

Client Group: Young People at Risk

Needs Analysis
(Refreshed December 2008)

'Supporting you to build an independent life'



*Working for
Warwickshire*

Introduction

This client group includes homeless young people (under 21) and those in insecure or inappropriate accommodation¹

"Housing and homelessness problems affect a relatively small proportion of young people, but for those who experience them they are acute and all-consuming".²

"Housing is a key issue in overcoming social exclusion. Good quality housing is often a positive step for those with problems".³

Children and young people are vulnerable to the effects of social exclusion. Social exclusion can lead to exposure to crime, either as victims or offenders, missing out on the important stages of education and subsequently facing illiteracy and unemployment. Consequently childhood and the transition to adulthood is disrupted by disadvantage and deprivation and can lead to the more detrimental effects of homelessness, mental health problems and chronic debt⁴.

In the UK, young people accounted for nearly one in 10 of all those accepted as homeless in 2004-05⁵, with the proportion rising from 3% in 1997 to 9% in 2005. This upward trend is partly due to the widening of the definition of those in priority need in 2002⁶.

¹Office for the Deputy Prime Minister. *Client Group Definitions*

²Social Exclusion Unit (2005) *Transition: Young Adults with Complex Needs. A Social Exclusion Unit Final Report*. Office of the Deputy Prime Minister.

³Cit [2]

⁴Cit [2]

⁵Office for the Deputy Prime Minister (2005) *Statistics*

⁶Office for the Deputy Prime Minister (June 2005) *Statutory Homeless: 1st Quarter 2005, England*.

SUPPLY

Current Supporting People Position

Current Supporting People Spend (2008/09)	£682,809 6.72% of total SP pot
Summary of services funded by Supporting People:	
Accommodation Based:	43 units
Floating Support:	30 units
Total number of people supported	73 units

Table 1; Supporting People Provision, Breakdown by District:

District/Borough	Floating Support			Accommodation based		
	% of total max. client group spend	No. of units	% of units	% of total max. client group spend	No. of units	% of units
North Warwickshire BC	8.91%	12	16.90%	0.00%	0	0.00%
Nuneaton & Bedworth BC	8.91%	12	16.90%	23.15%	8	11.27%
Rugby BC	0.00%	0	0.00%	22.33%	13	18.31%
Stratford-on-Avon DC	0.00%	0	0.00%	13.68%	9	12.68%
Warwick DC	6.12%	5	7.04%	16.90%	12	16.90%

Average utilisation of services in 2007/8:

Floating support: **84.73%**
 Accommodation based: **93.16%**

Information from Sectorial Overview

- SP has six service providers plus two sole traders delivering support to this client group, with a total contract value of £682,809.
- There is a fairly even distribution of SP provision in both the north and south of the County, although no accommodation-based services in North Warwickshire and no floating support services in Rugby or Stratford.
- There may be a need for some emergency accommodation to ensure fewer young people are on the streets.
- Support is required for 16 to 17 year olds who are unable to return home and in their first steps to independent living.
- There is an increased concern regarding the lack of move-on accommodation for this client group.

Waiting List

Table 2: Waiting list for Young People at Risk client group on 6th July 2008

Service Type	North Warwickshire	Nuneaton & Bedworth	Rugby	Stratford on Avon	Warwick	Total
Floating Support	22	22			22	66
Accommodation Based	16	21	10	6	17	70
Total	38	43	10	6	39	136

Source : Supporting People

CURRENT POSITION WITHIN WARWICKSHIRE

Young People at Risk

Every Child Matters estimates that between 3 and 4 million children and young people in England are considered vulnerable⁷. Applying this to Warwickshire's population of 16-20

⁷ Department for Education and Skills (2003) *Every Child Matters Green Paper*.

year olds it can be estimated that between approximately 8,542 and 11,389 young people are vulnerable in Warwickshire, and therefore may be considered 'at risk'.

Children and Young People in Need

During Warwickshire's Children in Need (CIN) Census (February 2005) 837 young people in need, aged 16 – 20 years, were loaded onto the CIN database because they were allocated to a Social Services (now Children in Need Division) team. Children in need includes children on the Child Protection Register, unaccompanied asylum seeking young people, children who are looked after by the Local Authority and those who have left care. 43% of these young people were female and 57% were male. The district or team that the young people were allocated to is illustrated in Table 3. Please note that these figures will be affected by the processes within each team and district regarding the closing of cases. Some teams may close down cases swiftly after their involvement ceases while some may leave cases open despite their involvement ceasing.

