Supported Lodgings and Young People Leaving Care

Literature review for the Fostering Network’s Supported Lodgings Action Research and Practice Project

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2008
Introduction and scope

This summary literature review forms the first phase of a research project being conducted over a 12-month period at London South Bank University for the Fostering Network’s Supported Lodgings Action Research and Practice Project. The second phase uses case studies to examine supported lodgings working with care leavers, and the third phase is a questionnaire survey of 100 + supported lodgings schemes. This study now has secured the approval of the Association of Directors of Children’s Services (ADCS) Research Committee and has asked that this project to pilot the questionnaire before it is finalised.

This review about supported lodgings and care leavers provides; an overview of youth homelessness, summarises how supported lodgings is described in the literature, examines government policy regarding the Care Matters agenda for children looked after and leaving care, and, finally, raises key questions and makes some critical observations. It is proposed that the final agreed definition of the term ‘supported lodgings’ will inform and guide the Fostering Network’s wider Supported Lodgings Action Research and Practice Project. This review has been limited to examining supported lodgings research and policy papers about care leavers in England. Supported lodgings issues about other groups (ie homeless) are beyond the remit of this summary review.
The legal framework

The Children Act 1989 and the Children (Leaving Care) Act 2000

According to the Children Act 1989 (Section 23.2.a) a looked after child can be placed with; family, relatives or another person. The Fostering Regulations (2002) apply in that a looked after child may also be placed in accommodation that seems appropriate to the local authority (Section 23.2.f). In both situations there is a requirement to safeguard and promote the welfare of the young person, and ‘safeguarding the welfare’ implies some check or assessment.

The Children Act 1989 Guidance (Role of the Housing Department) and links between the Guidance and housing departments

In relation to the all-important links between the social services department and the housing department, and supported lodgings, the Guidance (DoH, 2001, Section Three the Role of the Housing Department, paragraph 23, page 25) refers to the Homeless Bill.

In relation to the critical point about how this will be achieved the Children Act 1989 Guidance states (page 26):

Whilst the primary responsibility for securing accommodation for young homeless people rests with the local housing authority, it is essential that a corporate and multi-agency approach is adopted by the local authority to care leavers. Local authorities should develop a strategy in partnership with housing providers to provide a range of accommodation to meet the assessed needs of relevant children and other care leavers. The housing needs of care leavers should be addressed before they leave care and arrangements made for joint assessment between social services and housing authorities, as part of the multi-agency assessment on which an individual after-care plan or pathway plan should be based.

Under the guidance and amendments to 1996 Housing Act, [under which care leavers are specifically named as a priority group] other changes about supported lodgings are likely to have an impact on young people leaving care. Housing providers have often expressed concern about re-housing care leavers whose vulnerability and lack of preparation make poor tenants, in some instances ending up losing their tenancies. Supported lodgings offers opportunities to young people to develop the life skills and confidence needed to assume and maintain their responsibilities as tenants.
The Children (Leaving Care) Act 2000

Local authorities have a range of statutory duties towards looked after children and young people. They must accommodate and maintain all looked after children and every looked after child (who include “eligible” care leavers) must have a care plan (which becomes the pathway plan at age 16+) which sets out how they intend to respond to the full range of the child’s needs. Children’s Services Authorities were also required under the Children (Leaving Care) Act 2000 and regulations to work with young people preparing to leave care, to keep in touch; to produce and maintain pathway plans for each young person, keep pathway plans under regular review; and appoint a personal adviser.

The powers and duties of local authorities to prepare young people they are looking after for the time when they cease to be so looked after, and the provisions of after-care advice and assistance, are described in paragraphs 19A to 19C of Part II of Schedule 2 and in sections 23A to 23E and 24, 24A and 24B of the Children Act 1989 as amended by the 2000 Act. A duty to prepare young people for the time they are no longer cared for applies to voluntary organisations (section 61(1) (c)) and those carrying on children’s homes (section 64(1) (c)). All of these powers and duties need to be carried out in the light of the general child care principles on which the Children Act is based.

The children and young people to be affected are:

- eligible children - aged 16 and 17, who have been looked after for at least 13 weeks since the age of 14 and who are still looked after
- relevant children - aged 16 and 17, no longer looked after for at least 13 weeks since the age of 14, and who have been looked after at some time while 16 or 17, and who have left care
- former relevant children - aged 18 to 21, who have been either relevant or eligible children or both.

The CLCA 2000’s only mention of supported lodgings is as a possible type of accommodation for care leavers and it looked to the voluntary sector to provide after-care services be contracted in or become a partner with local authority social services departments to provide various forms of accommodation. This could include sheltered and half way housing, refuges for young people at risk, supported lodgings and continued foster care (Department of Health, 2001).
Fostering regulations

According to the Fostering Network (2007):

- ‘The most common arrangement when a young person becomes 18 is to convert the placement from fostering to a ‘supported lodgings’ arrangement. A difficulty is that the term ‘supported lodgings’ has no universal meaning or regulatory structure and may mean different things to different local authorities, agencies and organizations.’

- If a 16 or 17-year-old is a looked-after child, whether they are placed with foster carers or within a supported lodgings scheme the placement is likely to meet the definition of fostering. A supported lodgings scheme meets this definition of fostering if it complies with the Fostering Services Regulations 2002. Indicators that a scheme meets such a definition are:

  a) It requires prospective carers to go through a thorough assessment process
  b) It presents prospective carers to a panel for their recommendation
  c) It offers placements to young people who are looked after by a local authority
     (Sections 23(2) or 59(1) Children Act 1989) (the Fostering Network, 2007, 2)

The Fostering Network’s policy paper on supported lodgings states that regardless of whether the arrangement is described as fostering or supported lodgings, carers who offer placements to looked after young people under 18 under these arrangements are in fact, foster carers. As such, they are entitled to receive fostering allowances at or above the minimum level set by the government from April 2007 (the Fostering Network, 2007, 2).

There are also supported lodgings schemes that do not meet the definition of fostering, including schemes that offer board and lodgings for vulnerable or homeless 16 and 17-year-olds who are not looked after by a local authority or for young adults of 18 and over. There may be schemes that meet the registration criteria for fostering but a placement cannot be a foster placement unless the young person is looked after by a local authority. Carers under these schemes are not eligible for the tax, pension or benefits arrangements that apply to foster carers but can use the ‘Rent a Room’ arrangements for tax discussed later in this information sheet (Fostering Network, 2007, 2).
Once a young person reaches the age of 18, they are legally no longer a looked after child and their placement can no longer be a foster placement (the Fostering Network, 2007, 2).

