



P2i Needs Analysis



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This document has been produced to inform the creation of a revised Service Specification for Youth Housing in Somerset.

Contents

1. Introduction.....	2
2. Categories of Need.....	3
3. Somerset Demographics	4
4. Pathway to Independence (P2i) Service Use	6
5. Pathway to Independence (P2i) Demographics.....	11
6. Care Leavers	14
7. Discussions with young people.....	21
8. Young People with complex needs.....	22
9. Young people with Mental Health issues	24
10. Young People with Substance Misuse Issues	25
11. Young people and Offending.....	26
12. Young People with Debt and Money Management Issues	27
13. The pull of the family	27
14. Sixteen and Seventeen year old young people	28
15. Couples and positive relationships	28
16. Young Parents.....	29
17. Young people and positive activity	30
18. Homelessness and Rough Sleeping	30
19. Move on.....	31
20. Other needs identified	31
21. Conclusions.....	33
Appendix 1: Categories of vulnerable young people in need of accommodation support and current service use.....	36
Appendix 2: Accommodation categories (Table 6.2 and Table 6.3).....	39
Appendix 3: Accommodation status descriptions for SDAS clients at initial assessment and groupings for this report.	40
Appendix 4: Change Log.....	42

1. Introduction

- 1.1 Pathways to Independence (P2i) was established in May 2013, following a comprehensive commissioning process which aimed to implement the requirements of the Somerset Youth Housing Strategy 2012 – 2015. P2i is a multi-agency housing related support services for young people aged 16-24 who reside in, or have a local connection with the Somerset area. P2i will be expanded to cover 16-25 year olds following the recommendation of the stakeholders covered in section 1.5.
- 1.2 First and foremost the service is designed to prevent homelessness by providing targeted prevention measures. If prevention is not possible the service will allow young people with housing related support needs to progress along a pathway of outcome focused needs led provision, until they are able to sustain independent living without the need for support.
- 1.3 P2i aims to provide a service for all vulnerable young people in this age group who have a relevant need without discrimination. There are however some young people who are either unsuitable for P2i, or who are not eligible as they do not reside in, or have a local connection to Somerset. In these circumstances P2i will aim to work in a multi-agency way to find the best immediate solution and plan for the further needs of that young person.
- 1.4 This report aims to explore the needs of this group of young people moving forward and form some conclusions; through analysis of the data and the qualitative information from young people and professionals, of how the service needs to change to meet the identified needs.
- 1.5 The P2i Board appointed a group of multi-agency stakeholders from the following agencies and service areas to work on the development of a new service specification:
 - Somerset County Council Children's Commissioning
 - Sedgemoor District Council (Strategic and Operational Housing)
 - Education
 - Young People Somerset
 - Public Health
 - Strategic Procurement
 - Somerset Leaving care Service
 - Mendip District Council (Strategic and Operational Housing)
 - South Somerset District Council (Strategic and Operational Housing)
 - Taunton Deane Borough Council (Strategic and Operational Housing)
 - Somerset County Council Adults Commissioning
 - Department for Work Pensions (DWP)

- Early Help Services
- Somerset County Council Placements Team
- Avon and Somerset Police

This group have made a number of recommendations based on available experience of the success and limitations of P2i. The first of these recommendations highlights the success of the pathway approach both within Somerset and Nationally. All recommendations made by this group are contained within the supporting sections throughout this paper.

Stakeholder Group Recommendation 1
Somerset should use national pathway delivery guidance (DCLG, NCAS) as a framework for developing a new service.

- 1.6 Data has been collected from a variety of sources both locally and nationally. The majority of the information regarding Care Leavers has been taken from the Somerset County Council's Integrated Children's information system. Information regarding young people within the P2i system has been taken from the P2i recording system, Abrisas. P2i performance monitoring data are collected on a quarterly basis by the P2i Coordinator from the provider organisations.
- 1.7 Where values of between 0 and 4 are identified they have been suppressed to avoid disclosure. In some cases it has been necessary to suppress the next highest value of 5 or above to avoid values of less than five being identified by differencing (subtracting all other values from the total).

2. Categories of Need

- 2.1 The P2i Stakeholder Group has identified the following three overarching groups in terms of primary need for P2i support:
- Statutory
 - Prevention
 - Non-single
- 2.2 The Statutory group includes those people for whom there is a statutory responsibility and includes
- 16 and 17 years olds towards whom children's social care have a responsibility
 - Care Leavers aged 18 to 21 (or 25 if in full time education)
 - 16 and 17 year old homeless young people

- Vulnerable 18 to 25 year olds (formally assessed as having a mental health condition, learning difficulties or as particularly vulnerable) and those who are homeless and in priority need.

2.3 The Prevention group includes those people for whom there is likely to be a statutory responsibility in the future, if the appropriate advice, support and assistance is not provided. The prevention group includes

- 15 year olds who are at risk of becoming homeless (requiring advice, family mediation and floating support)
- 16 to 17 year olds who are at risk of becoming homeless (split from 15 year olds due to availability of existing service data and to reflect the start of transition from care/home to independence).
- Vulnerable 18-25 year olds whose vulnerability is such that they may require and qualify for support from statutory services in future if no support is provided (this may include those with drug and alcohol issues depending on the degree of use and/or offending behaviour)

2.4 The non-single group contains all 16 to 25 year old young people who fit into one of the categories in 2.2 and 2.3 and might need specialist accommodation. The group specifically includes

- Individuals and couples who are pregnant and or/parents of dependant young children
- Couples and partners

2.5 The tables in appendix 1 show these categories and list the current levels of need, based on the numbers accessing services over the past two years. It has not been possible to accurately reflect each group. So in most cases proxy measures have been used. The full description for each category and the data is given in the table. These figures will be presented in the body of the report where appropriate.

2.6 It is important to note that the indicators used to inform the current level of need have been drawn from a variety of datasets and services. It is therefore very likely that some individual young people will be double counted and so the numbers from different indicators should not be added together.

3. Somerset Demographics

3.1 The table below shows Somerset's population by age. This demonstrates the variation between the District areas. The population of young people within the P2i age range is significantly higher in South Somerset for both 16 and 17 year olds and 18 plus young people.

TABLE 3.1: Somerset population by age 2013.

Area	Age				
	0 to 15	16 to 17	18 to 25	26 to 64	65+
Mendip	20,146	3,263	9,092	54,482	23,198
Sedgemoor	21,139	3,028	10,168	57,759	25,450
South Somerset	28,905	3,931	13,831	79,294	37,982
Taunton Deane	19,982	2,921	10,088	55,302	23,823
West Somerset	4,706	701	2,604	15,603	10,706
Somerset	94,878	13,844	45,783	262,440	121,159

Source: Office for National Statistics, Mid-Year 2013 population estimates.

TABLE 3.2: Young People as a proportion of the overall population of Somerset 2013.

Area	Age		
	16 to 17	18 to 25	16 to 25
Mendip	3.0%	8.3%	11.2%
Sedgemoor	2.6%	8.7%	11.2%
South Somerset	2.4%	8.4%	10.8%
Taunton Deane	2.6%	9.0%	11.6%
West Somerset	2.0%	7.6%	9.6%
Somerset	2.6%	8.5%	11.1%

Source: Office for National Statistics, Mid-Year 2013 population estimates.

- 3.2 The NEET scorecard for July 2015 shows 4.4% of sixteen to eighteen year olds in Somerset are not in Education, Training or Employment (NEET). This is lower than England average of 4.7% but only 2.4% of Somerset NEETs re-engaged compared with 7.7% nationally.¹
- 3.3 The percentage of school age children with special educational needs (SEN) in Somerset during 2014 was 18.9% (n=14,443). This was significantly higher than the England average of 17.9%. However, 1.67% (n=1,275) had a learning disability and this was significantly lower than the 2.87% in England.²
- 3.4 14.1% (n=13,105) of Somerset children under the age of sixteen were estimated to be living in poverty in 2012 and this was significantly better than the England average of 19.2%.³
- 3.5 There were 22.1 (n=218) conceptions per 1,000 girls aged fifteen to seventeen in Somerset in 2013. This was statistically similar to the England average of 24.3 per 1,000.⁴

¹ Department for Education - Young People NEET: Comparative Scorecard
<https://www.gov.uk/government/publications/young-people-neet-comparative-data-scorecard>

² Public Health England - Children's and Young People's Mental Health and Wellbeing Profile
<http://fingertips.phe.org.uk/profile/cyphof>

³ Public Health England - Children's and Young People's Mental Health and Wellbeing Profile
<http://fingertips.phe.org.uk/profile/cyphof>

⁴ Public Health England - Children's and Young People's Mental Health and Wellbeing Profile

3.6 The rate young people aged between ten and seventeen who were first time entrants to the youth justice system in 2014 was 450 per 100,000 (n=226) in Somerset. This was in line with the England value of 409 per 100,000⁵

4. Pathway to Independence (P2i) Service Use

4.1 A total of 717 young people were supported through allocation to a P2i service (supported accommodation, flexible/floating support, temporary emergency accommodation, or a combination of these) between April 2013 and March 2015.

Supported accommodation	- Support delivered to young people in provided accommodation settings
Temporary emergency accommodation	- short term accommodation for crisis management
Flexible floating support	- help to support people maintain their own independent accommodation or remain at home with friends and family

4.2 Due to data recording issues during the service implementation in 2013/14 trend analysis over time cannot be completed. It is therefore likely that the data available for 2013/14 is not representative of the actual number of clients using the services. However, 662 individuals were supported by P2i in 2014/15 and 271 in 2013/14.

