

Early Years and Young People's Sub-Committee

Date: Tuesday, 03 July 2012
Time: 10:30
Venue: County Hall
Address: County Hall, West Bridgford, Nottingham NG2 7QP

AGENDA

- | | | |
|-----------|---|----------------|
| 1 | <u>Appointment of Chairman and Vice-Chairman</u>
To note the appointment by the County Council of Councillor Lynn Sykes as Chairman of the Committee and Councillor Dr John Doddy as Vice-Chairman | 1-2 |
| 2 | <u>To note the Membership of the Committee as follows:</u>
Councillors Bob Cross, Keith Longdon, Philip Owen, S Smedley MBE JP and Stuart Wallace

Ex-officio member (non-voting): Councillor Mrs Kay Cutts | 1-2 |
| 3 | <u>Apologies for Absence</u>
Details | 1-2 |
| 4 | <u>Declarations of Interest</u>
(a) Personal
(b) Prejudicial | 1-2 |
| 5 | <u>Terms of Reference</u>
Details | 3 - 4 |
| 6 | <u>Introduction to Services</u>
Details | 5 - 6 |
| 7 | <u>Youth Homelessness Strategy</u>
Details | 7 - 44 |
| 8 | <u>Outcome of Youth Justice Inspection</u>
Details | 45 - 50 |
| 9 | <u>Officer Staffing Decisions</u>
Details | 51 - 54 |
| 10 | <u>Work Programme</u>
Details | 55 - 60 |

3 July 2012**Agenda Item: 5****REPORT OF THE CHIEF EXECUTIVE****TERMS OF REFERENCE****Purpose of the Report**

1. To note the Early Years and Young People's Sub-Committee's terms of reference.

Information and Advice

2. County Council on 29 March 2012 agreed the following terms of reference for the Early Years and Young People's Sub-Committee:-

This is a sub-committee of the Children and Young People's Committee

The Sub-Committee is responsible for the following:

Table
Responsibility for the Young People's Service
Responsibility for Early Years and the Early Years Intervention Service including Children's Centres
Responsibility for Young People's Sports and Arts Services
Responsibility for the Targeted Support and Youth Justice Service

Other Options Considered

3. None.

Reason/s for Recommendation/s

4. To inform the sub-committee of its terms of reference.

Statutory and Policy Implications

5. This report has been compiled after consideration of implications in respect of finance, equal opportunities, human resources, crime and disorder, human rights, the safeguarding of children, sustainability and the environment and those using the service and where such implications are material they are described below.

Appropriate consultation has been undertaken and advice sought on these issues as required.

RECOMMENDATION/S

- 1) That the report be noted.

Mick Burrows
Chief Executive

For any enquiries about this report please contact:

Daniel Reynafarje
Tel: 0115 977 3160

Constitutional Comments

6. As the report is for noting only, no constitutional comments are required.

Financial Comments (PS 2/5/12)

7. There are no financial implications arising directly from this report.

Background Papers

Except for previously published documents, which will be available elsewhere, the documents listed here will be available for inspection in accordance with Section 100D of the Local Government Act 1972.

- a) Report to County Council – 29 March 2012 (published).

Electoral Division(s) and Member(s) Affected

All

3 July 2012**Agenda Item: 6****REPORT OF THE SERVICE DIRECTOR, YOUTH, FAMILIES AND CULTURE****INTRODUCTION TO SERVICES****Purpose of the Report**

1. To provide the Sub Committee with an introductory overview of the key service areas within its remit.

Information and Advice

2. To support the Sub Committee's work, officers will deliver a short introductory presentation at its first meeting, in order to provide Members with an overview of the work of the key service areas that fall within its remit. The presentations will focus in turn on the work of each relevant service area within the Youth, Families and Cultural Services Division, namely:
 - the Young People's Service
 - the Targeted Support and Youth Justice Service
 - the Early Years and Early Intervention Service
 - the Cultural and Enrichment Service (children and young people's service elements)
3. Together, these services cover the remit of the Early Years and Young People's Sub-Committee.
4. Members will have the opportunity to ask questions following the presentation.
5. The Committee's consideration of each of the presentations will inform the future Work Programme.

Reason/s for Recommendation/s

6. To support the Committee's ongoing consideration of matters relating to the provision of services to children and young people across Nottinghamshire.

Statutory and Policy Implications

7. This report has been compiled after consideration of implications in respect of finance, equal opportunities, human resources, crime and disorder, human rights, the safeguarding of children, sustainability and the environment and

those using the service and where such implications are material they are described below. Appropriate consultation has been undertaken and advice sought on these issues as required.

RECOMMENDATION/S

- 1) That the Sub Committee notes and comments upon the introductory service presentations.

Derek Higton
Service Director, Youth, Families and Culture

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Constitutional Comments

8. As this report is for noting only, no Constitutional Comments are required.

Financial Comments (NDR 18/06/12)

9. There are no financial implications arising directly from this report.

Background Papers

None.

Electoral Division(s) and Member(s) Affected

All.

C0026

3 July 2012**Agenda Item: 7****REPORT OF THE GROUP MANAGER, TARGETED SUPPORT AND YOUTH
JUSTICE SERVICES****YOUTH HOMELESSNESS STRATEGY****Purpose of the Report**

1. To invite the Committee to comment on the proposed revised Youth Homelessness Strategy (**Appendix 1**) and supporting commissioning proposals (**Appendix 2**), and recommend the Strategy to Policy Committee for approval at its meeting on 18 July 2012.

Information and Advice**Background**

2. In June 2011 Council approved reductions to the Supporting People budget, which pays for support services for vulnerable people in housing need, although not the accommodation itself. Included within these vulnerable groups were young people, defined as those between 16 and 25 years of age, and teenage parents. Amongst the proposals was a commitment to produce a Youth Homelessness Strategy following a review of existing priorities and the effectiveness of current provision.
3. In March 2012 a draft Strategy and accompanying commissioning proposals were presented to Cabinet and a ten-week public consultation then commenced. The Strategy was produced under commission by HLG, a local sector specialist in homelessness, in partnership with senior managers from the Council.

Proposed Key Changes in Approaches to Youth Homelessness

4. The draft strategy contained significant detail on the proposed approaches to address youth homelessness. These key approaches are described below.
 - **A change in the definition of young people** – Supporting People defined 'young people' as those between 16 and 25 years of age. The Strategy proposes a new definition of 16 to 21 years of age. This new definition would include those homeless 16 and 17 year olds, for whom the County Council has a statutory responsibility and also recognises the importance of the transition to adulthood. Transition is important in ensuring effective move-on for those reaching their eighteenth birthday, assists young people

leaving care and ensures intervention for a vulnerable group who without support would provide a challenge to a number of public services at significant cost.

- **Shared operational responsibility** – homeless 16 and 17 year olds have been historically dealt with by Reception and Assessment Teams within Children's Social Care (CSC), on occasion distracting social workers from pressing child protection matters and risking leaving young people without a service to meet their needs. Following a successful pilot in North Nottinghamshire, CSC will share this responsibility with the recently formed Targeted Support Service, which will contain dedicated accommodation staff. This will help to protect social work time whilst ensuring that the Council's legal obligations for the initial assessment of homeless children are met. Targeted Support will also be working with a large cohort of vulnerable young people and will act early to reduce the risks of homelessness, in particular through a strong commitment to family work and the training of staff in mediation.
- **A reconfigured estate of supported accommodation for homeless young people** – historically young people's housing units have taken young people across the age range of the Supporting People definition. This has created concerns about safeguarding, particularly when those who are legally 'children' are placed with adults who can present significant risks or negative influence. The proposal is to have units dedicated to 16 and 17 year olds, to protect those most vulnerable, with short term assessment beds to support a commitment to eliminate the use of bed and breakfast accommodation for this age group. There will also be units to support 16 to 21 year olds with different levels of support dependent upon need. Within the estate there would also be distinct provision for care leavers (to support exit from higher cost care placements), teenage parents and bail beds (to mitigate against the future impact of the transfer of custodial remand costs from central government to the Council).
- **A new pooled budget arrangement and commissioning accountability** – an agreement has been reached for the transfer of the budget for young people's supported accommodation from Adult Social Care, Health and Public Protection (ASCHPP) to Children, Families and Cultural Services. This funding will continue to be reduced in line with the Supporting People business case until 2014-15 and 10% will be retained by ASCHPP to make provision for the 22 to 25 year age group no longer covered by the young people's agenda. The transferred Supporting People funding will be pooled with £150,000 of Children's Social Care revenue funding to provide a commissioning budget for support services for homeless young people. The responsibility for commissioning supported accommodation for young people will also transfer from ASCHPP to the Targeted Support and Youth Justice Service.
- **A challenge to improve quality and reduce cost** – at present hourly costs for support vary considerably between providers. We plan to provide a challenge to the hourly costs in order to preserve as high a number of

units of support as possible. We also plan to look at moving towards a simple 'payment by results' model to drive improvements, particularly in relation to eviction and planned move on to independent living.

- **A range of floating support** – Supporting People, through ASCHP, will continue to fund an all-age floating support service for people in their own tenancies. For young people this will be supplemented through the work of Targeted Support and Children's Social Care, who will have ongoing contact with some young people in their own tenancies.

Responses to the Consultation

5. People were able to respond to the consultation in a number of different ways:
 - via an online survey available through the Nottinghamshire County Council (NCC) website
 - by completing a consultation questionnaire
 - by writing to the Council
 - through face-to-face and telephone interviews, directed towards service users
 - by attending a service provider, landlord and district council event
6. In total 109 responses were received by the County Council. The views expressed in these responses varied significantly and were at times contradictory. Important issues and themes presented included:
 - a lack of clarity around the application of the Mental Capacity Act (2005) to service users in supported housing settings in light of Serious Case Review findings
 - a need for monitoring equality and diversity needs to ensure equality of outcome is being achieved for different service user groups
 - a concern regarding the capacity of services for those aged 21-25, given the proposed change to the definition of 'young people'
 - a call for a greater understanding of how Targeted Support services will link operationally with supported accommodation providers
 - local intelligence on young people's housing needs
 - business and local operational obstacles to implementing some of the proposals
 - a concern about the level of funding available and the geographical spread of accommodation units
 - anxiety about the impact on wider society should street homelessness increase
 - a need for recognition that the agenda connects with duties to reduce child poverty.

Action Taken in Response to Consultation Analysis

7. All of the responses have been assessed and where possible changes have been made to the strategy, action plan (attached as **Appendix 3**) and equality assessment to take the comments into account. Where responses were

contradictory a further assessment was undertaken to see whether any particular response had more validity.