**Youth homelessness**

**The scale and impact of youth homelessness**

According to Quilgars et al’s extensive review of youth homelessness, existing data on youth homelessness has significant limitations – in particular, it is only possible to count young people who are in contact with services. On this basis, it can be estimated that at least 75,000 young people experienced homelessness in the UK in 2006–07 (Quilgars, D, x1).

Young people who have experienced disruption or trauma during childhood and/or who are from poor socio-economic backgrounds – and one or both of these background types often apply to children looked after by local authorities (Broad, 2005; Stein 2008) – are at increased risk of homelessness. The main ‘trigger’ for homelessness among young people is relationship breakdown (usually with parents or step-parents). For many, this is a consequence of long-term conflict within the home and often involves violence. Young homeless people have much poorer health than other young people.

There is strong evidence that homelessness impedes young people’s participation in employment, education or training, with many becoming NEET (not in education, employment or training) after leaving their last settled home (Quilgars, D, x12).

During 2006/07 5652 young people in England were accepted as homeless because they were a 16–17 year old (10,424 in 2005–06) (Quiligars et al 2008, 10). Also the number of young people accepted as homeless because they were care leavers or at risk of exploitation in England for 2006–2007 was 732, compared with 901 for 2005–06 (reported in Quilgars et al, 10).

**Models of accommodation**

A range of models of accommodation for young people existed in most urban areas though Quilgars et al note in their extensive survey:

..there was a lack of clarity as to whether this accommodation should be ‘temporary’, moving on young people as soon as possible, or more deliberately ‘transitional’, providing an opportunity to improve later housing trajectories. Moves between accommodation settings were
common; sometimes these were planned to access a more appropriate placement but moves were often crisis- or supply-driven and increased instability in young people’s lives Quilgars et al (2008, x12).

Quilgars et al (2008) also found:

- Shortages of social housing were acute in many areas.
- Very lengthy stays in temporary accommodation.
- Support providers seeking to access the private rented sector.
- Barriers to accessing private rented sector (poverty trap/benefit dependency).
- Rent deposit/guarantee schemes not always accessible.
- Floating support schemes well established and improved tenancy sustainment.
- Expansion of supported lodgings provision was welcomed by agencies.
- Supported lodgings had a mixed reception from young people. (Quilgars et al, x15).

What is supported lodgings?

The term ‘supported lodgings’ has no universal meaning or regulatory structure yet there are common features:

- A form of supported accommodation for vulnerable young people who are not ready to live independently.
- It is provided by private individuals (‘host’) who offers room in home and varying level of support.
- It aims to provide a safe and supportive environment and an opportunity to develop skills necessary for independent living (amended from presentation by Baker, 2007 and Shelter, NYHS).

According to the ODPM (2003, 3.55) supported lodgings services:

Can allow an individual to live in a family home, experiencing domestic life in a shared and supportive environment. Living in this setting may in itself be productive for someone who has become marginalised or who has never experienced it, perhaps because they have been in care or in institutions for most of their life. These services can also provide training in independent living.

Such services may also be particularly suitable for highly vulnerable individuals who might be easily led or otherwise exploited if they were living more independently. Risks such as exposure of homeless young people to illegal drugs and the sex industry may be avoided by using supported lodgings. (ODPM, 3.55, 3.56)
The same publication acknowledges three main problems about supported lodgings, about some providers, about suitability and about supports, thus:

- There may be problems in recruiting sufficient numbers of lodging providers, particularly as there is a need for rigorous security checks because the service is targeted at vulnerable groups. Securing suitable move on accommodation could well also be a problem.

- Formerly or potentially homeless people who have previously been excluded from a stable and supportive environment might become very attached to those providing them with a supported lodging. This is likely to result in the need to manage potential dependency and to provide continued contact with a host landlord/family once someone has moved on.

- Such services may not generally be suitable for people with challenging or difficult behaviour; people requiring specialised support services or who require a high degree of care; and those people who are likely to be able to manage more independent living. (ODPM, 3.57, 3.58, 3.61).

In Vernon’s study of care leavers in London the types of transitional accommodation and support identified were; supported lodgings, staying on accommodation, supported accommodation, Foyers and contingency planning. Supported accommodation may be: a house or flat where you receive support from social work or other organisations, sheltered housing, a care home or nursing home, a hostel or rehabilitation centre. In Broad’s studies of the work done by leaving care team (1998, 2003) the supported accommodation categories used included supported lodgings, tenancies (with floating support), shared/transitional housing, foster care, home or family, bed and breakfast and residential care.

Supported lodgings for young people are different from adult services which are usually longer term and has a regulatory framework and used for people for whom social services has statutory responsibility.

**Proposed definition of supported lodgings in this study**

This action research and practice study is funded to focus on supported lodgings and care leavers not the wider umbrella term ‘supported accommodation’ Its purpose is to map, survey, investigate and explore the contribution that supported lodgings makes for young people leaving care. How is supported lodgings defined in this research study? Which groups are included in our definition and which are not included?
It is acknowledged that supported lodgings are used by different groups of vulnerable young people including young offenders, homeless young people and other priority groups. However those groups fall outside the remit of this research and action project which is solely about supported lodgings for those children and young people entitled to leaving care services under the Children (Leaving Care) Act 2000 (CLCA 2000) covering England and Wales. The term ‘supported lodgings’ is used here to describe:

1. Domestic or private lodgings where there is both an adult (usually called the ‘host’) living on-site and a requirement/expectation/agreement by the local authority that some level of support is provided by the host.

2. Both the host and the support they provide are vetted and approved by the local authority as suitable for a young person aged 16 plus who qualifies for services under the CLCA 2000.

3. Lodgings that are not regulated either as a group home, or under the Fostering Services Regulations (2002) as a foster placement.

This can either be:

- a former foster care placement also known as a ‘foster care conversion’ or even ‘continuing support’ or
- lodgings with a ‘host’ who is not the young person’s former foster carer.

The term ‘host’ is used to describe the person who owns, or is the tenant of the property, who lives on the premises and who has been assessed and supported by the local authority (usually the social services department) to provide a room and support to a care leaver who lodges there in a spare room.

Hostel or other group accommodation with support on the premises or independent or semi-independent flats where floating (i.e. visiting) support is provided by staff living off-premises is not included in our definition of supported lodgings.

