, just over half the population of Ryedale lives in villages, hamlets or isolated dwellings. Public transport can also be very limited and it can be difficult to provide cost-effective public transport in very rural areas. This can present significant challenges to effective service provision, for example by making it more difficult and costly to provide cost-effective, high quality and fully accessible services. The Sustainable Community Strategy recognises that North Yorkshire residents have poor access to services compared to most of England. Additionally, Index of Multiple Deprivation data from 2007 indicates that across North Yorkshire as a whole 27.6% of Lower Super Output Areas are in the most deprived quintile in England according to indicators reflecting geographical barriers to housing and services. In Ryedale and Richmondshire the figure is 50%, largely as a result of the road distances to local services. This has particularly relevance in the case of youth homelessness as whilst overall car ownership is above average across the county (with the exception of Scarborough), young people – particularly vulnerable young people at risk of homelessness – are amongst the least likely to have access to a car. The Council Plan 2010-2013 also acknowledges that there are fewer facilities for young people in the more rural parts of the county, and fewer support mechanisms for those on lower incomes. With the current economic climate, this lack of support may become a key issue.

Additionally, whilst quality of life across North Yorkshire is generally high, pockets of deep deprivation exist. This includes both pockets of urban deprivation and more scattered rural deprivation. The County is also home to a number of MoD establishments including Catterick Garrison - the largest Garrison in the British army - and RAF bases with an increasing population. It is recognised that housing growth and affordability issues in these areas must be addressed.

Lack of affordable housing in rural areas is a key issue. The North Yorkshire Sub-Regional Housing Strategy clearly acknowledges the difficulties around securing affordable housing in North Yorkshire, with house prices across North Yorkshire substantially higher than the rest of the region, particularly in the Harrogate area. As a consequence of high house prices and relatively low income levels, affordability is a huge issue, particularly in Harrogate and Ryedale.

Relative Affordability - Income to House Price Ratio (Lower Quartile Values)



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This situation is exacerbated by the high rates of second home ownership countywide, particularly in national parks and coastal areas, and by the growth of 'commuter towns' where residents travel to nearby commercial centres for work. Additionally, a significant proportion of North Yorkshire housing stock is let as holiday cottages, further limiting the amount of properties available for purchase or long-term let. According to North Yorkshire's Joint Strategic Needs Assessment 2010 Interim Report, North Yorkshire as a whole has a higher proportion of owner occupied dwellings than the national average and a lower proportion of rented housing than the national average, particularly in Selby where the percentage of households rented in 2001 was only 21.6% compared to a national average of 31.3% (Richmondshire is the exception to this rule, where a higher level of renting may be attributed to the army Garrison at Catterick). These factors contribute to inflated house prices and make it more difficult for local and first-time buyers to afford local accommodation. This may contribute to the difficulties young people might have in securing private rented accommodation and may also make it more difficult for young people already living in private rented accommodation to maintain rent payments, putting them at greater risk of homelessness.

9.0 Summary of Consultation Findings

9.1 Young People: Feedback from Service Users

The following points were raised during consultation with the 9 young people who attended the stakeholder consultation events:

Reasons for accessing service	Breakdown in family relationships or family unable to accommodate
	Sofa surfing/living with friends until this relationship breaks down
	Sleeping rough
	Needed support/alcohol/drug issues
Awareness of Service	Friends who were past or present service users or word of mouth
	Social Services/Mental Health Service
	Housing Department / other housing support provider
	Live locally and aware of scheme
	College Tutor
Accessing Service and wait time	Between 2 days and 4 weeks, sometimes instant
	A minority stayed in Bed and Breakfast prior to coming into an SP service
	At times young people had to wait for a vacancy. If there was not vacancy they were seen, signposted and kept in touch until vacancy occurred
What would have made a difference to individual service users	Would have been nice to talk to someone before leaving home about homelessness or living in supported scheme – some schemes have a bad reputation and this can be quite scary even if this is not founded
	Need for better communication between different providers, local authorities and local landlords e.g. when ready to move onto independent flat with support from another provider they insist on pre-tenancy training which has already been undertaken with the present provider
	More information would be helpful from the Housing Department about options
	Something to do in the evenings, not just a roof over your head
	It is good living in accommodation where everyone requires the same level of support
	Drop in before accessing service wouldn't be helpful as it is hard to build up trust, however, the use of drop in after leaving the service is seen as beneficial
	Housing Providers can be good when you are actually homeless but not so good when young people need to move on
	Young people do not wish to move away from family connections; this can be an issue if there are no local schemes
	Although Mediation is seen as a first route this would not have helped in a couple of situations as young people felt relationships had broken down and this method was 'too little too late'
	In some cases shared accommodation is simply not appropriate. In others, despite initial reservations it provided a good opportunity to meet new people and build confidence
	Young people would prefer accommodation-based support staff at night rather than emergency call out
	Some accommodation is not a good standard and is in need of repairs
	In one case, Nightstop was offered but turned down as it was not available

	locally
	Teenage parent provision must be provided locally
Benefits of using these services	Provided stability, security and encouragement not to get into trouble
	Services identified as good and assisting independence e.g. supporting young people into education, assisting with budget management

9.2 Stakeholders: Feedback from Consultation Events

The information below provides a summary of feedback from the Young People Stakeholder Consultation Events 19 - 23 July 2010. Four separate events took place covering Hambleton/Richmondshire, Ryedale/Scarborough, Selby and Harrogate/Craven. For a full list of attendees please see appendix 2.

Table 1: Number of Attendees at Young People Stakeholder Events

Area covered by event	Number of attendees
Hambleton/ Richmondshire	30
Ryedale/ Scarborough	30
Selby	21
Harrogate/ Craven	61
Total	142

Table 2: Overall Representation by Organisation at the Stakeholder Events

Organisation	Number attending
NYCC (including Leaving Care, Supporting People, Pathway Teams)	51
Foundation Housing	14
District / Borough Council	13
Young Person / Service User	9
YMCA	8
Youth Justice	5
Horton Housing	5
Safe & Sound Homes	4
Barnados	4
Mediation service / prevention service	3
Yorkshire Housing	2
York HA	2
Chevin Housing	2
Stonham	2
Leeds Federated HA	2
Broadacres	2
Primary Care Trust	1
Other	13
Total	142

Workshop 1: Homeless prevention services countywide – what should they be and how should they work together.

Table 3 shows what percentage of the overall comments made were regarding the need for each of the individual preventative measures discussed. Overall the comments made most frequently related to preventative work in schools, improved multi-agency working, short-term/emergency accommodation, mediation, intervention being family focussed and the need for young people to be able to access information and guidance. It was suggested that multi-agency working could be improved by *“multi-agency settings with co-located staff”* which would also mean *“young people don’t have to travel around different services”*. It was regularly commented that there should be a *“priority of mediation”*, with suggestions that it should be more accessible to over 18s, where there is currently a *“gap in services”*. Comments highlighted the need for *“better coordination of parenting support as part of homelessness prevention”* and suggested the need for *“more ‘parents of teenagers’ courses”*.

Table 3: Percentage of overall comments made which were regarding the need for each of the individual preventative measures listed below.					
	Area covered by event				Over-all
	Hambleton/ Richmondshire	Ryedale/ Scarborough	Selby	Harrogate/ Craven	
Preventative measure					
Prevention work and life skills taught in schools	13%	21%	15%	20%	17%
Agencies working together	7%	12%	10%	18%	12%
Mediation	11%	12%	5%	8%	9%
Short Term/Emergency Accommodation	13%	3%	10%	10%	9%
Family focussed intervention	7%	6%	20%	8%	9%
Advice, information & guidance (e.g. via drop ins)	11%	6%	15%	4%	8%
Work with pre-16s	5%	12%	0%	8%	7%
Skills & Training (e.g. pre-tenancy, managing relationships)	9%	9%	10%	2%	7%
Identifying and targeting households where young people might be at risk in the future	2%	6%	5%	4%	4%
Flexible & accessible services - clearer gateway into services	5%	3%	0%	6%	4%
Single point of contact	2%	3%	5%	4%	3%
Consistent approach (county-wide and between services)	5%	0%	0%	4%	3%
One off Support	2%	0%	0%	0%	1%
Support families with their finances	2%	3%	0%	0%	1%
Ensure teachers, youth	2%	0%	0%	2%	1%

workers etc. have correct information to pass on					
Differentiated support for people with medical diagnoses e.g. ADHD, autistic spectrum	0%	3%	0%	0%	1%
Use of Common Assessment Framework across the board for assessments	2%	0%	0%	0%	1%
Mentors	2%	0%	5%	0%	<1%
Tackle view that young people need to gain vulnerability in order to get housing	1%	0%	0%	0%	<1%
Prevention work via Connexions	2%	0%	0%	0%	<1%

Workshop 2: What should a typical support service for young people look like?

Table 4 shows what percentage of overall comments made were regarding the need for each of the individual factors related to support services for young people discussed. Overall, the most commonly mentioned factors were increased out-of-hours support, choice/flexibility of services, joined up working on the front-line and the importance of supported accommodation for young people. Comments on joined up working highlighted the need for “*shared budgets*” and “*co-location of services*”. The need for a “*flexible support package ranging from intense to non-intrusive (low level) education/ management/ prevention; both accommodation based and floating support*” was also repeatedly mentioned throughout the events. It was hoped this would ensure “*young people have some elementary choice with the support they receive – provider and how it’s provided*”. The need for out of hours support was highlighted, “*especially for the intense customers*”. While it was recognized that 24/7 support would be ideal, but not always possible, the need for “*flexibility in terms of support hours*” was suggested.

Table 4: Percentage of overall comments made which were regarding the need for each of the individual factors related to support services for young people.

	Area covered by event				Over-all
	Hambleton/ Richmondshire	Ryedale/ Scarborough	Selby	Harrogate/ Craven	
Factors relating to support service					
Out of hours support	9%	17%	13%	14%	13%
Joined up working, communication & co-location of agencies	5%	14%	8%	18%	11%
Increased/continued provision of supported accommodation	11%	10%	17%	10%	11%
Choice/flexibility	11%	7%	8%	14%	11%
Ongoing training and support - tenancies, budgets, living	13%	7%	4%	4%	8%

skills					
More for chaotic young people	7%	14%	8%	2%	7%
Accommodation panel for young people	7%	3%	8%	6%	6%
One worker assigned to young person at risk of homelessness	2%	7%	4%	12%	6%
Good move on accommodation is important	7%	3%	8%	2%	5%
Floating support for less chaotic	2%	7%	8%	2%	4%
Pathways through services	0%	3%	8%	2%	3%
Accessibility	4%	3%	4%	2%	3%
Personalised budgets, especially for more chaotic	5%	0%	0%	0%	2%
Keep in local community	2%	0%	0%	4%	2%
Timely access	2%	0%	0%	0%	1%
Mentoring	2%	0%	0%	2%	1%
Halfway house	2%	0%	0%	2%	1%
Drop-ins	4%	0%	0%	0%	1%
Self contained	2%	0%	0%	2%	1%
Signposting to other agencies where necessary	2%	3%	0%	0%	1%
Joint commissioning	2%	0%	0%	2%	1%

9.3 Providers: Feedback from Provider Forum

A marketplace event was held for providers in October 2010. This introduced potential future service providers to the 'pathway' approach, and provider feedback was sought on both this approach and the tendering process / creation of specifications. The following provides a summary of the key issues raised during a small-group discussion session with providers:

- Overall there was support for the review of services and the pathway approach, particularly the way the pathway approach focuses on working to get young people back living with their family or kin. Providers agreed with the general principle of what we were trying to achieve but expressed concerns that this concept can be fraught with difficulties, and a 'culture shift' would be required
- There was a clear awareness that the new services would be targeted more narrowly at higher risk young people, but this was accompanied by concerns that some lower risk young people who are no longer picked up by services might 'slip through the gaps' and their problems might escalate as a result
- Providers feel that a gateway system often works well for young people with more generic needs, but a single gateway point (e.g. local authority representative) might lack the skills needed to recognise certain risk factors and refer a young person to a specialist service. It is all about the quality of the gateway

- For some groups, the principle of providers working together was acceptable, however it was considered this would be highly unlikely in practice unless NYCC insisted this should be done
- In contrast, other groups recognised that the landscape for providers is changing from one of competition to one of co-operation. Working together will be the only way forward, including 'linking in' with other providers, sharing expertise and putting forward joint tendering bids. Providers recognised that they will also have to be more flexible in what services they can offer e.g. tendering to offer support for a combination of both high and medium risk young people. Providers stressed that the specification must be sufficiently open and flexible to allow this
- Providers would prefer an output based specification; if we ask them to provide a solution to a particular scenario this allows them to be much more innovative and creative in how the outcomes are achieved. As regards contract length, providers feel 5 years is the minimum to provide stability, accountability and value for money
- As regards the accommodation and different levels of support, there was broad agreement across groups that there is insufficient accommodation already and unless this changes the project may not realise its full potential. The shortage of move on accommodation was a particular concern, as this means that the pathway approach has no clear end

10.0 Applicability and Scope

10.1 An Equality Impact Assessment has been carried out to support the entire process (see appendix 3). This evolving document has been developed and updated throughout the duration of the review to date.

10.2 An important consequence of this policy will be a shift towards ensuring that services are targeted at those with the higher levels of need. This will ensure that medium and high risk young people are able to access appropriate levels of support and types of accommodation. Inevitably this will impact upon those with lower level needs. Traditionally, around a third of young people using services have accessed these services by approaching providers directly; this may include some young people with lower level needs, who will no longer continue to receive this type of support. In future, these young people will be directed towards generic homeless prevention and voluntary sector services.

11.0 Timescales

11.1 This policy and its recommendations will require the endorsement of both the Supporting People Commissioning Body and the Children's Trust.

11.2 It is anticipated that where possible services in each district will be re-engineered so as to deliver the Pathway model. This will allow a phased introduction District by District, the speed of which will be determined by the extent and configuration of existing services, together with the capacity and readiness of providers.

11.3 Where re-engineering is not practical then the standard procurement processes will be followed.

11.4 It is anticipated that this phased introduction will be completed by October 2011.

12.0 Policy Recommendations

12.1 There is a consensus across agencies that a pathway approach should be adopted in line with recommendations from Communities and Local Government (CLG). This approach will be underpinned by a consistent and countywide prevention service consisting of two elements:

- Universal Preventative Services – to include work in school and community settings to educate all young people on issues around homelessness and encourage them to remain in the family home
- Targeted Preventative Services – this will involve identifying and working with those young people who have reached a ‘crisis’ point. This might be threat of future homelessness or actually presenting as homeless. At this point a young person might present to a District Council, Children’s services or another organization. Regardless of where they present they will access homelessness prevention services and undergo an initial assessment to ascertain whether it is safe for them to return home. Prevention services – including mediation – will then work to return the young person to the family home or appropriate kinship arrangements. Specialist Services, including “Think Family” (Family Intervention Programme and Family Group Conferencing) may be offered to families. During this time, short-term emergency accommodation may need to be provided.

This focus on prevention and early intervention clearly reflects the priorities to reduce homelessness outlined in the North Yorkshire Sub-Regional Housing Strategy. For some young people the targeted interventions will not be sufficient and accommodation will be needed:

- Specialist Accommodation Services – where prevention and targeted interventions have failed and the individual assessments of need and risk indicate it is required, accommodation with support will be offered. Those who have been assessed as having high needs and risks, will be able to access provision with 24/7 support available. Those considered to have medium needs and risks will be provided with appropriate accommodation with support packages. These may include Supported Lodgings, Accommodation with Floating Support, Hostel and Foyer provision.

12.2 The pathways approach recognizes that whilst the preferred option in most instances will be to return a young person to their family home or kinship arrangement, in a minority of cases this will not be appropriate or possible, despite mediation.

12.3 In these instances, young people will enter into an appropriate pathway of additional support and accommodation. Decisions regarding the appropriate pathways for young people will be made following:

- A joint CYPS and Housing Authorities assessment (for 16/17 year olds)
- A risk assessment to ensure young people access the appropriate level of support

12.4 The joint assessment will be completed by Housing Officers and Children and Young People’s Service Workers for 16/17 year olds. The consistent application of the joint assessment tool for all cases will ensure all young people have equitable access to the appropriate level of support. Whilst this is a clear step away from the more traditional practice of accommodation and support providers carrying out their own initial assessments, there will be

scope for providers to carry out additional assessment of the support needs of young people to review and build on the joint assessment, particularly as young people's needs may change over time.

12.5 Access to accommodation services will be managed through a single 'pathway co-ordinator'. There are a number of options for how the 'pathway co-ordinator' role might be discharged. This will be determined by the Housing Authority and Children and Young People's Service at a District level.

12.6 Low Risk – Support Through Generic Mainstream Services:

Some young people will have lower levels of support needs and will be able to remain in the family home or in kinship arrangements. These young people will receive support from the generic young people's workforce mainstream services and housing advice services.

12.7 Medium and High Risk – Support through the Specialist Accommodation Pathway:

Those assessed with medium and high levels of need and risk will be offered appropriate accommodation with support packages. For some young people, placement with a family will be the best option (Supported Lodgings/ Youth Base). A room, access to cooking and washing facilities are provided and advice is available when requested. Service users will include those who are not yet ready for full independence and who might be vulnerable if placed in shared accommodation with other young people.

