



Making a difference

Supported lodgings as a housing option for young people



Making a difference

Supported lodgings as a housing option for young people

Johanna Holmes
Housing Consultant

October 2008
Department for Communities and Local Government

The findings and recommendations in this report are those of the authors and do not necessarily represent the views of the Department for Communities and Local Government

Communities and Local Government
Eland House
Bressenden Place
London
SW1E 5DU
Telephone: 020 7944 4400
Website: www.communities.gov.uk

© Queen's Printer and Controller of Her Majesty's Stationery Office, 2008

Copyright in the typographical arrangement rests with the Crown.

This publication, excluding logos, may be reproduced free of charge in any format or medium for research, private study or for internal circulation within an organisation. This is subject to it being reproduced accurately and not used in a misleading context. The material must be acknowledged as Crown copyright and the title of the publication specified.

Any other use of the contents of this publication would require a copyright licence. Please apply for a Click-Use Licence for core material at www.opsi.gov.uk/click-use/system/online/pLogin.asp, or by writing to the Office of Public Sector Information, Information Policy Team, Kew, Richmond, Surrey TW9 4DU

e-mail: licensing@opsi.gov.uk

If you require this publication in an alternative format please email alternativeformats@communities.gsi.gov.uk

Communities and Local Government Publications
PO Box 236
Wetherby
West Yorkshire
LS23 7NB
Tel: 08701 226 236
Fax: 08701 226 237
Textphone: 08701 207 405
Email: communities@capita.co.uk
Online via the Communities and Local Government website: www.communities.gov.uk

October 2008

Product Code: 08 HHS 05538

ISBN: 978-1-4098-0542-7

Contents

Summary	5
Supported lodgings development checklist	8
1. Introduction	11
Defining supported lodgings	12
Types of supported lodgings scheme and their role in local authority strategies	14
How widespread are supported lodgings?	15
2. Value for money considerations	16
Contribution to strategic aims and objectives	17
Meeting young people's identified needs	18
Outcomes for young people	21
Moving on	24
Cost	24
Comparison of costs with other services	26
Comparative financial benefits	26
3. How supported lodgings work	28
Introduction	28
Funding models	28
Variations on the funding model	29
Expenditure to deliver the supported lodgings service	32
Contractual frameworks	34
Variations on the contractual framework	35
Scheme design and operation	36
Scheme operation: roles and responsibilities	40
Attracting hosts	43
Appendix A: Profiles of supported lodgings schemes participating in the review	44
Appendix B: Indicative expenditure heads for a supported lodgings service	56
Appendix C: Supporting people outcome data	57
Appendix D: Sources of further information	60

Diagrams and Tables

Diagrams

1.	Funding streams	29
2.	Payments to hosts	33
3.	Contractual framework	35
4.	Outline Process – Matching young people and hosts	40

Tables

1.	Proportion of young people accessing housing-related support services entering selected service types in England in 2007-08	18
2.	Young people aged 16 to 24 accessing services by age category	18
3.	Identified support needs: Young people aged 16 to 21 by supported accommodation type	20
4.	Supported lodgings scheme models	37

Charts

1.	Learning and work outcomes for young people aged 16 to 21	22
----	---	----

Summary

1. Local authorities and their partners are making considerable inroads into the task of meeting the Government's target of eliminating the use of bed and breakfast accommodation for 16 and 17 year olds, except in an emergency and then for no more than six weeks. By 30 June 2008 the number staying in bed and breakfast had fallen from approximately 1,000 in September 2006 to 420, 160 of whom had been placed for more than six weeks. Supported lodgings services have played an important role in this in some areas, and Communities and Local Government has supported a number of new services in 2007-08.
2. The aim of this guide is to inform and support local authorities' planning and commissioning of supported lodgings within the context of strategies to tackle youth homelessness.
3. Supported lodgings services provide a young person with a room of their own in a private home where they are a member of the household, but are not expected to become a member of the family. The householder, or host, provides a safe and supportive environment, working alongside professional services to help and support the young person in gaining skills for independent adult life.
4. There are two broad types of supported lodgings service, those which offer:
 - a response to a crisis in the home life of a young person by housing them for a short time (between one night and six weeks) while efforts are made to resolve the crisis in a way which enables them safely to resume living with their family or move in with extended family or friends
 - a lodging for up to two or three years for a young person while they develop skills and confidence and prepare for adult life.