8. Specific actions taken following an analysis of responses include:

- inclusion within the Equality Impact Assessment and Action Plan of measures to ensure that there is monitoring of the response provided and outcomes achieved for groups with protected characteristics
- actions to audit the use of measures under the Mental Capacity Act (2005)
- clarification that 10% of the original budget available will be retained for homelessness services for the 22-25 age group who make up less than 13% of those in the current young people's supported accommodation. This is in addition to a range of commissioned supported accommodation services for those aged over 18 and additional grant funding to individual providers of homelessness support
- agreement of transition funding and a support package to enable the Mansfield YMCA, where support is to be decommissioned, to establish a new operating model as an independent provider so as to keep available 26 units of accommodation for 16 to 25 year olds
- actions to promote children's service pathways and the role of different elements of children's services with supported accommodation providers
- changes to the proposed 'estate' of supported accommodation, including an additional investment of £450,000 of re-profiled spending to increase capacity and support hours where needed
- recognition within the Strategy of the links to the child poverty agenda.

Other Options Considered

9. As the process for agreeing the Strategy was agreed by Cabinet on 14 March 2012, it is not necessary to consider other options.

Reason/s for Recommendation/s

10. Having taken into account a wide range of views in the review of the original Strategy and commissioning proposals, the revised Strategy represents the most effective way to respond to the issue of youth homelessness in coming years within the resources available.

Statutory and Policy Implications

11. This report has been compiled after consideration of implications in respect of finance, equal opportunities, human resources, crime and disorder, human rights, the safeguarding of children, sustainability and the environment and those using the service and where such implications are material they are described below. Appropriate consultation has been undertaken and advice sought on these issues as required.

Implications for Service Users

12. Service users have been consulted in the development of this Strategy and the resulting commissioning proposals. The proposals change the availability, location and style of delivery of some services. The Strategy has been formulated to maximise the outcomes for service users within available resources.

Financial Implications

13. The budget for commissioning supported accommodation is constituted from former Supporting People funding and finances within Children, Families and Cultural Services. Following the consultation an additional amount of £450,000 has been found from Supporting People reserves to support this agenda over the next three years. The revised budget available is presented below:

	2012-13 £	2013-14 £	2014-15 £
Total budget	1,990,255	1,803,001	1481,384

14. It is proposed to make £32,000 of transition funding available to Nottinghamshire YMCA in 2012-13 to support a new business model for the 26 unit premises in Mansfield. The finance needed for this will be secured from reserves held within the Adult Social Care, Health and Public Protection Department.

Equalities Implications

15. As part of the process of making decisions and changing policy, public authorities are required by law to think about the need to:
- Eliminate unlawful discrimination, harassment and victimisation
 - Advance equality of opportunity between people who share protected characteristics (as defined by equalities legislation) and those who do not
 - Foster good relations between people who share protected characteristics and those who do not
16. Equality Impact Assessments (EIAs) are a means by which a public authority can assess the potential impact that proposed decisions / changes to policy could have on the community and those with protected characteristics. They may also identify potential ways to reduce any impact that a decision / policy change could have. If it is not possible to reduce the impact, the EIA can explain why. Decision makers must understand the potential implications of their decisions on people with protected characteristics.
17. An EIA has been undertaken and is available as a background paper. Decision makers must give due regard to the implications for protected groups when considering this report.

Crime and Disorder Implications

18. The Strategy and commissioning proposals take account of the Council's duties to reduce crime and anti-social behaviour and to prevent youth

offending and re-offending under the Crime and Disorder Act (1998). It also includes measures to ensure the Local Authority can respond to measures within the Legal Aid, Sentencing and Punishment of Offenders Act (2012) on the transfer of responsibilities for funding juvenile remands through the creation of specific supported accommodation provision for young people on bail.

Safeguarding of Children Implications

19. This Strategy has been formulated with a specific aim of safeguarding young people through preventing homelessness and the improvement of services to children aged sixteen and seventeen years who find themselves in housing need. Findings from Serious Case Reviews from across England and Wales have been utilised in developing this strategy.

RECOMMENDATION/S

That the Committee:

- 1) comments on the proposed revised Youth Homelessness Strategy and supporting commissioning proposals, and recommends the Strategy to Policy Committee for approval at its meeting on 18 July 2012.

Laurence Jones

Group Manager, Targeted Support and Youth Justice

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Constitutional Comments (LM 12/06/12)

20. The Early Years and Young People's Sub-Committee has delegated authority to approve recommendations in the report.

Financial Comments (NDR 13/06/12)

21. The financial implications are set out in paragraphs 13 and 14 of the report.

Background Papers

Equality Impact Assessment

Commissioned Provision Maps for 2012, 2013 and 2014

Except for previously published documents, which will be available elsewhere, the documents listed here will be available for inspection in accordance with Section 100D of the Local Government Act 1972.

Electoral Division(s) and Member(s) Affected

All.

C0021

A strategy to prevent and tackle youth homelessness in Nottinghamshire

2012 - 2015

Executive Summary

In June 2011 Nottinghamshire County Council approved reductions to the Supporting People budget, which pays for support for vulnerable people in housing need. Included within these vulnerable groups were young people, defined as those aged between sixteen and twenty five years of age, and teenage parents. Amongst the proposals was a commitment to produce a Youth Homelessness Strategy following a review of existing priorities and the effectiveness of current provision.

This Strategy contains significant detail on the approach we are proposing to youth homelessness and is supported by a clear commissioning plan and proposals to strengthen joint working between agencies. **Our vision is to improve the life chances, life changes and life choices of young people in Nottinghamshire** who are threatened with or experiencing homelessness, and ensure all young people have the opportunities they need to make a successful transition to adulthood and independence, **by providing a range of support services most appropriate to their needs and circumstances.**

The key aims of this strategy are to:

- **Intervene as early as possible** to prevent housing instability and homelessness from occurring or persisting
- **Ensure service pathways are planned and integrated** to better meet the needs of young people experiencing housing instability and homelessness
- **Safeguard young people who are at risk** because of housing instability or homelessness
- **Improve transitions to adulthood and independence** for young people at risk of becoming entrenched in a cycle of housing instability and homelessness
- **Make better use of available resources** to maintain a sufficient range of accommodation-based services with support for young people experiencing housing instability and homelessness by negotiating better value for money with service providers and remodelling existing service provision

There are a number of key changes to our current approach which run as a theme throughout the strategy and which have a specific rationale. These are described below.

- **A change in the definition of young people** – Supporting People defined “young people” as those between sixteen and twenty-five years of age. The Strategy proposes a new definition of sixteen to twenty-one years of age. This new definition would include those homeless sixteen and seventeen year olds, for whom the County Council has a statutory responsibility and also recognises the importance of the transition to

adulthood. Transition is important in ensuring effective move-on for those reaching their eighteenth birthday, assists young people leaving care and ensures intervention for a vulnerable group who without support would provide a challenge to a number of public services at significant cost.

- **Shared operational responsibility** – Homeless sixteen and seventeen year olds have been historically dealt with by Reception and Assessment Teams within Children's Social Care (CSC), on occasion distracting social workers from pressing child protection matters and risking leaving young people without a service to meet their needs. Following a successful pilot in North Nottinghamshire, CSC will share this responsibility with the recently formed Targeted Support Service, which will contain dedicated accommodation staff. This will help protect social work time whilst ensuring that the Council's legal obligations for the initial assessment of homeless children are met. Targeted Support will also be working with a large cohort of vulnerable young people and will act early to reduce the risks of homelessness, in particular through a strong commitment to family work and the training of staff in mediation.
- **A reconfigured estate of supported accommodation for homeless young people** – Historically young people's housing units have taken young people across the age range of the Supporting People definition. This has created concerns about safeguarding, particularly when those who are legally "children" are placed with adults who can present significant risks or negative influence. The proposal is to have units dedicated to sixteen and seventeen year olds, to protect those most vulnerable and with short term assessment beds to support a commitment to eliminate the use of bed and breakfast accommodation for this age group. There will also be units to support sixteen to twenty-one year olds with different levels of support dependent upon need. Within the estate there would also be distinct provision for care leavers (to support exit from higher cost care placements), teenage parents and bail beds (to mitigate against the future impact of the transfer of custodial remand costs from central government to the Council).
- **A new pooled budget arrangement and commissioning accountability** – An agreement has been reached for the transfer of the budget for young people's supported accommodation from Adult Social Care, Health and Public Protection (ASCHPP) to Children, Families and Cultural Services. This funding will continue to be reduced in line with the Supporting People business case until 2014-15 and 10% will be retained by ASCHPP to make provision for the twenty-two to twenty-five age group no longer covered by the young people's agenda. The transferred Supporting People funding will be pooled with £150,000 of Children's Social Care revenue funding to provide a commissioning budget. The responsibility for commissioning supported accommodation for young people will also transfer from ASCHPP to the Group Manager for Targeted Support and Youth Justice.
- **A challenge to improve quality and reduce cost** – At present hourly costs for support vary considerably between providers. We plan to provide a challenge to the hourly costs in order to preserve as high a number of

units of support as possible. We also plan to look at moving towards a simple “payment by results” model to drive improvements, particularly in relation to eviction and planned move on to independent living.

- **A range of floating support** – Supporting People, through ASCHP, will continue to fund an all-age floating support service for people in their own tenancies. For young people this will be supplemented through support system in Targeted Support and Children’s Social Care, for example in respect of care leavers.

Background to development of the strategy

This is Nottinghamshire County Council's (NCC) first Youth Homelessness Strategy. It has been produced in consultation with a range of stakeholders from the statutory and voluntary sectors to ensure a **consistent** approach to preventing and responding to youth homelessness throughout the county, and ensure that when young people do leave home this is done in a **planned** way.

From April 2012 Children, Families and Cultural Services (CFCS) will assume responsibility for the commissioning of youth homeless services in Nottinghamshire through the Targeted Support Service (TSS). This function was previously undertaken by the Supporting People (SP) Partnership within Adult Social Care and Health (ASCH).

The key aims of this strategy are to:

- **Intervene as early as possible** to prevent housing instability and homelessness from occurring or persisting
- **Ensure service pathways are planned and integrated** to better meet the needs of young people experiencing housing instability and homelessness
- **Safeguard young people who are at risk** because of housing instability or homelessness
- **Improve transitions to adulthood and independence** for young people at risk of becoming entrenched in a cycle of housing instability and homelessness
- **Make better use of available resources** to maintain a sufficient range of accommodation-based services with support for young people experiencing housing instability and homelessness by negotiating better value for money with service providers and remodelling existing service provision

This strategy has been produced at a time of significant economic and social change. Most contributors to this strategy, academics and service providers anticipate a rise in levels of homelessness over the life of this strategy; 2012 to 2015. Faced with the prospect of rising demand and diminishing resources, we need to strengthen our approach to tackling youth homelessness in Nottinghamshire.

Early intervention and the **prevention** of homelessness are central to the success of this strategy which recognises that, in most cases, staying at home is the most suitable option for young people, especially those under 18 years of age, unless the risk of harm would make it unsafe for them to do so.

This strategy provides a framework for all agencies and partners to develop and deliver services which focus on early intervention, prevention and assisting young people to remain at home when it is safe and possible for them to do so, or ensure

planned moves to suitable accommodation with packages of support that meet identified needs.