Table 3; Children aged 16 to 20 years on Warwickshire's CIN database

District	Number of young people 16 – 20 years
North Warwickshire	20
Nuneaton and Bedworth	214
Rugby	79
YOT North	71
Stratford upon Avon	110
Warwick	167
YOT South	61
Countywide team (including Asylum Seekers)	115
All	837

Source: Warwickshire's Children in Need Database, 2005

Of the 837 young people in need aged 16 – 20 years on the CIN database 359 actually received a service during the census week. Of these 40% were female and 60% were male. Seventy five (21%) of these young people were looked after by the local authority at some point during the census week.

Table 4; The District or team that the young people in need aged 16 to 20 who received a service during census week were allocated, February 2005

District	Number of young people 16 – 20 years	Proportion of children on the CIN database in locality aged 16 – 20 years
North Warwickshire	14	70%
Nuneaton and Bedworth	77	36%
Rugby	44	56%
YOT North	28	39%
Stratford upon Avon	46	42%
Warwick	70	42%
YOT South	9	15%
Countywide team (including Asylum Seekers)	71	62%
All	359	43%

Source: Warwickshire's Children in Need Database, 2005

Please note that where teams and Districts have lower percentages this suggests that they are less likely to close down cases when their involvement has ceased.

Table 5 provides the ethnicity of the 359 young people who received a service during the Census week (February 2005). The large majority of these young people were White British, with 28% stating a minority ethnic group.

Table 5; Ethnicity of Young People in need who received a service during census week, February 2005

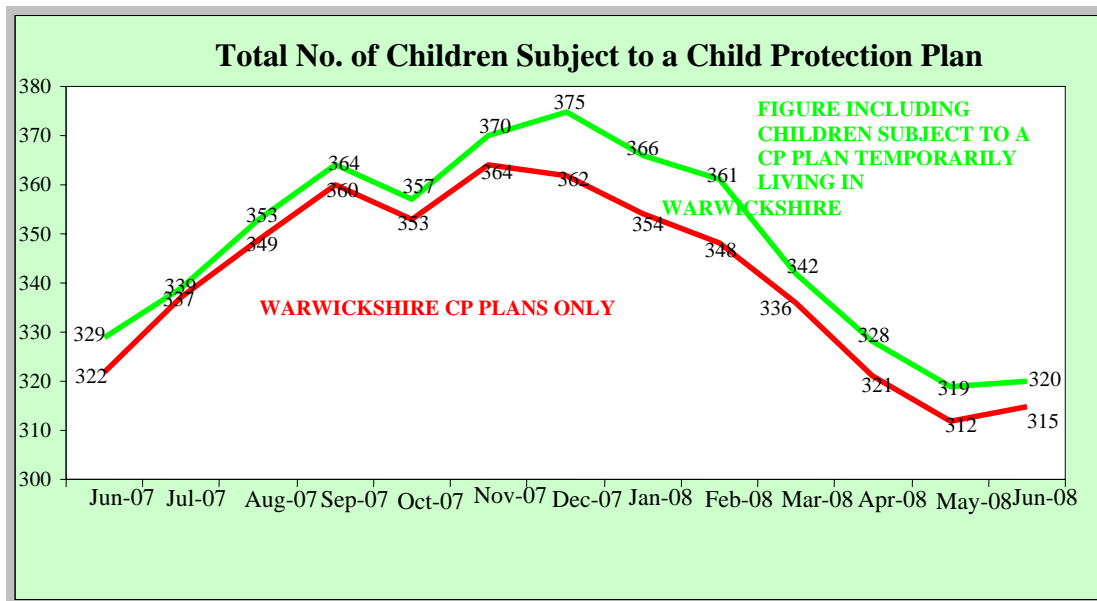
Ethnicity	Number of Young People	Proportion of Young People aged 16 to 20
White British	260	72.4%
White and Asian	1	0.3%
White and Black African	1	0.3%
White and Black Caribbean	4	1.1%
Any other White Background	3	0.8%
Irish	1	0.3%
Bangladeshi	0	0.0%
Indian	3	0.8%
Pakistani	1	0.3%
Chinese	1	0.3%
Any other Asian Background	4	1.1%
African	19	5.3%
Caribbean	0	0.0%
Any other Black Background	1	0.3%
Any other Mixed Background	2	0.6%
Any other Ethnic Group	43	12.0%
Not Stated	15	4.2%
Total	359	100.0%

Source: Warwickshire's Children in Need Database, 2005

Children subject to a Child Protection Plan

Figure 1 and Table 6 provide information on a select group of children who could be considered to have an increased likelihood of emerging among young people thought to be vulnerable and 'at risk'.