12.8 Alternatively, some young people with medium lower support needs but still considered to be at risk will not wish to stay with a family. These individuals may be offered accommodation with support. Provision within this pathway may include shared or supported accommodation, or accommodation with floating support.

12.9 Young people with the highest levels of risk will be offered specialist accommodation. Typically this kind of provision will be accessed by those with multiple needs, for example including those who may have a combination of alcohol and substance misuse, offending behaviours and severe mental health needs. Many individuals will already be known to social care, health and criminal justice services. For those assessed with the high level needs and risks then access to support will be required 24/7.

12.10 A robust assessment process will ensure that young people access the correct level of support. However, it is recognized that in some cases a young person's circumstances – and correspondingly their level of need – will change. For example, a young person may undergo a 'crisis' and their risk level may suddenly increase. It is anticipated that over time, a young person's needs may decrease and they may receive decreasing amounts of support as they progress towards independent living. For this reason, there will be some flexibility to move between pathways. An accommodation panel will be established in each District to review cases where young people may need to be transferred to a different pathway.

12.11 The pathway approach recognizes that young people need support to move through the pathway system and suitable 'move on' accommodation must be made available to support young people as they make the transfer to fully independent living. Appropriate training to

prepare young people for this transition will be an essential component of the support offered to all young people, including development of an individual 'resettlement plan'.

12.12 Service Specifications

Service specifications have been drawn up for the Targeted support (see appendix 7 - Support Package 1) and for Specialist provision (see appendix 8 - Support Package 2). Access to SP2 will normally only be provided following delivery of SP1 and following a needs and risk assessment.

12.13 Young people's placements into specialist service will be managed by the accommodation co-ordinator. This will be the only route into commissioned services.

12.14 Young people's needs change over time. The accommodation panel will periodically review the progress of young people accessing services. The ongoing assessment by service providers will assist in this. The service specifications set the expected outcomes, it will be through this outcome framework that service effectiveness will be monitored.

13.0 Responsibilities

North Yorkshire County Council Adult and Community Services (ACS) and Children and Young People Services (CYPS) are committed to working together in partnership with Craven, Harrogate, Hambleton, Richmondshire, Ryedale, Scarborough and Selby District/Borough councils to deliver young people's homelessness services.

13.1 Partners are:

- committed to working through consensus to find solutions that provide the best possible outcomes for young people;
- committed to delivering excellent and effective services that provide best value for money;
- committed to inform, listen and involve the public and stakeholders;
- and will be mindful of the possible impacts that any re-configuration might have on other organisations;
- respond flexibly to changes in local needs and circumstances;
- respect and build upon existing partnership arrangements in regard to information sharing and joint working procedures;
- be honest and open;
- regularly review and monitor performance, including the performance of any third parties;
- meet today's needs, without compromising the needs of future generations; and
- give full consideration to the public sector equality duties and ensure fair and equal access to services across the protected groups. This will include completion of a full Equality Impact Assessment

Accountabilities will remain with the individual agencies, with reporting being made jointly to the North Yorkshire Children's Trust and Supporting People Commissioning Body.

14.0 Definitions of Terms and Concepts

Intentionally homeless	People who have deliberately done / not done something that has led to them losing their housing or accommodation. Housing Authorities do not have a duty to house these people under the Homelessness Act
Priority Need	Certain categories of people have a priority need for accommodation under the homelessness legislation. This includes vulnerable young people.
Looked After Children	Children and young people in the care of the local authority
Care leavers	Generic term for young people who have been looked after by the local authority but have now left care
Relevant Child	A young person aged 16 or 17 who has left care, and who was looked after for (a total of) at least 13 weeks from the age of 14, and has also been looked after at some point whilst aged 16 or 17
Night Stop	Emergency short term accommodation for young people in the homes of volunteer hosts
Floating Support	These services help people sustain their tenancy and maintain their independence
Crash Pad / Time Out	Short term accommodation which may be used for young people whilst they receive prevention and mediation services to support a return to the family home
Staying Put	A countywide scheme to encourage young people in care to remain with their foster parents beyond the age of 18
Supported Lodgings	Young people are housed with a family
Supported Accommodation	Accommodation where additional support is provided to help residents manage. This may include shared accommodation that is shared with other young people
Privately Rented Accommodation	Accommodation rented from a private landlord or company
Social Housing	Accommodation rented from a council or registered social landlord (for example, a housing association)
Tenancy	<p>The specific legal definition of the term 'tenancy' is "an interest in land" . This criteria is satisfied when:</p> <ul style="list-style-type: none"> • the occupier pays rent • the landlord and tenant intend to create a tenancy • occupation of the home is for a definite period of time • the occupier has "exclusive possession" of a home <p>This "exclusive possession" is a vital component in creating a stable and secure tenancy over which the tenant has control.</p>
Pathway Approach	The pathway approach allows different strands or levels of provision to be offered to young people depending on their level of need. Access to the various pathways is based on a robust assessment of young people's accommodation and support needs

Mediation	Work done with young people and their families to encourage them to resolve any issues or problems and allow the young person to remain in the family home
Gateway	Monitored and managed by a 'gateway co-ordinator', all young people must undergo an assessment process in order to pass through the 'gateway'. The 'gateway' allows access to appropriate provision.
Joint Assessment	The joint assessment procedure deals with the joint assessment by a Housing Officer and Social Worker of 16/17 year olds who are homeless or threatened with homelessness
Resettlement Plan	An individual plan supporting young people to move through the pathway system and into suitable 'move on' accommodation and fully independent living
Accommodation Panel	A panel established to review cases where young people may need to be re-allocated to a different pathway

Appendix 1: Table of Current Homelessness Provision – Supporting People and District Council

District	Service No	Client Group	Service	Provider	SP Forecast 11-12 (if Status Quo) CLG 10/11 spend	Units of accommodation	Annual Unit cost
Craven	SP 660	Young People at Risk	Floating support	Foundation Housing	£45,364.33	10	£4,536.33
Craven	SP 21	Young People at Risk	Supported Housing	Foundation Housing	£95,618.01	22	£4,346.27
Craven	SP 191	Young People at Risk	Craven YMCA Foyer	Richmond YMCA	£64,436.08	10	£6,443.60
Craven	CLG/SP	Young People at Risk	Time-out	Foundation Housing/YMCA	£26,633.32	2	
					£232,051.74	44	
Hambleton	SP 720	Young People at Risk	Supported Housing	Foundation Housing	£30,680.35	8	£3,835.04
Hambleton	CLG Prevention	Young People at Risk	Nightstop	SASH	£7,000.00		
Hambleton	CLG Prevention	Young People at Risk	Time-out/Crash pad	Foundation Housing	£15,000.00		
Hambleton	SP 737	Young People at Risk	Time Out	Foundation Housing	£1,917.52	1	
Hambleton	SP656	Single Homeless	South Parade	Broadacres	£163,516.19	9	£18168.46
					£218,114.06	18	
Harrogate	SP 496	Teenage Parents	Supported Housing	Foundation Housing	£38,536.74	7	£5,505.24
Harrogate	SP 495	Young People at Risk	Supported Housing	Foundation Housing	£22,020.99	4	£5,505.24
Harrogate	SP 3	Young People at Risk	Ripon Foyer	Ripon YMCA Hsg Assoc.	£33,573.25	13	£2,582.55
Harrogate	CLG Prevention	Young People at Risk	Young People's Support Worker	Harrogate Borough Council	£5,500.00		
Harrogate	SP308	Single Homeless	Ripon Star	Leeds Federated	£38,091.13	10	£3,809.11
					£137,722.11	34	
Richmondshire	SP 720	Young People at Risk	Supported Housing	Foundation Housing	£15,340.18	4	£3,835.04
Richmondshire	SP 105	Young People at Risk	Richmond YMCA Foyer	Richmond YMCA	£78,828.61	13	£6,063.73
Richmondshire	SP 206	Young People at Risk	Richmond YMCA Move On – Wet Mews	Richmond YMCA	£12,604.76	4	£3,151.19
Richmondshire	SP 737	Young People at Risk	Time Out	Foundation Housing	£1,917.52	1	
Richmondshire	CLG Prevention	Young People at Risk	Nightstop	SASH	£3,000.00		
Richmondshire	CLG Prevention	Young People at Risk	Education support worker	Richmond YMCA	£1,200.00		£300 per school
Richmondshire	CLG Prevention	Young People at Risk	Mediation	Richmond YMCA	£1,000.00		Retainer
					£113,891.07	22	

District	Service No	Client Group	Service	Provider	SP Forecast 11-12 (if Status Quo) CLG 10/11 spend	No Of Units	Annual Unit cost
Ryedale	SP 700	Young People at Risk	Supported Housing	Foundation Housing	£36,673.74	10	£3,667.37
Ryedale	SP 85	Young People at Risk	Ryedale Foyer	Ryedale YMCA	£74,865.17	14	£5,347.51
Ryedale	CLG/NYCC/SP	Young People at Risk	Safe Moves	Ryedale YMCA	£41,799.96		
Ryedale	CLG Prevention	Young People at Risk	Nightstop	SASH	£5000.00		
					£158,338.87	24	
Scarborough	SP 16	Young People at Risk	Poplar Villa	Foundation Housing	£93,513.88	9	£10,390.43
Scarborough	SP 735	Young People at Risk	Young Persons Foyer Service	Foundation Housing	£31,654.41	12	£2,637.86
Scarborough	SP 662	Young People at Risk	Supported Housing	Foundation Housing	£120,800.23	24	£5,033.34
Scarborough	SP 729	Young People at Risk	Time Out Accommodation Based	Foundation Housing	£29,055.43	3	
Scarborough	SP 733	Young People at Risk	Time Out - Mediation	Foundation Housing	£48,425.71		
Scarborough	SP149	Single homeless	Belle Vue	Foundation Housing	£36,459.95	10	£3,645.99
Scarborough	CLG Prevention	Young People at Risk	Time-out	Foundation Housing	£15,000.00		
Scarborough	CLG Prevention	Young People at Risk	School outreach	Foundation Housing	£10,000.00		
Scarborough	CLG Prevention	Young People at Risk	Nightstop	SASH	£12,000.00		
					£396,909.61	58	
Selby	SP 28	Young People at Risk	Cygnets House	Foundation Housing	£125,468.80	8	£15,683.60
Selby	SP 661	Young People at Risk	Selby Supported Tenancies	Foundation Housing	£31,968.54	10	£3,196.85
Selby	CLG Prevention	Young People at Risk	Relate		£5,000.00		
Selby	CLG Prevention	Young People at Risk	Nightstop		£8,000.00		
					£170,437.34	18	
Countywide	SP744	Young People at Risk	Supported Lodgings	Barnardos	£160,000.00	36	£4,444.44
	SP731	Young People Leaving Care	Staying Put	NYCC	£30,146.48	21	£1,435.54
					£190,146.48	57	
Total current spend					£1,607,611.28	275	
YP apportionment for SP Homeless Prevention Services					£199,192.00		
Total					£1,816,803.28		
Decommissioned							
Selby	SP 587	Young People at Risk	Floating Support	Chevin Housing Assoc Ltd	£39,492.91	10	£3,949.29
Harrogate	SP 35	Young People at Risk	Supported Lodgings-Crash Pad	Barnardos	£118,651.04	12	£9,887.58
Total including decommissioned services					£1,974,947.23	22	

Appendix 2: Attendees at Stakeholder Events July 2010**Table 1: Attendees at Hambleton/Richmondshire area event**

Name	Organisation
Mandy Norris	NYCC Pathways
Claire Eatough	NYCC
Ken Allinson	Richmond YMCA
Michael King	Richmond YMCA
Peter Allen	NYCC
Kevin Bolt	Chevin Housing
Liz Hamm	NYCC CYPS
Jacqueline Hughes	NYCC CYPS
Alex Hunt	Safe & Sound Homes
Andrew Dukes	NY Youth Justice Service
Lindsay Hyde	Foundation
Becky Croser	Foundation
Annie MacPhee	Broadacres Homeless Service
Helen Fielding	Hambleton DC
Jemma Hudson	NYCC CYPS
Joe Kent	Homeless Link
Councillor Tim Swales	Hambleton DC
Stuart Oliver	Broadacres HA
Jo Bew	Horton Housing
Deborah Dixon	Horton Housing
Kevin Dixon	Horton Housing
Kathy Peacock	NYCC
Diane Emam	NYCC
Haydon Cooper	YMCA
Tracey Dunn	NYCC Community Cohesion Worker
David Walker	NYCC CYPS
Avril Hunter	NYCC SP
Gill Warner	NYCC SP
Rose McClay	NYCC SP
Richard Harrison	NYCC SP

Table 2: Attendees at Ryedale/Scarborough area event

Name	Organisation
Karlie McGinty	Ryedale YMCA
N Taylor-Olsson	Ryedale YMCA
Lacey Madueke	Cambridge Centre
Gail Snowden	Ryedale DC
Tracey Ward	Safe & Sound Homes
Chris Brown	Scarborough BC
Jack Davis	YCH
Nick Barker	NYCC
Jayne Coyne	NYCC
Debbie Kenshaw	NYCC
Sarah Pilkington	NYCC

Tony Turner	NYCC CYPS
Dawn Stephenson	Barnados
Ben Hall	Foundation
Steve Walker	Youth Justice
Naomi Selim	Yorkshire Housing
Diane Emam	NYCC
Nasr Emam	NYCC
Sarah Whalley	Ryedale DC
Sarah Sedman	Ryedale DC
Lindsay Hyde	Foundation
Steve Kyte	Foundation
Carl Martin	Foundation
Sarah Smith	NYCC
Kevin Bradshaw	Stonham
David Walker	NYCC CYPS
Avril Hunter	NYCC
Gill Warner	NYCC
Rose McClay	NYCC
Kim Robertshaw	Ryedale DC

Attendees at Selby area event

Name	Organisation
Maggie Allen	Foundation
Jill Boak	Foundation
Nichola Watkinson	Foundation
Elaine Mortimer	NYCC Social Services
Tracy King	NYCC
Jasbinder Powar	NYCC CYPS
Tracey Ward	Safe and Sound Homes
Emma Green	York & NY YOT
Justin Vaughan	NYCC CYPS
Zofia Donnelly	NYCC CYPS
Andrew Stephenson	PCT
Christine Storrs	York HA
Allison Wheatley	York HA
Jo Bew	Horton Housing
Kevin Dixon	Horton Housing
Julia Jennison	Selby DC
Danny Holmes	Foundation Customer
Danielle Middleton	Foundation Customer
Karen Birch	NYCC CYPS
Avril Hunter	NYCC SP
David Walker	NYCC CYPS

Attendees at the Harrogate/Craven area event

Name	Organisation
James Allen	Foundation
Sue Baker	Harrogate BC
Julie Botham	Richmond YMCA
Beverley Brotherston	HowzTalk/ARCH Mediation

Mandy Buckle	NYCC Pathways Team West
Steve Carter	NYCC Pathways Team West
Melanie Coward	
Karen Dillon	NYCC Pathways Team West
Dallas Frank	NYCC
Steven Freakes	Richmond YMCA
Caroline Griffiths	Leeds Federated HA
Susan Hobbs	BHA Tennant
Alex Hunt	Safe and Sound Homes
Alan Hodgson	CSC
Emily Webster	Stonham
Mandy Whitehead	NYCC
Linda Jenkins	Yorkshire Housing
Jo Kilburn	Harrogate BC
Andy Kirk	Harrogate BC
Joe McGuinness	Relate York & Harrogate
Wendy Merry	Foundation
Vicky Metherringham	NYCC Leaving Care
Bridget Moore	Foundation
Jan Moriarty	NYCC
Janette Parker	Leeds Federated HA
Sylvia Purser	Harrogate CAB
Natalie Revell	Barnados
Jane Robinson	NYCC Pathways Team
Jean Romera	Foundation
Carol Rowson	Barnados
Vicky Sansom	NYCC YOT CYPS
Julie Spink	Harrogate 4youth services
Natalie Oates	Craven Prevention
Andy Appleworth	Chevin HA
Emma Thornton	Adult Social Care
Steven Trueman	Foundation
Sharon Ward	NYCC YOT CYPS
Keith Watts	Harrogate BC
Amber Webster	Harrogate BC
Jeanette Williams	Homegroup
Jo Wrigley	NYCC Pathways Team West
Marc Hawkett	
Scott Bennison	
Harley Regan	
Mark Hopley	Harrogate CVS
Lesley Wheal	NYCC CSC
Michael Thornton	Barnados
Matt [?]	Foundation Client
Atkinson [?]	Foundation Client
Andrew [?]	Foundation Client
Lisa Fletcher	Foundation Client
Alan Moore	Foundation Client
Rachel Collings	Foundation Client
David Pringle	YMCA
Jill Palmer	NYCC CYPS
Natalie Robinson	HowzTalk

Pinder O'Brien	
Emily Hesketh	Young Person
Gill Warner	NYCC
Rose McClay	NYCC
Richard Harrison	NYCC



North

Yorkshire County Council

Enclosure 5

Version 8 - 20/04/2011

Equality Impact Assessment: Young People's Homelessness Support Services and Homelessness Prevention Services

If you would like this information in another language or format such as Braille, large print or audio, please contact the Communications Unit on 01609 53 2013 or email communications@northyorks.gov.uk.