Both types of service are funded and organised in similar ways, but there are different expectations of the role of the host and outcomes for the young person.

5. This guide is based on a review of supported lodgings services in 17 local authority areas in England, and of data collected through the Supporting People programme.

Summary of findings

The young people
Supported lodgings are predominantly accepted by, and beneficial to, younger young people. Ninety-one per cent of young people entering supported lodgings were aged under 21 in 2007-08, and 51 per cent were 16 or 17.
It would be wrong to assume that supported lodgings are most suitable for young people who are present relatively few challenges or have “low levels of need” – they accommodate young people with all types of need. However, supported lodgings are not suitable for all young people, for example those who have few boundaries to their behaviour or who want the freedom and anonymity of other settings.
Many young people welcome the non-institutional environment and “someone being there”. Most service providers report that they have more young people interested than they can house, given financial constraints on their service.
Contribution to local authority strategies
With supported lodgings as one element of their strategy, a number of local authorities have successfully eliminated the use of bed and breakfast accommodation for young homeless people.
Supporting People Client Records data indicates that nationally two per cent of 16 and 17 year olds receiving housing related support services are housed in supported lodgings. However, in local authority areas where a well established service provider is active, this proportion rises to up to 30 per cent.
Recruitment and vetting of hosts is a resource-hungry activity, and there are concerns that potential hosts would prefer the higher rates of remuneration associated with foster care. However, none of the schemes reviewed were restricted by a shortage of approved hosts.
Outcomes for young people
<p>Analysis of Supporting People outcomes data for 2007-08 shows that:</p> <ul style="list-style-type: none"> • on most outcome indicators, a higher percentage of young people (aged 16 to 21) supported through supported lodgings achieve positive outcomes within the five Every Child Matters outcomes framework than those supported in three other types of provision; supported accommodation, floating support and Foyers • more than 80 per cent of young people who needed support achieved their objectives in pursuing education, and 56 per cent of those for whom it was applicable secured qualifications as a result • 70 per cent of young people needing support to participate in work-like activities achieved this and 53 per cent of those who needed support had paid work during their stay in supported lodgings.

Cost

Supported lodgings services incur additional costs of support relating to the recruitment and maintenance of the network of hosts.

In addition to the considerable contribution of time and commitment from hosts, the absence of initial or ongoing building related costs and the flexibility of supported lodgings services are substantial cost benefits.

Stakeholders

Providers, referral agencies and commissioning authorities delivering supported lodgings services are enthusiastic about the results they are achieving with young people, despite, in some cases, initial scepticism.

6. The checklist overleaf is provided for the use of teams planning to commission or develop services. It concentrates on aspects of service design which are specific, or particularly important, to successful supported lodgings development and should be used alongside wider support service development processes.

Further information is available from the service managers who participated in our review (see Appendix A), and from the National Youth Homelessness Scheme website (see Appendix D).

“Don’t take it for granted – it could be a really good thing.”

Young person who has lived in supported lodgings

Supported lodgings development checklist

1. Role of the supported lodgings service	
Is it clear who the service is for?	
Are the desired outcomes for young people clear (including any that are not easily quantifiable)?	
Is this purpose readily understandable and likely to appear worthwhile to potential hosts?	
Is the scheme's planned specific contribution to youth homelessness prevention and/or the provision of sustainable housing and support pathways clear? Does it fit within the structure of existing services?	
Is there provision within the authority's youth homelessness strategy for young people who are not willing to engage with the supported lodgings model or for whom it would not be suitable?	
2. Co-ordination of housing options for young people	
Is there joint working with Children's Services?	
Is there an effective housing options approach to working with young people at risk of homelessness, and commitment to encouraging young people for whom supported lodgings would be suitable to consider the option and engage with its potential benefits?	
Is there a single assessment process for young people needing help because they are at risk of homelessness?	
Is there a panel co-ordinating young people's placements and support?	
3. Partnerships: Are local authority and other partners convinced, committed and comfortable about how the proposal fits within their strategic and regulatory framework (including teams in other authorities in two-tier local government areas):	
Supporting People	
Housing Benefit	
Children's Services	
Housing Options advisers	
Referral agencies	