Figure 1: Children Subject to a Child Protection Plan



Source: Children in Need Division, Monthly Data and Trends, June 2008

Table 6 provides a breakdown by District of the number of children subject to a Child protection Plan at the end of June 2008. Nuneaton and Bedworth has the highest number, followed by Warwick district, 96 and 75 children respectively.

Table 6: Number of Children subject to a Child protection Plan by District

Team	Number (as at June 2008)
North Warwickshire	39
Nuneaton & Bedworth	96
Rugby	55
Stratford	49
Warwick	75
Warwickshire (total)	315

Source: Children in Need Division, Monthly Data and Trends, June 2008

Emergency Accommodation Requests

The Emergency Duty Team (EDT) collects data concerning care leavers and vulnerable young people applying for accommodation made to EDT. From July 2007 to July 2008 21 care leavers and 20 'non care leavers' applied for assistance, totalling around 41 vulnerable young people.

Young Runaways

Running away; "a child or young person under the age of 18 who spends one night or more away from the family home or care without permission, or has been forced to leave by their parents or carers"³.

³ Social Exclusion Unit (2002) *Young Runaways*.

Little national research has been undertaken into the problem of running away. The most recent national survey was conducted with 13,000 young people, by the Children's Society in 1999⁴. This research estimated that 77,000 young people in the UK under the age of 16 run away overnight, and with many young people running away more than once.

Little is known about those young people aged 16 to 17 years old, a particular concern when these young people are taking the more significant steps towards independent living and homelessness, and more likely to be sleeping in dangerous places, and potentially suffering from mental health, drug or alcohol problems.

Housing support

- Emergency accommodation – to ensure fewer young people on the streets and putting themselves in danger.
- Support for 16-17 years who are unable to return home and in their first steps to independent living. This support can include financial assistance, housing provision, and education and training in order to facilitate the path to independence.

Youth Offending Service (YOS) Data

During 2007-8, 1,415 young people aged 10-17 years who live in Warwickshire were notified to the Youth Offending Service (YOS).

Fifty young people committed 15% of known youth crime in Warwickshire during 2007-8. Criminal damage and violent offences each accounted for 20% of the total. Other offence types included theft and handling (16.8%), motoring offences (9.1%), vehicle theft (3.7%) and drugs offences (2.6%).

Local priorities for Warwickshire over the forthcoming year are to prevent offending and to reduce re-offending. The following targets have been set within the Local Area Agreement:

- Reduce year-on-year the number of first time entrants to the youth justice system by identifying children and young people at risk of offending or involvement in anti-social behaviour.
- Improve the rate of 're-offending within 12 months' over the next 3 years, aiming to achieve 37% of young offenders identified in the 2005 cohort re-offending during 2006.

Prevention

There was a 6% reduction in the number of young people entering the youth justice system between 2004 and 2005 with no significant rise in the numbers of crimes committed by them. As a proportion of all offences taken through the criminal justice system, youth crime has fallen by 1% during a time when the police and CPS are taking more offenders successfully through the courts.

⁴ Safe on the Streets Research Team (1999) *Still Running*. The Children's Society. Cit by [3]

Table 7: Young Offenders 2001 – 2005

	2001	2004	2005
New entrants into the youth justice system			
- Reprimands / Final warnings	n/a	562	530
- First time direct to court	n/a	85	87
Total		657	617
Total number of young people in the youth justice system (pre-court and court)	1,028	961	975
Offences committed - excluding breach of court order	2,169	1,842	1,868

Source: Warwickshire Youth Offending Team.

Reduction in Re-offending

Of the 975 young people who were formally involved in the youth justice system in 2005, 617 were subject either to a reprimand, final warning or were one of 83 who were charged straight to court without prior police action.