যদি আপনি এই ডকুমেন্ট অন্য ভাষায় বা ফরমেটে চান, তাহলে দয়া করে আমাদেরকে বলুন।

如欲索取以另一語文印製或另一格式製作的資料，請與我們聯絡。

اگر آپ کو معلومات کسی دیگر زبان یا دیگر شکل میں درکار ہوں تو برائے مہربانی ہم سے پوچھئے۔



Template 2

Name of the Directorate and Service Area	ACS/CYPS Supporting People/Social Inclusion			
Name of the service/policy being assessed	Young People's Homelessness Support Services and Homelessness Prevention Services			
Is this the area being impact assessed a	Policy & its implementation?	Y	Service?	Y
	Function		Initiative?	
	Project?		Procedure & its implementation?	
Is this an Equality Impact Assessment for a (Note: the Equality Impact Assessment (EIA) is concerned with the policy itself, the procedures or guidelines which control its implementation and the impact on the users)	Existing service or a policy and its implementation?			
	Proposed service or a policy and its implementation?			
	Change to an existing service or a policy and its implementation?			Y
	Service or Policy carried out by an organisation on behalf of NYCC?			
How will you undertake the EIA? Eg team meetings, working party, project team, individual Officer	Individual officers supported by Steering Group			
Names and roles of people carrying out the Impact Assessment	Rose McClay (ACS National Management Trainee) / Emily Nicholls (CYPS National Management Trainee)			
Other officers involved in the assessment Eg taking part in peer review, challenge, quality assurance	David Walker (Education Officer for Social Inclusion, CYPS), Gill Warner (Strategy and Policy Manager, Supporting People)			
Lead Officer and contact details	David Walker	01609 532667	david.walker@northyorks.gov.uk	
Date EIA started	23/07/10			
Date EIA Completed				

Sign off by Service Head/ Business Unit Head	
Presented at Directorate Equality and Diversity Working Group	
Date and place of Publication of EIA	NYCC public website, Supporting People website, North Yorkshire Strategic Partnership (NYSP) website
Monitoring and review process for EIA	NY Homelessness Group Young People's Inspection Service

1. Operating Context

Please consider issues around impacts (positive or negative) raised for **Disability, Age, Sexual orientation, Faith, Race and Gender** and show your evidence

1.1 Describe the service/policy

What does the service/policy do and how? What are its intended outcomes? Who is affected by the policy? Who is intended to benefit from it and how? Who are the stakeholders? How would you describe the policy to someone who knows very little about Council Services?

Does the policy, plan or service reflect relevant legal frameworks (including equality legislation) and national and local performance targets? Does the service/policy adhere to the principles of the [social model of disability](#)?

Are there any other policies or services which might be linked to this one? Are they being impact assessed?

How will the policy be put into practice? Who is responsible for it?

North Yorkshire Supporting People, Children and Young People's Service (CYPS) and the seven District Councils are working in partnership to review all accommodation based and floating support services for Young People at Risk, Young People Leaving Care, Teenage Parents and homeless young people aged 16-25. The outcomes of the review and associated consultation will shape future services for young people at risk of homelessness. This may involve the remodelling or recommissioning of existing services.

The intended outcomes of the review are: to ensure equitable access to services and clear pathways for children and young people to take through available services, and to ensure services provide value for money. A consistent and effective preventative front-end service designed to get young people back with families or kinship will be a key component. Young people and their families are the stakeholders, along with NYCC, Children's Trust, District Councils, housing providers, voluntary sector organisations, and any other organisations or individuals with a responsibility for the outcomes of children and young people. Following a number of consultation events with all stakeholders, a marketplace event for service providers (see section 2.7) and individual meetings with authorities and providers in all districts, specifications have been drawn up to outline what is needed from future services. These outline a 'pathway approach' to service provision for young people at risk of homelessness - in line with recommendations from Communities and Local Government (CLG) - where access to the appropriate 'pathway' (low, medium or high risk) is mediated by a 'gateway co-ordinator' and based on a robust and consistent assessment process (joint assessment/risk assessment). A policy document is currently being produced. This outlines the pathway approach in more detail, provides relevant data and analysis, gives an indication of the bandwidth required in each of the seven districts and sets out the responsibilities of partners.

1. Operating Context

Enclosure 5

Please consider issues around impacts (positive or negative) raised for **Disability, Age, Sexual orientation, Faith, Race and Gender** and show your evidence

There are several national indicators related to the accommodation needs of vulnerable people, including NI141, NI142 and those within PSA16. For young people the priorities and targets for accommodation support are located within the Children and Young People's Plan (Priority 5.7). These are shared with the Homelessness Prevention Strategy.

The review subscribes to the social model of disability, which proposes that society defines who has a disability through systemic exclusion and barriers. As these – rather than disability per se - are the cause of exclusion, steps must be undertaken to remove these barriers.

This policy / service may also be affected by other reviews currently taking place within CYPS:

- i. Integrated Youth Services (Conexions, one to one support etc) to merge into Youth Service with reductions in management posts
- ii. Strategic Services review (including changes to management of Children's centres and removal of Senior Parent Support Advisers (PSAs))

This may have implications, for example for teenage pregnancies / young parents, particularly the removal of Senior PSAs as these often work closely with young parents. However, at the same time there is likely to be a shift towards Children's Centres focusing much more on vulnerable client groups, which could mean they are well-placed to offer more support to young parents and other vulnerable groups.

1. Operating Context

Please consider issues around impacts (positive or negative) raised for **Disability, Age, Sexual orientation, Faith, Race and Gender** and show your evidence

1.2 Is the policy/service you are impact assessing physically accessible?

Is the policy/service delivered in the right locations? Are locations welcoming and appropriate for its function and customer needs? Are the opening times accessible? Have you carried out an [access audit](#)? Do you provide specialist equipment to help people access your services if it is needed? Do you consider customer needs when arranging the timing and venues of meetings or events?

Does the policy/service promote or further enable access to services?

Existing accommodation services for young people are part of a historical legacy developed through different funding streams before the Supporting People budget was introduced. As a result, there is inequitable and inconsistent provision across the county. We have recognised this as an existing inequality and this will be addressed through the service review and the recommissioning or remodelling of services. For example, data analysis broken down according to geographical area has helped to establish gaps in current provision and projected levels of need in the 7 districts. This is being taken into consideration as the specifications are drawn up and will allow us to commission appropriate bandwidth in each area. This will help ensure that appropriate levels of support and accommodation are delivered in all areas and will make it easier for young people to access appropriate support in their local area, rather than having to travel across districts or even out of county. The very rural nature of North Yorkshire – including limited and expensive public transport – means it is extremely important that young people are able to physically access services and those requiring accommodation are not isolated from their friend and family support networks or from education, employment or training.

When recommissioning or remodelling services, physical access to accommodation and support services will be considered and a requirement to meet the needs of clients with complex needs (including physical disability) is included in the draft specifications. Service providers' equality and diversity access statements will be checked as part of the quality assessment framework. For example, we will need to consider whether premises used for services and for housing young people are DDA compliant for a young people with a disability. We will need to ensure staff know where they can access disability equipment or an interpreter BSL or in another language. Future service providers will also need to consider offering flexible

1. Operating Context

Please consider issues around impacts (positive or negative) raised for **Disability, Age, Sexual orientation, Faith, Race and Gender** and show your evidence

	<p>opening hours and locations that are welcoming and not intimidating or stigmatising for young people.</p> <p>Consultation events for providers, stakeholders and young people have been held in accessible locations and spread geographically across the county and on a number of different dates. Consultation was designed to be welcoming and accessible for the young people involved, and allowed them to engage in separate groupwork; this helped to create a less formal environment for young people to discuss their needs.</p>
<p>1.3 Is the information and communication provided accessible to everyone?</p> <p>Is information and correspondence accessible and does it use appropriate language? Do your documents include an Accessibility Statement (link to Accessibility Statement) and will you provide information in other formats on request (or prepared in advance where necessary)? Remember to think about the needs of people who are disabled or people whose first language is not English. Can customers contact your service easily and accessibly in a range of different ways? Do people know how to contact you?</p> <p>Does information avoid the use of stereotypical language, or negative images of different groups of people? Does the information adhere to the principles of the social model of disability?</p>	<p>Information on the consultation events was widely distributed in the form of flyers. The marketplace event for providers was advertised on SCMS. However, feedback from some attendees did suggest that more information could have been provided prior to the event.</p> <p>Allowing young people to work in their own groups during the consultation events allowed us to engage and communicate with them in an appropriate and accessible way.</p> <p>The draft service specifications indicate that services will need to be able to meet the needs of young people with complex needs which may include mental health problems, physical disability or learning disability.</p> <p>Information relating to the review will be made available on the Supporting People website. The EIA will also be made available on this site, and on the NYCC public website and the NYSP site.</p>
<p>1.4 How is your service/policy delivered?</p>	<p>Current data shows that 32.28% of 16-25 year old Supporting People service users from 2009-2010 and the first quarter of 2010-2011 self-</p>

1. Operating Context

Please consider issues around impacts (positive or negative) raised for **Disability, Age, Sexual orientation, Faith, Race and Gender** and show your evidence

Do you charge for your services? Do these charges affect everyone equally? Do some customers incur greater costs or get 'less for their money'? Are there eligibility criteria for the service/policy?

Does the Council deliver this policy in partnership or through contracts with other organisations? How do you ensure that external bodies comply with the Council's equality requirements?

Is the policy delivered with volunteers? Does this raise any implications e.g. training needs? Are volunteer opportunities available to all?

referred to services / directly approached providers (although it should be noted that some of these may have approached district housing services first). This suggests that currently not all young people are subject to the same fair and robust assessment process and do not all have access to mediation and family reconciliation services. This has been identified as a clear inequality that must be addressed by the review of services. This will be addressed as there will be clear eligibility criteria for access to these support and accommodation. A 'pathway' approach will be adopted where access to different levels of support will be managed by a 'pathway co-ordinator', in line with recommendations from Communities and Local Government (CLG).

This approach will be underpinned by a consistent and countywide prevention service. This will consist of a number of different elements, including universal preventative services and more targeted and specific services. This will assist in achieving one of the key principles of the new policy - returning young people to family and kinship living arrangements wherever it is appropriate and possible to do so.

The pathways approach recognises that whilst the preferred option in most instances will be to return a young person to their family home or kinship arrangement, in a minority of cases this will not be appropriate. In other cases it will not be possible, despite mediation. In these instances, young people will enter into an appropriate pathway of additional support and accommodation. Decisions regarding the appropriate pathways for young people will be made following:

- A joint CYPS and Housing Authorities assessment (for 16/17 year olds, completed by Housing Officers and Social Workers)
- A risk assessment to ensure young people access the

1. Operating Context

Enclosure 5

Please consider issues around impacts (positive or negative) raised for **Disability, Age, Sexual orientation, Faith, Race and Gender** and show your evidence

appropriate level of support

An Accommodation Pathway Risk Matrix has been drawn up to provide clear and consistent guidance for all partners and help ensure a consistent approach to delivery countywide. Young people will be assessed as having high, medium or low levels of need using the Accommodation Pathway Assessment Risk Matrix and will access the appropriate pathway of accommodation and support. Access to this will be managed through a single 'pathway co-ordinator', in line with CLG recommendations.

Those with low level needs will receive support from Supporting People's generic services and from the young people's workforce mainstream services. Those with medium levels of need will usually be offered supported lodgings or shared accommodation. Young people with the highest levels of need will be offered specialist accommodation with more intensive support available. Typically this kind of provision will be accessed by those with multiple needs, for example those who may have a combination of alcohol and substance misuse, offending behaviours and severe mental health needs. Many individuals will already be known to social care, health and criminal justice services.

Services will be delivered in partnership with external agencies / providers. Delivery – including all equality and diversity issues – will be monitored and regulated through Service Level Agreements and the quality assurance process.

Volunteers may be used to deliver future services. The service specification may need to make reference to this i.e. ensuring volunteers are fully CRB-checked and are adequately trained to

1. Operating Context

Enclosure 5

Please consider issues around impacts (positive or negative) raised for **Disability, Age, Sexual orientation, Faith, Race and Gender** and show your evidence

deliver services confidently and effectively and deal with any safeguarding issues. This will be monitored via quality assurance processes.

Don't forget to transfer any issues you have identified in this section to the [Equality Action Plan](#)

2. Data, Monitoring, Consultation and User Involvement

Enclosure 5

Please consider issues around impacts (positive or negative) raised for **Disability, Age, Sexual orientation, Faith, Race and Gender** and show your evidence

2.1 What data do we use now? Is it broken down by equality and diversity categories?

How current is the data? Where is it from? Is it relevant? Are the equality and diversity categories consistent across all the data used?

Data on current and future projected population changes has been analysed in order to observe how the number of young people living across North Yorkshire is predicted to change over the next 20 years or so. Overall, the population of young people in North Yorkshire aged 15-19 is projected to continue to decrease slightly. This appears to suggest that there will not be a significant increase in demand. However, it should not be assumed that declining populations will result in decreasing demand, particularly as the current economic climate may contribute to a higher level of family breakdown, difficulties paying rent / mortgages and increasing homelessness presentations.

Currently data is collected by Supporting People service providers across the county through the completion of client record forms. The providers are all required to return the same data, which includes age, gender, disability and ethnicity. Providers are also asked to provide data regarding the primary and secondary client groups. For this review the primary client group is likely to be 'Young Person at Risk', 'Young Person Leaving Care' or 'Teenage Parent'. The secondary client group is likely to give more indication about why that young person is homeless, and includes categories such as 'Mental Health', 'Learning Disabilities', 'Physical/Sensory Disabilities', 'Alcohol Problems', 'Drug Problems' and 'Offenders'. The data is updated quarterly. However, for the most recent returns (2009-2010 and the first quarter of 2010-2011), 330 out of 508 client returns (65%) did not have a secondary client group entered. This means important data about why that young person is at risk of homelessness has not been recorded.

As part of the review, data on existing services (including units per district) has been collected. District housing authorities have also provided data on the numbers of young people they have been working with. The level of detail provided varies across districts (data is more difficult to collate in some areas than others) but wherever possible cross-referencing has been undertaken to match named individuals known to different agencies. This

2. Data, Monitoring, Consultation and User Involvement

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Please consider issues around impacts (positive or negative) raised for **Disability, Age, Sexual orientation, Faith, Race and Gender** and show your evidence

has helped to avoid duplication when estimating bandwidth requirements. Some districts have also been able to indicate the levels of need/risk of the young people worked with.

As part of the review, CYPS have also collected data on:

1. Looked After Children – including analysis of young People aged 16-18 admitted into Care under Section 20 due to Homelessness 2009/2010, two 'snapshots' of 16/17 year olds in care on 01/12/2009 and 01/03/2010 and data on care leavers / former relevant
2. young offenders (a 'snapshot' of current and preferred accommodation in October 2010, indicating the number of young offenders accommodated suitably and unsuitably)
3. number of cases with a homelessness element Parent Support Advisors have worked with 2009-2010
4. number of Family Intervention Projects where homelessness was an issue 2009-2010
5. snapshot of the number of cases with a homelessness element Integrated Youth Services were working with during October 2010
6. pregnant teenagers / teenage parents and their accommodation needs

This data provides a valuable contribution to the review by indicating how much capacity we will need to build in for different groups of young people when we draw up the specification.

Most of the data is relevant and much of it has been collected specifically for the purposes of the service review. Data is broken down into specific vulnerable groups such as teenage parents and those leaving care, ensuring these particularly vulnerable young people are represented. Much of the data is appropriately current and includes coverage of the 2009-2010 period. The snapshots of 16/17 year olds in care on 01/12/2009 and 01/03/2010 are

2. Data, Monitoring, Consultation and User Involvement

Enclosure 5

Please consider issues around impacts (positive or negative) raised for **Disability, Age, Sexual orientation, Faith, Race and Gender** and show your evidence

	<p>useful, with data being collected at two different points in order to ensure consistency over time. However, some of the data provides only a 'snapshot' (e.g. young offender data) and does not illustrate trends over time.</p> <p>Data has been broken down by district wherever possible to build up an accurate picture of differing levels of need across North Yorkshire. Deprivation mapping (covering a range of factors such as education, housing and poverty) across the seven districts has also assisted in developing a picture of local need, whilst analysis of data exploring outcomes for children and young people using services broken down according to district demonstrates current inequities in provision.</p> <p>This data has allowed us to give a 'bandwidth' figure for each district, which will inform the service specifications.</p> <p>There is additional research available on the housing needs of BME communities in North Yorkshire. In order to understand the needs of BME and Migrant Worker needs, specific research was commissioned with Salford University. The draft report covering the research suggests that there are specific accommodation and support needs for some ethnic groups, in particular for Asian families.</p>
<p>2.2 Are there areas where we need more information? How could we get this information?</p> <p>What data is available? Do other directorates, partners or other organisations hold relevant information? Is there relevant information held corporately eg compliments and complaints? Are there national datasets that would be useful? Is there relevant census data? Do you need to collect more data? How</p>	<p>It is important to note that data may provide an incomplete picture of the true extent of youth homelessness in North Yorkshire. For example, young people who 'slip through the net' and don't access services will not be represented in the statistics. This will include young people who are 'sofa surfing' and may include those young people who are hardest to reach, have the highest level of complex and multiple needs and are most in need of intervention.</p>

2. Data, Monitoring, Consultation and User Involvement

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Please consider issues around impacts (positive or negative) raised for **Disability, Age, Sexual orientation, Faith, Race and Gender** and show your evidence

could you do this?