Stakeholder Group Recommendation 2
 The group were concerned that the current P2i providers had struggled with the introduction of the P2i management system (Abritas). They agreed that this should be viewed as part of the specification development with clear requirements around its use.

4.3 Overall there were 987 placements for the 717 individuals supported by P2i. The table below shows how many placements different individuals had.

TABLE 4.1: Individuals with multiple P2i placements.

Number of Placements	People	Percentage
One	508	71%
Two	160	22%
Three	42	6%
Four or more	7	1%

<http://fingertips.phe.org.uk/profile/cyphof>

⁵ Public Health England - Children's and Young People's Mental Health and Wellbeing Profile
<http://fingertips.phe.org.uk/profile/cyphof>

- 4.4 In addition 77 individuals aged between sixteen and twenty-four were supported by Pathways for Adults (P4A). P4A is the housing support service for adults (aged twenty-five and over) in Somerset. Seven of these young people accessed both P2i and P4A in the period.
- 4.5 The majority (n=56) accessing P4A services were supported by the mental health support provider, Rethink Mental Illness. Home Group supported 14 individuals and the remaining young people accessed DHI floating support and Langley House Trust.

Stakeholder Group Recommendation 3

The group highlighted that links with the P4A review work currently progressing should be explored. Young people currently use P4A services when they have a specific need that P2i is unable to meet, or if they pose a significant risk to younger people. This will need to be highlighted within the P4A review.

- 4.6 The P2i specification gave “indicative” numbers of units to be commissioned of each type of support. Figures were given for the number of level 1 (low need), 2 and 3 (high need) units as well as a combined total. The following tables give the total commissioned units only.
- 4.7 The commissioned capacity shows the number of units expected to be active on 01 April 2013 (Year One), 2014 (Year Two) and 2015 (Year Three).
- 4.8 The number of P2i supported accommodation placements active in Somerset at the end of 2014/15 was 204 and roughly in line with the expected 219 units. This equates to 31% of all individuals supported by P2i in 2014/15.
- 4.9 Between April 2013 and March 2015 P2i services delivered supported accommodation to 382 young people with a total of 463 unique placements. This was due to some individuals with multiple placements.

TABLE 4.2: Units of supported accommodation commissioned and provided, April 2013 to March 2015.

District	Commissioned Capacity			Service Use			
	Year One	Year Two	Year Three	31 Mar 15	Apr 2013 to Mar 2015		
				Live placements	Placements	Individuals	Individuals per 1,000 aged 16-24
Mendip	52	54	48	53	120	96	8.6
Sedgemoor	57	60	55	46	92	87	7.3
South Somerset	84	60	48	50	110	86	5.5
Taunton Deane	52	54	55	46	128	101	9.0
West Somerset	17	15	13	9	13	12	4.1
Somerset Total	270	243	219	204	463	382	7.2

4.10 The number of floating support placements that were live on 31 March 2015 was less than half the expected amount for Somerset. The P2i providers will tend to focus on the accommodation needs of the young person, which results in less referrals for young people just needing floating support. This has changed as the contracts progressed but remains a significant issue.

TABLE 4.4: Units of flexible/floating support commissioned and provided, April 2013 to March 2015.

District	Commissioned Capacity			Service Usage			
	Year One	Year Two	Year Three	31 Mar 15	Apr 2013 to Mar 2015		
				Live placements	Placements	Individuals	Individuals per 1,000 aged 16-24
Mendip	49	56	65	38	186	174	15.6
Sedgemoor	56	64	73	30	104	100	8.4
South Somerset	56	64	65	38	131	121	7.7
Taunton Deane	49	56	73	13	64	63	5.6
West Somerset	13	16	18	6	8	7	2.4
Somerset total	223	256	294	125	493	465	8.8

4.11 There were six temporary emergency accommodation placements live at the end of 2014/15 around half of the expected amount (11). However, these numbers are small and would be expected to fluctuate. Providers have suggested that use and demand of these facilities is possibly much more than shown and that the small numbers reflects an error in the way in which these units are recorded.

TABLE 4.3: Units of temporary emergency accommodation commissioned and provided, April 2013 to March 2015.

District	Commissioned Capacity			Service Usage			
	Year One	Year Two	Year Three	31 Mar 15	Apr 2013 to Mar 2015		
				Live placements	Placements	Individuals	Individuals per 1,000 aged 16-24
Mendip	2	2	2	s	6	6	0.5
Sedgemoor	3	3	3	s	17	17	1.4
South Somerset	3	3	3	s	s	s	s
Taunton Deane	2	2	2	s	13	13	1.2
West Somerset	1	1	1	s	s	s	s
Somerset total	11	11	11	6	42	42	0.8

s = suppressed to avoid disclosure due to small numbers.

Stakeholder Group Recommendation 4
 Emergency accommodation has become an important part of P2i but is always utilised with very few voids (empty beds/spare capacity). This can be an issue when a vulnerable young person from a priority group is in need of emergency accommodation. The group felt that the allocation to this provision needs to be better managed with clear guidance on usage. This should include a wider use of the Emergency Host Family Accommodation.

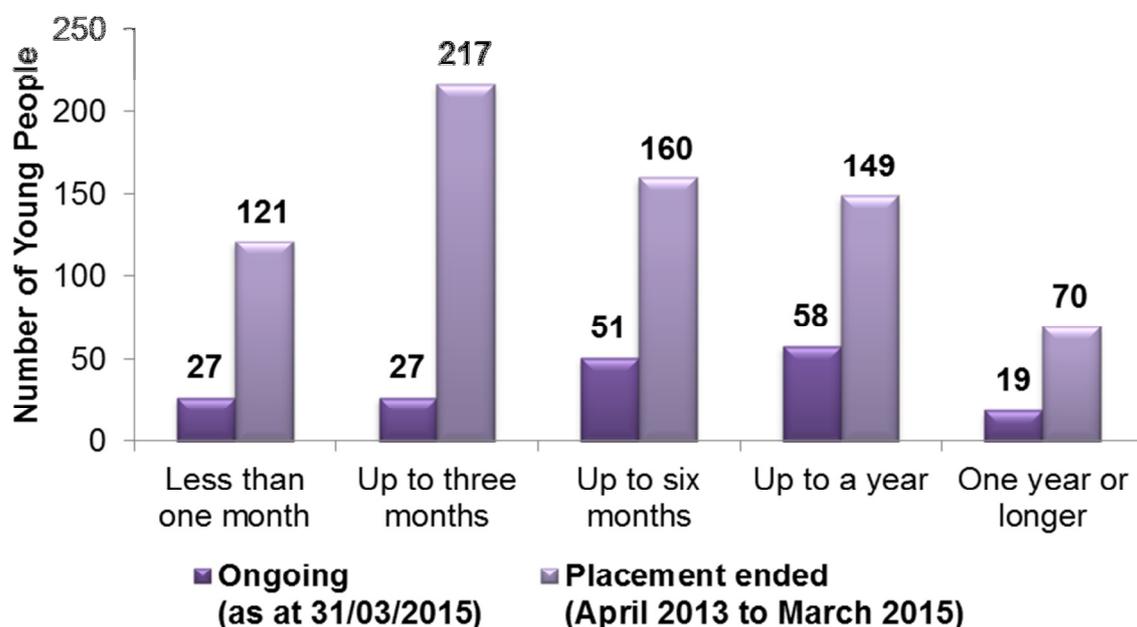
- 4.12 There were also 416 weeks per year worth of crisis intervention and support commissioned for young people in Somerset with level 1 (low level) needs – 16 for West Somerset and 100 each for Mendip, Sedgemoor, South Somerset, Taunton Deane and West Somerset. However no activity can be reported via the Abrisas case management system used by P2i providers.
- 4.13 Additionally there were a number of host provider beds to be commissioned from P2i providers. Providers have in some cases been able to provide additional beds from their existing stock in the county.

TABLE 4.5: Commissioned Host Provider Beds, April 2013 to March 2015.

District	Year One	Year Two	Year Three
Mendip	15	15	15
Sedgemoor	8	12	15
South Somerset	4	8	15
Taunton Deane	6	12	15
West Somerset	1	2	3
Total	33	49	63

- 4.14 The bar chart below shows for how long P2i placements, that were ongoing at 31 March 2015, had been maintained. It also shows for how many days placements that ended between April 2013 and March 2015 had lasted.
- 4.15 69% (n=498) of completed placements were closed in six months and 58% (n=105) that were ongoing at the end of March 2015 had been so for less than six months.
- 4.16 However, that means that 31% (n=219) of placements closed and 42% of ongoing placements were open for at least six months: 10% (n=70 and n=19) of both had been in placement for a whole year or more.

FIGURE 4.1: Length of P2i placements that had been completed between April 2013 and March 2015 and those that were ongoing at the end of March 2015.



4.17 The following tables show the number of individuals supported by P2i providers between April 2014 and March 2015 only. They also give an estimated number of units of P2i support that would be required based on:

- The number of individuals supported in 2014/15
- A single placement per person
- An average and uniform placement length of three and nine months
- Young people presenting at uniform intervals so takes no account of any spikes (and drops) in demand throughout a period of time

4.18 The tables indicate there might be a need for between 94 and 283 units of supported accommodation and between 97 and 291 units of floating support.

TABLE 4.6: P2i clients receiving supported accommodation in 2014/15 and estimated number of units required based on average 3-9 month placements.