Vision

Our vision is to improve the life chances, life changes and life choices of young people in Nottinghamshire who are threatened with or experiencing homelessness, and ensure all young people have the opportunities they need to make a successful transition to adulthood and independence, **by providing a range of support services most appropriate to their needs and circumstances.**

Nottinghamshire County Council believes that in the majority of cases, remaining within the family home until ready for independent living offers the best chance for young people to make a successful transition to adulthood.

The average age of a young person leaving the family home in UK is twenty-two, and they return home for short periods an average of three times before permanently leaving the family home¹. There is an established body of evidence that demonstrates the impacts of not being able to cope alone at an early age².

Life chances for young people who experience housing instability and homelessness are poor³. They are less resilient to managing **life changes**⁴, and more likely to make poor **life choices**⁵ than young people who benefit from living in a stable and supportive home environment⁶. Remaining within the family home, where it is safe and possible to do so, for as long as possible is generally in the best interests of most young people⁷.

Legal & Regulatory compliance

This strategy has been produced with due regard to the following legislation and statutory guidance:

- The Children's Act (1989)
- The (England) Children Leaving Care Act (2000)

¹ ONS Social Trends 2010: <http://www.statistics.gov.uk/hub/index.html>

² Shelter, Improving outcomes for children and young people in housing need (2009)

³ Decade of progress?, Joseph Rowntree Foundation/Centrepoint (2008)

⁴ Stein, M. Overcoming the Odds, Joseph Rowntree Foundation (2008):

<http://eprints.whiterose.ac.uk/4159/1/ResearchReview.pdf>

⁵ Arnall, E. Accommodation Needs and Experiences, Youth Justice Board (2007):

<http://www.yjb.gov.uk/publications/Resources/Downloads/Accommodation%20Needs%20and%20Experiences%20-%20Full%20Report.pdf>

⁶ Too much, too young

⁷ CLG, Homelessness Code of Practice for Local Authorities, section 12.7 (2006)

- The Care Planning, Placement and Case Review (England) Regulations and Statutory Guidance (2010)
- DCSF statutory guidance on the Sufficiency of Securing Sufficient Accommodation for Looked After Children (2010)
- The Housing Act (1996)
- The Homelessness Priority Need for Accommodation (England) Order (2002)
- The Homelessness Code of Guidance for Local Authorities (2006)
- The Homelessness Code of Guidance for Local Authorities: supplementary guidance on intentional homelessness (2009)
- DCSF/DCLG Guidance on the provision of accommodation for 16/17 year old young people may be homeless and/or require accommodation (2010)
- Mental Capacity Act (2005)
- Child Poverty Act (2010)

National context

Few will disagree that we face a challenging few years ahead of us. Young people in particular face some huge challenges nationally:

- Rates of youth unemployment (16-24) are at their highest level since comparable records began in 1992; over 1 in 5 (22%)⁸
- There is an acute crisis of affordable housing across the UK and standards in living conditions are polarising⁹
- Over the last 20 years the ratio of UK average house prices to UK average incomes has nearly doubled from 3.0 to 5.5 times income¹⁰
- There are now almost as many over 50s who are second home owners than there are first-time owner occupiers aged 16-24 year old, and a third of the UK's homes are classified as being under-occupied¹¹
- Young people face a number of benefit restrictions, most under-18s cannot claim certain benefits and housing benefit rates are capped at a 'shared room

⁸ ONS, [Labour Market Statistics January 2012](#)

⁹ Shelter, [The Housing Crisis](#)

¹⁰ ONS/Nationwide [ONS UK house price to earnings ratio](#) cited on This Is Money

¹¹ The Intergenerational Foundation, [Hoarding of Housing: the intergenerational crisis in the housing market](#)

rate' for under-25s renting in the private sector¹² leaving many facing significant shortfalls to make up from other sources of income

- Two-thirds of all new households aged 16-24 were created in the private rented sector in 2008/9¹³
- Recent and proposed changes in welfare benefits are likely to have a more adverse impact on young people than some other groups¹⁴
- Levels of homelessness across the UK are increasing¹⁵

Youth homelessness is not a new problem. It is an entrenched and complex social phenomenon. Levels have remained stubbornly persistent over the last decade despite changes in legislation, significant investments, and improvements to service provision¹⁶.

A lot of research has been done to understand the causes of youth homelessness. This often seeks to identify 'risk factors' that lead to and 'triggers' that commonly cause homelessness. Those most commonly highlighted in the research are:

- family disputes and breakdown
- a care history
- sexual or physical abuse in childhood or adolescence
- offending behaviour and/or experience of prison
- lack of social support networks
- debts, especially rent or mortgage arrears
- causing nuisance to neighbours
- drug or alcohol misuse
- school exclusion and lack of qualifications
- mental health problems
- poor physical health

¹² DWP, [Housing Benefit Regulations](#)

¹³ DCLG, [English Housing Survey 2008-9](#)

¹⁴ DWP [Welfare Reforms Impact Assessments](#) – the ESA, IS, HB & UC impact assessments all cite young people as being at particular risk

¹⁵ [CLG Statutory homeless acceptances](#) have risen in 7 of the last 8 quarters, CLG,

¹⁶ Joseph Rowntree Foundation, A decade of Progress?

Statutory youth homelessness – the national picture

In 2010-11, young people aged 16-24 represented 37% of all applicants accepted as statutorily homeless and owed a full duty.¹⁷ Nationally, two-thirds of young people accepted as being homeless and owed a full duty are female. Young people accepted as homeless aged 16-17 year olds are five times more likely not to be in employment, education or training than young people in the general population (57% as compared with 11%), and live on very low incomes (median of £45 per week, excluding Housing Benefit).

For young people accepted as homeless 16-17 year olds, relationship breakdown (almost always with parents or step-parents) is the overwhelming reason for applying as homeless (70 per cent). Two in five of young people (41 per cent) affected by relationship breakdown with their parents or step-parents reported that violence had been involved¹⁸.

Such statistical evidence has led the Department for Communities and Local Government to conclude:

“This is an extremely vulnerable group, in need of extensive support, for whom (supported) temporary accommodation could be viewed as a helpful transitional intervention”¹⁹

National Policy Drivers

Case Law

There have been a number of court cases relating to the legal rights of homeless young people and the interaction between different pieces of legislation. Most relevant is the House of Lords ruling in *G v Southwark* which is referred to below.

Serious case reviews (SCRs)

The consequences of failing to protect and promote the welfare of young people can have devastating and tragic consequences. A review by OfSTED of 482 SCRs²⁰ found two groups at greatest risk – under-1s and over-14s. For this older group, housing instability and homelessness were common factors in the cases.

In particular, the review highlights the consistent failure of various statutory agencies to recognise teenagers as children in need. One case that exemplifies this

¹⁷ DCLG, [Statutory Homeless data Table 771](#)

¹⁸ Statutory Homelessness experiences of homeless families and 16/17 year olds, 2008

¹⁹ *Ibid.*

²⁰ Age of concern: learning lessons from serious case reviews, <http://www.ofsted.gov.uk/resources/ages-of-concern-learning-lessons-serious-case-reviews>

point is from Cornwall involving a young woman aged 17 who had been rough-sleeping who was found alone, dead from an overdose.

The young woman was known to both children's services and the housing authority. She was assessed as not meeting the threshold for accommodation under section 20 of the Children's Act, and to be intentionally homeless under the Housing Act. In particular the CSR highlighted:

- Care plans which fail to identify outcomes
- A reluctance (from statutory agencies) to take account of past events
- A 'gate-keeping' approach to taking referrals
- Indistinct use of language
- Confusion about thresholds – despite the existence of clear guidance
- A lack of common understanding about core assessments
- A failure to conduct risk analysis
- A lack of understanding of the dangers in living in families where alcohol and domestic abuse are problematic – despite easily available research
- A failure to appreciate the dangers of being homeless
- An inadequate reliance on "self-determination" – usually as a justification for a lack of action
- Failure to identify victims of domestic abuse

DCFS/CLG statutory guidance for 16/17 year olds presenting as homeless

Following the House of Lords ruling in *G v LB Southwark* in 2009 all 16-17 year olds presenting as homeless to a local authority were confirmed as being owed a primary duty under the Children's Act 1989. This means that when a young person of this age presents as homeless to a Housing Authority (the District/Borough Council) they should be provided with temporary accommodation under housing legislation and must be referred to Children's Services for assessment under the Children's Act 1989. If they present to Children's Services first they should be provided with accommodation under s20 of the Children's Act whilst their status is determined. To ensure that homeless 16-17 year olds do not fall between these two services, local authorities are advised in this statutory guidance to have a joint protocol which sets out how each department will work together and conduct a joint assessment.

No second night out

The coalition government is committed to reducing rough sleeping to as close to zero as possible by April 2012, ensuring that no-one has to spend a second night sleeping rough.

National Youth Homelessness Scheme (NYHS)

This was established in 2010 by the DCLG 'post-Southwark'. The scheme brings together a coalition of leading youth homeless charities, and seeks to act as a knowledge base for local authorities and their partners in preventing and tackling youth homelessness.

We have used the NYHS models for tackling youth homelessness and developing an accommodation and support pathway to outline NCCs strategic approach and establish future commissioning priorities.

The Local Context

It is not possible to get a complete and accurate number of the total number of individual children and young people who become homeless; either at the national or local level. By our estimates there were at least 289 young people aged 16-24 who were accepted as being homeless, in priority need, and owed a full duty in 2010-11. At least 33 of these were aged 16/17 years old. In addition, there were at least 129 individuals aged 16/17 who entered Supporting People short-term supported accommodation services. The number of 16/17 year olds entering accommodation based services has remained at a similar level for the last 8 years. Over the same period, the number of young people aged 18-24 has continued to rise, with the numbers increasing by 28% between 2007-8 and 2010-11.

The demand for housing support amongst young people aged 16-24 who are homeless in Nottinghamshire presents a significant challenge. NCC is not a Housing Authority and we must prioritise the use of limited resources towards those in greatest need.

Local Policy Drivers

This strategy represents part of NCC's continuing commitment to investing in children and young people who are in greatest need, and seeks to compliment the Nottinghamshire Child and Family Poverty Strategy 2011.

Early Intervention

The development of effective early intervention and prevention services is critical at a time of reducing resources across the public sector and rising demand for specialist services.

More effective early intervention and prevention services will result in fewer inappropriate referrals to specialist services and in children, young people and their families receiving the support required much earlier and at a reduced cost. NCC's definition of early intervention is:

'Intervening early and as soon as possible to tackle problems emerging for children, young people and their families, or with a population most at

risk of developing problems. Early intervention is a process and may occur at any point in a child or young person's life.'

Our approach to developing this youth homeless strategy will ensure that children, young people and their families will receive the most appropriate support to meet their needs at the earliest opportunity, in order to ensure better outcomes and the cost effective delivery of services. The services delivered through the Accommodation & Support Pathway in this strategy will sit within Tier 3 of NCC's Pathway to Provision from our Early Intervention Strategy.