Additionally, existing data collection mechanisms may not be entirely accurate and some figures included in the policy document are only estimates. In particular, data around looked after children and former relevant has been difficult to pin down and some inconsistencies have been exposed. Cross-referencing of different data sources has helped to confirm the overall accuracy of figures and eliminate inconsistencies and duplications. Similarly, collecting snapshot data at two different points in time has helped to ensure that figures are representative and confirmed that neither of the points in time offered an anomalous figure.

National research has also provided further data and information on different equality and diversity issues. Key papers include:

- Youth homelessness in the UK: A decade of progress? (Joseph Rowntree Foundation:2008)
- Audit of accommodation provision for young people who offend (Youth Justice Board:2010)
- Meeting the needs of homeless lesbian and gay youth (National Centre for Social Research:2001)

There is a lack of data around some areas of equality and diversity, particularly sexual orientation. It is also important to give further consideration to the implications of faith and belief on the way in which young people use services. For example, some young people may have access to faith-based community support mechanisms whereas others will not. ONS data suggests North Yorkshire as a whole and in each district has a substantially higher proportion of Christians than the national average, a substantially lower proportion of non-Christians than the national average and a lower proportion of residents with no religion than the national average.

2. Data, Monitoring, Consultation and User Involvement

Please consider issues around impacts (positive or negative) raised for **Disability, Age, Sexual orientation, Faith, Race and Gender** and show your evidence

	<p>Some young people may have left home as a result of 'coming out' as gay, lesbian or bisexual to parents or carers. National evidence (see University of Brighton:2006, National Centre for Social Research:2001) suggests that lesbian, gay, bisexual and transgender (LGBT) young people are over-represented amongst homeless young people and face particular vulnerabilities. Young people of different genders may be accommodated separately and it must be taken into consideration how transgender individuals will be accommodated.</p> <p>Much of the data informing this review has been specifically collected to inform the process. Whilst this is an advantage as it has allowed us to obtain very relevant and current data, it does suggest that there are some gaps in current data collection. For example, very little data is typically available on the accommodation needs of young offenders; the 'suitability' of provision (a highly subjective judgment) is assessed but not the type of placement. Uncovering some of the gaps in data provides an opportunity to address them and to introduce mechanisms for collecting homelessness data across all agencies on a more regular basis.</p>
<p>2.3 What analysis have you carried out on the data?</p> <p>Does analysis include general demographic and local specific trends such as ageing, migration and the nature of minority ethnic communities and other diverse groups? Does it include trends about specific sectors as appropriate eg education, transport, housing, retail and business opportunities?</p> <p>Does it identify the level of take-up of services by different groups of people? Does it identify how potential changes in demand for services will be tracked over time, and the process for service change?</p>	<p>Supporting People's client record forms for young people aged 16-25 (09/10 and first quarter of 10/11) have been analysed according to the categories of age, race, disability, gender etc. This has allowed us to identify the level of take-up of services by different groups of people e.g.</p> <ul style="list-style-type: none"> For some user groups the numbers accessing services are very low, particularly for minority ethnic groups. This should be viewed in light of the fact that the overall proportion of people of an ethnic minority across North Yorkshire is low (ONS data for 2007 suggests 96.6% of the population are white compared to a national average of 88.2%). The percentages of different ethnic groups using services roughly reflect the ethnic make-up of North Yorkshire as a whole. However,

2. Data, Monitoring, Consultation and User Involvement

Please consider issues around impacts (positive or negative) raised for **Disability, Age, Sexual orientation, Faith, Race and Gender** and show your evidence

Is it free of generalisations or stereotypical notions about people of different groups? Does it reflect the diversity of North Yorkshire? Does it identify the equality profiles of users/beneficiaries and staff?

this does not provide the full picture. For example, Joseph Rowntree Research and national data suggests that people of an ethnic minority are 3 times more likely to become homeless. This suggests there may be some BME young people who are in need of services but encounter barriers to accessing them

- 4.5% of service users had a disability of some form, compared with around only 2.5% of the general population. Mental health conditions and learning disabilities are the most frequently cited by far, with 69.2% of clients with a disability fitting into one of these two categories

The age, disability and gender of clients in each service will continue to be monitored, along with primary and secondary client groups in accordance with the Supporting People Contracting Framework. Referral Monitoring will highlight which different groups are taking up referrals, and where the referrals are coming from. This data should allow Supporting People and partners to monitor and track changes in the demand for services, allowing services to adapt to meet changing needs. We have also taken into consideration projected population changes for young people across all districts for the next 20 years.

2.4 What does the analysis of the data show?

Does the data show any differences in outcome for different groups? Eg differences in take up rates or satisfaction levels across groups. Is it what you expected? Does it change earlier assumptions?

Please include data and analysis as an appendix

When analysing the data a number of issues become apparent. These include:

Supporting People Data

The data for 09/10 and the first quarter of 10/11 for young people aged 16-25 suggests that overall, 73% of clients make a planned move on from services. However, there are some interesting differences when this data is broken down further:

2. Data, Monitoring, Consultation and User Involvement

Enclosure 5

Please consider issues around impacts (positive or negative) raised for **Disability, Age, Sexual orientation, Faith, Race and Gender** and show your evidence

- Females are more likely than males to make a planned move from services (75% compared to 70%)
- Similarly, 71% of clients aged 16-17 successfully made a planned move, compared to 74% of 18-25 year olds. 91% of those aged over 25 made a planned move. This clearly shows younger people are at a considerable disadvantage in terms of making a planned move
- Specific client groups were much less likely to make a planned move on from Supporting People services. These included:
 - Offenders (only 40% made a planned move)
 - Care leavers (43%)
 - Young people with substance misuse and alcohol problems (48%)
- Other potentially vulnerable groups are extremely well-supported to move on:
 - Young people with a disability (91% made a planned move)
 - Teenage Parents (93%)
- There is also an inequity of outcomes. For example for 09/10 data, 83% of clients aged 16-25 who required support to develop confidence and ability were able to achieve this outcome. In contrast, only 21% of those who required support to obtain paid work achieved this outcome. Over three quarters of those requiring support to manage their mental and physical health achieved this aim, yet only half of those requiring support to manage substance abuse were able to do so successfully
- There are also differences across groups. For example, 73% of females requiring support to maintain accommodation and avoid

2. Data, Monitoring, Consultation and User Involvement

Enclosure 5

Please consider issues around impacts (positive or negative) raised for **Disability, Age, Sexual orientation, Faith, Race and Gender** and show your evidence

eviction achieved this aim, compared to 64% of males. 81% of clients with a disability who required support to achieve this aim were able to do so

- Finally, there is inequality of outcomes according to geographical location. For example, only 50% of those who required support to reduce debt in Harrogate achieved this aim, compared to 85% in Selby. Countywide, 83% of young people requiring support to develop confidence and ability achieved this aim, but the figure dropped to 74% in Scarborough. Despite similar numbers needing support to manage substance misuse in both Richmondshire and Ryedale, 60% in Richmondshire were successful compared to 42% in Ryedale. This clearly demonstrates marked differences in outcomes across the county
- It should be noted that 32% of young people who used Supporting People services in 09/10 and the first quarter of 10/11 are 'self-referring' or accessing services directly with no prior assessment of their level of need

CYPS Data

- Analysis of the type of accommodation for 16-17 year-old young people in care at 31/03/2010 or when leaving care shows foster placements were the most common type of placement. The data indicates there is still some use of Bed and Breakfast accommodation (NYCC is committed to ending the use of B&Bs for young people)
- It is estimated that 71 pregnant teenagers / teenage parents will require accommodation per year. Consultation with providers suggests there is not sufficient accommodation available for these

2. Data, Monitoring, Consultation and User Involvement

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Please consider issues around impacts (positive or negative) raised for **Disability, Age, Sexual orientation, Faith, Race and Gender** and show your evidence

	<p>young people and they may be housed out of county or in unsuitable provision with high-risk groups e.g. young offenders</p> <ul style="list-style-type: none"> 26% of young offenders are being accommodated in an option that is either unsuitable or not their preferred choice. The areas with the highest numbers of young offenders in unsuitable accommodation are Harrogate and Scarborough <p>For further data analysis please see the Young People's Accommodation Policy</p>
<p>2.5 What are the mechanisms for the ongoing monitoring of progress on your policy/service, or monitoring take-up of your service?</p> <p>Given the information above do monitoring mechanisms need to be altered to make sure that all the required data is captured? What monitoring techniques would be most effective?</p> <p>What performance indicators or targets would be used to monitor the effectiveness of the policy/service?</p> <p>How often does the policy/service need to be reviewed? Who would be responsible for this?</p>	<p>Services will be commissioned in conjunction with the 2010/11 Supporting People Contracting Framework. The services will be reviewed on an ongoing basis with quarterly workbook returns, Client Record Forms and the collection of outcomes data. This will provide data on the age, ethnicity, disability and gender of young people using services, as well as additional information e.g. number of teenage parents or young people with mental health considerations.</p> <p>The services will be monitored and reviewed and subject to a robust quality assurance process. As part of this review we are also considering training up a group of Young People's Inspectors who will quality assure the new services.</p>
<p>2.6 Does your service meet the needs of all customers?</p> <p>How do you know? How do you check?</p> <p>Do some needs/priorities 'miss out' because they are a minority not the majority? Is there a better way to provide the service to all sections of the community?</p>	<p>Collection of data on specific vulnerable groups (e.g. care leavers, young offenders, teenage parents) has assisted in assessing levels of need countywide and will help to ensure the needs of these clients can be met.</p> <p>Findings from the consultations will be fed into service specifications to ensure services meet the needs of those with the greatest need. For example, our consultation work around teenage parents has included a focus on the needs of young fathers and young families, to ensure we are</p>

2. Data, Monitoring, Consultation and User Involvement

Please consider issues around impacts (positive or negative) raised for **Disability, Age, Sexual orientation, Faith, Race and Gender** and show your evidence

	<p>not discriminating against this group based on gender.</p> <p>Once services have been commissioned, people that use services will be consulted with on a regular basis and client record forms will provide data on age, gender, ethnicity, disability etc. Providers will need to complete a secondary client group in order to provide more detailed information on vulnerable groups and the needs of service users.</p>
<p>2.7 What consultation have you already done that you can use to inform this impact assessment? Please summarise the main findings from the consultation</p> <p>Can you analyse the results of this consultation by social identity eg race, gender, age, disability, faith, Sexual orientation. Who did you consult and how? What are the main findings? Are there differences in response between different groups? Are more findings to come?</p> <p>If this is an update please say when this information has been added. Did you find that some groups felt that they were adversely affected by the policy/service? Did you feedback the findings of the consultation to those who were involved?</p>	<p>Initial consultation was carried out as part of the Generic Homelessness Floating Support procurement. This consultation involved providers, people who use services, housing authorities and other relevant agencies. This identified that 30% of people using the services were under 25 and of the homeless 16-25 year olds, 18% were 16/17. An analysis of the data and qualitative information from consultation suggests that generic services for young people (16 – 17) and single people to 25 do not provide outcomes matching those specifically commissioned for young people and single young adults.</p> <p>Further consultation took place in the form of Young People Stakeholder Consultation Events in July 2010. Four separate events took place covering Hambleton/ Richmondshire, Ryedale/ Scarborough, Selby and Harrogate/ Craven. A total of 142 stakeholders attended representing a considerable range of organisations. Two workshops took place. In the first workshop on homelessness prevention services, attendees stressed the importance preventative work in schools, improved multi-agency working, short-term/emergency accommodation, mediation, intervention being family focussed and the need for young people to be able to access information and guidance. In the second workshop on support services, , the most commonly mentioned factors were increased out-of-hours support, choice/flexibility of services, joined up working on the front-line and the importance of supported accommodation for young people.</p>

2. Data, Monitoring, Consultation and User Involvement

Please consider issues around impacts (positive or negative) raised for **Disability, Age, Sexual orientation, Faith, Race and Gender** and show your evidence

	<p>Additionally, 9 young people attended the Harrogate/Craven event, providing feedback on reasons for accessing services and what could have been done better for them as individual service users.</p> <p>A 'marketplace' event was held to seek feedback and comments from potential providers in October 2010, particularly around the proposed pathway approach and the tendering process. Overall there was support for the review of services and the pathway approach and gateway system, but some more mixed responses to questions around the specification and tendering process, particularly around working in collaboration, producing joint bids etc. Further consultation and work with providers has taken place throughout early 2011.</p>
<p>2.8 What is the communication strategy to advertise and promote your plan, policy or service?</p>	<p>This equality impact assessment will be published on the Internet and taken to scrutiny and overview committee. The resultant new services will be advertised on SCMS. Stakeholders have received communications throughout the process, including invitations to consultation and marketplace events.</p>
<p>2.9 Is there any more consultation that you need to do to inform this impact assessment?</p> <p>Have you identified information in other sections of this EIA that you need to assess the impact on different groups of people?</p>	<p>Further consultation with all relevant agencies will take place as the service specifications are drawn up, as appropriate. However, it is important to remember that it will not always be appropriate to consult with potential providers as this could have implications for the tendering process and be seen to be allowing certain providers to have undue influence or advantage.</p> <p>As people who currently use services may represent a biased section of the community (i.e. those that have already managed to access services) we may wish to undertake further consultation with young people who are not currently using Supporting People services.</p>

2. Data, Monitoring, Consultation and User Involvement

Please consider issues around impacts (positive or negative) raised for **Disability, Age, Sexual orientation, Faith, Race and Gender** and show your evidence

2.10 How and when you will consult service users about this policy/service in the future?

What do you want to find out? Who will you consult with? What method will you use; what are the potential or known barriers of your chosen method? How will you overcome this? Have you considered the accessibility of your consultation? (see [consultation toolkit](#))

When will findings be available? Will the consultation/involvement be ongoing, regular or a one-off?

Once services have been commissioned, people who use services will be consulted with on a regular basis.

2.11 Will you use existing consultation mechanisms?

Will consultation utilise existing NYCC communication, consultation and engagement mechanisms rather than setting up new mechanisms? Eg the [Citizens panel](#), disability reference groups, the employee equality forum?

If not please explain why

No appropriate existing NYCC communication, consultation and engagement mechanisms identified

2.12 What do people from different groups want?

Have you asked people from different groups what they need or want? What was the outcome of this? Is this reflected in your policy/service

The Generic Homelessness Floating Support review found that service users from all vulnerable groups want a consistent comprehensive service to help to prevent their homelessness and secure independent living. For young people, equitable access to services across the county was highlighted as an important requirement.

The 9 young people who attended the Harrogate/Craven event in July 2010 stressed that there is a need for better communication between providers, and for more information to be available for young people including support before leaving home. Services such as drop-ins, mediation, shared accommodation and Nightstop were not always useful. Some

2. Data, Monitoring, Consultation and User Involvement

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Please consider issues around impacts (positive or negative) raised for **Disability, Age, Sexual orientation, Faith, Race and Gender** and show your evidence

accommodation was not of an appropriate standard and young people would like things to do in the evenings, 24 hour accommodation-based support staff and more provision to be available locally so they do not have to lose their family and friend support networks.

Don't forget to transfer any issues you have identified in this section to the [Equality Action Plan](#)

3. Best Practice

Please consider issues around impacts (positive or negative) raised for **Disability, Age, Sexual orientation, Faith, Race and Gender** and show your evidence.

<p>3.1 Is there a Lead Officer at a senior level for this policy/function?</p> <p>Is the Lead Officer fully aware of equality and diversity issues generally and those specific to this policy? Are they regularly briefed/updated on equality and diversity?</p>	<p>David Walker, Education Officer (social inclusion), CYPS</p>
<p>3.2 Are staff training needs identified?</p> <p>Do staff understand wider equality and diversity issues and the issues specific to this policy? Are staff sufficiently aware of equality and diversity issues to allow them to signpost to information about this and other policies, plans or services - to promote better customer care?</p> <p>If training needs identified contact your Directorate representative.</p>	<p>Staff training requirements will be included in the service specification.</p> <p>The successful service providers will have demonstrated a commitment to equality and diversity issues. For example, all commissioned service providers will be required to train their staff in equality & diversity and safeguarding and have policies and procedures in place to ensure that training needs are identified.</p>
<p>3.3 Is the role of key partner organisations identified?</p> <p>Are key partners identified and their role in equality and diversity issues explained?</p>	<p>The review is being undertaken by a task group with representation from SP, CYPS and district councils. Regular updates and reports have been presented to Supporting People Core Strategy Group, Supporting People Commissioning Body and the Children's Trust.</p> <p>Key partner organisations will be the future service providers. Compliance with equality and diversity requirements will form part of service contracts with providers.</p> <p>In March and April 2011 a number of 'mini-commissioning group' meetings took place with existing housing officers and providers in each district, to help ensure the differences between districts (i.e. existing infrastructure, levels of need etc) are fully considered.</p>
<p>3.4 Does the policy/service link with and support the Council's</p>	<p>Yes, very clearly. There are links to NYCC's priority to tackle social</p>

3. Best Practice

Please consider issues around impacts (positive or negative) raised for **Disability, Age, Sexual orientation, Faith, Race and Gender** and show your evidence.

Social Inclusion Strategy?

exclusion by 'making North Yorkshire a good place for vulnerable young people'. This priority recognises that young people may face difficulties accessing local housing.