4. Preparing the framework for the service	
Is the financial structure of the service clear and will there be sufficient resources available for all aspects of the service including developing and maintaining the host network?	
Are funding levels agreed with each source of funds?	
Are all contracts and operating protocols documented and clear?	
Is information for potential hosts well presented and clear?	
Is the service provider prepared to advise hosts on: <ul style="list-style-type: none"> • assessment criteria • expectations of their role • how supported lodgings relates to and compares with other services such as foster care • the personal taxation and benefits implications of earning income from supported lodgings? 	
5. Planning the initial recruitment of hosts	
Is there a clear vision of the people you hope will apply and how to reach them, including drawing in all possible partners who have good contacts in the target communities?	
Are there resources and a plan in place to publicise the service, recruit, assess, sign up and deliver initial training to hosts?	
Does the plan make provision for the involvement of agencies or teams who will be referring young people to the scheme, so they will have a personal understanding of the accommodation and hosts available? Are all parties who will be involved in the host assessment process well briefed, including those who will be asked to provide information about potential hosts, such as GPs or Social Services?	
6. Planning for the management of active placements	
Will there be sufficient and appropriate staff resources within the service provider agency or team to: <ul style="list-style-type: none"> • introduce young people to hosts? • deliver support to the young people accommodated? • support the host/young person relationship, especially in the early days? • encourage, support and deliver training to hosts? • provide out-of-hours contact and support for hosts in emergencies? 	
Is the ethos of the service clear to everyone in terms of: <ul style="list-style-type: none"> • flexibility to respond to each young person individually? • Every Child Matters outcomes for the young person? • longer term housing options and outcomes for the young person? • the young person's exercising choice and influencing how the service is delivered? 	

7. Planning for longer term sustainability and benefits	
Is there a long-term (eg 3-5 years) plan for and commitment to the service and its development, including the time and cost involved in becoming fully operational to an initial level?	
Is there a process for reviewing effectiveness and developing or diversifying the scheme as experience develops?	
Are the contractual and funding arrangements and the partnerships set up to be flexible and responsive?	

Section 1

Introduction

1.1 On 14 November 2006, Ruth Kelly MP, then Secretary of State for Communities and Local Government, announced a package of measures to further prevent and tackle youth homelessness. She made the commitment that, by 2010, no 16 or 17 year old would be placed in bed and breakfast accommodation by a local authority under the homelessness legislation, except in an emergency, and then for no more than 6 weeks. To support this, she proposed that supported lodgings schemes should be established across the country, providing accommodation, advice and mediation services for young people who can no longer stay in the family home. Following this statement, Communities and Local Government launched a programme of activity known as the National Youth Homelessness Scheme (NYHS) which has:

- developed a web-based resource of practical assistance to local authorities and their partners in developing and implementing strategies to prevent and tackle youth homelessness at www.communities.gov.uk/youthhomelessness
- invested in a programme of initiatives focused on the prevention of homelessness and planned transitions by vulnerable young people to independence, including support for four newly-developed supported lodgings schemes.

By 30 June 2008 the number of 16 and 17 year olds in bed and breakfast had fallen from 1000 in September 2006 to 420, 160 of whom had been placed for more than six weeks.

1.2 The Government's Every Child Matters programme promotes better integrated services to improve outcomes for children, young people and their families. Children's Services and Housing teams need to work together to prevent homelessness impacting negatively on the lives and life chances of all young people in their areas, whether living in families or in the care of the local authority¹.