Nottinghamshire Joint Working Protocol for Young People Leaving Care and homeless 16/17 year olds

This protocol was jointly developed before the Southwark Ruling and has been reviewed since to ensure compliance with statutory guidance issued. NCC has been piloting a new way of working in Bassetlaw and Newark by ensuring that all 16/17 year olds are referred to TS in the first instance so that their status can be determined and needs met by the most appropriate agency. NCC intends to roll-out this way of working across Nottinghamshire to ensure that TS is the point of First Response within our Accommodation & Support Pathway for young people aged 16/17 who may be homeless. The District/Borough Housing Options services will fulfil this role for those aged 18/21.

Nottinghamshire County Joint Strategic Needs Assessment for Children and Young People (September 2010)

Published by NCC and Health, this document outlines joint commitments to promoting and advancing the health and wellbeing of children and young people in Nottinghamshire in line with requirements described in the Local Government and Public Involvement in Health Act (2007). This strategy acknowledges the problem and level of youth homelessness in the county, highlights the significance of the Southwark ruling for CFCS, and that historically the responsibility for under-18s has been a grey area leading to many 'falling through a gap between children's and housing services.'

Children, Families and Cultural Services Business Plan 2011-14

This sets out how CFCS will work to achieve its vision of making Nottinghamshire a place where children are safe and happy, where everyone enjoys a good quality of life, and where everyone can achieve their potential. Developing the role of the Targeted Support service to deliver integrated support pathways is a key objective within this plan, and the remodelling of these services is consistent with this.

Summary of statutory duties of Children's and Housing services to young people who may be homeless

As a two-tier local authority area, the county council has statutory responsibility for providing children's services and the district and borough councils are housing authorities with responsibility for homelessness. Historically this has led to confusion over who is responsible for what and when. The following section provides an overview of statutory responsibilities towards homeless young people from children's services and housing authorities.

Status	Children's services obligations	Housing authority obligations
16/17 homeless, not previously known to children's services	Duty to assess the needs of the child (s17), and to provide accommodation (s20) for a child in need aged 16 or over whose welfare is likely to be seriously prejudiced if they are not accommodated	Duty to assess status (s184) and provide interim accommodation (s188) pending an assessment by Children's Services. Duty to accommodate if offer of s20 accommodation is declined
'Relevant children' aged 16/17	Duty to provide accommodation for an 'eligible child' (care leavers aged 16-17 years unless they are satisfied that his/her welfare does not require it	No duty to secure accommodation
'Former relevant Children' aged 18-21	Duty to provide assistance, including assistance with accommodation, to the extent that his/her welfare requires it	Duty to secure accommodation if they become homeless through no fault of their own and they are vulnerable as a result of having been in care (s193)
'Former relevant Children' aged 22-24	Duty to provide continuing assistance if they remain in education or training	Duty to secure accommodation if they become homeless through no fault of their own and they are vulnerable as a result of having been in care (s193)
18-24, not previously known to children's services	No duty to provide assistance or accommodation	Duty to assess applicants need/status under (s184), and secure interim accommodation (s193) if no other suitable accommodation is available (s197) repealed, new provisions in Localism Bill to discharge duty with offer of private rented)
'Intentionally homeless' aged 16-17, unknown or known	Duty to assess the needs of the child (s17) if unknown, and to provide accommodation (s20) for a child in need aged 16 or over whose welfare is likely to be seriously prejudiced if they are not accommodated	No duty to permanently re-house. Duty to secure interim accommodation for a reasonable period & provide advice/ assistance to find own accommodation (s188) Refer to Children's services (with consent)

NCCs response to preventing and tackling youth homelessness in Nottinghamshire

A range of stakeholders were engaged in developing NCCs response to preventing and tackling youth homelessness in Nottinghamshire. NCCs response has been developed in line with the five steps identified by the National Youth Homelessness Scheme²¹. These are:

1. **Early Prevention** - supporting children, young people and their families in planning transitions to adulthood and independence
2. **First Response** - preventing homelessness when young people present to services in crisis
3. **Accommodation and Support Pathway** - providing effective and supportive pathways to independence for young people accommodated through the strategy
4. **Prevent the next generation of rough sleepers and repeat homelessness** - ensuring 'no second night out' for young people who are 'sleeping rough', and preventing young people from becoming 'cyclical housing instability'
5. **Longer Term Options** - enabling young people who have been homeless but are ready for independence to access sustainable accommodation in the social or private housing sectors

Early prevention

Last year, at least 129 individuals aged 16/17 entered Supporting People accommodation based services. We must do all we can to stop young people from leaving home too early or becoming homeless.

Homelessness is not just a housing problem²² – it is often the end product of various other factors experienced by young people. Most young people who become homeless, or are at risk of homelessness, have needs which could have been addressed before they developed into crises.

A key priority for this strategy is to develop and implement a model for the early identification of young people at risk of becoming homeless in Nottinghamshire so that effective packages of support can be provided, for the individual and/or family, to address risk factors associated with homelessness before it occurs. An effective referral pathway also needs to be established between key stakeholders; possibly through the Common Assessment Framework (CAF) process.

²¹ CLG, Policy briefing 18, Tackling Youth Homelessness (2008):
<http://www.communities.gov.uk/documents/housing/pdf/381492.pdf>

²² Shelter, More than a Roof

Both the national research and our consultation with young people locally support the use of Peer Mentor programmes within schools to communicate the realities of leaving home early or becoming homeless.

A key priority for this strategy is to develop appropriate materials to communicate key messages about leaving home and homelessness amongst 11-15 year olds in schools, youth centres and other appropriate locations.

First response

Nottinghamshire is a non-metropolitan or two-tier authority area. Providing children's services is a duty of the county council. The district and borough councils are the local housing authorities who have responsibility for assessing homeless applicants and providing temporary accommodation in some circumstances. This can cause problems when young people present to one or more agency. When young people do present for services as a result of housing crisis, it is vital that this contact is coordinated. At a time when resources are diminishing, we must do all we can to remove duplication in assessments, ensure service provision is integrated, and that young people are directed towards the agency or service that can best meet their identified needs.

Our consultation with young people confirms that in many cases the reality of leaving home and finding somewhere else to live didn't really sink in until it was too late. A number of the young people we spoke to said they would have liked to have had the option of accessing a family mediation or resolution service before ending up 'stuck' in temporary accommodation. Several spoke of the strain or damage caused to relationships with family and friends by not resolving concerns or disputes earlier.

The availability of mediation services for young people and their family to resolve disputes that may end in housing crisis is variable across the county. A key priority for this strategy is to ensure that there is access to mediation services in all areas. These should be provided by an independent, neutral third party who has no stake in the outcome of the mediation.

Providing an enhanced housing options service for people seeking assistance with housing problems has been a priority of CLG in promoting effective homelessness prevention for the past few years²³. This emphasises the need for housing services to undertake holistic assessments of need and provide personalised housing options advice and support to tackle the roots causes of housing need. Nottinghamshire benefits from having two councils that CLG has recognised as being trailblazers and beacons of excellence in this area; Broxtowe and Mansfield.

²³ CLG, Expanding choice, addressing need, 2008:

<http://www.communities.gov.uk/publications/housing/expandingchoice>

A key priority for this strategy is to promote and share good practice in tackling youth homelessness between the local authority agencies and areas within the county.

We will work closely with each of the district and borough councils to routinely offer mediation and parenting support services for all 16/17 year olds presenting as 'parental exclusions' (except when there is a risk of abuse or violence).

Nottinghamshire also benefits from having an established joint working protocol between the County Council's Children's services and the District/Borough Housing services for managing presentations from young people who may be homeless aged 16/17 year olds or care leavers. There is a need to resolve the ongoing concerns of some partners to ensure the protocol works as intended.

Another key priority for this strategy is to develop and implement the use of a joint Housing and Support Needs Assessment framework for use between Children's and Housing services. This will include a matrix outlining the criteria and threshold for accessing the range of services identified within our Accommodation & Support Pathway.

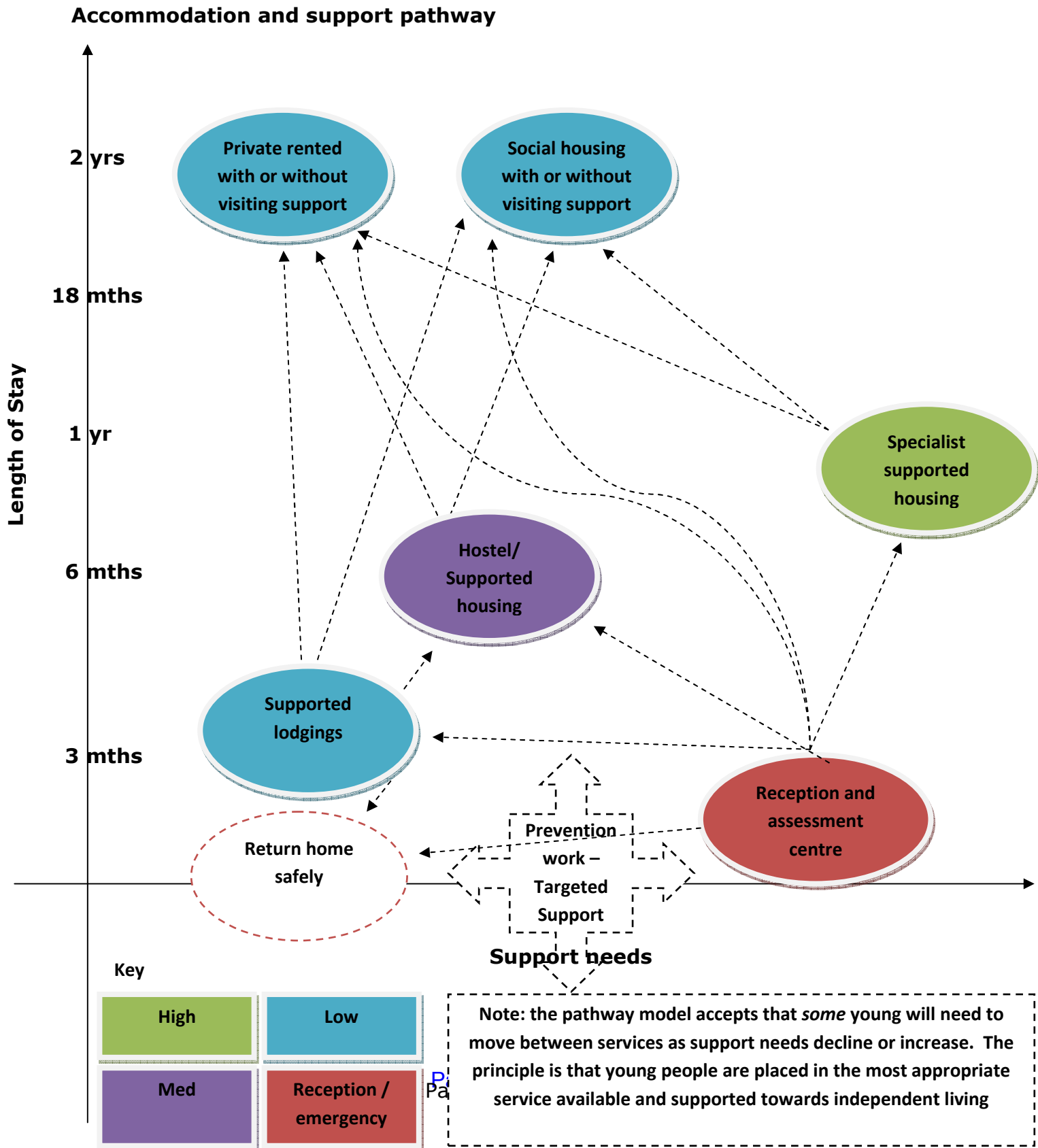
Accommodation and Support Pathways

Where the prevention of homelessness is not possible we will provide a range of supported housing and housing related support services to meet different needs. NCCs Accommodation and Support Pathway outlined below.