The policy includes a wealth of data on particularly vulnerable groups such as teenage parents, young offenders and young people leaving care. This will help ensure their needs are incorporated into the specification. Similarly, the pathway approach will help ensure services are appropriately focused on young people with medium and high level needs. This will include those young people most likely to be socially excluded such as the vulnerable groups outlined above.

3.5 Does the policy contribution to better community cohesion?

Does it promote good relations between different communities?

By ensuring young people – including those with very high levels of need and 'chaotic' lifestyles - have access to appropriate accommodation and support, levels of crime and tension within communities may be reduced.

Providing chaotic young people with the additional support they need will work to reduce substance misuse, offending behaviour etc.

Appropriate education and training (e.g. tenancy and budgeting skills) will help young people to live independently and will in a way that is considerate of their neighbours and the local community (e.g. avoiding noise pollution, keeping their property clean and well maintained, including any outside or shared areas). Resettlement plans designed to help young people 'move on' into appropriate independent accommodation will help ensure they become integrated into the community.

Don't forget to transfer any issues you have identified in this section to the Equality Action Plan

4. Action Planning

Please consider issues around impacts (positive or negative) raised for **Disability, Age, Sexual orientation, Faith, Race and Gender** and show your evidence.

4.1 Has an adverse impact been identified for one or more groups?

Has the consultation or data analysis shown anything in the policy, plan or service that results in (or has the potential for) disadvantage or discrimination towards people of different groups? Which groups?

An important consequence of this policy will be a shift towards ensuring that services are targeted at those with the highest levels of need. This will ensure that medium and high risk young people are able to access appropriate levels of support and types of accommodation. This may impact upon those with lower level needs. Traditionally, around a third of young people using services have accessed these services by approaching providers directly; this may include some young people with lower level needs, who will no longer continue to receive this level of support. However, young people with lower level needs will still continue to be supported through mainstream services. There will also be a shift of resources to early intervention and prevention, which will benefit all young people accessing services (see below).

4.2 How could the policy be changed to remove the impact?

Have you considered all the different options? If you feel that you don't have enough information to decide this, one of your actions may be around gathering more information.

To ensure this does not adversely impact lower-risk young people, help and support will be provided by generic Supporting People services and mainstream CYPS services. Work done around re-modelling Early Intervention services will also help to meet the needs of these lower-risk young people. This includes Family Intervention Projects.

Additionally, a robust universal preventative service will be provided to help ensure all young people remain at home / return home wherever possible (a key principle of the policy is to return young people to family or kinship living arrangements wherever it is appropriate and possible to do so). Investing in efforts to return 'lower risk' young people to their family home will help to mitigate the fact that they will no longer be accessing specialist services.

4.3 Are you planning to consult people on the outcome of this impact assessment?

The outcome of this impact assessment will feed into the creation of the service specification and inform the policy document.

4. Action Planning

Please consider issues around impacts (positive or negative) raised for **Disability, Age, Sexual orientation, Faith, Race and Gender** and show your evidence.

When and how will you do this? How will you incorporate your findings into the policy?

4.4 Can any adverse impact be justified?

If the adverse impact will remain, can this be justified in relation to the wider aims of the policy or on the grounds of promoting equality of opportunity for one target group?

The impact on 'lower risk' young people can be justified as it is critical that services are targeted appropriately at those young people with higher levels of need, particularly at a time when funding opportunities are more limited. The broader and longer-term societal gains of intervening to work with those with higher level needs are considerable, with the investment in working with these young people exceeding the initial costs that are spent several times over. As a result, the shift towards focusing on medium and high risk individuals in this difficult economic period can be justified.

4.5 Are equality and diversity principles promoted and mainstreamed?

Even if there isn't any adverse impact could action be undertaken to promote and mainstream equality and diversity principles? Is best practice being followed, and being disseminated to others?

Equality and diversity will be promoted as key considerations and mainstreamed throughout the process. This will be reflected in the service specification.

4.6 Are there any other equality issues that haven't been covered through this impact assessment?

Are there any other sections of the community that are affected?

The main issues that have not been sufficiently explored in this service review are sexual orientation and faith, as this data is not currently collected as part of Supporting People's client record forms.

4.7 Service Performance Planning

Are equality issues addressed in your service performance plans?
How will the issues raised in this Impact Assessment be incorporated into your mainstream planning?

How will equality issues be monitored?

The Supporting People delivery plan addresses issues of equality and diversity. The CYPS Children and Young People's Plan is subject to a macro-EIA.

Equality Action Plan				
Issue	Considerations	Objective	Action	Timescale & Lead Officer
What are the key equality issues identified from the assessment and consultation and data analysis phases?	Are there any legal considerations/ implications? Can less favourable treatment be justified? Are there any other changes that need to be considered? Have you sought advice? Who from?	What outcome would you want to achieve? Is it achievable?	What improvements could you make to achieve this outcome? What resources will you require to achieve this outcome? All actions identified here should be included in your Service Action Plan/ Equality & Diversity Action Plan	
Secondary client group is often not recorded	There are implications as we are unable to see the 'whole picture' of a young person's need. Some vulnerable young people will have multiple client groups - we need to access this information to draw up an accurate picture e.g. for monitoring future patterns of service use	More robust and consistent recording of secondary client group	Include requirement within Service Specification to record secondary client groups	2011 – 2012 Carol Armstrong
Lack of data on sexual orientation as an equality and diversity issue	Current client record data covers age, disability, gender, race and faith but not sexual orientation	Collect data on sexual orientation This may be difficult as young people may not wish to disclose this information as part of client record data collection	This EIA has considered existing national research around homelessness and sexual orientation to ensure this group is represented in the EIA	2011 – 2012 Carol Armstrong
Lack of existing data on types of accommodation/ needs etc in some areas of CYPs (e.g. young offenders,	Now that gaps have been identified, should we be collecting this data on a more regular basis rather than as a –	Data obtained for the purposes of this review to be collected and monitored on a regular basis	Consider value of continuing to collect data on a more regular basis	2011 – 2012 David Walker

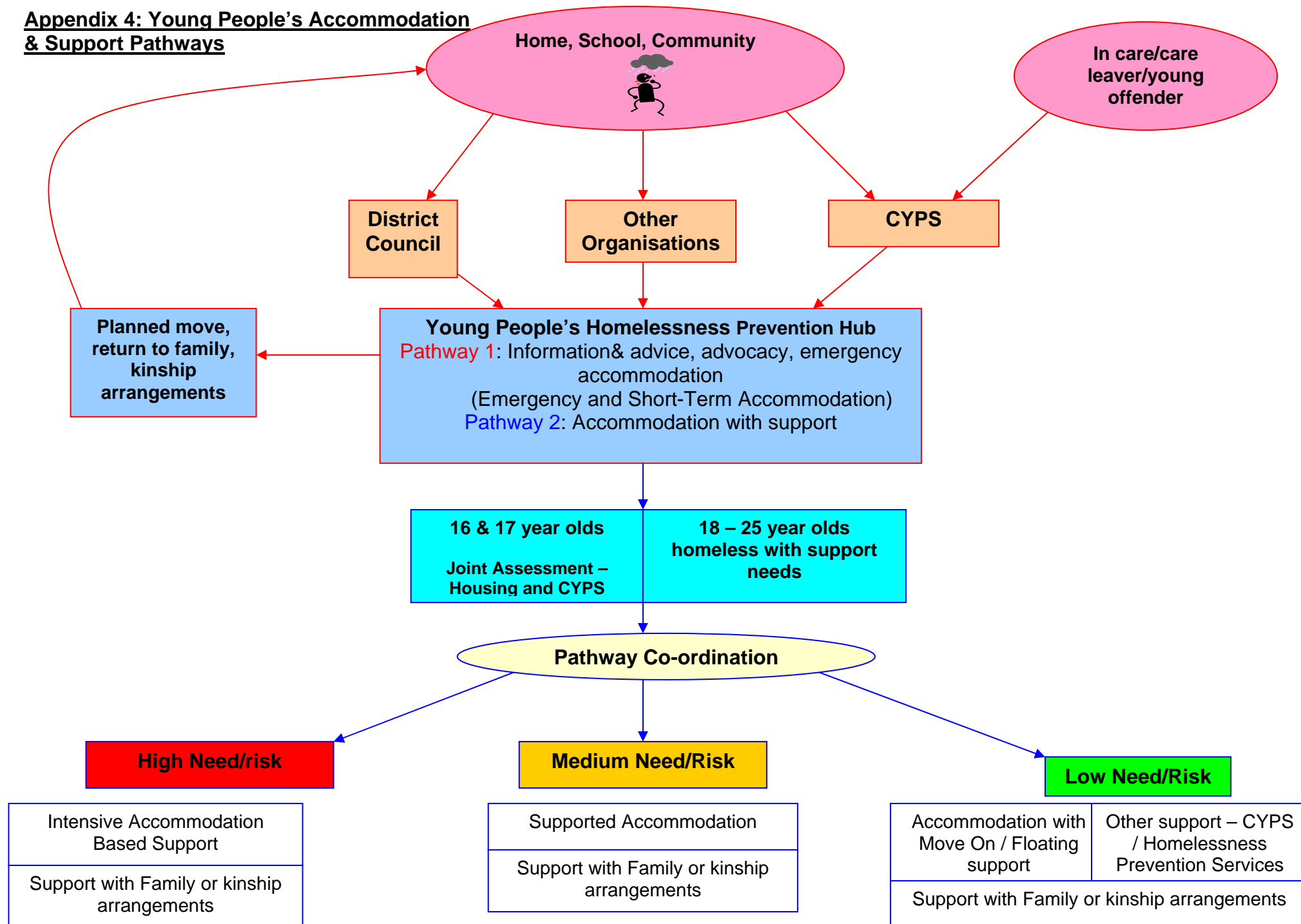
teenage parents, children leaving care)	one-off'? This will allow us to better monitor equality and diversity issues			
<p>This policy / service may also be affected by other reviews currently taking place within CYPS:</p> <ul style="list-style-type: none"> IYS (Conexions, one to one support etc) to merge into Youth Service with reductions in management posts Strategic Services review (including changes to management of Children's centres and removal of Senior Parent Support Advisers) 	<p>This may have implications, for example for teenage pregnancies / young parents, particularly the removal of Senior PSAs as these often work closely with young parents.</p> <p>However, there is likely to be a shift towards Children's centres focusing much more on vulnerable client groups, which could mean they are well-placed to offer more support to young parents and other vulnerable groups.</p>	During all service reviews, take into consideration the potential impact and consequences of other recent / ongoing reviews	<p>Ensure robust EIAs are undertaken for all ongoing and future reviews</p> <p>Demonstrate awareness of other ongoing or recent reviews and their potential impact, particularly where there is some overlap between reviews</p>	2011 – 2012 David Walker

5. Publicity and Communication of the Equality Impact Assessment

Please consider issues around impacts (positive or negative) raised for **Disability, Age, Sexual orientation, Faith, Race and Gender** and show your evidence.

	<u>Evidence</u>
5.1 How will these results be published?	This equality impact assessment will be published on the Internet and taken to scrutiny and overview committee.

Appendix 4: Young People's Accommodation & Support Pathways



Appendix 5

**JOINT ASSESSMENT FORM FOR ASSESSMENT OF A YOUNG
PERSON'S ACCOMMODATION AND SUPPORT NEEDS**

This Joint Assessment Form is available on ICS. It should be jointly completed by a Children and Young People's Service Advanced Practitioner and Housing Officer. If it is not possible to do this, then it is mandatory that the completed form is shared between agencies. The form must also be referred to the Entry to Care Panel if it is felt that the young person needs to be considered for support under section 20, who will make a decision within 10 working days. For monitoring purposes, Children's Social Care staff must email a copy of the completed Joint Assessment form to David Walker, Education Officer (Social Inclusion), at david.walker@northyorks.gov.uk, (telephone 01609 532667), ensuring the completed form is password protected.

The purpose of this form is to assist a professional assessment (which should be carried out in agreement with the young person) whose purpose is to establish:

- (a) what interventions have been undertaken to prevent this young person from presenting as homeless / return the young person to suitable family or kinship arrangements
- (b) what additional work needs to be undertaken with the young person presenting as homeless
- (c) if the young person cannot return home, what discussion and work has taken place with the person with parental responsibility for the young person
- (d) where the young person is currently living and - if this is temporary - how long this arrangement can continue and what future arrangements can be made
- (e) whether there is a statutory duty owed by Children's Social Care or the young person will be assisted as Priority Need for Housing by a Local Authority

Housing Authorities Ref. No.....

ICS No.....

Name of Key Workers:

Children and Young People's Service.....

Housing Department.....

Location.....

Date.....

1. Personal Information

a) Name of Young Person.....

b) N.I.....

c) Date of Birth.....

d) Age.....

e) Gender.....

f) Ethnicity.....

g) Religion.....

h) Does the young person have a disability?

.....

.....

.....

i) Does the young person have communication difficulties and require assistance or an advocate / interpreter?

.....

.....

.....

j) Does the young person have any I.D. (please give details)?

.....

.....

.....

k) Where did the young person receive their education over the past 5 years?

School\College

Dates from and to

.....
.....
.....

l) Give details of employment or training

.....

.....

.....

.....

.....

.....

.....

m) Details of any income including benefits

.....

.....

.....

.....

.....

.....

n) Please give details of any medical problems / current medication

.....

.....

.....

.....

.....

.....

n) Name and address of GP

.....

.....

.....

.....

.....

o) Is the young person pregnant?

Please attach proof of pregnancy

p) (i) Is the young person a parent? Give details

.....

.....

(ii) Who is the father / mother of the child / children? Give details including address

.....

.....

.....

.....

.....

q) (i) Is the young person in a partnership or relationship? If so, with whom?

.....

(ii) Is the young person's partner an adult?

(iii) Is the young person homeless as a consequence of any actions of the adult partner?

(iv) Are there any concerns that the young person may be being exploited by the adult partner?

r) Why has the young person presented as homeless?

.....

.....

.....

.....

.....

2. Mediation and Support to Return Home

a) Name and address of parent/guardian/carer

.....

.....

.....

.....

b) Is the parent/guardian/carer in receipt of child benefit or any other allowances?

Give details

.....

.....

.....

c)(i) Has the young person recently contacted their parents?

.....
 (ii) What was the outcome?

.....

.....
 (iii) Can we contact their parents? Yes/ No

.....
 (iv) What is the best time and way to contact them?

.....

d) Please describe what steps have been taken to provide mediation and support to keep the young person at home / return them to appropriate family or kinship arrangements:

.....

e) Please describe any other advice and support that has been provided to prevent homelessness within the Accommodation Advice and Prevention Hub:

.....

f) (i) Young person's current address

.....

(ii) Contact number

(iii) Type of accommodation / arrangement (e.g. Tenancy, friend, family, etc)

.....

(iv) Date required to leave

(v) Why does the young person have to leave? Is it safe for the young person to remain at home?

.....

(vi) Can we contact the person the young person is living with?

(vii) Comments:

g) Previous addresses over the past five years (including dates). Please use a separate sheet if required

h) (i) Before presenting as homeless, has the young person been living independently away from the family home for some time?

(ii) Did they leave home in a planned way?

(iii) Why did they leave?

(iv) For how long has the young person been living independently?

i) (i) Does the young person have any family or friends who could offer accommodation?
(please go through all family members and if necessary/ appropriate contact them)
Yes/No

(ii) Name.....

(iii) Tel.no.....

(iv) Address:

(v) Can we contact them to try and arrange accommodation?

Yes\No

(vi) Does the young person have friends/significant others who need to be available to provide support?

.....

j) (i) At this stage, is the young person in need of accommodation?

.....

(ii) If yes, what arrangements would the young person like us to pursue?

.....

3. Involvement with other agencies

a) Has the young person had any contact with other agencies previously?

(i) Children and Young People's Service Yes/No Name of worker

.....

(ii) Youth Justice Service Yes/No Name of worker

.....

(iii) Voluntary Organisation Yes/No Name of worker

.....

(iv) Other agencies

.....

b) Has the young person ever been:

(i) in the care of a Local Authority?

(ii) subject to a Care Order?

(iii) subject to entitlements as a Care Leaver?

(iv) in trouble with the police / charged with an offence?

.....

(v) subject to a Statement of Special Educational Needs?

(vi) If yes to any of the above, give details (dates, addresses, other details):

.....