1.3 Local authority Children's Services Departments had previously taken a leading role in developing supported lodgings schemes, largely in response to their duties to provide support to care leavers as a result of the Children (Leaving Care) Act 2000, although a number had established schemes before this legislation commenced in response to duties and powers under S.24 of the Children Act 1989. In 2006 there was a well-established network of agents and hosts working in partnership with Children's Services authorities to accommodate 16 and 17 year olds, but this provision was

¹ The Department's guidance on joint working to prevent homelessness and tackle its effects on children and young people can be found on the Communities and Local Government website at www.communities.gov.uk/publications/housing/goodpracticeguide.

not usually accessible to young people who had not become eligible for this form of support by virtue of being “looked after”. In the context of the Care Matters Green Paper and the Children and Young People’s Bill 2008, a number of local authorities are examining “extension” or “conversion” supported lodgings schemes to enable young people who cease to be in care at age 18 to remain with carers if they and the carers so wish².

- 1.4 Since Ruth Kelly’s announcement, many local housing authorities have explored the possibility of setting up a supported lodgings scheme and some have done so, learning from a few well-established services which have evolved over a period of up to 15 years. This guide is the result of a review of such services, including “hybrid” services for care leavers and other vulnerable young people, in 17 local authority areas across England.
- 1.5 The review has found that supported lodgings does not suit every young person and can be administratively and financially complex, especially in comparison with the scale of service. However, providers who have been delivering this service for a number of years report that the benefits to the young people accommodated in supported lodgings outweigh these factors and offer strong justification for its provision.
- 1.6 This guide aims to share the experience of such services in getting the most benefit for vulnerable young people out of supported lodgings services and to direct local authorities to practical solutions and examples which address the complexities.

Defining supported lodgings

- 1.7 Supported lodgings services are not regulated within the meaning of the terms the Care Standards Act 2000 and are not, therefore, inspected by OFSTED. The term “supported lodgings” can mean different things to different people. The Office of the Deputy Prime Minister (now Communities and Local Government) Supporting People publication *Guide to Accommodation and Support Options (2003)* describes supported lodgings as a service which “can allow an individual to live in a family home, experiencing domestic life in a shared and supportive environment”.
- 1.8 The Communities and Local Government National Youth Homelessness Scheme website provides examples of good practice and downloadable operational documents relating to supported lodgings services. Details can be found in Appendix D to this guide. The NYHS website defines supported lodgings schemes as services “which provide accommodation for a young person within a family home.

² The DCSF “Staying Put” pilot programme commenced July 2008. More information can be found at www.dcsf.gov.uk/pns/DisplayPN.cgi?pn_id=2008_0115

The young person has their own room and shares the kitchen and bathroom facilities with the family or householder - or 'host'. Hosts can be families, couples or single people."

www.communities.gov.uk/youthhomelessness/accommodation/supportedlodgings

1.9 For the purposes of this guide, a supported lodgings service is characterised by the following features, all of which should be in place:

The young person	is aged 16 or over and would otherwise be homeless
The accommodation	is a furnished bedroom in a domestic house, with use of WC, bathing, cooking and laundry facilities as a member of the household.
The householder (referred to in this guide as the host)	<ul style="list-style-type: none"> • is resident full time in the property but pursues their own lifestyle (including daily routine, absence at work, holidays and weekends away) • provides a home-like environment and domestic routine consistent with the young person engaging in education, training or work, including the provision of some meals • establishes an appropriate and consistent personal relationship with the young person, including non-intrusive practical help and advice
The service provider	<ul style="list-style-type: none"> • undertakes recruitment, scrutiny and approval of hosts' accommodation and suitability to work with vulnerable young people in an unsupervised home environment • provides general skills development, training and experience-sharing events for hosts • undertakes assessment of young people who may be accommodated in supported lodgings, matching them to individual hosts, initial introductions and help in the early stages of developing a domestic routine • undertakes assessment of each young person's support needs, development of a support plan and delivery of some parts of the housing-related support required • undertakes regular liaison and joint working with hosts in delivering a package of support to the young person • provides accountability to commissioners and funders.
The support plan (agreed between the young person and the provider's support worker)	<ul style="list-style-type: none"> • engages the host • may engage mediation or family intervention services • is developed with the young person to address the needs and aspirations identified with them in their assessment • uses a multi-agency approach to address needs and aspirations across the Every Child Matters outcome areas including learning and work.