Our accommodation and support pathway will include:

- Prevention services: Targeted Support including mediation and support so young people can live with their families whenever it is safe to do so.
- Quick access/short stay accommodation: In settings with appropriate support for those who are vulnerable during assessment periods and whilst longer term plans are agreed.
- Shared accommodation with onsite support for those with a higher level of need.
- Self contained and shared accommodation with visiting support for those who are more able or are ready to move on from settings with higher levels of support
- Self contained accommodation and a range of onsite or visiting services including education and training.
- Supported lodgings, where young people reside with a family.

- Private or social rented housing with visiting support (resettlement & sustainment services) using floating support workers.



These services will focus on meeting the needs of:

- Homeless 16 and 17 year olds
- Care Leavers
- Teen parents identified at risk
- Young people aged 16-21 who have a low level learning disability but do not meet the threshold for CLDT services
- Young offenders in contact with, or known to, the Youth Justice Service (YJS) including those on bail
- Young people aged 18-21 who are vulnerable and those welfare would be seriously prejudiced if accommodation were not provided

We need to ensure that the more intensive, higher need, supported housing services are reserved for young people in greatest need. Consultation with statutory stakeholders, and analysis of the source of referrals into SP services over the last 8 years, confirms that too many young people are entering high support services without being known to any statutory agency at either the county or district level. Ensuring all referrals go through the Targeted Support or LA Housing Options teams will ensure that young people are being placed in the most appropriate accommodation available to meet their needs.

A key aim of this strategy is to ensure that existing service provision is remodelled to meet current and future needs. In particular, we will expand the amount of short-term temporary accommodation that is available in each locality. This will be done by negotiating with service providers to remodel existing service provision where possible. We will use this accommodation both as 'respite' whilst ongoing prevention work is undertaken and, where prevention is not possible, as the first stage in our Accommodation Pathway.

Preventing rough sleeping and cyclical housing instability

Rough sleeping

Young people sleeping rough have similar complex and multiple needs to their older peers. As with the other causes of youth homelessness, young people who sleep rough require strategies to prevent and tackle their particular needs at a time appropriate to them.

The main causes for young people rough sleeping are:

- Parental eviction

- Eviction from supported housing
- Offending
- New relationship/relationship breakdown
- Substance misuse

One of the largest causes of rough sleeping amongst young people is after being evicted from temporary accommodation with little or no notice²⁴. An eviction protocol was developed by SP²⁵ with service providers operating licence agreements. Such forms of tenure are exempt from the legal process outlined in part 3 of the Housing Act 1996. As a result, there is little oversight to ensure a due process is being followed, and practice varies considerably.

Some providers do an excellent job at managing identified challenging behaviours following referral, whilst others struggle. Prior to issuing a 'notice to quit', usually 28 days, or evicting someone, service providers should convene a multi-agency case conference with the local housing authority to see what can be done to prevent eviction and avoid rough sleeping. This does not always happen and the number of young people being evicted from services is of concern in some areas.

A key priority for this strategy is to review the 'evictions protocol' and conditions contained within licence agreements in supported housing services. We need to ensure that TSS is aware of warnings issued and possible evictions, so that prevention work can be undertaken. We will also consider the use of Payment by Results to achieve improved outcomes in this area where necessary.

Cyclical housing instability

A key challenge for all partner agencies is to prevent repeat incidence of housing instability and homelessness. Preventing a cycle of housing instability and homelessness will improve life changes, changes and choices for young people and help to prevent a new generation of people who experience cyclical housing instability at huge costs to themselves, their families and communities, and the public purse.

Ensuring young people who experience homelessness have an integrated pathway plan, which includes an assessment of both their practical and emotional readiness to live independently; will enable them to get the assistance they need to make a smooth transition to adulthood and independence.

Young people need to be assisted and provided with housing stability where this have been absent in their lives to prevent a long-term cycle housing instability.

²⁴ CLG, Experiences of homeless families and young people

²⁵ Good practice guidelines for tenancy management

<http://www.nottssupportingpeople.org.uk/documents/list/good-practice>

Assessing the sustainability of accommodation placements and longer term housing options, and preventing repeat placement breakdown and tenancy failure, will be a key priority for this strategy.

Longer term options

The availability and affordability of longer term housing options for young people on low incomes is limited throughout the county, but it is more acute in some areas than others. Most districts report a shortage of 1 bed properties in their area, and demand for this type of property is likely to increase as the government takes steps to address under-occupation in the social rented sector.

Helping young people to get ready for independent living is a key priority for this strategy. When homelessness cannot be prevented young people are likely to be placed in one of the accommodation types from our pathway. All of the accommodation-based services within our pathway will provide a temporary housing option with the lengths of stay ranging from 12 weeks to 2 years.

There are historic problems associated with the availability and affordability of suitable long-term 'move-on' options for young people residing in Supported Housing. A lot has been done to try and improve the situation in recent years, including:

- the development of a Move-on Protocol & Plan (MOPP) to identify how many people in supported housing are 'ready to move', barriers to move-on and what type of housing are needed where
- the district and borough councils providing discretionary increases in points awarded through Choice-Based Lettings for young people who have completed a programme of support, agreements to write-off previous rent arrears after a defined period of regular repayments, and providing Rent Deposit Schemes to make better use of the private rented sector
- service providers taking a more active role in assisting individuals to make applications for re-housing and ensuring that they can demonstrate a readiness to live independently

We need to build on the good practice and partnership working that has developed in SP over the last 8 years between the district and borough councils, supported housing providers, and local RSLs and work with them to see what else can be done to increase the supply of suitable accommodation, such as bringing long-term voids

back into use, and considering acting as a Guarantor for young people who are first time tenants.

A key priority for this strategy is to ensure every young person placed in second stage accommodation-based services receives a holistic and personalised housing needs assessment and support plan within 4 weeks of moving into a service. This needs to address both the practical and emotional readiness of the young person to manage a tenancy successfully. Move-on plans need to be actively managed and reviewed with appropriate frequency.

Future service provision and funding

The majority of accommodation-based services for homeless young people have been commissioned through the Supporting People team within Adult Social Care & Health since 2003. From **April 2012**, this responsibility will transfer to Children, Families & Cultural Services through Target Support. The majority of these services are of high quality and generally service providers achieve good outcomes in working with young people. A total of **224 units** of accommodation with support will transfer in **October 2012**.

The inherited budget proposal for these services will be supplemented with £150,000 from existing children's services budgets. Following the consultation an additional amount of £450,000 has been re-designated from related areas of council business to support this agenda over the next three years. The revised budget available is presented below:

	2012-13	2013-14	2014-15
Total budget	£1,990,255	£1,803,001	£1,481,384

NCCs commissioning priorities for accommodation-based services from 2012-15 are outlined in Appendix 1.

NCC will seek to achieve its commissioning priorities within the committed budget allocation by price challenging existing service providers and negotiating the remodelling of existing service provision where possible. If this is not possible or new services are required we will invite tenders from existing service providers, but we reserve the discretion to include other providers with successful track records in any future tendering.

NCC intends to tender supported accommodation based services for young people during 2013, with new contracts anticipated to commence in April 2014.

Supported Accommodation for young people aged 16-21 commissioning plan – Appendix 2

This commissioning plan sets out the Council's intentions for supported accommodation services for young people aged 16-21 for the years 2012 -2015. Services will be tendered during 2013 and new contracts will commence in April 2014, a change in support provider may occur at this point.

Teenage parent services			
Provider	Service	Current service description	Recommendation
NCHA	Bassetlaw Teenage Parent Supported Accommodation	17 units with visiting support in Worksop and Retford for teenage parents (16-19)	Savings to be achieved through a phased reduction in unit numbers and support hours delivered. With effect from October 2012 unit numbers reduce from 17 to 15, and a further reduction takes effect in April 2013 to reduce unit numbers to 10. With effect from October 2012 support hours delivered reduce from 7 hours per service user per week to 6 and a further reduction to 4 hours per service user per week takes effect in April 2013.
Newark Emmaus Trust	NET family	5 units with visiting support in Newark for teenage parents (16-19)	Retain service as is until March 2013. With effect from April 2013 savings to be achieved by reducing support hours delivered from 6.8 hours per service user per week to 5 hours per service user per week
Metropolitan Support Trust	Bond Street	6 newly built flats on single site with visiting support for teenage parents (16-19) in Gedling	Retain service as is until March 2013. With effect from April 2013 savings to be achieved by reducing support hours from 7.7 hours per service user per week to 5 hours per service user per week
Young people services			
Provider	Service	Current service description	Recommendation
NCHA	Outram Street	Newly built single site accommodation, 17 self-contained flats for young people (17-30) in Sutton - 24 hour staff cover.	Retain service and with effect from October 2012 vary existing contract to reduce age range to 16-21 year olds. 12 units to be funded through CFCS and 5 units to be funded through ASCH&PP to support people aged 22-25. 15 hours support per service user per week will be delivered. Two assessment beds will be located here.
The Kirkby Trust	109 Vernon Road	Single site accommodation based service in Kirkby with 24 hour on-site support for 7 young people aged 16-25	CFCS funding to be withdrawn March 2014. Vary existing contract to reduce age range to 16-21 year olds. Continue to deliver Holistic Intensive Project but modify to work with people for longer than 12 weeks where necessary.