Area	Supported Accommodation			
	Individuals supported by P2i in 2014/15	Units required based on an average		Live Placements on 31 March 2015
		3 month stay	9 month stay	
Mendip	96	24	72	53
Sedgemoor	85	21	64	46
South Somerset	85	21	64	50
Taunton Deane	99	25	74	46
West Somerset	12	3	9	9

Somerset	377	94	283	204
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Young people supported in different districts will be duplicated. Young people receiving floating support and accommodation support will be duplicated in Table 4.7.

TABLE 4.7: P2i clients receiving floating/flexible support in 2014/15 and estimated number of units required based on average 3-9 month placements.

Area	Flexible Floating Support			
	Individuals supported by P2i in 2014/15	Units required based on an average		Live Placements on 31 March 2015
		3 month stay	9 month stays	
Mendip	164	41	123	38
Sedgemoor	49	12	37	30
South Somerset	113	28	85	38
Taunton Deane	56	14	42	13
West Somerset	6	2	5	6
Somerset	388	97	291	125

Young people supported in different districts will be duplicated. Young people receiving floating support and accommodation support will be duplicated in Table 4.6.

4.19 There were 55 young people evicted from P2i accommodation in 2014/15.

Stakeholder Group Recommendation 5
 One of the most positive aspects of P2i has been the inclusion of expectations around minimising the possibility of eviction through targeted eviction prevention measures. The group felt that this should be more defined to capitalise on its success.

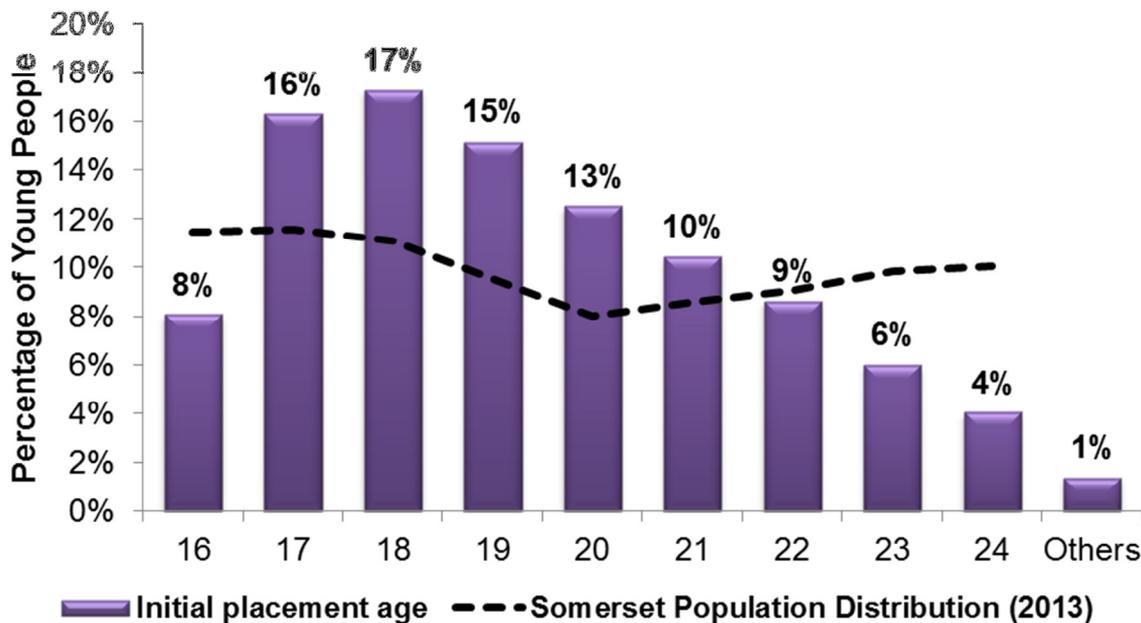
5. Pathway to Independence (P2i) Demographics

- 5.1 Some demographic information is only recorded on (reported from) the initial capture forms. This includes clients' gender, sexual orientation and pregnancy status. The initial capture forms have not been completed for a large number of forms and so much of the data is missing.
- 5.2 The percentage of males accessing P2i was 49% (n=349) and the percentage of females was 35% (n=249) but 17% (n=119) did not have their sex recorded. ONS mid-year 2013 estimates show that the population of 16-24 year olds in Somerset is 52% (n=27,686) male and 48% (25,891) female.
- 5.3 The percentage without a sexual orientation recorded was 53% (n=382) and a further 2% (n=20) preferred not to say. 44% (n=314) said they were heterosexual/straight and 4% (n=32) said lesbian/gay, bisexual or other.
- 5.4 The proportion of P2i applicants who were White British was 79% (n=569) although 17% (n=120) were unknown/unrecorded. 2% (n=16) were from other white backgrounds and 2% (n=13) had other ethnic origins. At the 2011

census 94% of the 16-24 year old population was White British, 4% were from other White backgrounds and 3% were from other ethnic groups.

5.5 The following chart shows the proportion of individuals by age at their first application within the period. The Somerset population distribution is also shown as a reference. The peak age for an initial application was 18 with a steady decline in the number of initial applications for older young people.

FIGURE 5.1: The age of P2i clients with a placement between April 2013 and March 2015.



Age is age at the application date of the first placement within the period (April 2013 to March 2015).

5.6 The table below shows number of individuals in each client group. These are intended to reflect the support that the clients receive and require. Care Leavers (n=74) have been excluded as their needs will be identified through the Leaving Care caseload data. This only shows where client groups have been assigned by the providers and is likely to be an under representation of the needs of these vulnerable young people.

TABLE 5.1: Young people accessing P2i provider services, who were not Care Leavers, by client group.

Client Group	People	Percent
Homelessness (Single homeless)	394 (193)	61% (30%)
Mental Health	63	10%
Substance Misuse	51	8%
Rough Sleeping	31	5%
Offending	24	4%
Learning Difficulty	19	3%
Harassment or Domestic Violence	12	2%

Disability	11	2%
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74 people identified as Care Leavers have been excluded from the table above.

Stakeholder Group Recommendation 6
 The group felt that P2i should retain its focus on outcomes as a basis for all service delivery. Providers are currently contracted to seek improvements in the following areas:

- Improved Health and Well Being.
- Economic Well Being.
- Making a Positive Contribution.
- Independent Living.
- Being Safe.
- Enjoying and Achieving.

5.7 The following chart shows number of young people who accessed P2i in the period by the support type they received and provider. This information shows the current service use for each area of the county.

FIGURE 5.2: The P2i clients with a placement between April 2013 and March 2015 by age-group, provider and support type.

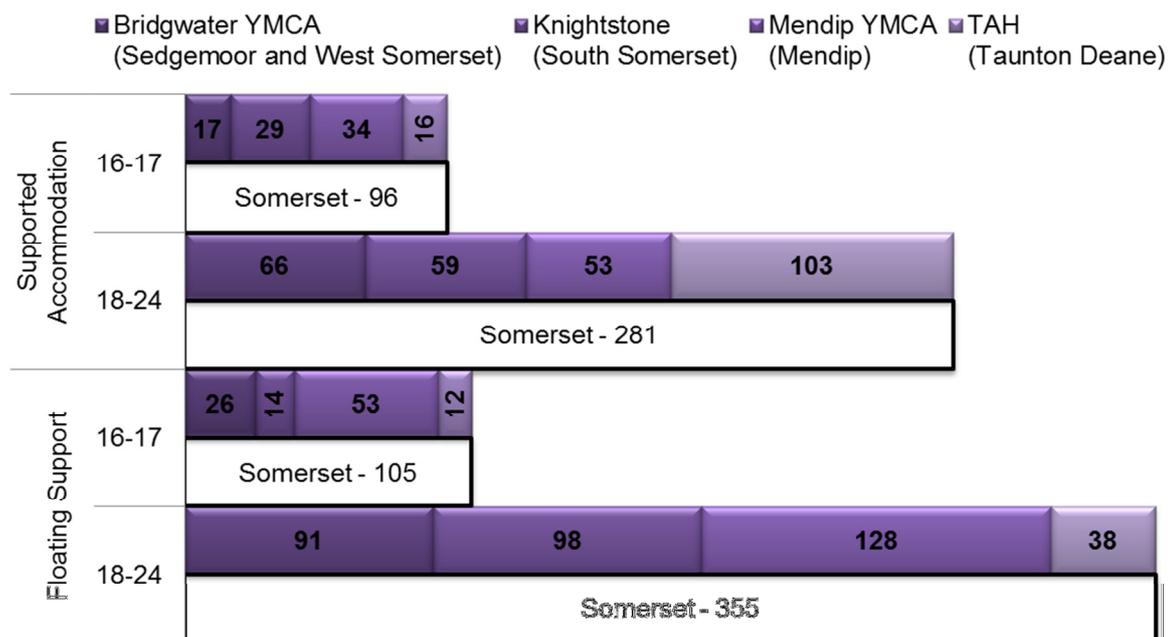


Chart Notes:

- Age is age at the application date of the first placement within the period (April 2013 to March 2015).
- Individuals accessing multiple providers and/or receiving both floating support and accommodation support will be counted more than once.
- The 13 young people aged sixteen or seventeen and 29 aged 18-24 who used emergency temporary accommodation are not shown due to small numbers.