4. Accommodation Pathway Risk Assessment

Please indicate the young person's vulnerability in each of the following areas:

Assessment area	Risk Level	Descriptor / Risk Factors	✓	Comments
Managing Boundaries	Low	<ul style="list-style-type: none"> Appears able to manage boundaries appropriately 		
	Medium	<ul style="list-style-type: none"> Not able to manage boundaries and visitors consistently Potential impacts upon others 		
	High	<ul style="list-style-type: none"> Current history of difficulty in managing boundaries and visitors Impacts significantly upon managing life constructively 		
Emotional well-being	Low	<ul style="list-style-type: none"> Appears emotionally stable 		
	Medium	<ul style="list-style-type: none"> May have a mental health diagnosis but is able to manage with active support from the Mental Health Care Programme Approach (CPA) Able to manage any medication independently May be receiving treatment for a behaviour disorder e.g. Attention Deficit Hyperactivity Disorder (ADHD). 		
	High	<ul style="list-style-type: none"> Severe emotional health problems / mental health diagnosis Requires support to manage issues identified under the CPA May be risk of domestic abuse in family home / within own relationship May have disclosed abuse or neglect / appear to assessor to be at risk of abuse or neglect Child Protection Concerns 		
Offending behaviours	Low	<ul style="list-style-type: none"> No history of offending behaviour 		
	Medium	<ul style="list-style-type: none"> May have been in trouble with the police May be at risk of anti-social behaviour or have been subject to an ASBO 		
	High	<ul style="list-style-type: none"> Has a current history of offending May have been in custody May have been subject to statutory supervision May have been subject to MAPPA / MARAC arrangements Causes disturbance to the local Neighbourhood 		

Harm to self and others	Low	<ul style="list-style-type: none"> No identified risk of harm to self or others 		
	Medium	<ul style="list-style-type: none"> May be at risk of self-harm May be risk of substance misuse or alcohol abuse May be a risk of violence to others 		
	High	<ul style="list-style-type: none"> Mental Health diagnosis High risk of self-harm High risk of substance misuse or alcohol abuse Risk to the community of violence It is likely there may be a significant impact on the young person and others, including risk of threats / physical harm May represent a sexual risk to others or self 		
Personal development	Low	<ul style="list-style-type: none"> Requires limited support to develop independent skills 		
	Medium	<ul style="list-style-type: none"> Requires significant support to develop independence skills May have low self-esteem / confidence 		
	High	<ul style="list-style-type: none"> Requires high levels of support to develop independence skills May have recently been released from detention (i.e. custody, rehab or psychiatric unit), or left care in an unplanned way May have very low self-esteem / confidence 		
Engagement with planning	Low	<ul style="list-style-type: none"> No difficulty engaging in planning 		
	Medium	<ul style="list-style-type: none"> Some risk of difficulty engaging in planning 		
	High	<ul style="list-style-type: none"> Recent history of refusing to engage in planning 		
Misuse of substances	Low	<ul style="list-style-type: none"> Does not misuse substances 		
	Medium	<ul style="list-style-type: none"> Misuse of drug and alcohol is impacting upon support input 		
	High	<ul style="list-style-type: none"> Regular misuse of drug and alcohol is impacting significantly on support input There may be a risk to young person's safety and / or health and the safety of others 		
Support needs	Low	<ul style="list-style-type: none"> Young person requires low level of support 		
	Medium	<ul style="list-style-type: none"> A reasonable standard of health and development is unlikely to be maintained without active support Likely to be Not in Education, Employment or Training (NEET) Lacks some self-care skills 		

		<ul style="list-style-type: none"> • Likely to require some assistance with managing money, maintaining a tenancy, reading / writing etc • May have financial or debt problems • May have a statement of Special Educational Needs • May have health issues or a disability • May be pregnant or a young parent • May require medical or dental treatment / may take regular medication 		
	High	<ul style="list-style-type: none"> • Young person's needs are complex and require a multi-agency support package • NEET • Notable lack of self-care skills • Require assistance with managing money, maintaining a tenancy, reading / writing etc • May have financial or debt problems • May have a statement of Special Educational Needs • May have significant health issues or a disability • May require medical or dental treatment / may take regular medication • May be a young carer • May be pregnant or a young parent • Family may be known to Children's Social Care 		
Conclusion - using the risk table above, outline whether there is any single factor or combination of factors which may lead the assessor(s) to conclude that the young person is particularly vulnerable, and indicate agreed level of risk in order to identify where the young person will enter the accommodation and support pathway				
	Risk Level	✓	Please identify relevant risk factors / considerations:	
Identified Level of Risk	Low			
	Medium			
	High			

5. Accommodation and Support Requirements

a) Based on the outcome of the Accommodation Pathway Risk Assessment above, at which level will the young person enter the accommodation and support pathway?

Low	<input type="checkbox"/>
Medium	<input type="checkbox"/>
High	<input type="checkbox"/>

b) What type of accommodation does the young person require?

.....

.....

.....

.....

c) What are the young person's skills for independent living?

.....

.....

.....

d) What equipment does the young person require? (e.g. utensils, bedding)

.....

.....

.....

e) Is there any other information to be taken into account?

.....

.....

.....

f) Does the young person appear to require accommodation?

.....

.....

.....

g) Is that need for accommodation the result of:

- (i) there being no person who has parental responsibility for them;
- (ii) their being lost or abandoned;
- (iii) the person who has been caring for them being prevented from providing suitable accommodation or care?

.....

.....

.....

h) If the person with parental responsibility is prevented from providing accommodation, to what extent can they continue to provide support and care (including financial, practical and/or emotional support)?

.....

.....

.....

.....

.....

i) Does the young person wish to be provided with accommodation through becoming a Looked After Child or as a Child in Need?

.....

.....

.....

j) What consideration (having regard to age and understanding and competence) should be duly given to those wishes?

.....

.....

.....

k) Does any person who has parental responsibility object to the Local Authority providing accommodation? Or if young person is aged 16 or over, do they object to being provided with accommodation?

.....

.....

.....

l) What are the recommendations of the Local Authority Housing Officer and Children and Young People's Service (Children's Social Care) Officer?

.....

.....

.....

The Children and Young People's Service (Children's Social Care) Officer must ensure that they have given due consideration to the section 20 test questions as outlined in Annex 1, throughout this joint assessment.

6. Decision

a) Section 6(a) to be completed by a Local Authority Housing Officer:

The 5 Stage Test Housing Authorities

Is the applicant:

- (i) Eligible?
- (ii) Homeless?
- (iii) In Priority Need?
- (iv) Intentionally Homeless?
- (v) Do they have a Local Connection?

b) Section 6(b) to be completed by a Children and Young People's Service (Children's Social Care) Officer:

Analysis of the information and the decision made

.....

.....

.....

.....

.....

.....

.....

Do you recommend that the young person is assisted;

- | | |
|--|----------|
| (i) as a Child in Need (under section 17)? | Yes / No |
| (ii) as a Looked After Child (under section 20)? | Yes / No |
| (iii) as a Care Leaver? | Yes / No |
| (iv) as Priority Need for Housing? | Yes / No |

Where required the General Manager for Children's Social Care will make the decision to provide the young person with emergency accommodation under section 20 for a period of seven days where it is felt that the young person is at risk of immediate

significant harm. The Children and Young People's Service (Children's Social Care) Officer will submit a completed Placement Request Form to the Entry to Care Panel within 10 working days of initial contact as only the Panel can make the decision on the longer term provision of accommodation under section 20.

Signed:
(CYPS Children's Social Care Officer)

Date:

Signed:
(Housing Officer)

Date:

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Partner of Local Authority Release of Information

In order to make enquiries into your homelessness under the provisions of the Housing Act 1996 Part VII and the Children Act 1989, the Council or Children and Young People's Service may need to contact other persons or agencies on your behalf. If there is anyone we may not contact, please give details below.

Name:
Address:

I give my permission that any relevant person or agency may be contacted in the process of gathering further information to support my application.

Signed
(Applicant)

Date:

DECLARATION

Your application will be considered under the Housing Act 1996 Part VII. If you have approached Children and Young People's Service and are in need of accommodation, these details may be sent to the local Housing Department for consideration. If you make false statements or deliberately withhold information relevant to your application, the Council may take action against you which could result in a criminal conviction carrying a fine or conviction of up to £5,000.

I can confirm that all the information I have given is, to the best of my knowledge, correct and complete. I understand that I must tell the Council/Children and Young People's Service if any of my circumstances change.

Signed:
(Applicant)

Date:

I have read and explained the declaration to the applicant.

Signed:
(Housing Officer)

Date:

Signed:
(CYPS Children's Social Care Officer)

Date:

Annex 1: Entry to Care Panel Decision

The following Section 20 test questions must be given due consideration within the joint assessment form by the Children's and Young People's Service (Children's Social Care) Officer.

Is the young person a child? (See section 1c within the procedure)

Is the young person a child in need? (See section 4 within procedure)

Is the young person within the Local Authority's area? (See section 2f within the procedure)

Does the young person appear to the Local Authority to require accommodation? (See section 5 and 6 within the procedure)

Is that need for accommodation the result of:

- (a) there being no person who has parental responsibility for him;
- (b) his being lost or being abandoned;
- (c) the person who has been caring for him being prevented from providing him with suitable accommodation or care?

What are the young person's wishes regarding the provision of accommodation? (See section 5 and 6 within the procedure)

What consideration (having regard to age and understanding and competence) should be duly given to those wishes? (See section 5 and 6 within the procedure)

Does any person who has parental responsibility object to the Local Authority providing accommodation? Or if young person is aged 16 or over, do they object to being provided with accommodation? (See section 6f within the procedure)

Accommodation Pathway Assessment - Risk Matrix

Assessment area	Medium risk	High risk
Managing Boundaries	Not able to manage boundaries and visitors consistently where it impacts upon others.	Has a current history of difficulty in managing boundaries that impact significantly upon managing life constructively.
Emotional well-being	Has a mental health diagnosis but is able to manage with active support from the CPA and manages their medication independently. For example: the young person may be receiving treatment for a behaviour disorder eg, Attention Deficit Hyperactivity Disorder (ADHD).	Severe emotional health problems, in which a young person requires support to manage issues identified under the mental health Care Programme Approach (CPA)
Offending behaviours		Has a current history of offending, which causes disturbance to the local Neighbourhood.
Harm to self and others	Assessment indicates there is a risk of self-harm, substance misuse and violence to others.	Assessment indicates there is a high risk of self-harm, substance misuse and risk to the community of violence which indicates that it is likely there may be a significant impact on the young person and others of physical harm/threats to others.
Personal development	The young person requires significant support to enable them to develop independence skills.	The young person requires high levels of support to enable them to develop independence skills. They may have recently been released from detention (i.e. custody, rehab or psychiatric unit), or left care in an unplanned way.
Engagement with planning	Young person has difficulty engaging in plans.	The young person has a recent history of refusing to engage in plans.
Misuse of substances	Misuse of drug and alcohol that is impacting upon support input.	Regular misuse of drug and alcohol that is impacting upon support input.
Support needs	A reasonable standard of health and development is unlikely to be maintained without active support.	The young person's needs are complex and require a multi- agency support package.

Appendix 6: Pregnant Teenagers and Teenager Parents – November 2010

‘Snapshot’ of Current Provision and Need

Detailed questionnaire responses were collected from 11 agencies countywide, comprising a mixture of statutory and third sector agencies:

Area	Number of agency responses
Hambleton and Richmondshire	4
Craven	2
Scarborough	1
Harrogate	2
Ryedale	1
Selby	1

Housing and Support Needs

A number of agencies countywide identified that a one or two bedroom self-contained property of a sufficient size with garden space would be the ideal housing option for young families. This should include access to a telephone to enable tenants to set up payments for bills etc. In some areas a lack of properties which can accommodate young parents with more than one child was identified. Longer-term accommodation with more stability and security is also needed.

Most agencies identified that many teenage parents have medium or high level support needs, particularly when they are leaving the family home. In Skipton these are met through partnership working in conjunction with local Targeted Youth Support (TYS) workers.

The following floating support needs were identified in the majority of areas:

- Tenancy skills
- Independent living skills
- Budgeting skills (including managing benefits)
- Parenting and childcare skills

Mediation with parents and families was also mentioned as a support need in Craven. In Scarborough the vast majority of teenage parents live at home. In Harrogate, stability was identified as crucial to enable the teen parent to concentrate on being a parent and not have the constant worry of housing hanging over them.

In Hambleton and Richmondshire current waiting lists for support are long and young people are sometimes confused over what support is available. Agencies in this area also mentioned that sometimes incorrect or inaccurate advice may be given to young parents.

Are young people being accommodated out-of-county?

No comment on this was received from the Ryedale agency, and the Scarborough agency commented that most young people are accommodated in the area. However, all other areas commented that young people are on occasion accommodated either out-of-county or - as the Selby agency commented - a considerable distance from family and friends. For example, some young people in Hambleton and Richmondshire may be accommodated in Middlesbrough whilst young people in Craven may be accommodated in West Yorkshire (e.g. Keighley and Bradford). Young people in Harrogate are often accommodated in Leeds, which has financial

implications as young people are often required to travel to appointments in Harrogate. Fear of being moved out of the area may result in young people enduring their current situation (e.g. remaining at home despite family breakdown), which leaves some young parents feeling trapped and unable to achieve independence.

What are the current gaps in services and provision / what is lacking?

A lack of general housing opportunities was identified in all areas, including a lack of cheap private rented accommodation. Difficulties obtaining move-on accommodation were mentioned in Craven and Harrogate and rural isolation was mentioned as a barrier to accessing services in Hambleton and Richmondshire. Lack of support to get teenage parents back into education, employment and training was identified in Scarborough.

Specialist accommodation is available in Harrogate (7 units) only, although agencies in this area identified a lack of floating support. A lack of specialist units for pregnant teenagers and young parents was identified in Craven, Hambleton / Richmondshire, Scarborough and Selby. Generally, existing support and accommodation is generic and does not meet the needs of this specific client group. There were particular concerns raised over a lack of support for under 18s in Hambleton and Richmondshire, where under 18s are often provided with Licence tenancies which can leave them more vulnerable to losing their tenancy and becoming homeless. A supported housing scheme for teenage parents and pregnant teenagers that accepts people over 16 years would be helpful.

An agency in Hambleton and Richmondshire also suggested that introducing a Young Parent Advocate Service would be a positive step, where an expert in housing and the needs of young parents can offer support and guidance. The referral can be made to this service as soon as they young parent registers an interest on the housing application list, then the young parent is supported throughout the process. The advocacy worker could also find out if proposed properties will adequately meet the needs of the individual (i.e. appropriate size).

Agencies in both Craven and Scarborough mentioned that some young people have commented that they believe it is easier to get affordable housing if pregnant. One agency commented that as eligibility for housing is on a points-based system, teenage parents know anecdotally (in total contradiction to the teenage parent strategy of reducing second pregnancies for teenagers) that having two children will increase their eligibility for housing.

Is the accommodation allocated to teenage parents suitable or unsuitable?

Most agencies identified that some accommodation currently being offered to teenage parents is unsuitable, but with variations across areas and also within areas. In Hambleton/Richmondshire, a lack of accessible ground-floor accommodation was identified. In Craven, accommodation is often unsuitable initially, with issues around safety and cleanliness most common. Examples of recent issues have been around windows not being secured in first floor accommodation, lack of safe outdoor space for babies and toddlers to play, lack of facilities in the accommodation for cooking and heating, lack of furniture, carpets or curtains, and unsafe/uneven flooring (concrete floors with holes and loose areas of 'rubble'). Similarly, one agency in Selby described a case where a young couple moved into a local authority flat still undergoing repairs and with nowhere to bathe their baby.

Agencies identified that the use of B&Bs is completely unsuitable, leaving young people more vulnerable to developing drug and alcohol dependencies. Similarly, the use of hostels in Harrogate was described as not ideal, often with a lack of space.

One agency in Harrogate stated that it is unreasonable to ask young parents to move into the private sector of the market as this leaves them vulnerable to exploitation by private landlords. It also means young parents may fall into the 'benefit trap' as they are not able to earn enough to pay the rent when they are ready to come off the benefit system. This is supported by comments from an agency in Selby who agreed that there is less security in the private sector and some families have had their rented homes sold whilst they are still living in them. They are then in the position of needing emergency accommodation in temporary hostels as they are not eligible for any provision until the day they become homeless.

What is currently working well for young parents around housing?

The specialist unit for young parents in Harrogate works well. In Hambleton / Richmondshire and Scarborough agencies stated that keeping young parents at home is working well, allowing young parents to access appropriate support from their own families.

In Craven, joint working is carried out between housing workers, Targeted Youth Support, Children's Centres and the midwifery team, and this works very well. There is an agreed referral pathway for young parents and parents to be, which is 'signed up to' and understood by all agencies. Young parents report that they feel that they can contact any member of the team (midwife, Parent Support Adviser, TYS worker, housing staff) and be confident that their issue will be correctly and appropriately routed and dealt with. Similarly, multi-agency support in North Ryedale was praised, and agencies stated that young parents have good opportunities to find out who is the best agency to support them with their specific housing needs.

In Craven, Parent Support Advisers have helped families living in unsuitable accommodation by helping them to apply for grants and small loans, and by liaising with the relevant professionals to ensure any accommodation issues are resolved.

Do the teenage parents you see have local support from family or friends?

Responses to this question varied across areas and agencies. Some agencies find young women tend to lose their support networks and become isolated when they fall pregnant, whilst others commented that often the reason young people are accessing their service in the first place is as a result of family 'rifts' or disagreements. Others found that young people tend to receive practical - but rarely financial - support from parents and friends. However, contact with family and friends is not always positive. Although family networks often provide needed support, some teenage parents have their confidence knocked by their own parents 'taking over' childcare or in some instances undermining some of the strategies the teenagers want to put in place for their child e.g. healthy eating, behaviour management / swearing / smoking around the children.

One agency in Hambleton/ Richmondshire commented that young people tend to have better relationships with their parents when they are not living in overcrowded accommodation. Often more friction is caused when they are trying to live with their parents and siblings as well as their own children. Parents who have only one teenager at home seem to last longer maintaining the relationship than when other children/siblings are involved.

Many agencies recognised that for those young parents who do have a family and/or friend support network, it is often important to the teenagers that they are able to stay in contact with this support, and they may be very reluctant to move even short distances. In Ryedale many young parents stay with their own families when their baby is born. One agency claimed that young parents may wish to be housed on the same street as their family and refuse to consider being more flexible and living elsewhere even within the local area.