1.10 Based on this general framework, there are a number of different models of provision and variations on funding, scheme design and operational arrangements. These are discussed further in Section 3, *How supported lodgings work*.

Types of supported lodgings schemes and their role in local authority strategies

1.11 The Department expects supported lodgings schemes established by local authorities to be integral to their strategic approach to preventing, tackling and minimising the negative effects of homelessness for young people – indeed our reviews found that this is one of the most important factors in creating a sustainable and successful scheme. Supported lodgings can and should do more than simply replace bed and breakfast accommodation with a safer alternative.

1.12 The aim of this guide is to provide advice and information to local authorities based on examples of supported lodgings schemes which are contributing positively to the local Homelessness and Children and Young People’s strategies and to the sustainable futures of the young people accommodated.

1.13 There is a spectrum of provision for children and young people in private households in England, from foster care for looked after children up to the age of 18, through to supported lodgings for young people up to 20 or 21 who are homeless or at risk of homelessness. The full range of the spectrum is illustrated in Diagram 2 on page 33. In the centre are hybrid schemes for both groups, using combined funding. This guide does not address schemes which are exclusively for looked after children and entirely funded by Children’s Services.

1.14 The review undertaken to prepare this guide revealed groups of schemes strongly characterised by their intended role in the respective local authority’s youth homelessness strategy.

Early prevention	A young person is identified and placed in supported lodgings while homelessness remains a risk.
Emergency provision	A young person is placed in supported lodgings during a period of crisis in their settled housing (usually as a result of breakdown in relationships with family, extended family or friends) while efforts are made to achieve a reconciliation and safe return home and/or an assessment of their application under the Homelessness Legislation is carried out.
More settled supported accommodation	A young person who has no safe, settled home is placed in supported lodgings for up to two years, with a support plan to develop skills for life and economic independence.
Move on accommodation	A young person who is ready for and needs greater independence than their current care or support package is accommodated as a lodger with a more appropriate form of support.

- 1.15 The specific role of the supported lodgings scheme has a fundamental effect upon both the operational arrangements and the benefits which accrue from the scheme to the sponsoring authority and to the young people served. Appendix A presents a profile of each of the supported lodgings schemes reviewed in the course of this research and captures some key variations. These are considered in Section 3 and summarised in Table 4 (see page 37).
- 1.16 Hybrid schemes usually offer the more settled supported accommodation model, combining provision for young people who are making the transition from local authority care with that for other vulnerable young people.

“Lodgings has helped me gain confidence. I have been working on my cooking skills which will help me when I have a place of my own. I didn’t know how to cook before. By having a home it’s helped me to get on with my life and I have had a hell of a life. I am having a whale of a time and have never been so happy...”

Young man

How widespread are supported lodgings?

- 1.17 In April 2008 Communities and Local Government conducted a snapshot survey of all English housing authorities to investigate the services available to prevent and tackle youth homelessness. Two hundred (56 per cent) authorities responded. Of those responding:
- just under half (48 per cent) reported they had access to supported lodgings for homeless young people
 - a further 20 per cent were planning or developing supported lodgings schemes
 - the remainder (over 30 per cent) had no plans to develop supported lodgings, although in a minority of these authorities a Children’s Services-run supported lodgings scheme for care leavers was already in place
 - the highest proportions of respondents having supported lodgings were in the North East, North West and Yorkshire and Humberside regions (67 per cent, 68 per cent and 70 per cent respectively)
 - sixty-eight per cent of authorities who reported that they have established supported lodgings schemes are district authorities in two-tier local government arrangements.