According to the ODPM (2003) supported lodgings services provide places in family or landlord’s homes for formerly or potentially homeless individuals who are vulnerable or may be vulnerable. The household providing the lodgings is usually trained and supported by a worker, who may also provide support to the vulnerable person. Both provide support to achieve re-settlement. Although some of the agencies providing supported lodgings
services undertake their own monitoring, there have not been a large number of independent evaluations of this sort of service. (ODPM, 2003, 3.53 and 3.54)

There are both housing and social care policy dimensions about supported lodgings.

**Housing policy context**

In the last decade, there have been very significant policy developments across the UK to address homelessness generally and, within this, youth homelessness and these have been at the preventative level, strengthening statutory duties and more priority groups being created and looked after children and care leavers added. According to the ODPM:

> Supported lodgings are not particularly widespread in England. They can be operated on a small scale and may therefore be suitable for rural areas where it is not viable to develop larger scale provision such as hostels. Supported lodgings may be particularly suitable for some groups of homeless people, such as vulnerable young people. (ODPM, 2003, 3.59)

There have been a number of key developments in addressing youth homelessness. These include:

1. A greater emphasis on strategy and co-ordination, and a strengthening of the homelessness legislation. The introduction of homelessness strategies.

2. Significant extension of priority ‘need’ categories most particularly by adding all 16–17 year olds to the ‘priority need’ groups in the legislation.

3. The Homelessness Act 2002 requires local authorities to compile a five year strategy for preventing and tackling homelessness in their area. At the same time the categories for ‘priority need’ were extended to include care leavers aged 18 to 20.

4. The Supporting People programme, introduced in 2003, focused attention on the role of support services for young homeless people across the UK. The programme funds housing-related support services for vulnerable client groups, including ‘young people at risk’ as well as homeless people.

5. In 2006, Ruth Kelly, Secretary of State for Communities and Local Government, announced a package of measures, including the
establishment of supported lodgings schemes to further prevent and tackle youth homelessness, through:

- A commitment that by 2010, no 16 or 17 year olds should be placed in bed and breakfast accommodation by a local authority under the homelessness legislation, except in an emergency;
- Improving access to homelessness mediation across the country (including family mediation for young people), so that there is a universal expectation of such services;
- Establishing supported lodgings schemes across the country, providing accommodation, advice and mediation services for young people who can no longer stay in the family home (CLG, 2007a, 7).

6. The Supporting People strategy for England (CLG, 2007b) emphasises user-focused models of support including individually held budgets as well as a greater attention to outcomes. (Quilgars et al, 3)

Furthermore and according to Quilgar’s et al’s review of housing for young people:

Supported lodgings schemes have not been subject to systematic evaluation to date, but, given their recent promotion at the national strategy level almost all case study areas were in the process of expanding, or planned to develop, such provision – often via expansion of existing provision for care leavers and sometimes via the creation of new innovative pilot projects available to other young people (Quilgars et al, 75).

At the case study level, service providers were enthusiastic about this form of provision and able to cite examples of successful outcomes for individual clients. Only one in ten (11 per cent) of the 16–17 year olds in the CLG survey had ever lived in a supported lodgings arrangement and few of the case study focus group participants had personal experience of it. Notably, only a small minority thought that the model was a ‘good idea’ and would have been likely to benefit them personally (Quilgars et al, 76).

**Working together – joint arrangements**

The Common Assessment Framework (CAF) is being introduced for all young people and children’s services in England, yet the case studies examined by Quilgars had not yet brought their assessment arrangements into line with this framework.
Joint protocols
The protocols led to a more co-ordinated and planned response to young people’s needs. It did not prevent disagreements entirely, but structured opportunities for discussing and agreeing ways forward were in place. The protocols usually supported prevention agendas by attempting to avoid the need for young people, particularly care leavers and 16 and 17 year olds, to have to present as homeless – if agencies could offer an appropriate housing and support package (Quilgars et al 101).

Strategic joint working
In respect of young people looked after by the local authority there was evidence of greater co-ordination of services for 16-17 year olds than 18+ for whom it was considered there was too heavy a reliance on homelessness legislation, rather than some other route. Children’s services – a constrained response to non-crisis situations. (Quilgars et al, 111)

There was evidence of a much more effective and co-ordinated response to meet the needs of young people aged 16 and 17, and those looked after by the local authority (again particularly in the younger age group).

However, concerns remained for those aged 18 or over (without children) who had little priority under the strengthened legislation. At the same time, there was considered to be too heavy a reliance on the homelessness legislation for older care leavers (who, it was believed, should be housed without going through this route) and children’s services were still sometimes constrained in the extent to which they could respond to non-crisis situations (Quilgars et al, 111).

Move-on accommodation

While the value of supported transitional accommodation enabling young people to develop independent living skills was consistently emphasised, providers expressed serious concerns about the impact of overly prolonged stays on young people’s motivation and ability to ‘move forward in life’. The lack of move-on accommodation has been recognised at the national level (Social Exclusion Unit, 2005). A number of case studies were developing, or had developed, move-on strategies. For example in Leicester an interim strategy included policies such as awarding points to those who had been living in hostels successfully for three months and challenging antisocial behaviour orders where behaviour had changed. However, overall, move-on opportunities remained an ongoing problem: (Quilgars et al, 78)
Homelessness strategies and joint working

Operational joint working between service providers was seen to have made some significant steps forward in the last five years. Factors contributing to this included: policy and legislative change; specific dedicated and/or seconded staff posts; youth homelessness forums; and joint protocols.

However, challenges still existed in interagency working, often arising from resource constraints and a lack of understanding regarding different organisations’ roles. Some groups of young people appear to have benefited to a greater extent than others from recent policy change.

There was evidence of a much more effective and co-ordinated response to meet the needs of young people aged 16 and 17, and those looked after by the local authority particularly in the younger age group. Those aged between 18 and 24 were regarded to be in a comparatively worse position (Quilgars, et al, 110).

Funding for supported lodgings

Funding often comes from a number of sources including housing benefit (if young person entitled), Supporting People monies (if available), and contribution by social services departments (if made available, it is discretionary).

The funding of supported lodgings placements for care leavers post 18 is complex and unsatisfactory. Whether or not a supported lodgings arrangement is a ‘foster conversion’ type i.e. previously a foster placement, or not, there is no set funding or statutory framework for it. Legally a local authority may continue to fund a fostering conversion supported lodgings placement at the same rate as the fostering allowance, but legally the placement can not be a foster placement because an 18 year old is not a child and cannot be looked after by the local authority as a child.