Stratford-on-Avon District - Vulnerable young people aged 16-24 years

Vulnerable young people as a locally recognised priority group for improved provision

Stratford-on-Avon District Council formally recognises young people aged 16-25 years as one of the two groups of vulnerable people in the District “with the most urgent unmet accommodation and support needs”. The other group is single homeless people of all ages.

The Supporting People 5 Year Strategy 2008 – 2013 identifies ‘Young people at risk, Young people leaving care and Teenage parents’ as one of three future priority groupings for the Supporting People programme where Supporting People “will invest in the future as resources are released from elsewhere”.

Type of provision required

A Task Group of the Council’s Overview and Scrutiny Committee has undertaken detailed research of the issue of accommodation and support for vulnerable single young people without children, including identifying gaps in the current provision and examining numerous examples of schemes across the country that might be appropriate for the District. The Task Group’s preferred package of provision will now (Autumn 2008 – Spring 2009) be the subject of feasibility work including consultation with local young people, potential funders and other stakeholders. This will be reported to the District Council in April 2008 after which the agreed work to commission improved provision can begin. The Task Group’s preferred package of provision is:

- . A youth-focused resource, preferably incorporating a drop-in facility, to provide a comprehensive advice service and enhanced links to the Housing Advice Team.
- . A specialist youth counselling service accessible to people in the District.

- . A specialist mediation service for young people in the District.
- . Strengthened preventative work.
- . Continuing 'floating' support across all housing tenures.
- . Small-scale emergency accommodation combined with longer-term supported accommodation as 'enhanced' foyers in Stratford and the market towns.

Supporting Evidence

In 2007/08 the number of homelessness applications made by single young people without children was as follows:

Table 8

Age	16	17	18	19	20	21	22	23	24	16-24
Homelessness applications	7	7	5	10	0	9	4	6	1	49
Full duty accepted		2								

As 15 September 2008, there were 182 young people (aged 16-24) on the housing waiting list (i.e. wish to be considered for a housing association tenancy).

There is in the district a shortage of shared accommodation that can be funded by the single room payment to single people under 25.

Bromford Support currently provides tenancy support to 25 vulnerable young people with a further 23 on the waiting list.

A multi agency survey conducted by the District Housing Forum in June 2007 recorded contact with 17 single people aged 16-24 who were experiencing housing difficulty.

Between September 2007 and April 2008, the Connexions worker based at Stratford College identified as either homeless or having housing issues a total of 32 full time students. 12 of these students withdrew from their courses during the year: housing issues often played a major part in their reasons for withdrawing.

- **North Warwickshire – Vulnerable 16/17 year olds**

In 2007/08 North Warwickshire Borough Council Housing has received 27 approaches for advice and assistance from young people aged 16/17 years old, of these cases 16 of were female, and 11 were male. The majority of these young people had been asked to leave home, often for some other underlying reason such as bad behaviour, affordability, violence towards other household members or property, being pregnant or overcrowding.

Supporting People Client Database Information

The client record data analyses people who enter a Supporting People funded service during a set period. The figures below show who had started using a service between April 2007 and March 2008. Details of anyone already in a scheme prior to April 2007 will not be included in this breakdown.

Fifty four clients had their primary need group assessed as a 'young person at risk' by the Supporting People programme. The main service types provided were supported housing and floating support.

The age of the clients ranged from 16 to 24 years, with the largest proportion of clients aged between 16 and 17 years (53%). 70% of clients were female and 89% of the clients were of White ethnic origin.

Table 9; New service users under the Supporting People Programme, 2007/08, whose primary need was assessed as 'a young person at risk' (56 clients in total)

Client Age			Service Type				Client Sex			Client Ethnicity				
16-17	18-19	20-24	Direct Access	Floating Support	Resettlement Service	Supported Housing	Female	Male	Unknown	White Britias	Asian or Asian British	Black or Balck British	Mixed	Unknown
29	12	13	1	32	1	26	38	16	6	48	1	3	2	6