In Selby when young parents have been accommodated away from family and friends this can have very negative consequences. These include depression and in one case the involvement of Children's Social Care as the young parent was unable to look after their infant without wider family support

Are the support and accommodation needs of young fathers met?

Several agencies commented that the support and accommodation needs of young fathers are not met. For example, agencies in Harrogate and Craven identified gaps in support for young families and stated that it is easier for single mothers to obtain support and accommodation than it is for families. A lack of provision for couples was also identified in Scarborough.

This situation is exacerbated by the complex benefits system. For example, young parents who later decide to move in together may not realise they have to inform Housing Benefit of the new circumstances. Better information and guidance is required. An agency in Scarborough commented that the benefit system can make it more beneficial to be a lone parent (on paper) and to live apart.

Some agencies even felt the current system is encouraging young families to live apart, with the family not recognised as a unit and not given the best chance to provide a stable home for the child. Many agreed more needs to be done to encourage young families to stay together. Living apart can cause relationship difficulties and often when young parents live separately in their family homes the risk of relationship breakdown increases.

Typically young fathers do not live with their partners. In Craven, two fathers are reported to be currently living in a hostel; this is not ideal and they have expressed a desire to live with their partner and child

Agencies in Craven and Harrogate stated that young fathers are not included in decisions and there can be difficulties engaging them. An agency in Scarborough commented that the mothers of teenage mothers seem to have more of a say in decisions than the young fathers, which can lead to the 'side-lining' of fathers.

Have teenage parents reported domestic abuse?

Responses varied considerably across different areas and agencies. Three of the four agencies in Hambleton/ Richmondshire said 'yes', as did the agencies in Scarborough and Selby, one agency in Craven and one in Harrogate. Young women are becoming increasingly aware that domestic abuse is not just about physical violence but also emotional abuse. Around 20% of the cases on file at the Craven agency make some reference to domestic abuse. The majority of cases are issues of abuse within the teenage parents' relationship. A minority (around 30%) of the cases relate to abuse of the teenage parent by their own parent(s). One agency in Harrogate commented that domestic abuse amongst young parents is common, often low level and is exacerbated by low self-esteem.

Do organisations capture specific information from teenage parents regarding their housing needs? If yes, how is it used?

Some agencies appear to collect more information than others. In some agencies, individual case files or notes of meetings are kept. Some collect data and feed this back to the local Registered Social Landlords and housing services or to Supporting People. Others do not collect this specific information or only collect it in complex cases when a Common Assessment is completed.

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Appendix 7: Service Package 1 Overview

Homelessness Prevention, Advice, Mediation and Emergency Accommodation with Support for Young People at risk of Homelessness

Introduction

These services are for young people aged 16-25 years at risk of homelessness, however, the focus of the service user age range is likely to be younger rather than older.

The primary purpose of this service is to keep young people safe and maintain them with their family or kinship arrangements where appropriate. Providers will need to work with Housing Options Teams to find an appropriate solution.

This specification is for homelessness prevention services including mediation, emergency accommodation and housing related support for Young People aged 16 -25 years who are experiencing difficulties with their housing situation, who are in transition from actual or threatened homelessness, or who are homeless or at risk of becoming homeless in North Yorkshire. The focus of the service is to provide intervention to prevent homelessness of young people and assist them to either:

- Maintain the individual in the family home or kinship arrangements wherever possible
- Ensure a planned move to return to the family home or to kinship arrangements
- Move to independent accommodation where appropriate
- Achieve some stability in their lives
- Move to supported accommodation (Service Package 2)

There are two elements to this service, namely,

- 1). Mediation, reconciliation, advocacy and advice to prevent homelessness**
- 2). Accommodation with support**

The ideal accommodation for this specialist service would have the following characteristics:-

- **Element A - Emergency Temporary Accommodation**
 - e.g. Nightly up to two weeks,
- **Element B - Short Term Accommodation**
 - e.g. Up to 6 weeks
 - Self contained units including a kitchenette and shower/bathroom and or separate flats with shared kitchen or bathroom facilities

Who is the service for

The Service is aimed at 16-25 year olds who need information, advice and who are homeless or threatened with homelessness. Priority will be given to the following, in no specific order:-

- **Young people leaving care**
- **Young Offenders**
- **Young people who are vulnerable for any other reason than above**

The Provider of this service will also ensure that the service meets the needs of young people of diverse ethnic and cultural backgrounds and is able to meet the needs of young people with complex needs which may include mental health problems, physical disability, learning disability etc.

Providers are challenged to think about flexible use of support and links to other services to assess individual needs.

The Service will support the local authorities in carrying out their duties under the Children Act 1989 and Homelessness Act 2002 and reflects the Children (Leaving Care) Act 2000 and any further statutory amendments.

Service providers will be expected to make a contribution to the Youth Justice Plan, Children and Young People's Plan, Homelessness Strategy, Teenage Pregnancy Strategy and any other relevant strategic plans and objectives.

The service will focus on providing homelessness prevention, emergency accommodation, tenancy sustainment, assistance in accessing other appropriate support services, personal and emotional support, assistance to engage in employment, education and training and will enable vulnerable young people to make effective transitions to independence. It is expected that these opportunities will be maximised for young people by the Service Provider working in partnership with specialist agencies.

Service Objectives

The objectives of the service are:-

- To reduce the levels of homelessness of young people between the ages of 16 - 25 years
- Providing young people with the quality information and support that they need to prevent homelessness

Service Delivery Requirements and Service Specific Standards and Targets – See Appendix 1

Description of Services

Advice and Prevention Hub

The pathway into services for all 16-25 year olds is through the Advice and Prevention Hub, which consists of the Local Authority Housing Option Team, Pathway Co-ordinator, and a CYPS worker. Ideally these will be co-located within Housing Options.

NB: The pathway co-ordination may be provided by the Local Authority but in some instances will be commissioned from the short term accommodation provider.

The CYPS worker will focus their work around 16/17 years old and the most vulnerable young people, this role may differ in districts.

Initial information and assessment will be undertaken in the Advice and Prevention Hub.

The decision to carry out a joint assessment on 16/17-year-olds will be taken by the Advice and Prevention Hub using The North Yorkshire Joint Assessment form for Assessment of a Young Person's Accommodation and Support needs.

Young people aged 18 years or above will be assessed by Housing Options Team.

ELEMENT A) - Emergency Accommodation - Nightstop

This service is for emergency accommodation with host families for young people aged 16-25 years at risk of homelessness, however, the focus of the service user age range is likely to be younger rather than older.

The primary purpose of this service is to tackle youth homelessness and keep young people safe by providing them with emergency accommodation with support. This enables the young person to remain in contact with their family or kinship arrangements as well as encouraging continuing engagement with education, training and employment.

ELEMENT B - Short Term Accommodation

The short term accommodation is designed to provide time limited emergency accommodation, in each of the 7 District/Borough Councils, for young people at risk of homelessness. This will allow the provider time to deliver intensive intervention with the young person, their families and the wider community.

Young people should remain in the short term accommodation for up to 14 days, in exceptional circumstances this could be extended to a maximum of 6 weeks. The strict time limit is set so that support will not be compromised and the work of all agencies involved will be focussed. In the event of a young person being unable to return home the provider will work in partnership with the Housing Options Team and Pathway Co-ordinator to find the best alternative accommodation.

YOUNG PERSONS HOMELESSNESS PREVENTION STEERING GROUP

To ensure the smooth running and consistent approach of the Advice and Prevention Hubs, **Young Persons Homelessness Prevention Steering Groups** will be set up and the provider/s will be a member/s taking an active part to enable the service to reach its full potential in terms of:-

- The “can do” approach of all the partner agencies
- Swift adherence to the time limit
- Swift and quality mediation
- Strong support and management from the Housing Support Worker

Management of Services

Referrals to the service

All young people aged 16 -25 years will access the service through the Advice and Prevention Hub where the initial information and assessment will be undertaken and from where referrals will be made to the short term accommodation service providers.

Assessment and establishing a Support plan

The Advice and Prevention Hub will assess young people to identify their needs for an initial support plan. Providers will be expected to undertake continuous assessment of needs and risk to ensure that at the end of their short term accommodation placement or intervention a support plan can go with the young person to any further support or accommodation. Providers can use the most appropriate support plan/tool in order to engage the Young Person in the service.

Service location and capacity

The new services will need to meet the needs of young people from all seven Districts/Boroughs within North Yorkshire, as locally as possible, whilst providing value for money.

The service provision is outlined in the accompanying service specifications for Element A and Element B. Some provision should be able to accommodate young, single parents and their children. The numbers of young people requiring

services does fluctuate and services will need to be able to respond to occasional increases in demand.

Organisations tendering for Element A or Element B will need to provide appropriate housing, from which to deliver the service. Each District/Borough Council will work with organisations to identify appropriate buildings within that district area.

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Service Package 1 – Element A

Emergency Accommodation with Support for Young People at risk of Homelessness

Introduction

This service is for emergency accommodation with host families for young people aged 16-25 years at risk of homelessness, however, the focus of the service user age range is likely to be younger rather than older.

The primary purpose of this service is to tackle youth homelessness and keep young people safe by providing them with emergency accommodation with support. This enables the young person to remain in contact with their family or kinship arrangements as well as encouraging continuing engagement with education, training and employment.

Overview and Aims

This specification is for a countywide emergency accommodation service with “Hosts” supporting Young People aged 16 -25 years who may be experiencing difficulties with their housing situation, who are in transition from actual or threatened homelessness, or who are homeless or at risk of becoming homeless in North Yorkshire.

The pathway into the service for all 16-25 year olds is through the Advice and Prevention Hub, which will make referrals to this service. The focus of the service is:

- to keep young people safe
- to provide emergency accommodation - a room to themselves, the chance to have a bath or shower, a meal in the evening and breakfast the following morning and access to laundry facilities with a fully trained “host” as a safe environment to live for up to 14 nights (Application to housing benefit may be necessary during this period)
- to provide a fully staffed service with access to an emergency on call system which runs 24/7, every day of the year
- to offer positive role models and practice that can enable the development and aspirations of young people to have a sense of responsibility, self-worth and offer the practical skills necessary to move on and live independently
- to enable young people to resettle or resolve issues relating to homelessness
- to assist the young person to return to the family home or kinship arrangements wherever possible
- to work with the Advice and Prevention Hub to assist young people in moving on in a planned way to other accommodation services appropriate to their needs
- to assist a move to independent accommodation where appropriate
- to help young people achieve some stability in their lives and provide appropriate emotional support/someone for a young person to talk to as required
- to work in an integrated way with other support services for young people

Who is the service for?

The Service is aimed at 16-25 year olds who need emergency accommodation, information and advice and who are homeless or threatened with homelessness. Priority will be given to the following, in no specific order:-

- **Young people leaving care**
- **Young Offenders**
- **Young People who are vulnerable for any other reason than above**

The Provider of this service will also ensure that the service meets the needs of young people of diverse ethnic and cultural backgrounds and is able to meet the needs of young people with complex needs which may include mental health problems, physical disability, learning disability etc.

The Service will support the local authorities in carrying out their duties under the Children Act 1989 and Homelessness Act 2002 and reflects the Children (Leaving Care) Act 2000 and any further statutory amendments.

The service provider will be expected to make a contribution to the Youth Justice Plan, Children and Young People's Plan, Homelessness Strategy, Teenage Pregnancy Strategy and any other relevant strategic plans and objectives.

Service Objectives

The objectives of the service are:-

- To provide young people with safe, quality emergency accommodation with hosts offering support that they need to prevent homelessness
- To reduce the levels of homelessness presentations of young people between the ages of 16 -25 years
- To reduce the number of individuals who may "sofa surf"
- To avoid the use of Bed & Breakfast accommodation for young people
- To recruit, train and maintain host families in each of the 7 districts
- To provide young people with quality emergency accommodation with hosts offering support that they need to prevent homelessness
- To explore sustainable options for future accommodation with the Advice and Prevention Hub
- To reduce the number of young people who may be not in education, employment or Training (NEET) by ensuring young people can continue to attend school, college etc whilst in emergency accommodation, where appropriate
- To undertake initial needs and risk assessments for young people using the service??

Service Delivery Requirements and Service Specific Standards and Targets – See Appendix 1

Description of Services

Advice and Prevention Hub

The pathway into the service for all 16-25 year olds is through the Advice and Prevention Hub, which consists of the Local Authority Housing Option Team, Pathway Co-ordinator, and a CYPS worker. Ideally these will be co-located within Housing Options.

Initial information and assessment will be undertaken in the Advice and Prevention Hub, who will refer for emergency accommodation. A joint homeless assessment is unlikely to have been carried out at this stage and the service provider will need to carry out an urgent assessment of risk to the individual being referred and any host family.

Service providers should develop a risk assessment tool in conjunction with Children Social Care and Youth Justice Services, this will ensure that young people whose behaviours are too risky for this type of service are not accommodated and commissioners will have confidence that providers are not risk averse.

The decision to carry out a joint assessment on 16/17-year-olds will be taken by the Advice and Prevention Hub using The North Yorkshire Joint Assessment form for Assessment of a Young Person's Accommodation and Support needs.

Young people aged 18 years or above will be assessed by the Housing Options Team.

Management of Services

Referrals to the service

All young people aged 16 -25 years will access the service through the Advice and Prevention Hub where the initial information and assessment will be undertaken and from where referrals will be made to the emergency accommodation provider.

Any other referral route into the service must have been agreed with the Advice and Prevention Hub.

The provider of emergency accommodation should ensure a fully staffed referral line Monday – Friday 9.00.a.m. – 5.00.p.m., should be in place with placements for a weekend being arranged on a Friday.

Assessment and establishing a Support Plan

The Advice and Prevention Hub will assess young people to identify their needs for an initial support plan. Hosts will assist with the assessment of needs and risk to ensure that at the end of their emergency stay a support plan can go with

the young person to any further support or accommodation. The provider will be responsible for scheme literature and emergency cards.

Service location and capacity

The new service will need to be flexible to meet the needs of young people from all seven Districts/Boroughs within North Yorkshire, providing coverage of volunteer hosts, as locally as possible, and with regard to differing levels of need countywide, whilst providing value for money. Accommodation should be fit for purpose, satisfy health and safety requirements and appropriate to deliver the service. A consistent service should be delivered which can inform local strategy.

Wherever possible hosts will be recruited to provide a local placement for individuals but where this is not the case all efforts should be made to ensure the young person can continue at college or work. Cross Authority hosts may be used in bordering authorities if appropriate, i.e. Bridlington/Filey /Keighley etc.

Hosts should have enhanced Criminal Record Bureau checks undertaken, have full training, be provided with expenses, newsletters, events and training to undertake this role.

The service will provide a minimum of 500 nights of service, with approximately 45 units of host accommodation across the 7 District/Borough Council areas of North Yorkshire. The numbers of young people requiring this service does fluctuate and the service will need to be able to respond to occasional increases in demand.

Staffing

Staff members will arrange accommodation, recruit and train hosts, provide training for referral agencies, promote the project, collect data and provide support to young people accessing this accommodation in resolving their homelessness.

Data Collection and updates

Data will be collected and shared across the County on youth homeless preventions and resettlements

The provider will attend all Housing Forums and Young Persons Accommodation Steering Groups across the County where they are available and provide information about those young people accessing this service where relevant. (Many young people are referred from multiple Districts. Information will need to be provided on a Countywide basis about those young people who are sofa surfing or who have accessed the service.) . The Advice and Prevention Hub will have the ability to access

the Nightstop database to enable them to identify availability and usage of the service in their area. Information from the database would assist in future planning of services.

Young Persons Homelessness Prevention Steering Group

To ensure the smooth running and consistent approach of the Advice and Prevention Hubs, Young Persons Homelessness Prevention Steering Groups will be set up and the provider will be a member taking an active part to enable the service to reach its full potential in terms of:-

- The “can do” approach of all the partner agencies
- Swift adherence to the time limit for accommodation placement and move on
- Take up of the service

Service Package 1 – Element B

Mediation Services and Short term Accommodation with housing related Support for Young People at risk of Homelessness

Introduction

This service is for time limited short term accommodation with housing related support in each of the 7 District/Borough Councils for young people aged 16-25 years at risk of homelessness, however, the focus of the service user age range is likely to be younger rather than older.

The primary purpose of this service is to tackle youth homelessness and keep young people safe by providing intensive intervention through mediation with the young person, their parents or other family arrangements along with time limited short term accommodation with housing related support. This enables the young person to remain in contact with their family or kinship arrangements whilst allowing a cooling off period/breathing space, as well as encouraging continuing engagement with education, training and employment.

Overview and Aims

This specification is for homelessness prevention services including mediation, reconciliation, advocacy advice and time limited short term accommodation with housing related support for Young People aged 16 -25 years who may be experiencing difficulties with their housing situation, who are in transition from actual or threatened homelessness, or who are homeless or at risk of becoming homeless in North Yorkshire.