Stonham	Sandfield Close	Single site accommodation based service with 24 hour on-site support for 10 young people with some learning difficulties aged 16-25 in Mansfield	Retain service and with effect from October 2012 vary existing contract to reduce age range to 16-21 year olds and increase the number of support hours delivered to 25 hours per service user per week to improve the independence skills of more vulnerable service users.
Kirkby Trust	Mansfield YMCA	Single site accommodation based service with 24 hour on-site support for 22 young people aged 16- 25 in Mansfield	Funding to be withdrawn June 2012. Transition grant given to Nottinghamshire YMCA to remodel the service.
Newark Emmaus Trust	NET accommodation based	Supported accommodation based service with 24 hours support for 23 young people aged 16-25 in Newark	Retain service and with effect from October 2012 vary existing contract to reduce age range to 16-21 year olds. Savings in April 2013 will be achieved through a reduction in capacity from 23 to 15 units. Increase the number of support hours delivered to 17 hours per service user per week to improve the independence skills of more challenging service users. Two assessment beds will be located here.
Nacro	Stepping Stones	Single site accommodation based service in Eastwood with 24 hour on-site support for 12 young people 16-25	Retain service and with effect from October 2012 vary existing contract to reduce age range to 16-21 year olds. Increase the number of support hours delivered to 15 hours per service user per week to improve the independence skills of more challenging service users. One assessment bed will be located here.
Places for People	Mansfield supported acc Fritchley Court	Single site accommodation based service with 16 units of 24 hour on-site support & 16 units low level support for young people 16-25 in Mansfield	Retain service and with effect from October 2012 vary existing contract to reduce age range to 16-21 year olds. 16 units will be for people requiring a medium to high level of support and 15 hours of support per service user per week will be provided and 16 units will be for people requiring a low level of support and 5 hours of support per service user per week will be provided. One assessment bed will be located here.
NCHA	Bassetlaw supported acc Cobwell Rd and Wright Wilson St	Supported accommodation based service for young people split over 2 sites in Retford - 10 x 24 hour support & 12 low level for young people aged 16-25	Retain service and with effect from October 2012 vary existing contract to reduce age range to 16-21 year olds. 15 hours of support per service user per week will be delivered at Cobwell Road and 5 hours per service user per week at Wright Wilson Street. Reduce capacity of service from 22 to 10 units in April 2014. One assessment bed will be located here.
NCHA	Lombard & Barnby Gate	13 units of medium level support in accommodation over 2 sites in Newark for young people aged 16-25	CFCS funding to be withdrawn March 2014. With effect from October 2012 vary existing contract to reduce age range to 16-21 year olds. 8 hours of support per service user per week will be delivered. Savings from April 2013 will be delivered through a reduction in capacity from 13 to 10 units.

NCHA	Bassetlaw supported accommodation New Roots Daily Support Scheme	15 units of visiting support for young people aged 16-25 in Bassetlaw	Retain service and with effect from October 2012 vary existing contract to reduce age range to 16-21 year olds and reduce support hours delivered to 7.5 hours per service user per week. Savings from April 2013 will be delivered through a reduction in capacity from 15 to 8 units. One assessment bed will be located here.
Framework	Ashfield low level supported accommodation	6 units of low level visiting support in dispersed accommodation for young people aged 16-25 in Ashfield	Funding to be withdrawn September 2012.
Framework	Mansfield low level Rock Court	Single site service, low level support in 11 self contained flats for young people aged 16-25 in Mansfield	Retain service and with effect from October 2012 vary existing contract to reduce age range to 16-21 year olds. Increase support hours delivered to 16 hours per service user per week. Some referrals will be limited to 16 and 17 year olds with Bail conditions and or licence conditions. One assessment bed will be located here.
NCHA	Bassetlaw low level New Roots Bassetlaw move on	10 units of low level visiting support in dispersed accommodation in Worksop & Retford for young people aged 16-25	Retain service and vary existing contract to reduce age range to 16-21 year olds. Savings to be delivered through a reduction in support hours. With effect from October 2012 reduce support hours to 4.5 hours per service user per week, and from April 2013 reduce to 3 hours per service user per week.
NCHA	Newark and Sherwood Dispersed	13 units of low level, visiting support in dispersed accommodation in Newark & Sherwood for young people aged 16-25	Retain service and with effect from October 2012 vary existing contract to reduce age range to 16-21 year olds. 5 hours support per service user per week will be delivered.
Stonham	Supported Lodgings	Co-ordination costs and host payments to provide supported lodgings in private households for 21 service users aged 16-25	Retain service, increase current contract value from October 2012 to introduce a (higher) second rate for hosts who will work with more challenging service users. Vary existing contract to reduce age range to 16-21 year olds.
Framework	Elizabeth House	Quick access short stay self contained flats with on-site 24 hr support for homeless single people 16+. Located in Gedling but for homeless people from Broxtowe, Rushcliffe & Gedling	Retain service with effect from October 2012 5 units to be funded through CFCS for use by 16 and 17 year olds and the remainder of units funded through ASCH&PP for the use of homeless single people 18+. One assessment bed located here.

Nottinghamshire Youth Homelessness Strategy Action Plan

Action	Lead(s)	Timescale	Resource implications
1: Early prevention			
1a). To establish a new “Multi-Agency Youth Homelessness Forum” including the County, District and Borough Councils and the voluntary sector to establish and plan delivery of a best practice model of preventing young people becoming homeless including. <ul style="list-style-type: none"> • Education and key messages in schools and other universal settings • Effective use of mentoring • Preparing young people for successful tenancy management and independent living 	Group Managers – Targeted Support and Youth Justice and Children’s Social Care Broxtowe BC Homelessness Manager	1/10/2012	Management time
1b). To review and promote the “Pathway to Provision” to make it clear how young people at risk of homelessness are identified and how to quickly access the services available to assist them.	Group Managers – Targeted Support and Early Years/Early Intervention	1/10/2012	Management time, print and design
2: First response			
2a). For County, District and Borough Councils, through the ““Multi-Agency Youth Homelessness Forum” “ to review the joint working protocol on managing presentations of homeless 16/17 year olds to ensure it is understood and used effectively.	Group Managers – Targeted Support and Youth Justice and Children’s Social Care Broxtowe BC Homelessness Manager	1/10/2012	Legal, Management time
2b). To increase understanding of Targeted Support services in all areas amongst young people, service providers and referral agencies through communications and district/provider focused events.	Targeted Support and Youth Justice Group Manager	1/10/2012	Design and print, web media, systems design, management time

Nottinghamshire Youth Homelessness Strategy Action Plan

Action	Lead(s)	Timescale	Resource implications
2c). To establish a robust monitoring framework to provide the "Targeted Support and Youth justice Partnership Board" a complete and accurate number of young people having contact with services as a result of housing instability or homelessness including diversity factors and disproportionality and outcomes.	TS Partnerships & Commissioning Manager	1/3/2013	Information Officer time
2d). To review assessment processes for homeless young people to ensure that they are service user focused and that duplication is minimised .	TS Partnerships & Commissioning Manager	1/10/2012	Management time
2e). To produce a consent based information sharing protocol for all partners to sign up to.	TS Partnerships & Commissioning Manager	1/10/2012	Management time, legal
3: Accommodation & Support Pathway			
3a). To agree new commissioning proposals and delivery model for young peoples supported accommodation.	Programme Manager – YP Support	3/7/2012	Management time, finance
3b). To establish a single waiting list and prioritisation model for young peoples supported accommodation.	Programme Manager – YP Support	1/7/2012	Management time
3c). To commence new delivery model of young peoples supported accommodation.	Programme Manager – YP Support	1/7/2012	Management time
3d). To audit and agree improvement plans for safeguarding standards across supported accommodations providers including adult safeguarding and Mental Capacity Act (2005) implementation in relevant settings.	TS Partnerships and Commissioning Manager	1/7/2012	Management time, finance, procurement advice
3e). To consider the use of Payment by Results to improve rates of eviction and planned moves where this is a problem	TSYJ Group Manager	1/11/2013	Management time
3f). To review current contract management arrangements to ensure they meet future Performance Management requirements	Programme Manager – YP Support	1/11/2012	Management time, specialist procurement advice
3g). To establish a competency framework for staff and managers	TSYJ Group	1/11/2013	Management time

Nottinghamshire Youth Homelessness Strategy Action Plan

Action	Lead(s)	Timescale	Resource implications
working front-line with homeless young people	Manager		
4: Prevent the next generation of rough sleeping and repeat homelessness			
4a). To ensure that sustainability of placements and readiness for independence features in all pathway plans	Children's Social Care Group Managers	1/6/2012	Audit systems design
4b). To review the evictions protocol established by Supporting People	Programme Manager – YP Support	1/11/2013	Management time
4c). To establish an early warning and intervention process with housing providers and Registered Social Landlords for young people receiving warnings or notices about tenancy compliance in mainstream housing	District and Borough Leads	1/10/2011	Management time
4d). To promote Targeted Support and other available support amongst agencies and services working with young rough sleepers and the 'hidden' homeless	TS Outreach Manager	1/10/2011	Management time
5: Longer term options			
5a). To ensure that move-on from supported accommodation is properly planned for and supported at the earliest appropriate opportunity through multi-agency "support and resettlement" plans	TS Team Manager – Specialist Services	1/10/2012	Accommodation Officer Time
5b). To consider the viability of acting as a guarantor for young people who are ready to become first time tenants	TSYJ Group Manager	1/11/2013	Financial
5c). To develop a shared vision for move-on with all stakeholders through the "Multi-Agency Youth Homelessness Forum".	TSYJ Group Manager	1/11/2013	Management time

3 July 2012**Agenda Item: 8****REPORT OF THE GROUP MANAGER, TARGETED SUPPORT AND YOUTH
JUSTICE SERVICES****OUTCOME OF THE YOUTH JUSTICE CORE CASE INSPECTION****Purpose of the Report**

1. This report provides the sub-committee with the outcomes of the Core Case Inspection of youth justice work in Nottinghamshire undertaken by Her Majesty's Inspectorate of Probation in March 2012.