According to the ODPM

Some supported lodgings services may simultaneously use different funding streams, including social services spot contracting and grants from charitable trusts. The housing related support provided is likely to be fundable under the Supporting People programme. (ODPM, 2003, 3.60)

Vaux has also pointed to the shortcomings regarding the financial arrangements for supporting young people and hosts and the inadequate response by the relevant government departments [Vaux, 2008].
Assessment and regulation

According to a survey by Rainer about care leavers’ accommodation in local authorities and its assessment and regulation:

Assessment of accommodation varied dramatically according to housing type. Supported lodgings schemes were overseen by social services, social housing was inspected by the local housing department or by supporting people teams. The most lightly-regulated area appears to be private rented accommodations which were only subject to Houses in Multiple Occupancy accreditation. Yet, with the growing demands on social housing this is an increasingly common form of provision (Rainer, 2007, 6).

In respect of supported lodgings the report concluded that:

Access to a range of accommodation provision varies enormously across the country and in some instances across authorities... The use of supported lodgings is now wide spread with only one authority stating they didn’t use this type of service. However the criteria for accessing schemes and the length of time young people could remain in them also varied considerably...Five services said young people could remain until they were 18, but could only remain after this if they were in employment, education or training. Three authorities said young people could remain in their supported lodgings until they were twenty five but this was again dependent on their being in employment, training or education (Rainer, 2007, 6)

Children looked after/leaving care policy context

60,000 children were looked after at 31 March 2007 (DCSF, 2007c, Table F1) and of those 8,000 children and young people aged 16 years and over ceased to be looked after that year. 58 per cent ceased to be looked after on their 18th birthday, 41 per cent ceased to be looked after aged 16 or 17, and 1 per cent over 18 years of age (DCSF, 2007c, Table F1).

Following extensive campaigning and sustained evidence of the inadequate housing and support situation for all care leavers and the overrepresentation of care leavers in the young homeless population (Broad, 2005, Anderson et al., 1993; Evans, 1996; Biehal and Wade, 1999), leaving care legislation, the CLCA, 2000, has extended the duty of social services to provide care leavers with accommodation until the age of 18. Nevertheless the evidence about the provision of accommodation for care leavers shows that there remains a considerable shortage of suitable affordable appropriate supported and/or
independent accommodation. The evidence about young people leaving care is that there is a shortage of affordable appropriate accommodation and therefore there are a wide range of types of accommodation for care leavers, driven by a combination of cost, availability and affordability (Broad, 2005).

The wellbeing of children and young people has been promoted as a key priority underpinning service delivery at all levels. The Every Child Matters framework, and introduction of Children Trust arrangements, seeks to be influential in promoting enhancing children’s well-being across a range of indicators.

**Care Matters and the Children and Young Person’s Bill**

**Care Matters**

There is no mention of supported lodgings in the Green Paper Care Matters DfES (2006) but there is of supported accommodation. As we have seen, supported accommodation includes a range of accommodation including hostels, supported lodgings and some type of residential care settings. It was stated that:

‘for some young people, remaining with a foster family is not an option’. These may be young people in residential care or those who simply do not want to stay in foster care. For them, supported accommodation provides an important alternative. (DfES, 2006, 7.20).

However the Care Matters Green Paper (DfES, 2006) did include proposals for:

- Creating more supported accommodation for young people; and

- Improving housing options for young people through establishing a capital investment fund to support dedicated supported accommodation, underpinned by an evaluation of models of supported housing; (DfES, 2006, 84)

- Evaluate existing models of supported housing for care leavers (DfES, 2006, 88)

- Target dissemination of the results of this evaluation to local authority care leaving teams and those responsible for setting local housing priorities. they fully inform the next phase of local housing strategies (DfES, 2006, 88)

The London Borough of Tower Hamlets was presented as a case study of a local authority with an agreed policy with their housing directorate which has
allowed them to develop supported housing specifically for care leavers where they are not ready for independence. In 2006 that authority was reported as offering 30 places for looked after young people. Upon enquiry in 2008 it was established that of the 30 supported housing places available for care leavers just 6 were supported lodging places. In the Green Paper it was stated that the range of accommodation in Tower Hamlets is large, with different levels of support including some specific accommodation for single parents and disabled care-leavers (DfES, 2006, 88).

In the Green Paper Consultation Responses (DfES, 2007b, 36) there were many responses about how to increase the availability of supported accommodation for young people, and how to improve supported housing as an option for those young people for whom this is appropriate. The Local Government Association advised that particular attention would have to be paid to the implementation of the investment in those authorities where housing and children’s services are separate. Other suggestions included:

- Regular inspection of supported accommodation according to a set of clear standards;
- Tiered approach to supported accommodation, including intense training and support for those who need it;
- Clear accountability for authorities who fail to provide support for young people – legal responsibility on the local authority for the quality and effectiveness of supported accommodation;
- Duty on local authorities to ensure care leavers are a priority for quality housing; and
- 24/7 support lines for young people living alone (DfES, 2007b, 36).

Importantly the green paper also proposed the following pilots (now up and running):

- piloting a veto for young people over any decisions about moving on from care before they turn 18 and
- piloting allowing young people to continue to live with foster carers up to the age of 21, receiving the support they need to continue in education.

However, adopting a much more cautionary tone, in the Care Matters White Paper (DfES, 2007) and beyond the development of a capital investment fund with the Housing Corporation there was only government ‘sign up’ to supported accommodation, not lodgings specifically, in respect of:

- Sharing of best practice about supported accommodation.
- Commissioning guidance on working together to meet the specific needs of young people leaving care (para. 6.60).
• Continuing to work with Rainer to make further improvements to accommodation services for care leavers. (6.61)
• Promoting evidence based effective models. (DfES, 2007, 119).

In relation to supported housing the White Paper called for an effective partnership between social services and housing (DfES, 2007, 119). This is a restatement of principles which the Children Act 1989 (S27, 20, 24) and the CLCA 2000 also contained in relation to co-operation between social services and housing for children in and leaving care. This call for closer co-operation is underpinned by there being a duty placed on social services to provide advice and support for care leavers but only an enabling power regarding the housing authority, and a prime recognition that their own statutory functions and duties take precedent.