The pathway into the service for all 16-25 year olds is through the Advice and prevention Hub, which will make referrals to this service. The focus of the service is:

- To build on assessments already undertaken by referring agencies to develop a short term plan with a young person which will best meet the needs, including where possible mediation which would assist them to return to the family home or kinship arrangements wherever possible
- to provide positive intensive intervention with the young person, their families and wider community
- to provide short term accommodation for up to 6 weeks (self contained units including a kitchenette and shower/bathroom and or separate flats with shared kitchen or bathroom facilities or supported lodgings)
- to provide a fully staffed service with access to an emergency on call system which runs 24/7, every day of the year
- to keep young people safe
- to offer positive role models and practice that can enable the development and aspirations of young people to have a sense of responsibility, self-worth and offer the practical skills necessary to move on and live independently
- to enable young people to resettle or resolve issues relating to homelessness

- to assist young people in moving on in a planned way to other accommodation services appropriate to their needs through the advice and prevention hub
- to assist a move to independent accommodation where appropriate providing transitional support to ease the process of a young person establishing themselves in their new accommodation and community to achieve some stability in their lives

Who is the service for?

The Service is aimed at 16-25 year olds who need short term accommodation, information and advice and who are homeless or threatened with homelessness.

Priority will be given to the following, in no specific order:-

- **Vulnerable young people**
- **Young people leaving care**
- **Young offenders**
- **Teenage parents**
- **Young families and their children, in exceptional circumstances**
- Unaccompanied Asylum Seeking Children in exceptional circumstances

The Provider of this service will also ensure that the service meets the needs of young people of diverse ethnic and cultural backgrounds.

The Service will support the local authorities in carrying out their duties under the Children Act 1989 and Homelessness Act 2002 and reflects the Children (Leaving Care) Act 2000 and any further statutory amendments.

The service provider will be expected to make a contribution to the Youth Justice Plan, Children and Young People's Plan, Homelessness Strategy, Teenage Pregnancy Strategy and any other relevant strategic plans and objectives.

Service Objectives

The objectives of the service are:-

- To reduce the levels of homelessness of young people between the ages of 16 - 25 years
- To reduce the number of individuals who may "sofa surf"
- To avoid the use of Bed & Breakfast accommodation for young people
- To provide young people with quality short term accommodation with housing related support that they need to prevent homelessness
- To explore sustainable options for future accommodation
- To reduce the number of young people who may be not in education, employment or Training (NEET)

Service Delivery Requirements and Service Specific Standards and Targets – See Appendix 1

Description of Services

Advice and Prevention Hub

The pathway into the service for all 16-25 year olds is through the Advice and prevention Hub, which consists of the Local Authority Housing Option Team, Pathway Co-ordinator, and a CYPS worker. Ideally these will be co-located within Housing Options.

NB: The pathway co-ordination may be provided by the Local Authority but in some instances will be commissioned from the short term accommodation provider.

Initial information and assessment will be undertaken in the advice and prevention hub,

The decision to carry out a joint assessment on 16/17-year-olds will be taken by the advice and prevention hub using The North Yorkshire Joint Assessment form for Assessment of a Young Person's Accommodation and Support needs, 18 plus year olds will be assessed by housing.

Management of Services

Referrals to the service

All young people aged 16 -25 years will access the service through the Advice and Prevention Hub where the initial information and assessment will be undertaken and from where referrals will be made to the short term accommodation service.

Assessment and establishing a Support plan/tool

The advice and prevention hub will assess young people to identify their needs for an initial support plan. Providers will assist with the assessment of needs and risk to ensure that at the end of their stay a support plan can go with the young person to any further support or accommodation. The provider will be responsible for scheme literature. Providers should use the most appropriate support plan/tool to assist the young person in engaging with support.

Service location and capacity

The new service will need to be flexible to meet the needs of young people in each of the seven Districts/Boroughs within North Yorkshire. Accommodation should be fit for purpose, satisfy health and safety requirements and appropriate to deliver the service. A consistent service should be delivered which can inform local strategy.

Data Collection and updates

Data will be collected and shared across the County on youth homeless preventions and resettlements.

The provider will attend all Housing Forums and Young Persons Accommodation Steering Groups appropriate to their service across the County and provide information about those young people accessing this service where relevant. (Many young people are referred from multiple Districts. Information will need to be provided on a Countywide basis about those young people who are sofa surfing or who have accessed the service.)

Young Persons Homeless Prevention Steering Group

To ensure the smooth running and consistent approach of the Advice and Prevention Hubs, Young Persons Homeless Prevention Steering Groups will be set up and the provider will be a member taking an active part to enable the service to reach its full potential in terms of:-

- The “can do” approach of all the partner agencies
- Swift adherence to the time limit for accommodation placement and move on
- Take up of the service

Service location and capacity

The new services will need to meet the needs of young people from all 7 Districts/Boroughs within North Yorkshire, as locally as possible, whilst providing value for money.

Services will be provided as shown in the following table:

District	Element B Service Package 1 Emergency short term accommodation with mediation	Pathway co- ordination provider
Craven	2	Yorkshire Housing for CDC
Harrogate	2	HBC

Hambleton	1	HDC
Richmondshire	1	RDC
Ryedale	2	RDC
Scarborough	3	Element B provider
Selby	2	SDC
Total	13	

Appendix 8:

Service Package 2: Housing and Support for Young People with Medium, High and Complex Needs

Introduction

The review of accommodation related services for young people has led to the development of a pathway model of provision: see review **Policy for Accommodation to Young People March 2011** for details.

The 7 District/Borough Councils and North Yorkshire County Council will be jointly commissioning the services required Countywide through the Supporting People arrangements.

Existing services could be reengineered to deliver the new specifications however such reconfiguring of services could only be achieved if:

- the necessary components are available in existing services in each specific district
- existing services are prepared to work together in partnership to deliver the proposed specification
- services can be delivered achieving efficiencies and value for money

North Yorkshire is a two-tier local authority area, with the 7 District/Borough Councils, (Craven, Harrogate, Hambleton, Richmondshire, Ryedale, Scarborough and Selby), working alongside North Yorkshire County Council. There is a mixture of stockholding and non-stockholding council housing authorities – Harrogate, Richmondshire and Selby retain their stock of Council Homes and have no current plans to transfer, whilst Craven, Hambleton, Ryedale and Scarborough have all transferred their former Council stock to locally operating Registered Social Landlords under Large Scale Voluntary Transfer (LSVT). As well as these LSVT stockholders, there are also a large number of both national and smaller local Registered Social Landlords/Registered Providers operating across North Yorkshire.

North Yorkshire has a combined population of around 582,000 people in an area covering 3,012 square miles, making it the County with the second lowest population density in England. It includes 2 of England's nine national parks - the Yorkshire Dales and the North York Moors - the Heritage Coast and three Areas of Outstanding Natural Beauty.

Young People Population

Current Population (aged 16-25)

Current population trends illustrate considerable differences in the number of young people (aged 16-25) residing in the 7 districts. Across the whole of North Yorkshire, 11.56% of the population fall into this age group, but this figure is considerably higher in some areas (e.g. 15.97% in Richmondshire, which may be related to the concentration of young people in the garrison) and lower in others (only 9.83% in Craven). Of the 69,100 16-25 year olds in North Yorkshire, over a quarter of these reside in the Harrogate area, compared to less than 8% in Craven and Ryedale. Nearly half of the entire population of 16-25 year olds reside in Harrogate and Scarborough (45.15%), illustrating a concentration of younger people in these 2 urban areas. These statistics must be taken into account when considering the commissioning of future provision.

Area	Total Population	Population aged 16-25	% of area population aged 16-25	% of the county's 16-25 year olds living in this area
Craven	55,500	5,500	9.83	7.96
Hambleton	87,300	9,300	10.62	13.46
Harrogate	157,900	17,900	11.33	25.90
Richmondshire	52,800	8,400	15.97	12.16
Ryedale	53,600	5,500	10.29	7.96
Scarborough	108,500	13,300	12.23	19.25
Selby	82,200	9,200	11.25	13.31
North Yorkshire	597,700	69,100	11.56	100

The Pathway Approach

There is a consensus across agencies that a pathway approach be adopted in line with recommendations from Communities and Local Government (CLG). A diagram of the pathway approach can be seen at appendix 1. This approach will be underpinned by a consistent and countywide prevention service consisting of two elements:

- Universal Preventative Services – to include work in school and community settings to educate all young people on issues around homelessness and encourage them to remain in the family home and
- Targeted Preventative Services – through the Advice and Prevention Hub, including access to short term emergency provision through Service Package 1, working with young people who have reached a 'crisis' point such as threat of future homelessness or actually presenting as homeless.

For some young people the targeted interventions will not be sufficient and accommodation will be needed through this Service Package 2.

Young people will only be considered for accommodation and support through this service package where the prevention service (Service Package 1) has identified through the assessment process that the young person requires a longer term more intensive accommodation and support package.

Who the service is for

All Young people aged 16 to 25 will be referred to the Advice and Prevention Hub. However not all 16 to 25-year-olds will need specific young people's services and where appropriate 18 to 25-year-olds will be referred to Homelessness Prevention Support Services.

This specification is for the accommodation and support provided by young people services providers. These services are needed by those young people aged 16 – 25 who are unable to live independently and cannot be returned to their family or kinships. who are assessed by the local authorities as being vulnerable and in housing need as identified in the Pathway need and support definitions - see appendix 2. They are vulnerable because they have a significant difficulty accessing existing accommodation based services because of the level of support they require to meet their needs. Priority will be given to the following, in no specific order:-

- **Vulnerable young people**
- **Young people leaving care**
- **Young offenders**
- **Teenage parents**
- **Young families and their children, in exceptional circumstances**
- **Unaccompanied Asylum Seeking Children in exceptional circumstances**

The Provider of this service will also ensure that the service meets the needs of young people of diverse ethnic and cultural backgrounds.

Providers are challenged to think about flexible use of support and buildings and links to other services they provide so that appropriate individual packages of support can be provided.

Some of the vulnerable young people will have support needs which may preclude them from living in close proximity or using shared facilities with others who have a similar level of need. Others may benefit from contact with young people who have lower levels of need. For this reason support services will be provided to young people in accommodation based services and also as floating support to young people who may or may not already be in a tenancy.

The ideal accommodation for this specialised service will have the following characteristics, however will not be limited to:-

- Units of dispersed accommodation
- Self contained units including a kitchenette and shower/bath room and/or or
- separate flats with shared kitchen or bathroom facilities
- Comply to Health and Safety regulations

The Service will support the local authorities in carrying out their duties under the Children Act 1989 and Homelessness Act 2002 and reflects the Children (Leaving Care) Act 2000 and any further statutory amendments.

Service Providers will be expected to make a contribution to the Youth Justice Plan, Children and Young People's Plan, Homelessness Strategy, Teenage Pregnancy Strategy and other relevant strategic plans and objectives.

Service Objectives

The overarching objectives for housing-related support services are as follows:

- To reduce levels of homelessness of young people between the ages of 16 -25 years
- To assist young people to develop the skills they need to sustain their own tenancy and live independently
- To maximise the number of young people who are supported to achieve further education, training and employment

Service Delivery Requirements and Service Specific Standards and Targets – See Appendix 1

Quality Standards

Service delivery will be compliant to the quality standards as set out in the Supporting People Quality Assessment Framework (QAF)

Service Outcomes

By the end of their placement (up to 2 years), young people will:-

Indicator	What it Measures	Target/
Establish & Maintain Independence		
Be able to move on to a more independent setting KPI 2 (NI 141)	People receiving support who have moved on in a planned way as a percentage of People who use services who have left the service	80%
Demonstrate their ability to properly manage their tenancy	Completion of pre tenancy training plan	100%
Be in education, employment or work like activity when leaving the service	Outcomes monitoring	90%
Have demonstrated a measureable improvement in staying fit and healthy in mind and body	Outcomes monitoring Registration with GP	90%

Management of the Service

Referrals to the service

All referrals to the service will come from the Advice and Prevention Hub. The co-ordinator will arrange suitable accommodation with providers to maximise occupancy.

Assessment and establishing a Support Plan

Every young person going through the Advice and Prevention Hub with an identified need for accommodation and support will have a completed Interim Support plan. This will be passed on to the Provider who will develop further the interim support plan with an appropriate support plan/tool in discussion with the young person.

Placement Reviews & Support Plans:

The young person will be encouraged to work towards a support plan using an appropriate support plan/tool that will help them achieve maximum personal development and independence. The plan and progress towards its objectives will need reviewing at regular intervals.

Support:

Support can be provided for up to 2 years duration though length of time for support needs to be appropriate to the Young Person. All young people in the scheme will have a support plan, which will include support needs and actions to assist them to develop the skills and networks needed for successful accommodation sustainment including completion of pre tenancy training, engagement with support and learning services and transition towards independence.

Emergency Placements:

In order to facilitate placement into the most suitable accommodation available the Service Provider and Co-ordinator will ensure placements are planned and not emergency driven and the use of interim arrangements should be kept to a minimum.

Special Needs:

The young people placed in the accommodation will have complex needs including being vulnerable, having emotional, physical difficulties, mental health problems, substance misuse and/or offending experiences, low self-esteem, poor social and practical skills and fragile and often problematic relations with wider support networks.

The Service Provider will work with all agencies working with the young person to enhance protective factors, reduce risk behaviours and improve general skills and functioning. The support plans will describe how support and encouragement will be provided by all professionals working with the young people. Other professionals may include colleagues within: Children's Social Care, Adult & Community Services, The Youth Justice Service, Substance Misuse Services, Youth Support Service, Mental Health or other Healthcare Services.

Move-on:

The service will work with the young person on pre tenancy training including bidding for properties through choice based lettings. The service will work with Housing Services, Registered Providers, the Private Sector and other local Providers to help maximise opportunities for move-on to the next level of independence, including permanent tenancies. The Service Provider will provide transitional support, time limited, through any move on process and will also work with other support services to identify and facilitate ongoing support.

Young Persons Accommodation Steering Groups

An Young Persons Accommodation Steering Group will be held on a regular (monthly) basis and include representatives from service providers, Housing Authorities, Children and Young People Services, Youth Justice Services, Health services and other interested parties. Providers will be required to attend and provide an update for discussion at the panel and referrals will be made back to the co-ordinator. This will not act as a placement panel but will discuss issues in relation to accommodation and support placements including ones where difficulties are arising and where move on can be achieved. Following discussion a young person may move from medium to high risk or high risk to medium.

Exclusion/evictions:

A Service Provider will not exclude a Service User or withdraw their service without first consulting with professionals involved in the care and support of the young person.

Where issues are arising and the risk of exclusion or eviction is threatened the service provider will refer the situation to the regular Young Persons Accommodation Steering Group, (or if immediate action is required back to the Advice and Prevention Hub),, an action plan should be drawn up and the co-ordinator must be notified.

The Service Provider shall not withdraw the Service from a Service User, either temporarily or permanently, for any reason, without the prior agreement of the Supporting People Team as commissioners and without complying with an agreed collaborative policy based on acceptable behaviours.

Only in exceptional circumstances would evictions occur and would follow an agreed collaborative policy. Service providers will work together to continue to provide support to the young person in finding and keeping alternative accommodation.

Availability:

Where possible priority will be given to local residents, however, placements can come from other areas within North Yorkshire. This is not an emergency service and referrals will normally be on a planned basis. However, it is important that the service can respond quickly to, if necessary; accept an eligible young person into the service.

Operational Management

Where services are being delivered by a collaborative arrangement of providers a consistency of approach needs to be taken across the District/Boroughs of the County supported by a collaborative agreement with a clearly identified dispute resolution process.

All service providers delivering services under service package 2 will need a collaborative agreement between them which will specify how they will work together in partnership to deliver the proposed specification. They will also work in partnership with other agencies to achieve desired outcomes.

Given the complex needs of the young people that will be referred to the service, it is anticipated that the service will be both flexible in its approach and tailored to the needs of the service users, some of whom may have limited life skills, may display difficult and disruptive behaviours and may be leading chaotic, unstructured lives. It is envisaged that service users within this group will have established links to the criminal justice system. As such there is scope for creative and innovative approaches to working which will be service user led rather than prescriptive in approach. For example this might include the use of support planning tools which service users can relate to.

It is expected that both the Manager of the service and support staff have continuous professional development to ensure they can meet the needs of the Service both in terms of management and direct working. They will have the appropriate skills and experience to continually assess and review the needs of young people, and engage with them to stabilise their behaviour and minimise the harm they cause to themselves and others.

Service location and capacity

The new services will need to meet the needs of young people from all 7 Districts/Boroughs within North Yorkshire, as locally as possible, whilst providing value for money.

Services will be provided as shown in the following table (figures to be finalised)

District	High Need Accommodation Units	Medium Need Accommodation	Medium Need Floating Support
Craven	3	19	
Harrogate	6	28	
Hambleton	4	12-17	
Richmondshire	3	14	

Ryedale	8	18	
Scarborough	22	28	10
Selby	8	0	7
Totals	54	119-124	17

Whilst the service will provide units of accommodation for young people, some accommodation with floating support should be able to accommodate young, single parents and their children.

The numbers of young people requiring services does fluctuate and the service will need to be able to respond to occasional increases in demand.

Organisations tendering for this service package will need to provide appropriate housing, from which to deliver the service. Each District/Borough Council will work with organisations to identify appropriate buildings within that district area.

The costings for this service should include details of the cost of support, the rental element and any additional costs that may be charged.

Service Outcomes

Output	Evidence	Monitoring
90% of service capacity is used over 12 months	Occupancy levels	Quarterly returns
100% of young people/young families have support plan/tools in place at the end of the first 2 weeks of occupancy	Support plan/tools	Contract monitoring visits
100% of young people/young families have support plans reviewed quarterly	Support plan/tools	Contract monitoring visits
80% of young people/young families leave the service in a positive and planned way	Accommodation on leaving service	Quarterly returns