Information and Advice

2. The Core Case Inspection (CCI) programme entails visits by Her Majesty's Inspectorate of Probation (HMIP) to all Youth Offending Services in England & Wales. It is a three year programme which commenced in April 2009. The inspection of Nottinghamshire took place during the week commencing 26 March 2012. Its primary purpose was to assess the quality of practice against published criteria in relation to assessment, interventions and outcomes. HMIP assess this by selecting a sample of cases which are read by a team of inspectors and assessors (including staff from the region itself) who then conduct interviews with the practitioners in charge of those cases. This is the primary source of evidence for the CCI. They also survey the views of children and young people supervised by the Youth Justice Service and victims of crime. In Nottinghamshire, HMIP looked at a representative sample of 62 youth offending cases. Services receive a rating against three core areas – Safeguarding, Public Protection and Reducing Offending. Ratings are based on a deficit model with the best result available being 'Minimal Improvement Required' and the worst 'Drastic Improvement Required' with 'moderate' and 'substantial' improvements being the gradings inbetween. Percentages are also presented as to the amount of time that work is completed to the 'required standard', meaning that all reasonable action has been taken.
3. Nottinghamshire was last inspected by HMIP in 2008 under a slightly different regime. At that time two of the eight areas were assessed as inadequate, six adequate and only those relating to youth crime prevention and parenting viewed as good. These 'good' areas have not been re-inspected as part of the Core Case Inspection programme.
4. The results of the 2012 Core Case Inspection are:

- Safeguarding: all reasonable action taken in 78% of cases, minimum improvement required
 - Public Protection – Risk of Harm: all reasonable action taken in 73% of cases, moderate improvement required
 - Public Protection – Likelihood of Re offending: all reasonable action taken in 80% of cases, minimum improvement required
5. Comparisons with similar county areas and other services in the East Midlands are shown in **Appendix 1**. The inspectorate describes these results as “credible” and they demonstrate a clear improvement on the 2008 figures.
 6. The inspectorate has made four recommendations for improvement. The first three centre on increasing the proportion of cases where “a timely and good quality assessment of the individual’s Likelihood of Re-offending is completed when the case starts and is regularly reviewed” and where “initial assessment includes a good quality plan to manage *Risk of Harm to others* and vulnerability”. They also suggest improvements to the effectiveness of management oversight to make sure these actions are completed by case workers to the required standard. In addition the inspectorate has recommended that “children’s social care services should be encouraged, in appropriate cases, to engage with the child or young person throughout the course of the sentence”. A group of senior managers from the Children, Families and Cultural Services Department are meeting to devise an improvement plan during June for agreement by the Targeted Support and Youth Justice Partnership Board. A copy of this plan must be submitted to HMIP for approval by August 2012.

Youth Justice System Performance

7. The sub-committee may wish to consider the results of the inspection in the context of the performance of the local youth justice system. The Youth Justice Board (YJB), the central government vehicle for overseeing performance, currently rates Nottinghamshire as an area of excellent performance. This judgement is arrived at by benchmarking with other areas and assessing improvement capacity. There are three measures used by the YJB in making these judgements - first time entrants to the youth justice system, re-offending and the use of custody.
8. ‘First time entrants to the youth justice system’ is a measure of first time offenders aged below eighteen and it is presented as a figure per 100,000 of the 10-17 population. In 2011-12 that figure was 572 compared to 802 in the previous year, a decrease of 29%. Looking at quarter 4 of that year the figure had dropped from 257 to 78, a drop of nearly 70%.
9. Re-offending is measured using a 12 month rolling period and looks at how many young people receiving a conviction or other outcome have re-offended a year later. The figure for quarter 4 of 2011-12 was 29.3% of young people re-offending. Whilst marginally higher than a measurement in the same period the year before, this compares well with national and regional comparators.

10. Custodial sentence numbers reduced in 2011-12 from 35 to 31. Whilst not a YJB performance measure, it is of note that custodial remands also dropped from 36 to 16.

Other Options Considered

11. As this is a report for noting, it is not necessary to consider other options.

Statutory and Policy Implications

12. This report has been compiled after consideration of implications in respect of finance, equal opportunities, human resources, crime and disorder, human rights, the safeguarding of children, sustainability and the environment and those using the service and where such implications are material they are described below. Appropriate consultation has been undertaken and advice sought on these issues as required.

RECOMMENDATION/S

- 1) That the results of the inspection and the arrangements for devising and submitting the improvement plan be noted.

Laurence Jones
Group Manager, Targeted Support and Youth Justice

For any enquiries about this report please contact:

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Group Manager, Targeted Support and Youth Justice
T: 0115 9773625
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Constitutional Comments

13. As this report is for noting only, no Constitutional Comments are required.

Financial Comments (NDR 11/06/12)

14. There are no financial implications arising directly from this report.

Background Papers

None.

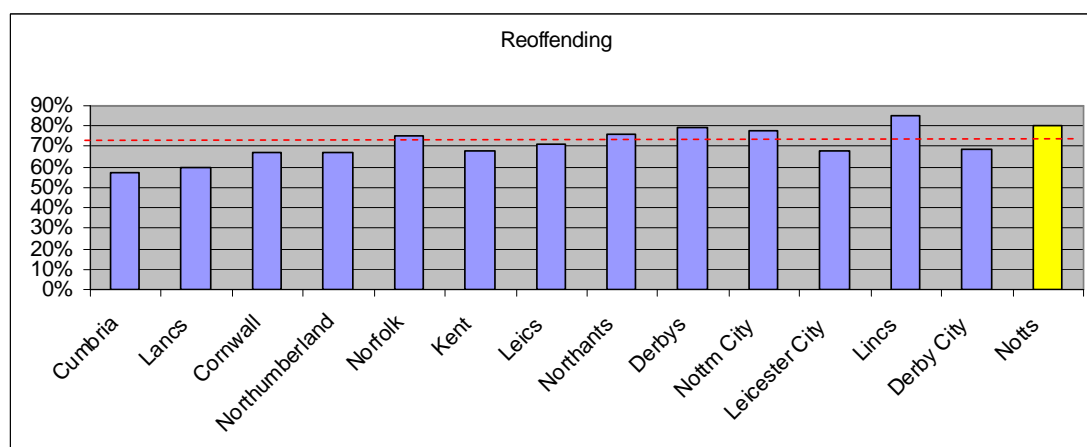
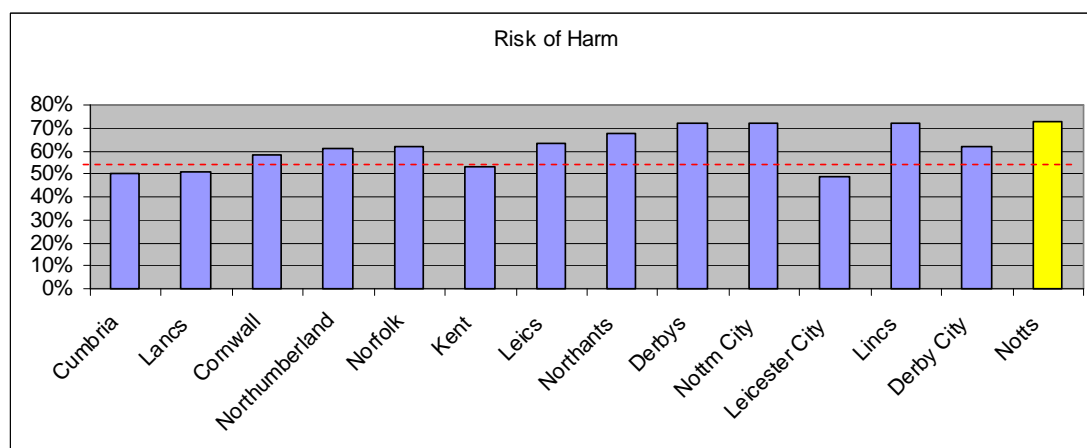
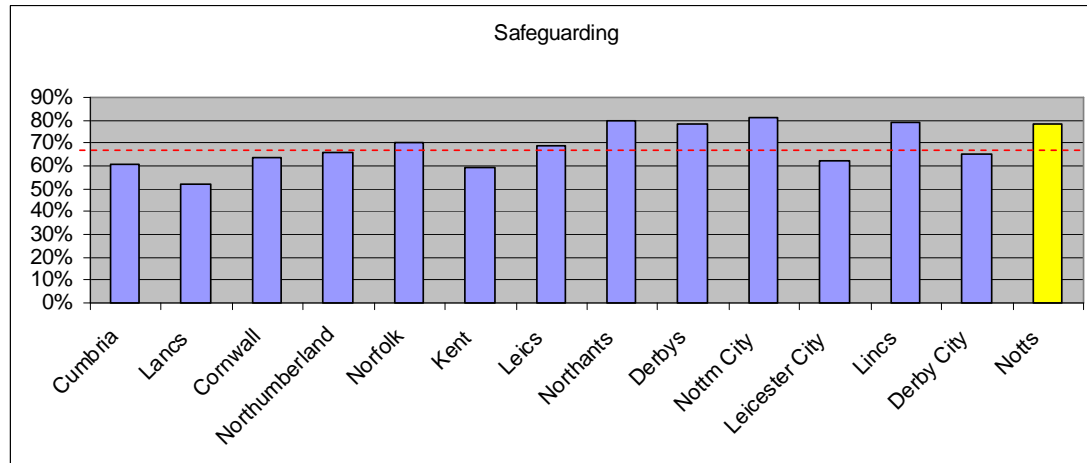
Electoral Division(s) and Member(s) Affected

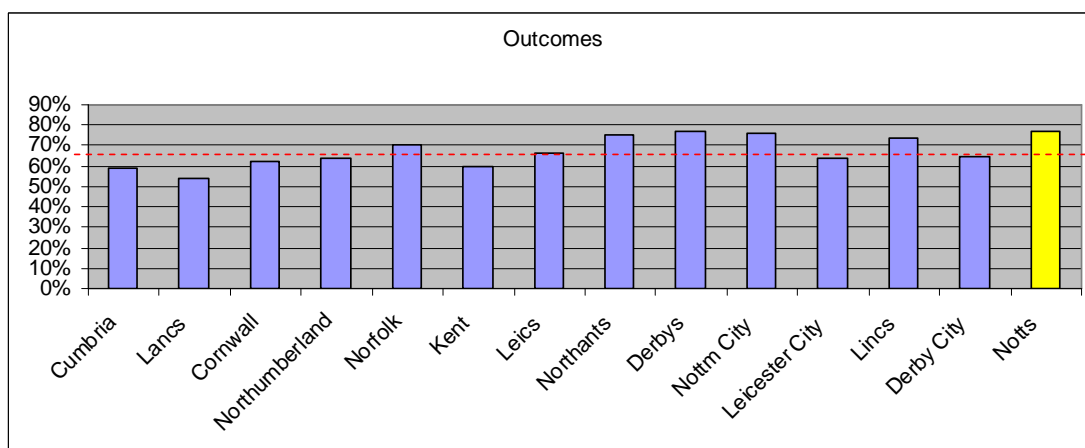
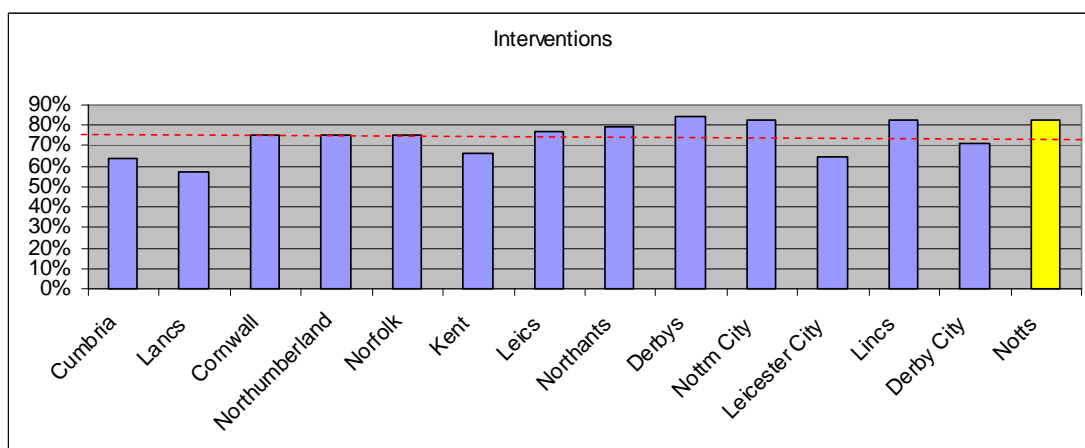
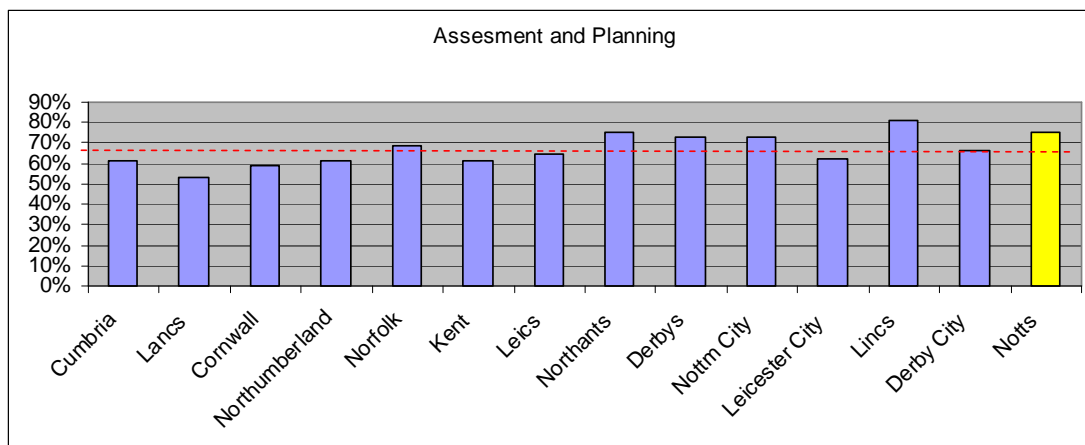
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Appendix One: Youth Justice Core Case Inspection – Comparative results from Most Similar County Areas and the East Midlands Region