- The ten young people with an invalid age or who were older than the age bands above have been excluded.
- The white bars shows the Somerset total

6. Care Leavers

“I am really happy with the support I get from my [P2i] key worker. She links really well with my Leaving Care Worker, so I never need to repeat myself”

- 6.1 All data in this section has been taken from the Integrated Children’s system within Children’s Social Care. There were 519 young people aged sixteen to twenty-five supported by the Leaving Care between April 2013 and March 2015: 119 aged sixteen and seventeen and 400 aged eighteen to twenty-five. The district councils’ P1E Data shows that nine Care Leavers aged between eighteen and twenty were accepted as homeless over this same period.
- 6.2 There are 53 young people in national curriculum year (NCY) 11 who are Children Looked After. Some will already be in contact with Leaving Care and will be included in the above. Some others may not ever require Leaving Care support. However, a proportion are likely to require support from Leaving Care around accommodation issues in the next few years. Five are in care in Mendip, eleven in Sedgemoor, twelve in South Somerset, seventeen in Taunton Deane and West Somerset and eight are placed out of county.
- 6.3 There were 525 unique Leaving Care records. Some duplicates exist for people who supported by multiple teams and different areas of the county. The table below shows how many moves were experienced by Care Leavers on the caseload between April 2013 and March 2015 within the period. Half the young people had no more than one move. However over a third moved at least three times. The median number of moves was two.

TABLE 6.1: Accommodation moves for young people on the Leaving Care caseload between April 2013 and March 2015.

Number of Moves	People	Percent
None	133	25%
One	125	24%
Two	82	16%
Three to Five	110	21%
Six to Ten	59	11%
Eleven Plus	13	2%

- 6.4 79% (n=414) of Care Leavers had all their support needs met based on the assessment of their worker, 79% (n=413) had their geographic needs met in terms of their district of residence and 92% (n=481) were living in suitable accommodation again based on the assessment of their worker: 77% (n=402) had all three of these needs met.
- 6.5 The table below shows the accommodation settings in which Care Leavers were living as at 01 April 2013 and as at 31 March 2015 (a full description is given in appendix 2). At the end of the period a large proportion were living independently, at home with parents/relatives or with foster carers. These young people need access to floating support to help maintain this or to move into full independent living where and when this is appropriate.
- 6.6 The table also shows what proportion had their geographical needs met (were living in their preferred district) and were considered to be living in suitable accommodation by their worker. Care Leavers in P2i accommodation were less likely than those in other settings to be based in their preferred district.

TABLE 6.2: Care Leavers accommodation categories on 01 April 2013 and 31 March 2015 and the proportions who were in suitable accommodation and had their geographical (district) preferences met at the end of the period.

Accommodation category	Setting at start (01 April 2013)	Setting at period end (31 March 2015)			
		People	Percent	In Suitable Accom.	Geographic Needs Met
Independent living	86	180	34%	98%	82%
Living with parents or relatives	125	81	15%	99%	84%
Living with foster carers	96	64	12%	100%	94%
P2i accommodation	48	42	8%	98%	76%
Community home or in residential care	34	38	7%	100%	82%
Child Looked After (foster or residential care)	29	32	6%	100%	91%
Unknown	11	19	4%	s	s
Semi-independent or transitional accommodation	15	14	3%	93%	93%
Leaving Care accommodation	11	11	2%	100%	100%
In custody	17	9	2%	s	s
No fixed address or homeless	5	9	2%	s	s
Other accommodation (including pre-contract)	29	9	2%	s	s
Supported lodgings	s	8	2%	100%	88%
Bed and Breakfast (B&B)	s	s	s	s	s
Ordinary lodgings	s	s	s	s	s
Foyers (outside of Somerset)	s	s	s	s	s

s = suppressed to avoid disclosure due to small numbers. A description of the categories is available in in appendix 3.

Stakeholder Group Recommendation 7

There is recognition that some young people will achieve better outcomes in a family environment than if they were to live independently, in a shared house, or in supported accommodation. The group therefore felt that we should explore the possibility of extending the Somerset County Council's Stepping Stones (supported lodgings) scheme.

6.7 The table below shows the differences between accommodation setting on 01 April 2015 and 31 March 2015 that were experienced by individual people. Note that any changes true of less than 5 Care Leavers are not shown.

6.8 There were notable moves into independent living, although there may have been a number of additional accommodation changes in the intervening two years. There were also considerable numbers of Care Leavers who had migrated into P2i accommodation or who were living with parents and foster carers by the end of March 2015. It should be noted that large numbers of Care Leavers remained or had returned to these settings.

TABLE 6.3: Comparison between Care Leavers specific accommodation settings on 01 April 2013 and 31 March 2015.

Accommodation on 01/04/2013 (at start of period)	Accommodation on 31/03/2015 (at end of period)													
	Total at start	Child Looked After (foster/res.)	Community home or in res.	In custody	Independent living	Leaving Care accommodation	Ordinary lodgings	Other accommodation	P2i accommodation	Semi-Independent & trans.	Supported lodgings	Unknown	Living with foster cares	Living with parents or relatives
Child Looked After (foster or residential care)	29	19												
Community Home or in resid. care	34		16		6									
In Custody	17			7										
Independent Living	86				78									
Leaving Care accommodation	11				7									
Ordinary lodgings	13				7									
Other accommodation	29				7									
P2i accommodation	48				23				10					8
Semi-independent & transitional acco.	15									5				
Supported lodgings	s													
Unknown	11											7		
Living with foster cares	96				16	5			8		5		42	14
Living with parents or relatives	125		15		23				12				19	43

s = suppressed to avoid disclosure to small numbers. 123 cases are not shown above to prevent disclosure by small numbers. Accommodation settings without a value of 5 or above are not shown. A description of the categories is available in in appendix 3.

6.9 32 Care Leavers had spent some time in Bed and Breakfast (B&B) accommodation over the two years. 21 had just one placement and eleven had two or more. Excluding those with no stay, the median average nights in a B&B was 20 and the median spent in each unique placement was 15. The table below lists how many nights in total over the two years were spent in B&B settings by individuals.

TABLE 6.4: Care Leaver who spent time in Bed and Breakfast accommodation between April 2013 and March 2015 by total number of nights.

Number of Nights	Young people
One to six	9
Seven to twenty	7
Twenty-one to forty-nine	5
Fifty to ninety-nine	5
One hundred plus	5

6.10 As at 31 March 2015 there were fewer than five homeless young people aged sixteen or seventeen placed in a B&B setting by Somerset's district councils.

6.11 The table below shows the support needs of Care Leavers and the proportion of those with each condition and the proportion of each cohort where their Leaving Care worker considered to have ALL of their support needs met. Those with a mental health condition were the most common. A relatively low proportion needing support around substance misuse (68%) and for avoiding offending (65%) had all of their recorded needs met: these were the second and third most common needs for Care Leavers.

6.12 There were 13 asylum seekers on the caseload over the period. Unaccompanied asylum seekers under the age of 18 are entitled to receive Leaving Care services.

TABLE 6.5: Care Leaver support needs between April 2013 and March 2015.

Support Needs	Care Leavers with support need		Care Leavers with all support needs met
	Number	Percent	
Mental health	233	46%	76%
Substance misuse	155	31%	68%
At risk of offending	128	25%	65%
Parental responsibility	72	14%	79%
Learning difficulties	61	12%	85%
Physical health	42	8%	95%
Asylum seeker	13	3%	85%
At risk of domestic violence	12	2%	83%
At risk of Child Sexual Exploitation (CSE)	8	2%	75%
Children's Social Care Involvement	s	s	s

Debt management	s	s	s
Disability	s	s	s

s = suppressed to avoid disclosure due to small numbers. Care Leavers with multiple needs will be multi-counted.

6.13 The table below shows the additional agencies with which the Care Leavers were in contact.

TABLE 6.6: Agencies in contact with Care Leavers between April 2013 and March 2015.

Agencies	Number	Percent
Child and Adolescent Mental Health Services (CAMHS)	80	15%
College	77	15%
Youth Offending Team (YOT)	72	14%
Targeted Youth Support (TYS)	45	9%
Adult Learning Difficulties	38	7%
Probation	38	7%
Police	36	7%
Promise (mentoring and advocacy)	35	7%
Adult Mental Health	30	6%
Somerset Drug and Alcohol Service (SDAS)	25	5%
GP	19	4%
School	11	2%
Disability Teams (child and adult teams)	9	2%
Hospital	5	1%

Individual Care Leavers in contact with more than one agency will be multi-counted.

6.14 Fewer than five Care Leavers were in contact with each of the following services and agencies: Adult Transitions, Advocate, Alone in London, Barnardo's, Chapter One, Cruse, Domestic Violence services, Family Focus, Five Rivers, Fusion, Getset, Headway, Immigration, Keys, Lifeways, Migrant Legal Project, Prison, Raise, Reach, Refuge, Rethink, RISE, RYP, Safeguarding, Speech and Language, STEPS, Team 4, Team 8, Voice.

6.15 The table below shows the Education, Training and Employment (ETE) status of young people on the Leaving Care caseload. 74% of those under the age of 18 were in full time ETE and just 14% were not in ETE (NEET). However, less than two fifths of those aged eighteen to twenty-five were in ETE full time and almost half (47%) were NEET. This difference appears to be created by younger people leaving full time education from eighteen onwards and not finding employment.

TABLE 6.7: Care Leavers on the caseload between April 2013 and March 2015 by ETE status.