In the section about young people leaving children’s homes, the Green Paper optimistically stated:

> By the time young people reach legal adulthood at 18, most should have been properly prepared for the next step in making their transition to adulthood. For example, this might involve a move to supported lodgings or other form of accommodation perhaps linked to the children’s home where they may have lived for a number of years. (DfES, 2007, para. 6.26)

In the White Paper, Hull’s Young People’s Support Service (YPSS) was presented as providing an example of a good practice case study of supported lodgings. Hence:

> The Supported Lodgings Service provides practical and financial support to all care leavers who need it. Working closely with co-located fostering services, the service facilitates the continuation of foster placements for those over 18 (or sooner if an order is discharged) until they are 21. These continued placements are viewed as supported lodgings and as such receive a weekly allowance that has been explicitly set to match the mainstream fostering allowance for the young adults involved. There is no disincentive for carers to continue to provide a placement for young people. Of the 46 supported lodgings for care leavers 17 have transferred from fostering placements, freeing up other supported lodgings. 97 per cent of these young people are in education, employment or training. (DfES, 2007, 111)
Next and in *Care Matters Time to Deliver* [DCSF, 2008] there is nothing on supported lodgings at all but a statement of intent about accommodation. Hence:

In future, all local authorities will need to manage the local market in the supply of accommodation for children in care more proactively. Planning will involve local authorities taking steps to secure sufficient accommodation within their authority area that is appropriate for the needs of the children in their care. Local authorities will need to enter into commissioning arrangements with a number of different providers that are capable of meeting their anticipated needs [DCSF, 2008, 30].

One of the public service agreements is about the percentage of care leavers at age 19 who are living in suitable accommodation as judged by the council and annual figures are published and what constitutes suitable is judged by the council.

In DCSF [2008, 30] there is reference to the government’s performance framework. So for example:

In October 2007, the Government published public service agreements (PSAs) on:

- narrowing the gap between low income and disadvantaged children and their peers, which includes a focus on improving educational achievement of children in care at Key Stages 2 and 4
- improving the health and wellbeing of children and young people, which includes a focus on improving the emotional health of children in care;
- improving the safety of children and young people, which includes a focus on reducing the proportion of children with three different care placements per year and on improving long-term stability of care placements; and
- Increasing the number of children and young people on the path to success, this includes a focus on improving the participation in education, employment and training by care leavers, and the suitability of their accommodation. (DCSF, 2008, 18)

The Government has funded Rainer to identify *best practice in delivering housing support services* to vulnerable young people including those in or leaving care. This project was scheduled to begin in April 2008. The project includes providing advice to young people as well as providing information and resources to local authorities and service providers to improve the range and quality of accommodation available to young people. The project will create a practice database on accommodation and housing for young people leaving care (on [www.leavingcare.org](http://www.leavingcare.org)).
May 2008 saw the publication of updated good practice guidance on housing and children’s services cooperation regarding homelessness including on meeting the specific needs of young people leaving care.

In the Care Matters time to deliver paper (2008) there is a re-emphasis on planning and not securing more resources, so that local authorities are expected to be more proactive so far as managing the local housing market is concerned (DCSF, 2008, 41). Whilst a commissioning role, to purchase accommodation, is also expected, there is no recognition of existing budgetary constraints (DCSF, 2008, 41).

The Care Matters Action Log publication (DCSF, 2008a, 8) states that:

The Children and Young Person’s Bill introduces a new duty to take steps to secure sufficient accommodation within their area for children they look after. The Bill also requires local authorities to have regard to the benefit of a number of providers and diverse range of placements to reflect the diversity of their looked after population. [DCSF, 2008a, 8]

There are no indications that this duty will beyond eligible children and extend to relevant and former relevant young people who have been looked after.

Children and Young Person’s Bill 2007

A new Clause 10 creates a duty, among other things, on the local authority to have regard for the need for there to be ‘a range of accommodation in their area capable of meeting different needs.’

In addition the government will ‘put a statutory duty on local authorities to secure a sufficient and diverse provision of quality placements within their local area (for 2008/09)’ ([DCSF, 2008a, 8],

Research evidence

The research about the numbers, experiences and support needs of young people leaving care living in supported lodgings is limited, not least because the type of housing discussed in this paper ‘supported lodgings’ is often conflated or combined with other forms of accommodation for care leavers, especially supported accommodation. This makes it difficult if not nigh impossible to discuss care leavers living solely in supported lodgings. Nevertheless we can still draw on several research studies to produce research findings and make informed comment about:

- the numbers of care leavers attending leaving care projects living in supported lodgings
• the percentage of care leavers currently aged 19 and previously looked after at aged 16 and living in supported lodgings
• the affordability of supported lodgings and whether that has changed since the CLCA 2000
• the support needs of young people leaving care in supported lodgings

Let us first examine research conducted about the accommodation situation of care leavers.

**Accommodation and supported lodgings for care leavers**

According to this author’s earlier survey of services for care leavers and their circumstances upon leaving care:

The most common form of accommodation for the young people attending the 46 leaving care projects was local authority or housing association properties, with tenancies, where 37 per cent of the young people lived. A further 15 per cent lived in shared/transitional housing, 14 per cent lived in private and bed sitter accommodation, 10 per cent in supported lodgings and 5 per cent in bed and breakfast accommodation (Broad, 1999, 87).

Two years after the CLCA 2000 was introduced in 2001 and according to a follow-up survey of leaving care teams activities 71 per cent of respondents (ie 32 leaving care teams) reported that ‘supported lodgings affordability had either ‘remained the same’ or ‘got worse’ and just 29 per cent that the funding situation for supported lodgings had improved (Broad, 2003, Table 2, 88). That same study concluded that ‘whilst there were many examples of good practice, and recorded achievements by specialist leaving care teams they were hindered by decisions about planning, restrictions, regulations and budgets made at central, and local government levels. This was especially true when seeking to establish entitlements to affordable accommodation, training allowances, and supported accommodation. This author concluded that supported lodgings were potentially a high risk housing option needing regulation. The risk was especially likely:

‘when at 16 or 17 years of age vulnerable young people are living, for example, in shared, unchecked and unsuitable accommodation, on occasions with other unsettled people such as older men discharged from various institutions’ (Broad, 2003, 89).

In that same follow-up study to the CLCA 2000 and relaying their views about accommodation for care leavers respondents from 32 leaving care teams pointed to major problems—in 47 per cent of cases this was about ‘lack of suitable accommodation.’
The ‘lack of suitable accommodation’ answers included; ‘lack of follow-up accommodation’, ‘no private landlords,’ ‘no choice of accommodation’ and ‘problems accessing supported accommodation, and ‘42 beds lost.’ In 19 per cent of cases respondents stated that better strategic relationships and planning between social services and housing departments were now in place, though tellingly, not more housing (Broad, 2005, 377-8).