Secondary Client Group							Provider								
Alchohol Problems	Generic / Complex Needs	Learning Disabilities	Mental Health Problems	Single Homeless with Support Needs	Unknown	Young People Leaving Care	Bromford Carinthia H.A.	Christian Alliance H.A.	Coventry & Warwickshire YMCA	Fry Housing Trust	Home Gtroup	Mayday Trust	Doorway	Salvation Army	Warwick District Council;
1	2	1	3	24	17	12	6	4	11	2	7	2	25	1	2

Source: Supporting People Client Database

Table 10: Primary Client Group for those persons with 'young people at risk' assessed as their secondary need

Generic/Complex Needs	3
Homeless Families with Support Needs	1
Mental Health Problems	2
Single Homeless with Support Needs	38
Teenage Parents	2
Women at Risk of Domestic Abuse	4
Young People Leaving Care	3

Source: Supporting People Client Database

P1E Homeless Returns

P1E data contains detailed information on those households presenting themselves as homeless to a Local Authority. This dataset is updated quarterly. The following analysis uses data between April 2007 and March 2008.

Table 11; Household applicants eligible for assistance and unintentionally homeless, 2007/08, because they were aged 16/17 years old, or because they had formerly been in 'Care' and aged between 18 and 20 years old

Priority Need Category	North Warwickshire	Nuneaton & Bedworth	Rugby	Stratford on Avon	Warwick	Total
Applicant aged 16/17 years old: Primary need	0	9	1	2	1	13
Applicant aged 16/17 years old: Secondary need	0	0	0	0	2	2
Applicant formerly in "Care", and aged 18 to 20 years old: Primary need	1	0	0	0	0	1
Applicant formerly in "Care", and aged 18 to 20 years old: Secondary need	0	0	0	0	0	0

Source: P1E Data 2007/08 Figures for Rugby are for 3 quarters of year only.

In Table 11, Nuneaton and Bedworth had 69% (9) of all applicants accepted with their priority need being their age of 16 to 17 years during 2007/08. Only one person was accepted as homeless and in priority need due to being 18 to 20 years old and having been in "Care"

However, homeless records provided by North Warwickshire Borough Council suggest a greater need among 16 and 17 year olds in North Warwickshire and Nuneaton & Bedworth than that indicated in Table 11. This is due to the specific requirements of P1E data resulting in the exclusion of cases accepted as homeless and requiring housing support. This could also be the case for the Rugby, Stratford-on-Avon and Warwick Districts.

In 2005/06:

- 87 approaches were made by 16/17 years olds to the Nuneaton & Bedworth homeless/housing advice team, of which eight were accepted as unintentionally homeless. In the same period, 198 approaches were made by 18 to 25 year olds.
- Some 16 people aged 16-24 years, including two former care leavers, were accepted for permanent housing under homelessness legislation by Stratford-on-Avon District Council. In 2006 to 2007, this figure was six single people aged 16 to 24 years, with one former care leaver.

Assumptions of Need

- While information on children in need does not give accurate information on young people at risk of homelessness it does provide information on young people vulnerable to the effects of social exclusion. Young people can be involved with social care for a range of issues, including abuse and neglect, family breakdown or dysfunction, socially unacceptable behaviour, low income and disability. All of these needs make young people more vulnerable to experiencing housing issues or homelessness.
- The Supporting People provision of services is mainly in the Warwick District, however, the evidence provided suggests that this does not fully reflect local demographics and need. A greater number of children in need reside in Nuneaton & Bedworth District and information from the homelessness return also indicates that Nuneaton & Bedworth has more households eligible for assistance and unintentionally homeless.
- Feedback from North Warwickshire Borough Council suggests there is a need for supported housing in North Warwickshire. Doorway is an independent charity working with vulnerable, young homeless people aged between 16 and 25 in the Boroughs of North Warwickshire and Nuneaton & Bedworth. Doorway works with these young people to address their specific housing problems and needs through the provision of advice and supported accommodation:
 - In the period from 4th April 2007 to 31st March 2008, 253 young people from Nuneaton & Bedworth and 59 from North Warwickshire approached Doorway for advice and/or housing. Of these 312 young people, 138 were 16/17 years, and 174 aged between 18 and 25.
 - On average Doorway is continually supporting 42 young people in self-contained flats, bed-sits and shared houses in both the private and Local Authority sectors. During the year ending 31st March 2008, a total of 76 young people received support – this reflects inward and outward movement.
 - Doorway has 3 Support Workers, 2 are Supporting People funded and 1 is funded by Children in Need. The young people they support should be able to manage independent living with low or medium support.
 - As at 12.9.08 there were eight young people in North Warwickshire and 38 in Nuneaton & Bedworth on Doorway's housing and support waiting list.
 - In the year commencing 1st April 2007 Doorway gave housing and benefit advice to over 540 young people each year.
- 1200 young people notified to YOS each year
 - 500 appear in court – rarely under 13 years old
 - 75% of those appearing in court aged 15-17
 - In 2007, 32 young people entered custody – mainly 16 or 17 years

about the same number will have left custody during the year – all with multiple needs usually including accommodation.