ETE Status	Under 18	18 to 25	Overall
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	Number	Percent	Number	Percent	Number	Percent
Full Time	93	76%	153	38%	246	47%
Part Time	5	4%	36	9%	41	8%
NEET	17	14%	188	47%	205	39%
No information	7	6%	24	6%	31	6%

6.16 During 2013 research was commissioned jointly by the Somerset Children's and Adults Safeguarding Boards into the deaths of 13 Care Leavers over a five year period. The principles which emerged from this research should be considered when developing services for this group of young people. Many of these are covered within the various themes covered by this analysis. The strategic principles from Improving Services for Care Leavers Report published in June 2014 were:

- Ensure adequate planning for contact with birth families post leaving care
- Ensure that the level of support provided in Accommodation reflects the complexity of need
- Maximise the stability of placements in care to provide better outcomes for care leavers
- Ensure that commissioning arrangements support care leavers to successfully move on from care placements post 18
- Ensure that young people with a constellation of needs receive holistic multi-agency support after leaving care and into adulthood
- Provide consistent and on-going mentors for children and young people both in care and after leaving care
- Ensure that the principles and outcomes for early Help and early intervention are embedded into commissioning models and into practice by all staff

6.17 Mike Stein (2004, 2005) highlighted the

importance of support programmes to prepare YP not only in a practical sense for the demands of independent living but also the ability to cope with the emotional difficulties of independent living such as loneliness and isolation.⁶

Stakeholder Group Recommendation 8

Many young people are presented to P2i services, particularly from a care setting, with very few independent living skills or no understanding of what it is like to live independently. This can be extremely unsettling initially and can

⁶ Cited in Somerset Safeguarding Children Board & Safeguarding Adults Board *Improving Services (2014) for Care Leavers*, Appendix 2.

lead to an early breakdown in the accommodation in extreme circumstances. The group would like to explore the introduction of training flats, or better life skills training programmes, as a prevention measure.

7. Discussions with young people

- 7.1 Consultations with groups of young people have taken place including 2BU (a Somerset based Gay, Lesbian, Bisexual and transgender youth support group), year ten school children and the Leaving Care Council. These young people have said they are concerned about managing their finances, understanding their responsibilities, loneliness and keeping themselves safe. Generally they would like to live in shared accommodation with people they know and trust or return to live with their families or move into an independent flat. They would like information and advice on managing their finances, independent living skills (such as cooking), accessing employment, tenancy issues and access to good quality accommodation with good landlords.
- 7.2 More in-depth discussion has taken place with young people during the quarterly monitoring visits to the P2i provider organisations. Their comments and concerns have been highlighted throughout this document.
- 7.3 In more general terms, some young people struggle with the quality of some of the available accommodation units and are often concerned about the reputation of the housing projects. Some of the P2i projects have a poor reputation within local communities because of their historical use as homeless hostels. Young people feel this can in turn have a negative impact on their ability to secure employment or more permanent accommodation.
- 7.4 Young people like the access hub but they have stated that they can find a triage very difficult. There are a lot of questions and the young people say this is the last thing they need, when feeling anxious about their situation.

Stakeholder Group Recommendation 9

There is a P2i hub in each district which operates as the main access point for young people to P2i services. The area hubs have become an important access point for both young people and professionals. The group felt that these should be maintained.

- 7.5 Young people expressed a preference for Peer support but none of the schemes currently offer this officially. Young people who had a Promise mentor were really positive about this relationship. A Promise mentor is a volunteer who is matched to the young person to mentor them in various aspects of their life.
- 7.6 It has previously been fed back by young people who have experienced care services that the 'term' independence' may be unhelpful and there is a need to

consider the language used and the meaning(s) attached to it. In order to prepare them they have said they need a ‘tool-box’.⁷

8. Young People with complex needs

“Journeys are not always in straight lines. I’ve been given the opportunity to start mine again”

8.1 The review of Leaving Care deaths (referenced in section 6.16) found that:

Accommodation resources for Children Looked After and care leavers do not sufficiently meet the complex needs of individual children: as a consequence the most vulnerable are least likely to experience placement stability and most likely to find the transition to independence difficult and possibly traumatic.⁸

8.1 The practice learning from the journeys of seven complex individuals was examined. The aim was to identify what improvements could be made within the system as a whole, to better meet the needs of these young people. All seven have been the subject of multi-agency meetings to find workable support and accommodation solutions; either because previous plans had broken down or because a suitable plan could not be identified in isolation of a multi-agency solution.

8.2 Taking an in-depth look into the journeys of these individuals demonstrates that there is no “one size fits all” solution for the most complex individuals. The emphasis needs to be on targeted, individually tailored support packages with a range of accommodation options available. The learning gathered can loosely be categorised under the following headings:

- The need for more creative engagement and assessment techniques
- The need for increased access to transitional service, or transitional monitoring to ensure plans have been successful
- The needs for accommodation and support solutions for couples
- Better, more targeted panel discussions and support planning

⁷ Somerset Safeguarding Children Board & Safeguarding Adults Board *Improving Services (2014) for Care Leavers*, Appendix 2.

⁸ Somerset Safeguarding Children Board & Safeguarding Adults Board *Improving Services (2014) for Care Leavers*.

- Systems should be in place to ensure the needs of young parents are considered when children are removed from the family home
- A need to review and question inflexible rules imposed by housing providers as these can be the reason why accommodation is unsustainable
- More engagement with the wider family to support plans and help to sustain the agreed solution
- The need for a higher tolerance accommodation in small units to minimise the impact on the community and minimise the chance of eviction
- The importance of working together

8.2 Many of these points will be examined in more detail within the various sections of this document but others are very specific to this diverse group. P2i providers report that many young people are not engaging with services and instead prefer to spend their time with peer groups. This means that they will not be getting the services they need. This characterises the majority of the seven young people and it meant that they did not have access to the services, accommodation and support they needed.

8.2 There is however some evidence from exploring these journeys that successful engagement can lead to positive outcomes for young people with even the most complex needs. The strategy moving forward should therefore understand positive engagement techniques to improve access to vital services and help sustain accommodation for these young people.

8.3 Accommodation options are sometimes restricted by the lack of a detailed and workable support plan. Housing providers tell us they would be more willing to take a chance on more complex young people, if they could be sure that the support would be in place and they could have access to this support when there is an issue. Future commissioning options should look at how support planning is conducted and ensure that plans can be easily and rapidly produced where needed. Support providers should ensure that landlords have a named person to contact when there are issues as well.

8.4 Rules are imposed by supported housing providers to protect residents and to ensure young people are learning what is expected of them as they move from a supported setting to independent living. However, these rules sometimes fail to acknowledge individual circumstances and events which are outside the young person's control. The ability to keep to the rules can sometimes be very difficult for the more complex young people, who have learnt to fight against order and have sometimes lived within chaos for several years. We need to find creative ways to support young people live within the rules but also to be flexible as they learn. We will need to help young people understand why rules can be changed as people learn.

9. Young people with Mental Health issues

“I don't think all my needs are met as I need more help with my mental health”

- 9.1 There were 233 leaving care clients with a diagnosed mental health condition or who were in contact with the Child and Adolescent Mental Health (CAMHS) or Adult Mental Health services. 76% (n=178) of these young people had all their support needs met. In total 80 Care Leavers were known to be in contact with CAMHS which is focused on nought to eighteen/nineteen year olds and 30 with Adult Mental Health Services.
- 9.2 63 individuals, who were not Care Leavers, were in the mental health client group of the P2i caseload. There were however 56 young people aged 16-24 who were supported by the P4A mental health accommodation support provider Rethink Mental Illness.
- 9.3 The specialist community mental health service provider in the county is Somerset Partnership NHS Foundation Trust. 17,032 people aged sixteen to twenty-five had an open referral with the service for a mental health condition between April 2013 and March 2015: 3,756 were aged sixteen or seventeen and 13,276 were aged between eighteen and twenty-five.
- 9.4 12,424 of these young people were actually in contact with the Somerset Partnership at some point in the period: although accommodation status was unknown for the majority, 55 young people were identified as rough sleeping, homeless or sofa surfing with different friends.
- 9.5 Young people have stressed the importance of emotional wellbeing and mental health support in maintaining their accommodation. They recognise that without this support all aspects of life become more difficult. In many cases, this will lead to a decline in their behaviour, an increase in substance misuse and a greater risk of offending as they struggle to come to terms with their emotions and how they are feeling.
- 9.6 Returning to the seven young people with complex needs, many had been engaged in transitional services. These services are designed to plan a young person's journey from children's services into adults' services. There was some success but there was no early warning system for when these arrangements were failing/breaking down. Ongoing support needs to be available to ensure they sustain their accommodation. There also needs to be an effective early warning system in place to respond to any significant changes and minimise any adverse impacts on their transition plan.

- 9.7 There appears to be little monitoring when a person moves from a children's service to an adults' service and even less, where the young person is not going to meet the eligibility criteria for the adult services. Monitoring of these cases is essential to ensure that support can flex in accordance with the needs of the young person at any given time and that early warnings can be highlighted and addressed if life events could result in an accommodation and/or support breakdown.

10. Young People with Substance Misuse Issues

- 10.1 51 young people accessing P2i services were recorded in Abritas as being in the alcohol misuse support and/or drug misuse support client groups. This means that they were being supported to help prevent them from misusing substances.
- 10.2 In consultations with young people concern was expressed about putting people with complex issues together, as they will impact on each other. One stated that if you have a substance misuse issue, temptation is all around. Problems with other residents (including drug & alcohol use, peer relationships) was also highlighted in the *summary of views and experiences given by young people involved with leaving care service from existing consultation documents*⁹, "If you live with people with problems, it makes it hard for you to get on with your own life..."¹⁰
- 10.3 The table below shows all young people (aged sixteen or seventeen and eighteen to twenty-five) in contact with the Somerset Drug and Alcohol Service (SDAS) between April 2014 and March 2015. The table shows those who, at initial assessment, required immediate accommodation support. It also indicates how many were living independently or with friends and family and so might need support in future; either to maintain their accommodation or to move into an independent setting.

⁹ Cited in Somerset Safeguarding Children Board & Safeguarding Adults Board *Improving Services (2014) for Care Leavers*, Appendix 2.