Overall that study concluded that there was a high need for well funded multi-disciplinary leaving care teams to have dedicated additional supported housing stock as well as continued financial incentives for young people to enter and remain in post-16 education, and employment and training. (Broad, 2005, 382).

Vernon’s key findings here about supported lodgings accommodation for care leavers in London were that:

- Most London boroughs already have, or are giving active consideration to the development of supported lodgings... in practice very few were actually currently operating such a scheme.
- All authorities were currently developing their range of semi-independent accommodation but gaps were identified in emergency accommodation, supported lodgings, and high support accommodation.
- Most authorities (21) had or were planning supported lodging facilities; these were felt to be most suitable for fairly settled young people. Issues were raised about the appropriate form of recruitment and assessment of those providing support, and
- The greatest growth in recent years has been in supported accommodation: shared flats or houses or training flats. Most is provided by housing agencies and offers a form of housing plus support where the support to young people is provided by agencies other than the SSD. This can raise issues about continuing input from social workers (Vernon, 2000, 6)

Supported lodgings figures for 19-year-old care leavers

The government’s figures for care leavers on their 19th birthday living in supported lodgings schemes (as at 2007) are that just 450 (or 8 per cent of that group) are living in supported lodgings. (DCSF, 2007c, Table G1). This percentage has remained steady at either 7 per cent or 8 per cent since these figures were first collected in this form in 2003. Table 1 illustrates these figures for care leavers who are now aged 19 and who were looked after, on April 2000 to April 2004.
Table 1 Children now aged 19 years who were looked after on 1 April 2000 to April 2004 then aged 16 years (in their 17th year) by accommodation\textsuperscript{1,2,3} (adapted from Table G1 [DSCF, 2007c)]

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<tbody>
<tr>
<td>Total numbers</td>
<td>4,900</td>
<td>5,100</td>
<td>5,200</td>
<td>5,300</td>
<td>5,800</td>
<td>100</td>
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**Accommodation types**

| With parents or relatives | 540 | 570 | 690 | 700 | 720 | 11 | 11 | 13 | 13 | 12 |
| Community home | 200 | 230 | 230 | 260 | 250 | 4 | 4 | 4 | 5 | 4 |
| Semi-independent, transitional accommodation | 320 | 390 | 420 | 420 | 540 | 7 | 8 | 8 | 8 | 9 |

**Supported lodgings**

| Ordinary lodgings | 270 | 250 | 190 | 250 | 270 | 6 | 5 | 4 | 5 | 5 |
| Foyers | 70 | 60 | 80 | 90 | 60 | 1 | 1 | 2 | 2 | 1 |
| Independent living | 1,800 | 2,100 | 2,200 | 2,300 | 2,500 | 37 | 41 | 42 | 43 | 43 |
| Emergency accommodation | 30 | 30 | 30 | 30 | 40 | 1 | 1 | 1 | 1 | 1 |
| Bed and breakfast | 50 | 50 | 50 | 40 | 40 | 1 | 1 | 1 | 1 | 1 |
| In custody | 120 | 120 | 150 | 170 | 180 | 2 | 2 | 3 | 3 | 3 |
| Other accommodation | 220 | 240 | 240 | 270 | 270 | 4 | 5 | 5 | 5 | 5 |
| Not in touch | 970 | 750 | 560 | 380 | 450 | 20 | 15 | 11 | 7 | 8 |

**Notes**

1 Source: SSDA903 return on children looked after.
2 Figures exclude children who were looked after on 1 April aged 16 years (in their 17th year) under an agreed series of short term placements.
3 Historical data may differ from older publications. This is mainly due to the implementation of amendments and corrections sent by some local authorities after the publication date of previous materials.

In another study about accommodation for all care leavers attending leaving care projects it was found that 10 per cent are living in supported lodgings (Broad, 1999, 87)

In a more recent survey (Broad, 2003, 12) showed the types and occupancy of accommodation for care leavers attending leaving care projects types as

- 21 per cent lived in shared transitional accommodation
• 16 per cent had a local authority tenancy
• 12 per cent had a housing association tenancy
• 12 per cent lived in supported accommodation (NOTE not only supported lodgings)
• 4 per cent in bed and breakfast
• 35 per cent lived in various types of accommodation (including foster care, residential care, other public care, living with friends).

In other words Broad found that 12 per cent were living in supported accommodation (of which supported lodgings is one type) for all young people (16+) attending leaving care schemes and eligible for leaving care services. Sinclair et al’s study (2005, 188-189) described how the young people value safe housing from which they do not have to move. It was found that of those the young people under 18 living independently, and according to the social worker or foster carer, 10 per cent (99) were living in ‘lodgings’ and, according to the young person, 4 per cent were in ‘lodgings.’

**Move –on accommodation**

The matter of transitional accommodation for young people as they move towards independence has important implications for planning at both the strategic and the individual level. Writing in relation to the former, Biehal and Wade (1999) draw on a range of evidence to highlight that care leavers are not a homogenous group and to provide the following pointers:

• Good transitions should not occur too early;
• Transitions should be well planned and well supported;
• A range of accommodation options needs to be available in order to meet differing levels of need;
• A flexible, needs-led approach which allows young people to return to more supported accommodation when necessary;
• Support on offer until young people no longer need it or develop an alternative network of support.

In respect of care leavers and supported lodgings Vernon’s study concluded that:

• Most London boroughs already have, or are giving active consideration to the development of supported lodgings. Interviews revealed that in practice very few were actually currently operating such a scheme: it was more that these were now being planned.
• Respondents from the voluntary sector attributed local authority interest in supported lodgings to its relatively low cost to social service departments.
• Ambiguity in what was meant by supported lodgings- some boroughs were referring to the recruitment of individuals who would provide...
lodgings and support and who would be matched with young people previously unknown to them; other boroughs were referring to the possibility of young people staying on in current placements.

- Those boroughs which already operated supported lodgings schemes described them as being most useful for fairly settled young people who have low support needs and are in settled employment or studying.
- Local authorities viewed supported lodgings as being a very valuable resource for a small number of care leavers.
- Some evidence suggested that some foster parents are resistant to such placements, thinking that they should be supported to keep the young person longer (Vernon, 2000, 67-69).