National averages are represented by the red dotted line.





3 July 2012**Agenda Item: 9****REPORT OF THE SERVICE DIRECTOR, YOUTH, FAMILIES & CULTURE****OFFICER STAFFING DECISIONS****Purpose of the Report**

1. The purpose of this report is to inform the Sub-Committee of three delegated staffing decisions taken by officers under the governance arrangements in place prior to 18 May 2012.

Information and Advice**Changes to staffing within Notts Performing Arts provision**

2. Approval was sought to reduce the number of Workshop Manager posts at the four Saturday morning Notts Performing Arts Centres from nine (1.28 fte) to four (0.57 fte) with effect from 1 September 2012.
3. The responsibilities of Workshop Managers in Notts Performing Arts relate to the management of a Centre, its staff and the children and young people who access the provision at the Centre.
4. The request was approved on 15 May 2012 and details are contained in delegated decision report CF/2012/00042, which is available as a background paper.

Changes to staffing and contractual arrangements for Instrumental Music Teachers and Coordinators

5. Approval was sought to make changes to staffing and contractual arrangements for instrumental music teachers, team leaders and coordinators employed by Nottinghamshire County Council as follows:
 - reduce the number of unused teaching hours within the instrumental music teaching service and revise the contractual arrangements for instrumental music teachers and team leaders to include up to 25% flexible time
 - increase by 1.2 fte the number of instrumental music coordinator posts from 3.0 fte to 4.2 fte to provide better local support to teachers and schools
 - implement revised job descriptions for instrumental music teachers, team leaders and coordinators.

6. The recommendations offer an effective means of providing a service that is cost-neutral to the Council and allows the provision of a high quality service to all schools in the County to continue.
7. The request was approved on 15 May 2012 and details are contained in delegated decision report CF/2012/00043, which is available as a background paper.

Changes to the management structure of the Early Years and Early Intervention Service

8. Approval was sought to make changes at Tiers 6/7 to the operational management structure of the Early Years and Early Intervention Service with effect from 1 April 2012.
9. The proposed changes were based around the establishment of two new post categories of Integrated Service Manager and Children and Family Support Lead to manage Children's Centre provision in those areas of the County where the County Council currently directly operates it.
10. The proposed structure results in an overall reduction of 9 fte posts as follows:
 - a reduction from 28.1 fte relevant posts to 13 fte posts (15.1 fte reduction) in the case of the Integrated Service Manager role
 - an increase from 7.4 fte relevant posts to 13.5 fte posts (6.1 fte increase) in the case of the Children and Family Support Lead role.
11. The proposals support the Early Years and Early Intervention Service to provide:
 - a revised core offer to children and young people and their families in Nottinghamshire
 - improved outcomes for children and young people and their families leading to reduced demand for specialist services including Children's Social Care
 - a fit for purpose senior and middle management structure that supports the delivery of non-commissioned and commissioned services
 - a significant part of the management savings identified in the business case CYP014 as part of the County Council's Improvement Programme.
12. The request was approved on 16 May 2012 and details are contained in delegated decision report CF/2012/00046, which is available as a background paper.

Other Options Considered

13. As this is a report for noting only, it is not necessary to consider other options.

Statutory and Policy Implications

14. This report has been compiled after consideration of implications in respect of finance, equal opportunities, human resources, crime and disorder, human rights, the safeguarding of children, sustainability and the environment and those using the service and where such implications are material they are described below. Appropriate consultation has been undertaken and advice sought on these issues as required.

RECOMMENDATION/S

- 1) That the report be noted.

Derek Higton

Service Director, Youth, Families & Cultural Services

For any enquiries about this report please contact:

Derek Higton

Service Director, Youth, Families & Culture

T: 0115 9773498

Constitutional Comments

15. As the report is for noting only, no Constitutional Comments are required.

Financial Comments (NDR 13/06/12)

16. There are no financial implications arising directly from this report.

Background Papers

Delegate Decision Report CF/2012/00042

Delegate Decision Report CF/2012/00043

Delegate Decision Report CF/2012/00046

Except for previously published documents, which will be available elsewhere, the documents listed here will be available for inspection in accordance with Section 100D of the Local Government Act 1972.

Electoral Division(s) and Member(s) Affected

All.

3 July 2012**Agenda Item: 10****REPORT OF CORPORATE DIRECTOR, POLICY, PLANNING AND
CORPORATE SERVICES****WORK PROGRAMME****Purpose of the Report**

1. To consider the Committee's work programme for 2012/13.

Information and Advice

2. The County Council requires each committee to maintain a work programme. The work programme will assist the management of the committee's agenda, the scheduling of the committee's business and forward planning. The work programme will be updated and reviewed at each pre-agenda meeting and committee meeting. Any member of the committee is able to suggest items for possible inclusion.
3. The attached work programme has been drafted in consultation with the Chairman and Vice-Chairman, and includes items which can be anticipated at the present time. Other items will be added to the programme as they are identified.
4. As part of the transparency introduced by the new committee arrangements, committees are expected to review day to day operational decisions made by officers using their delegated powers. It is anticipated that the committee will wish to commission periodic reports on such decisions. The committee is therefore requested to identify activities on which it would like to receive reports for inclusion in the work programme.
5. A further element of transparency is reports from officers on the activity of working groups which relate to this committee's terms of reference. The committee is requested to consider whether it wishes to receive reports on the following groups on which officers are represented:
 - Targeted Support & Youth Justice Board
 - Youth Centre Management Committees
6. It is also expected that the committee will wish to receive regular reports on outside bodies. Administration Committee, which has overall responsibility for outside bodies, will decide which outside bodies should report to which committees. There will be a report to a future meeting about this.

Other Options Considered

7. None.

Reason/s for Recommendation/s

8. To assist the committee in preparing its work programme.

Statutory and Policy Implications

9. This report has been compiled after consideration of implications in respect of finance, equal opportunities, human resources, crime and disorder, human rights, the safeguarding of children, sustainability and the environment and those using the service and where such implications are material they are described below. Appropriate consultation has been undertaken and advice sought on these issues as required.

RECOMMENDATION/S

- 1) That the committee's work programme be noted, and consideration be given to any changes which the committee wishes to make;
- 2) That the committee indicate which operational activities it wishes to receive regular reports on;
- 3) That the committee determine which officer working groups it wishes to receive reports on.

Jayne Francis-Ward

Corporate Director, Policy, Planning and Corporate Services

For any enquiries about this report please contact:

Daniel Reynafarje - Tel: 0115 977 3160

Constitutional Comments (SLB 30/04/2012)

10. The Committee has authority to consider the matters set out in this report by virtue of its terms of reference.

Financial Comments (PS 2/5/12)

11. There are no financial implications arising directly from this report.

Background Papers

Except for previously published documents, which will be available elsewhere, the documents listed here will be available for inspection in accordance with Section 100D of the Local Government Act 1972.

- a) Report to County Council – 29 March 2012 (published).

Electoral Division(s) and Member(s) Affected

All

EARLY YEARS & YOUNG PEOPLE'S SUB-COMMITTEE - WORK PROGRAMME

<u>Report Title</u>	<u>Brief summary of agenda item</u>	<u>Lead Officer</u>	<u>Report Author</u>
24 September 2012			
Service update		Derek Higton	Derek Higton
Review of Children's Centres Inspections		Derek Higton	Justine Gibling
Nottinghamshire Music Education Hub update	Progress report	Derek Higton	Mark Done
Family Nurse Partnerships		Derek Higton	Justine Gibling
Restructure of Early Years and Early Intervention Business Support Team		Derek Higton	Gill Thackrey
17 October 2012			
Service update		Derek Higton	Derek Higton
Performance monitoring	Six-monthly report	Derek Higton	Derek Higton
Early Intervention & Prevention Strategy – refresh/review		Derek Higton	Justine Gibling
13 November 2012			
Service update		Derek Higton	Derek Higton
Initial sub-committee budget proposals 2013/14		Derek Higton	Neil Robinson
2, 3 & 4 year olds Education Entitlement Funding	To discuss the 2 yr Entitlement Funding and links to 3 & 4 years Education Funding	Derek Higton	Justine Gibling
10 December 2012			
Service update		Derek Higton	Derek Higton
15 January 2013			
Service update		Derek Higton	Derek Higton
13 February 2013			
Service update		Derek Higton	Derek Higton
Sub-Committee budget 2013/14		Derek Higton	Neil Robinson
19 March 2013			

<u>Report Title</u>	<u>Brief summary of agenda item</u>	<u>Lead Officer</u>	<u>Report Author</u>
Service update		Derek Higton	Derek Higton
April 2013 date tbc			
May 2013 date tbc			
Performance monitoring	Six-monthly report	Derek Higton	Derek Higton
To be placed			
Final accounts 2011/12		Derek Higton	Neil Robinson
Budget monitoring	Quarterly reports	Derek Higton	Neil Robinson