¹⁰ Jordan, N (28 February 2008) How can Somerset Children's Social Care Leaving Care Service (SCLS) improve the transition of young people leaving the care system to adulthood across the 5 Every Child Matters Outcomes?, Somerset County Council, PLR Project Reference No:065

TABLE 10.1: Accommodations support needs at initial assessment for young people in contact with the Somerset Drug and Alcohol Service (SDAS) between April 2014 and March 2015.

Accommodation support need at initial assessment	Aged 16 or 17		Aged 18 to 25	
	Number	Percent	Number	Percent
Clients that may need support in future to maintain existing accommodation or to establish themselves in an independent setting*	45	66%	198	64%
Clients that are likely to need immediate support around accommodation or housing issues*	20	29%	79	26%
Missing accommodation information	3	4%	31	10%
Total number of clients in contact with SDAS	68	100%	308	100%

*A detailed description of the accommodation settings in each group is provided in appendix 3.

10.4 There were a total of 376 young people aged sixteen to twenty-five in contact with SDAS in this period. 10% (n=36) were currently or had previously been in contact with Leaving Care. 29% (n=110) were parents and 3% (n=11) were pregnant at initial assessment. This information is a snapshot from the initial assessment only and there will be young people who became parents or conceived during their time in contact with the service.

10.5 Substance misuse was an issue for 155 Leaving Care clients between April 2013 and March 2015. 68% (n=105) of these clients had all of their support needs met.

10.6 There were 25 Care Leavers who were known by Leaving Care to be in contact with the SDAS. The 36 clients with SDAS who were known to Leaving Care is probably higher because it will include young people who are no longer in contact with Leaving Care but had been earlier in their lives.

11. Young people and Offending

“I haven’t stopped offending, but I now know it’s wrong and can change”

11.1 128 young people on the Leaving Care caseload between April 2013 and March 2015 needed support to help them avoid offending. 65% (n=128) had all of their support needs met. There were 72 Care Leavers in touch with the Youth Offending Team (YOT), 38 with Probation services and 36 with the Police.

11.2 P2i providers identified 24 young people on their caseload in the client group as needing support to help reduce their risk of offending.

12. Young People with Debt and Money Management Issues

“I had it rough, but am doing much better now. I’m paying my rent and using my key worker. She is getting me counselling”

- 12.1 Young people often talk about how they have managed to get into financial issues and this has, in some cases, led to the end of their accommodation. We need to give young people more support in this area and pick up issues earlier.
- 12.2 Providers often tell us that debt and money management issues are a major cause of accommodation abandonments. They often struggle to get the young people to engage in support in this area due to their need to collect services charges. If the young person has an identified need in this area they will sometimes avoid staff as they are unable to pay the charge.

13. The pull of the family

“Living in supported housing is good. They have helped me get back in contact with my family”

- 13.1 The impact of family influence can be far reaching and can be positive or negative for the young people. We know from previous study that young people who have been in the care system will often migrate back to their family when they become independent. We need to ensure young people are resilient and able to manage these old, yet in some ways new, relationships.
- 13.2 It can be useful to bring the family into support discussions to ensure they are on board with the plan and can help take it forward. We also need to appreciate that it is not always families, but other significant adults that can offer the support these young people need.
- 13.2 The review of Care Leavers deaths in 2013 (referenced in section 6.16) found that “renewing relationships [with the birth family] can be complex for some lead to greater stress”.¹¹ Reconciliation with families can have a destructive influence on the young people and their ability to manage independently. We need to ensure support is available to create resilience in these young people and enable them to positively manage these relationships.

¹¹ Somerset Safeguarding Children Board & Safeguarding Adults Board *Improving Services (2014) for Care Leavers*.

Stakeholder Group Recommendation 10

P2i Providers have produced some fantastic outcomes with the mediation and resettlement aspect of their work. The group felt that this is an important prevention element which fits with the current government agenda around this group of young people and should be maintained.

14. Sixteen and Seventeen year old young people

- 14.1 There were 119 young people aged sixteen and seventeen on the Leaving Care caseload between April 2013 and March 2015. The county council also started to accommodate 55 young people aged sixteen and seventeen who had not previously been supported by care services.
- 14.2 P2i providers supported 19 sixteen and seventeen year olds who were not identified as homeless.
- 14.3 The five district councils in Somerset delivered advice and homeless prevention to 481 sixteen and seventeen year olds. 288 young people aged sixteen to twenty-four year olds were accepted as homeless and in priority need: although fewer than five are believed to have been aged sixteen or seventeen according to official data collected through the district councils. It is thought that the majority of those accepted as homeless might be young families. Additionally 86 young people aged sixteen to twenty-five were accepted as homeless but intentionally so over the period. Some of these young people accepted as homeless are likely to be duplicated with those supported by P2i and Leaving Care.
- 14.4 The number of young people with an open referral to Somerset Partnership aged sixteen or seventeen for a mental health issue was 3,756.
- 14.5 Generally young people feel that sixteen and seventeen year olds should not be placed with other people in large scale shared environments. Young people of this age should not be placed in a supported housing environment if at all possible. Instead a more family based environment or assistance with a return home might be more appropriate.

15. Couples and positive relationships

- 15.1 A total of 101 young people who presented to P2i services as the primary applicant between April 2013 and March 2015 were recorded as co-habiting, married or in a civil partnership. This may be an under-estimate as the information recorded on the initial capture forms is missing for a large proportion of P2i clients.

- 15.2 Complex young people will need continued support in order to make positive life choice. The support package should therefore recognise any issue within a relationship, but continue support to the young person. Accommodation and support options therefore need to become more flexible to ensure that no young person needs to be homeless because they are part of a couple.
- 15.3 Young people tell us that they would like the rules around couples staying to be relaxed.

16. Young Parents

- 16.1 Pregnancy data for P2i clients has not been reliably recorded but 66 young people accessing the service were recorded as pregnant between April 2013 and March 2015. In this period 40 Care Leavers were either pregnant or parents of young children. A further 339 homeless applicants aged between 16 and 24 were parents or currently pregnant. However, there is likely to be some overlap between these groups.
- 16.2 Stakeholders have expressed concerns over the lack of accommodation and support options for this group of young people. We need to understand what the most appropriate housing options for this group are and who is best placed to offer the support, P2i, Social Care, or Early Help (GetSet) or a combination of these.
- 16.3 Young people who have a child removed are another group with specific needs. Studies have shown they are not currently provided with a coordinated response. This scenario is incredibly traumatic at any age and the response of the parents will no doubt vary according to their own resilience. Children's Social Care will often prioritise the needs of the child to ensure they are taken to a place of safety and appropriate plans are devised. However, the next steps for the parents, as highlighted in three of the cases within the complex needs analysis, the mother, also needs attention. In the cases explored there was little consideration taken into the accommodation and support plan of the mother and the impact this could have on her emotional and physical health. All three lost their accommodation following this traumatic event. Professionals need to adjust plans to account for these life changing events.

17. Young people and positive activity

“The YMCA has helped me to grow in confidence”. “They really help with finding courses; now I have functional skills”. “Life’s not perfect. I could do with some work and more support when I’m feeling down”

- 17.1 Young people would like more activities linked to their supports services, such as volunteering options available through the services involved with them. They understand that this is important to enable them to live full and happy lives and to help them to sustain their accommodation.
- 17.2 Young people highlighted that they were unable to get work when living in supported accommodation due to the high rents but they welcomed projects who have managed to find innovative solutions to this. A good example is the ability to do an apprenticeship as part of the accommodation offer. This has worked really well and made a big difference to the young people’s lives.

18. Homelessness and Rough Sleeping

“I feel safe now but I am scared of ever being homeless again”. “This is exactly what young people need to get them off the streets and to give them a purpose”

- 18.1 There were nine Care Leavers who were of no fixed address and/or homeless on 31 March 2015.
- 18.2 31 individuals were identified by P2i providers in the rough sleeping client group. P2i interventions succeeded in returning home 395 young people between April 2013 and March 2015.
- 18.3 288 primary applicants aged sixteen to twenty-four were assessed as homeless and in priority need between April 2013 and March 2015. A further 86 were homeless and in priority need but were judged to be so intentionally.
- 18.4 If evicted from the only accommodation provider in the area young people feel they have no choice but to sleep rough, unless they are willing to go to another area. Young people who had slept rough expressed a need for more emergency accommodation to ensure that they wouldn’t have to do so again.

19. Move on

“I’m not ready to move on, but I know I will have good support when I am”. “The support on offer is good and is there when I need it. I am now ready to move on and get a place of my own”

- 19.1 Young people have expressed a concern that they will be moved on before they are ready. This will very much depend on the young person and they feel that time limits are not helpful. Some young people said that they have not continued to receive transition support when they move on. This is resulting in independence not being sustained and returns to the projects. Young people were concerned that they will be lonely in independence and said this is something for which they need help to be prepared for.
- 19.2 Generally young people feel they will be offered accommodation through the council if they wait long enough. This can cause silting up of the provision available, as the young people refuse suitable options within the private sector and in reality there are very few one bedroom social properties available. Young people say they like the Tenant Accreditation Schemes and feel it has helped them understand their responsibilities and prepare for the next step.

Stakeholder Group Recommendation 11

Many of the P2i providers also deliver Tenant Accreditation Schemes across the County under the guidance and standards of the Somerset Tenant Accreditation Group (STAG). This important link should remain and expectations around the use of these schemes should form part of the specification.