Issues and challenges

There is some evidence of an issue around the recruitment and approval of those offering supported lodgings. For example, Vernon (67-70) found dissension amongst both those offering supported lodgings schemes and those proposing to do so in the future around the appropriate procedures for checking and approving individual carers. Some envisaged a full foster care assessment undertaken by fostering specialists; others maintained that a watered-down foster care assessment undertaken by a member of the leaving care team would be adequate. Vernon added that that:

‘some boroughs were proposing to contract the recruitment of these carers to housing associations and/or voluntary child care organisations. All these factors suggest that further clarity is required from central government in relation to this issue’ (Vernon, 2000, 71).

Vernon concluded that ‘Like foster carers, those providing supported lodgings, also need support and guidance in relation to specific young people (Vernon, 2000, 71). This further suggests that supported lodgings providers or hosts need to be provided with training: none (London local authorities) currently appeared to be offered this.

On the face of it then the evidence about the percentage of care leavers living in supported lodgings to be small and varies between 8 per cent for 19 year olds (DCSF, 2007c, Table 61) and 10 per cent for care leavers irrespective of age (Broad, 1998). However these ‘supported lodgings’ figures for care leavers figures cover different age groups. So if we consider at what point in the care leavers transition to adulthood the data about their accommodation is collected we obtain higher figures for first placement in supported lodgings compared with decline the longer the placement. Thus in Simon’s study comparing the accommodation circumstances of young people leaving care with other ‘priority’ young people it was found that 17 per cent of the care
leavers study group were first placed either in supported lodgings accommodation or residential accommodation (again a combined figure and supported lodgings is not separated out). Yet just 6 per cent of that same group were currently (i.e. at time of interview) living in that same accommodation (Simon, 2008, 96). In other words there is some evidence that the figure of 8 per cent of care leavers at 19 living in supported lodgings would be higher for younger first placement care leavers. The data about accommodation for under 19 year olds care leavers is not collected nationally and so we do not know for definite whether this is the case.

**Support for care leavers**

According to Simon’s research findings:

Participants were also asked where they were living at the time of the interview. Care leavers were more likely than other young people in difficulty, to be living in supported lodgings within bed and breakfast accommodation or flats or rooms provided by social service departments in housing projects. These types of lodgings provide ‘institutional support’ for young people through staff living or working on the premises and working with tenants to enable them to find and keep a place of their own, to develop practical living skills like budgeting, shopping, cooking, and to access education, training and employment. (Simon, 2008, 96, emphasis added)

Also during the interviews, respondents were questioned about the levels of different kinds of formal and informal support they received (Simon, 2008):

Analysis of the interview data showed that two-thirds of care leavers (mostly those who had left care after the CLCA 2000)...considered they had ‘enough support’. Those reporting wanting more support with their daily lives were care leavers living in social tenancy accommodation or young people in difficulty living in temporary accommodation. [Simon, 2008, 97].

Who provides this support to care leavers in supported lodgings? Simon found that:

Although care leavers defined a wide range of workers as being helpful, the leaving care officer was most frequently mentioned by them as the closest person to seek advice and support from (characterizing one-third of care leavers). This was particularly the case for care leavers living in private tenancies or residential homes/supported lodgings. But for those care leavers living in housing projects, the housing project worker was equally likely to be mentioned as their closest key worker (Simon, 97-98).
Care leavers most valued their leaving care workers (Simon, 97-98) and this was the professional they saw most often and rated as most helpful. Again in respect of research findings a supported lodgings survey findings presented at the London and south East Supported lodgings Network workshop (the Fostering Network, 2000) pointed to

- Supported lodgings being a valued option for young people leaving care but one which needs funding.
- 10 per cent of young people using supported lodgings in the last 12 months.
- Young people’s views not being regularly collected.

**Practice findings—what works for care leavers in supported lodgings?**

According to Hutson (1995), the ingredients of successful lodgings for young people leaving care are:

- Clarity about purpose and target groups.
- Staff time and expertise to manage the resource.
- A thorough approval system.
- Ongoing training and support for providers.
- Clear funding arrangements.
- Planning move on accommodation.
- Reviewing and monitoring outcomes.

According to the Fostering Network, supported lodgings seen as an integral part of preparation work being done with young people in/leaving care, thus:

1. Offers emergency placements.
2. Offers specialist placements.
4. Support and supervision for carers – high carer retention.
5. Good practice guidelines.
6. Provides out of hours support.

According to Baker (2007) young people have identified these issues as making up good practice in supported lodgings:

- Good matching of a householder to the young person.
- A comfortable house with access to a kitchen, bathroom and ‘sit off’ room.
- Ground rules before you move in.
- Keys to the house.
• Time to get to know the householder.
• Householders that know what the young person has gone through in the past.
• Boundaries are outlined and in place.
• Householders have CRB checks.
• Young people have time to socialise with the householder.
• Householders have a positive attitude to the young person.
• Young people should be able to have a hug when they need it.
• Householders should be flexible but should challenge your behaviour.

**Issues for carers regarding 18+ placements**

There are several specific issues for carers to consider in 18+ placements, according to the Fostering Network (2007), namely:

1. All arrangements for supporting the young person, such as the intended living arrangements post 18, the role of the carer and local authority should be clearly spelt out in the young person’s pathway plan.

2. Ensure that there is clear written agreement with the local authority regarding how the placement will be supervised and supported, particularly where the carer is expected to continue to provide care for the young person but it is outside a registered/regulated scheme.

3. Ensure there is a written contract between the carer and young person agreeing the financial contributions to be made by the young person towards board and lodgings.

4. If the young person is expected to claim housing benefit and/or pay rent, carers who are tenants themselves may need to check their tenancy agreement to ensure that it allows them to take a ‘lodger’. Carers who are owner-occupiers should inform their mortgage lender and check they have no objection to their taking in a lodger.

5. Carers who claim housing benefit in their own right may need to clarify whether the young person is allowed to claim housing benefit. If the young person cannot claim housing benefit, or if there will be any detriment to the carer’s own claim, the local authority may need to provide additional funding for the placement.

6. Consider National Insurance and state pension implications. Foster carers and adult placement carers are treated as self-employed and can pay Class 2 National Insurance Contributions (NICs) to qualify for basic state pension. Foster carers are eligible for Home Responsibilities Protection (HRP) to protect basic state pension if they choose not to pay voluntary Class 2 NICs.
Adult placement carers may be eligible for HRP if the adult they care for receives certain disability benefits, or may be credited with NICs if they receive carer’s allowance themselves (or have underlying entitlement to it). Individuals who provide ‘lodgings’ are neither self-employed nor eligible for HRP.