- Concentrating on the needs of young people leaving custody and those at the “higher” end of the sentencing framework, (often identified under the PPO scheme as “persistent and priority offenders”) it is estimated that approximately 15 - 20 young people needing access to supported accommodation each year. This would usually be fairly intensive in the first phase, reducing as needs become less.
- Identified need in order of ranking (due to YOS caseloads) is Nuneaton & Bedworth; Rugby and Leamington/Stratford.
- Due to lack of resources in the south of the county, young people from Warwick or Stratford Districts usually have to access resources in other Districts or Coventry.
- Concern that District Councils often categorise young offenders as “intentionally homeless”.
- One-to-one support is nearly always necessary to sustain young people in their own accommodation, now provided through the Supporting People funded Floating Support staff based in YOS.

QUALITATIVE INFORMATION

Other services available in Warwickshire:

Service Name	Service Type	No. of places	Funder	District/Borough
Doorways	Housing and Advice	32 to 36	Charity	North Warwickshire and Nuneaton & Bedworth

Specific Omissions in Provision

- No accommodation based provision in North Warwickshire
- No floating support provision in Rugby

Implications of Service Unavailability

Some assumptions about the implications of service unavailability include:

- Increased referrals of young people 16+ to the Children in Need Division if adequate and appropriate housing support is not provided. Also to district housing providers.
- Young people at greater risk of being homeless if no emergency provision is available. Provision needs to enable young people to progress to more secure accommodation options.
- Young people may be more at risk of becoming involved in anti-social behaviour such as substance misuse and crime and disorder.
- Implications for young people’s mental health and emotional well-being.
- Lack of accommodation has a detrimental impact upon young people’s education and employment opportunities and therefore their economic well-being.

Feedback from the Supporting People Big Event and Partnership Day

- At the Supporting People Big Event, 13% of the total money allocated to client groups using the 'post box' exercise was received by the 'Young People at Risk' client group. However, those people who attended in a non professional capacity allocated 23% of their total funds to this client group compared with 7% by those people who attended in a professional capacity.
- At the Partnership Day, using the same 'post box' exercise, 'Young People at Risk' received 13% of the total money allocated to the client groups.

Strategic Context

- On 14th November 2006, the Government announced a package of measures to tackle youth homelessness through a commitment to end the use of bed and breakfast accommodation by local authorities in discharging their statutory duty to secure suitable accommodation for 16 and 17 year olds.
- Local authorities have a legal duty to provide help to young people at risk. Young people will be considered homeless if they have no accommodation which is available and reasonable to live in.
- SP aims to work with other local authority departments and their partners in identifying the housing related support needs of young people at risk to enable them to maintain or improve their ability to live independently. The focus is on delivering the right services and outcomes for this client group and requires authorities and providers to ensure that service design and provision for vulnerable young people is integrated and focused, and delivers outcomes rather than process.
- Various national strategies identify the needs of young people in the criminal justice system – 2 specific strategies are "Chaos, neglect and abuse" published by the Howard League for Penal Reform. The other is the Youth Justice Board accommodation strategy, "Suitable, Sustainable, Supported: A strategy to ensure provision of accommodation for children and young people who offend".
- Local strategies that require attention to the accommodation needs of young offenders are the Persistent and Priority Offenders strategy (PPO) and the Safer block of the LAA.
- Cross cutting issues are created due to the transient nature of the definition of "young offender" who may only have this status for a short time or at the same time as being a looked after young person, and/or a young parent, and/or homeless.
- The national KPI set by the Youth Justice Board for the Youth Offending Service is: "that 90% of young people subject to YOS interventions are in suitable accommodation at the end of their court Order". (DfES definition of "suitable")