20. Other needs identified

“The YMCA is a great place with so much to offer and most people don’t realise”

- 20.1 Young people often express concern over the reputation some of the supported housing projects have. This can impact on many aspects of their lives, so much so, that some young people felt they have not been considered for move on accommodation or employment opportunities because of where they are living. Providers of supported accommodation are aware of these issues and have tried various initiatives to overcome this barrier. As an example, providers have held events that welcome the local communities into the projects to see for themselves what happens within the projects.

- 20.2 For some young people having a pet can help with their emotional difficulties. Unfortunately most housing projects do not allow pets due to the impact this can have on the properties and the risk that the young person would be unable to look after it effectively. Young people have expressed a wish to have animals as they would if living independently.
- 20.3 Some young people said that they did not need supported accommodation. All they needed was a roof over their head during a time of crisis and a small amount of support to help get over the crisis. However, they felt supported housing was their only option. This needs to be explored within the support element of what we commission and within the wider move on work streams.

Stakeholder Group Recommendation 12

The group felt that the floating support service should have a clearer focus. There was some confusion as to how this service is used and a general feeling that it could be utilised more for homelessness prevention.

- 20.4 Young people appreciate the time members of staff take to talk to them about their experience of the services. They are particularly pleased when service changes as a result. We need to ensure that we have the mechanisms in place throughout the commissioning process to consult with young people and ensure we are on the right track.
- 20.5 Generally young people feel that the P2i staff work well with other agencies involved in their lives. On the whole they are happy with the level of support they receive and many young people stated that they feel safe

Stakeholder Group Recommendation 13

The specification should include requirements to do Public Health interventions. These are essential in identifying the needs and appropriate interventions for areas such as substance misuse and Child Sexual Exploitation.

- 20.6 The analysis on the seven complex young people suggests that many complex young people would struggle to live in large scale hostel type environments. They are also unlikely to be accepted into these environments due to the risks they pose to others. Where they have been accommodated they are often evicted for issues such as anti-social behaviour, drug use and violence. In these cases they are no longer a problem to the communities within the accommodation but their vulnerability has now increased significantly. This means that professionals may be unable to protect them. We need to find creative solutions which are small scale, reduce the contact with other young people, have rules which they are able to keep to and are offered in a safe environment.

Stakeholder Group Recommendation 14

The group expressed a concern over the ability to manage so many vulnerable young people within the large scale units currently commissioned within P2i. They suggested that the specification development should consider a requirement for smaller accommodation units. They also expressed the need to allow flexibility within the service to enable professionals' to make better plans for young people, with the ability to hold a bed.

21. Conclusions

“The YMCA has been really helpful. I just wish people would stop saying it is a bad place”. “I know I can always come back when I need the support, or to use the WIFI”

- 21.1 P2i supported 717 individual young people between April 2013 and March 2015. The P2i service will need to become more targeted on the groups identified in section two so that they are able to meet the identified need within the financial envelope. The analysis has shown many agencies and services can be involved with members of this cohort at any one time. The providers must be linked into the wider offer to young people in Somerset to ensure that duplication is minimised and support is coordinated in its approach. Better assessment information will be needed to quantify the different groups and demographics of young people being supported by the P2i service.
- 21.2 At least 30% of P2i placements have exceeded six months. It will be important for P2i to have a clear understanding of the length of time young people are receiving support and why this is appropriate.
- 21.3 Based on existing service use and single-uniform placements of three months for each individual it is likely that P2i providers will need to provide at least 94 units of supported accommodation and 97 units of floating support.
- 21.4 At 31 March 2015 a number of Care Leavers were living independently (34%), with parents or relatives (15%) or with foster carers (13%). The floating support available through P2i needs to reflect this with an emphasis on sustaining their independence. Stakeholders have stated that there is some confusion over how it currently operates and a clearer focus is needed to ensure that homeless prevention capacity is maximised.
- 21.5 The stakeholder group have recommended that Temporary Emergency Accommodation will need to be better managed with clear guidance on usage as there is very little spare capacity. However, just 42 young people had been recorded in Abris as receiving this support between April 2013 and March

2015 so there may also need to be guidance around recording and reporting this provision within P2i.

- 21.6 P2i commissioned 63 host beds (as at 01 April 2015) from existing P2i providers and it was intended that 416 weeks crisis intervention and support would be delivered. However the latter has not been successfully implemented. Commissioners will need to consider what role, if any, this additional provision might have under the new specification.
- 21.7 The stakeholder group recommended expanding the supported lodgings (Stepping Stones) scheme, as young people are expected to achieve better outcomes in a family orientated environment. As at the 31 March 2015 only 2% (n=8) Care Leavers were living in supported lodgings in Somerset. P2i commissioners will need to consider how this can be promoted and expanded within the new specification.
- 21.8 P2i will need a clear pathway and joint-working protocols with partners to manage the support of the most complex young people, especially those that the existing service has been unable to assist. 77 young people aged under 25 accessed P4A and 56 of these individuals were supported by the existing mental health focused provider (Rethink Mental Illness): suggesting that acute mental health issues are the primary factor that the P2i service is not equipped to deal with.
- 21.9 10% (n=63) of young people accessing P2i were supported by the providers around mental health issues. In addition to mental health, 8% of young people accessing P2i received support around substance misuse, 4% to avoid offending, 3% around learning difficulties, 2% around harassment or domestic violence and 2% around a disability. Stakeholders have recommended that P2i retain a focus on outcomes that target the wider needs of young people.
- 21.10 There were 17,032 young people with an open referral for a Mental Health condition with Somerset Partnership and 376 in contact with the Somerset Drug and Alcohol Service (99 who had an immediate accommodation issue at initial assessment). A number of these vulnerable young people will very likely need some support around accommodation and some P2i clients will very likely need more specialist support around mental health and/or substance misuse than P2i can provide.
- 21.11 A further crossover is that many of these young people are Care Leavers. 46% (n=233) of Care Leavers were considered to have a mental health issue and approximately one in five were known to have been in contact with Mental Health Services. 31% were assessed by their Leaving Care worker as having a substance misuse issue and 5% of the caseload were known to be in contact with SDAS. It is therefore vital that P2i providers have strong links with these services and work jointly to achieve the best outcomes for

Somerset's vulnerable young children. The same will be true of domestic violence and offender management services.

- 21.12 There needs to be more robust transitional arrangements between children's and adults services. P2i will need to maintain its own transitional arrangements with other commissioned support services in the county. P2i will need to continue to monitor and provide transitional support for those young people, with an identified issue but who do not meet the adults' eligibility criteria. This approach is supported by the examination of complex cases and the June 2014 Care Leavers report.
- 21.13 The importance of a significant adult, as chosen by the young person, should be explored and built into the specification development. Creative solutions could be mentors, peer support and peer landlords but also better engagement with the family, or significant adults already in place.
- 21.14 Young people have reported that the negative reputation some of the housing projects have within communities can have a negative impact on their own ability to move into independent accommodation and to gain employment. Some action has been taken by P2i providers to counter this but there is a need to have more flexible accommodation available through the P2i contracts. Large scale units do not work especially for the more complex young people. Supporting these young people in smaller settings with rules that can be flexible while they learn to live independently is essential.
- 21.15 Housing providers have said they would be more willing to accommodate more of the most complex young people if they were assured that the support will be available and accessible when it's needed. Therefore it is important to make sure work plans are detailed, workable and adaptable and can be produced rapidly when needed.
- 21.16 Young people have highlighted the need for support with managing their finances and we know this to be a major cause of evictions. Access to this support needs to be a clear element of the services moving forward. This also needs to link with the need to find more creative modes of engagement; helping young people to understand their responsibilities and enabling them to access the support according to their needs.
- 21.17 Getting the offer right for 16 and 17 year olds, young parents and couples will need to be explored in conjunction with other services available to these groups. P2i will need to develop robust and meaningful links with education, early help and housing, among others.

Appendix 1: Categories of vulnerable young people in need of accommodation support and current service use.

Table A1.1: Statutory support groups and identified categories of young people in need of accommodation support.

(Data from different sources will duplicate certain individuals)

(All data covers the period between April 2013 and March 2015 unless otherwise stated)

Categories	Proxy Measure Description	Data Source	Somerset*	Mendip	South Somerset	Taunton Deane	West Somerset	Sedgemoor
16 and 17 years olds towards whom children's social care have a responsibility	Young people on the Leaving Care caseload aged 16-17	Leaving Care	119	26	36	23		34
Care leavers aged 18 to 21 (or 25 if in full time education)	Young people on the Leaving Care caseload aged 18-24	Leaving Care	400	75	101	106		118
	18-20 year old Care Leavers accepted as homeless and in priority need	P1E Homeless Applications	9	s	s	s	s	s
16 and 17 year old homeless young people	The number of young people over the age of 16 who started to be accommodated	Somerset County Council – Southwark Analysis	55 [#]	11	23	7		9
	The number of 16-17 year olds in contact with Somerset Partnership for a mental health issue who were rough sleeping, homeless or sofa surfing.	Somerset Partnership NHS Foundation Trust	55	-	-	-	-	-
	16-17 year olds in contact with SDAS in 2014/15 ONLY that are likely to need immediate support around accommodation or housing issues	Somerset Drug and Alcohol Partnership	45	-	-	-	-	-
	16-17 year olds accepted as homeless and in priority need	P1E Homeless Applications	s	s	s	s	s	s
	The number of 16-24 year olds assessed as homeless and in priority need	P1E Homeless Applications	288	45	118	84	16	25
Vulnerable 18 to 25 year olds (formally assessed as having a mental health condition, learning difficulties or as particularly vulnerable) and those who are homeless and in priority need	18-25 year olds with an open referral to Somerset Partnership for a mental health issue	Somerset Partnership NHS Foundation Trust	13,276	-	-	-	-	-
	18-25 year olds in contact with SDAS in 2014/15 ONLY that are likely to need immediate support around accommodation or housing issues	Somerset Drug and Alcohol Partnership	79	-	-	-	-	-
*	Somerset values may be the sum of the district values and may therefore contain duplicates							
#	Includes an additional 5 young people with the disabilities team.							
s	Suppressed to avoid disclosure due to small numbers (less than 5) or by differencing.							
-	No data or no proxy measure identified							

TABLE A1.2: Prevention support groups and identified categories of young people in need of accommodation support.