7. Inform insurers about the new circumstances and check that any existing insurance arrangements can still apply once the young person is no longer a fostered child. Note that legal protection insurance provided with membership of the Fostering Network does NOT provide cover in case of an allegation made by a young adult once they reach the age of 18. (the Fostering Network, 2007, 11)

Again according to the Fostering Network there needs to be a vision embracing the following:

- A nationally agreed definition of supported lodgings for young people aged 16 to 21 (up to 21 for those with special needs) who are not ready to live independently.
- For every local authority to have a supported lodgings scheme available to all homeless and vulnerable young people, including care leavers, so ensuring they have access to safe, secure and stable accommodation to help them build their futures and enable them to make positive contributions to society and give them a better quality of life.
- For all schemes to work to a shared set of standards so projects deliver consistent services are able to share good practice and make benchmarking a valid exercise.
- To secure recognition, support and monitoring of supported lodgings schemes from central government.
- For supported lodgings to be seen as a viable option in its own right as part of an accommodation strategy for young people aged 16+ (the Fostering Network, 2007, 11)

Outstanding questions and final observations

What are some of the outstanding questions about supported lodgings for care leavers?

1. Should supported lodgings be an expected and integral part of any local authority accommodation strategy for care leavers?
2. How can supported lodgings be funded to be a sustainable option?
3. What extra support is needed for young people with a disability?
4. What are the training and support issues for the provider?
5. While we are aware that *Supporting People* funded supported lodgings provision is monitored, overall to what extent is supported lodgings systematically monitored to improve services for care leavers?

6. How can supported lodgings schemes be better supported?

7. Is there any further guidance or help needed to set up, sustain, and develop supported lodgings?

8. How can practice achievements, outputs, developments, users and providers views be best recorded?

9. What is the best way forward regarding funding around housing benefit, income and insurance?

10. How can a wider range of move–on accommodation for care leavers be made available?

11. How can social services and housing departments be encouraged/required to work more closely together to implement plans and undertake their responsibilities?

12. Overall -what are the best ways forward for supported lodgings?

**Final observations**

8,000 young people ceased to be looked after in 2007, of whom 58 per cent are 18 years of age and 41 per cent are either 16 or 17 [DCSF, 2007c, Table F1]. For care leavers attending leaving care projects (16-21) two earlier research studies reported 10 per cent and 25 per cent living in supported lodgings accommodation. Government statistics for 2007 about care leavers who are now 19 years old (and who were looked after on April 2000 to April 2004 then aged 16 years) show that 8 per cent are living in supported lodgings. Data is not collected centrally about supported lodgings for younger or older care leavers, only 19 year olds previously looked after (i.e. DCSF, 2007c) so the full figure for all care leavers living in supported lodgings will be higher than these limited official figures.

Supported lodgings is one of many types of accommodation for young people leaving care entitled to leaving care services [CLCA 2000] pre- and post 18. Often in the literature supported lodgings is not always presented as a distinct category, in that it sometimes is not listed separately but as one type of supported accommodation. Supported lodgings are distinct and different from other types of supported accommodation. Official figures show that supported lodgings is used by local authorities for around 8 per cent of its 19 year old care leavers in touch with the local authority. The practice of using supported lodgings is ahead of any central policy lead. The lack of any substantive legislative base and its ‘Cinderella’ policy status helps to explain its apparent muddle in terms of guidance for local authorities, regulation, assessment, financial governance and support entitlements for host and care leaver. A network of supported lodgings is due to be developed in England.
However, at present, there is virtually no evidence as to the demand for, and effectiveness of, such provision. (Quilgars et al, 114). Supported lodgings have been used by local authorities for looked after young people for some time. Yet it appears to be presented as a new development in transitional accommodation for care leavers, as well as other groups of young people, when this is not the case. Supported lodgings have yet to be subject to rigorous evaluation about its role, usage, suitability and contribution. Care leavers in supported lodgings place the highest value on the support they receive from leaving care teams.
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Supported Lodgings and Young People Leaving Care - literature review

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Appendix

*Joint working checklist* taken from the ‘Joint working between Housing and Children’s Services’ publication (CLG/DCSF, 2008)

Your joint approach should establish the following:

A partnership of key agencies including those responsible for:
- Children’s services; housing; supporting people; youth offending; Connexions.
- Education services, voluntary sector provision; health services including sexual health/teenage pregnancy, mental health and substance misuse; and parenting.
- Mechanisms for involving young people and parents in the work of the partnership including strategy and service design.
- A shared written strategy for preventing and tackling homelessness for young people (not just 16 and 17 year olds) and securing their access to the services they need.

*A range of supported accommodation options*, jointly procured where appropriate, for young people who cannot live at home, offering clear but flexible pathways towards independence. This should include:

- suitable emergency accommodation such as Nightstop, Crashpad or young people’s direct access accommodation
- supported lodgings
- building-based supported accommodation including foyers
- move-on protocols from supported accommodation
- floating support
- provision for young people with multiple needs.

*Early intervention with children and young people* who are identified as being at risk, including the risk of homelessness, as part of Targeted Youth Support.

- Education work about homelessness, including peer education, in schools and alternatives to school such as Pupil Referral Units. This should be targeted to reach young people who are most likely to be at risk of homelessness.
- Same day access to an initial assessment, preventative intervention and, where necessary, suitable emergency accommodation.
- Systems should eliminate the risk of young people being passed between Housing and Children’s Services unnecessarily.
• Use of a common assessment process when young people seek help because they consider they are at risk of homelessness, using the Common Assessment Framework.

An integrated and holistic response to young people based on the assessment.

• For young people who are in education, training or work this must include support to maintain it (or take an agreed break) through the period of crisis.
• Young people who are not in education, training or employment should be supported to re-engage with learning and work.
• Family mediation and support to keep young people at home where possible and appropriate. This should be planned and commissioned in the context of the local authority parenting strategy
• Consider the scope for links between YOT parenting and family support plans and intervention and homelessness prevention interventions.
• Continued work with families where young people move out to help facilitate potential moves home at a later date if safe/appropriate
• Protocols for planned access to accommodation and support for young people who would otherwise face homelessness on release from custodial institutions.
• Clear agreed pathways into other services including Connexions, further education and training providers, CAMHS, substance misuse services and teenage pregnancy services (CLG/DCSF, 2008)

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