(Data from different sources will duplicate certain individuals)

(All data covers the period between April 2013 and March 2015 unless otherwise stated)

Categories	Proxy Measure Description	Data Source	Somerset*	Mendip	South Somerset	Taunton Deane	West Somerset	Sedgemoor
15 year olds at risk of becoming homeless	Number of Children Looked After in NCY-11	Somerset County Council	55	5	12	17		11
16 to 17 year olds at risk of becoming homeless (requiring advice, family mediation and floating support).	16-17 year olds supported by P2i and not identified as homeless.	Abritas – Somerset CC^	19	s	s	s	s	s
	16-17 year olds given advice and homeless prevention interventions by the district councils	District Councils	481	152	200	42	5	82
	16-17 year olds with an open referral to Somerset Partnership for a mental health issue	Somerset Partnership NHS Foundation Trust	3,756	-	-	-	-	-
	16-17 year olds in contact with SDAS in 2014/15 ONLY that may need support in future to maintain existing accommodation or to establish themselves in an independent setting	Somerset Drug and Alcohol Partnership	45	-	-	-	-	-
16 to 17 year olds at risk of becoming homeless AND Vulnerable 18-25 year olds whose vulnerability is such that they may become eligible for support from statutory services in the future	Young people returned home following a P2i intervention	P2i Commissioners	395	46	118	63		168
	Intentionally homeless young people aged 16-25	District Councils	86	28	27	10	12	9
Vulnerable 18-25 year olds whose vulnerability is such that they may become eligible for support from statutory services in the future (this may include those with drug and alcohol issues depending on the degree of use or offending behaviour)	Individuals aged 18 and over supported by P2i and not identified as homeless.+	Abritas – Somerset CC^	126	12	84	15	s	s
	18-24 year olds given advice and homeless prevention interventions	District Councils	2,805	837	1,042	362	46	518
	18-25 year olds in contact with SDAS in 2014/15 ONLY that may need support in future to maintain existing accommodation or to establish themselves in an independent setting	Somerset Drug and Alcohol Partnership	198	-	-	-	-	-
*	Somerset values may be the sum of the district values and may therefore contain duplicates							
^	May contain duplicates for individuals with multiple placements at different point in time.							
s	Suppressed to avoid disclosure due to small numbers (less than 5) or by differencing.							
-	No data or no proxy measure identified							
+	Homelessness identified as support type housing and support = “yes” OR primary client group = (“rough sleeper” or “homeless with support needs”) OR client group homeless with support needs = yes.							

TABLE A1.3 Non-Single support groups and identified categories of young people in need of accommodation support.

Categories	Proxy Measure Description	Data Source	Somerset*	Mendip	South Somerset	Taunton Deane	West Somerset	Sedgemoor
Individuals and couples who are pregnant and or/parents of dependant young children who fall within the groups in table A1.1 and A1.2	Care Leavers who are either pregnant or parents.	Leaving Care	40	5	15	14		6
	Homeless applications made by couples and lone parents aged 16-24 with dependant children or who were pregnant	Abitas – District/ Borough Councils	339	57	128	81	26	47
	16-25 year olds in contact with SDAS during 2014/15 ONLY who were parents at initial assessment	Somerset Drug and Alcohol Partnership	110	-	-	-		-
	16-25 year olds in contact with SDAS during 2014/15 ONLY who were pregnant at initial assessment	Somerset Drug and Alcohol Partnership	11	-	-	-		-
Couples and partners who within the groups in table A1.1 and A1.2	Individuals who presented to P21 between 2013/14 and 2014/15 who were recorded as co-habiting or married/civil partnership.	Abitas - Somerset CC	101	13	64	s		s
*	Somerset values may be the sum of the district values and may therefore contain duplicates							
s	Suppressed to avoid disclosure due to small numbers (less than 5) or by differencing.							
-	No data or no proxy measure identified							

Appendix 2: Accommodation categories (Table 6.2 and Table 6.3)

Accommodation	Description
Independent living	Private rented or social tenancies
Living with parents or relatives	
Living with foster cares	Will include staying out arrangements
P2i accommodation	Contracted P2i provider supported accommodation
Community home or in residential care	
Child Looked After	Either foster care or residential care
Unknown	
Semi-independent or transitional accommodation	Privately sourced supported accommodation
Leaving Care accommodation	Accommodation owned and managed by Leaving Care
In custody	
No fixed address or homeless	
Other accommodation (including pre-contract)	
Supported lodgings	Lodging arrangement with additional support in a family arrangement.
Bed and Breakfast (B&B)	
Ordinary lodgings	Standard lodging arrangement with no additional support.
Foyers (out of Somerset)	Out of county supported accommodation in foyers.

Appendix 3: Accommodation status descriptions for SDAS clients at initial assessment and groupings for this report.

TABLE A3.1 Clients that may need support in future to maintain existing accommodation or to establish themselves in an independent setting

Accommodation Need	NDTMS Definition
Young Person Living With Parents or Other Relatives	this refers to a young person who is currently living with parents, relatives or other carers
Young Person Living Independently in Settled Accommodation	this refers to a young person currently living in accommodation without support of their family of origin (birth/adopted). The young person could be living in their own property, or in privately rented accommodation
Adult (18+) with no housing problem	<ul style="list-style-type: none"> - Local Authority (LA)/Registered Social Landlord (RSL) rented - Private rented - Approved premises - Supported housing/hostel - Traveller - Own Property - Settled with friends/family
Adult (18+) living with parents	this refers to an adult (aged 18 or over) who is currently living with parents, relatives or other carers

All accommodation status information is captured at initial assessment.

TABLE A3.2 Clients that are likely to need immediate support around accommodation or housing issues.

Accommodation Need	NDTMS Definition
Young Person Living Independently in Unsettled Accommodation	this refers to a young person who is staying with friends or family as a short term guest, residing in bed and breakfast or hostel accommodation. Young people who are at risk of losing their long term accommodation could also be categorised as living in unsettled accommodation
Young Person Living Independently With No Fixed Abode	this refers to a young person who is currently living on the streets or using night hostels (on a night by night basis). This could also include young people who are staying with friends or family as a very short term guest i.e. sleeping on a different friend's floor each night
Young Person Living in Supported Housing	this refers to accommodation specifically commissioned to meet the needs of young people. A young person could be currently living in a Foyer or other accommodation provided by a registered social landlord
Young Person Living in Care	this refers to accommodation where the young person has been placed in care, such as children's homes, foster care for Looked After Child
Young Person Living in Secure Care	this refers to accommodation within any secure setting where a young person has been placed - either a Young Offender Institution (YOI), a Secure Training Centre or a Secure Children's Home. Placements in the latter accommodation type can be youth justice driven (either on remand or sentenced) or specifically for welfare reasons but in either instance the young person is detained within this environment.
Adult (18+) with no fixed abode or urgent housing problem	<ul style="list-style-type: none"> - Live on streets - Use night hostels (night-by-night basis) - Sleep on different friend's floor each night
Adult (18+) with a housing problem	<ul style="list-style-type: none"> - Staying with friends/family as a short term guest - Night winter shelter - Direct Access short stay hostel - Short term B&B or other hotel - Squatting

All accommodation status information is captured at initial assessment.

Appendix 4: Change Log

Version	Date	Section	Change	Reason
2.0	06/11/2015	2.2 & T-A1.1	Added text – “and those who are homeless and in priority need”	To clarify that the group includes young people to whom the district councils have a statutory obligation.
		2.3 & T-A1.2	Added text – “and/or offending behaviour”	To clarify that offending behaviour should not be a barrier to access.
		2.4	Replaced text – “The <u>non-single</u> group is a sub-section of the above group who might need specialist accommodation and includes” With text – “The <u>non-single</u> group contains all 16 to 25 year old young people who fit into one of the categories in 2.2 and 2.3 and might need specialist accommodation. The group specifically includes”	To clarify around age range.
		4.2	Added text - “data recording issues during”	To clarify the reason for the large difference in numbers between 2013/14 and 2014/15.
		4.4 – 4.10	Corrected numbering	
		6.15 & T-6.7	New section- Care Leaver ETE status	
		6.15	Section number changed – from 6.15 to 6.16	New section 6.15 added
		6.16	Section number changed – from 6.16 to 6.17	New section 6.15 added
		21.1	Added text - “Better assessment information will be needed to quantify the different groups and demographics of young people being supported by the P2i service.”	To highlight the issue of underreporting in Abris of demographic information and initial capture forms.
		Ax.2	Replaced title text – Leaving Care	To clarify that this is where the Care

			accommodation settings With title text - Accommodation categories (Table 6.2 and Table 6.3)	Leavers were living and not necessarily that they had been placed there. Also link to tables 6.2 and 6.3 was added.
		T- 6.2 & T- A2.1	Replaced text – Foyers With text – Foyers (out of Somerset)	To clarify these are out of county settings.

T = Table