Section 2

Value for money considerations

2.1 Some initial views can be formed about the value for money which local authority stakeholders are achieving through supported lodgings schemes. This section considers the following perspectives:

- Contribution to strategic aims and objectives
- Meeting young peoples' identified needs
- Outcomes for young people
- Costs
- Comparison of costs with other services
- Comparative financial benefits

Use of supporting people data

2.2 Analysis of supporting people data in this section relates to young people aged 16 to 21 to reflect the young profile of entrants to supported lodgings (see Table 2 on page 18).

2.3 Corresponding data for three other service types are provided in places to enable comparison; supported housing and floating support because they are the two most commonly used types of supported accommodation for young people, and Foyers because they are specifically focused on young people. Young people accessing other services including, for example, direct access, women's refuges and teenage parents services have not been included in the analysis.

2.4 Caution must be exercised in the interpretation of the data, bearing in mind the following factors:

- The sample sizes for the different service types vary widely and the samples for supported lodgings and, to a lesser extent, Foyers, are very small in comparison to those for supported accommodation and floating support (see Appendix C on page 58).
- Services in each category are not homogenous, with variations in client group, scale and objectives. For example, significantly higher numbers of young people with children are likely to appear in the floating support client group than the others.

- 2.5 Current Supporting People data is available at www.spclientrecord.org.uk/webdata to enable you to undertake your own up to date and tailored analysis on Client Records and Outcomes data.

Contribution to strategic aims and objectives

- 2.6 Authorities with a clear vision for the role of supported lodgings within their youth homelessness strategy have generally high levels of satisfaction with the contribution being made by the service.
- 2.7 However, there are some concerns in a few housing options teams that they are unable to make sufficient use of the scheme for the purpose originally envisaged. This may be due to:
- lack of commitment to the benefits of supported lodgings and/or insufficient knowledge of the accommodation and hosts on offer among housing options advisers
 - local cultural circumstances (for instance, a prevalence locally of young people who are inclined to see the prospect of supported lodgings as restrictive, rather than safe)
 - the existence locally of alternative forms of emergency or more settled supported accommodation which young people see as preferable, either because it offers a high standard of accommodation and self-containment, or because it offers the opportunity to live in a community of young people.

“The supported lodgings service is a really important part of our strategy towards young people and struggling families. Even in good hostels the culture can have a very negative impact on younger or less resilient young people. With supported lodgings we can keep them out of all that and they can go on to live the life they want.”

Local authority housing options manager

- 2.8 Table 1 overleaf indicates that two per cent of admissions of 16 and 17 year olds into supporting people services were into supported lodgings. However, supported lodgings can be a mainstream service. This is illustrated by four authorities where two long-established supported lodgings schemes are operated by CAYSH and by MAP. In these authorities between 5.7 per cent and 31 per cent of 16-17 year olds entering supporting people services entered supported lodgings.
- 2.9 Contrary to some assumptions, its scale is not necessarily restricted by limited numbers of willing hosts or of suitable young people.

“We could place many more young people in supported lodgings if the funds were there for the support costs. There’s no shortage of hosts or interested young people.”

Service provider agency

Table 1: Proportion of young people accessing housing related support services entering selected service types in England in 2007-08

	Supported lodgings %	Supported housing %	Foyer %	Floating support %
16-17	2	52	7	22
18-20	1	39	4	31
21-24	0	32	2	33
All	1	40	4	29

Source: Supporting People Client Records 2007-08

2.10 By far the majority of stakeholder authorities interviewed in preparing this guide report that they have found greater need and demand for supported lodgings among young people than the number of placements which funding permits.

Meeting young people’s identified needs

Younger young people

2.11 Table 2 shows that over half the young people placed in supported lodgings in 2007-08 were 16 or 17, and less than one tenth were over 21. This corresponds with the findings from our review, in which many participants saw supported lodgings as most suitable for younger young people.

Table 2: Young people aged 16 to 24 accessing services by age category

	Supported lodgings %	Supported housing %	Foyer %	Floating support %
16-17	51	35	43	20
18-20	40	38	41	42
21-24	8	27	16	38
Total	100	100	100	100

Learning and work

2.12 Sixteen and seventeen year olds entering supported lodgings were much more likely to be in learning than those entering the other types of service – half were full time students compared to a third of those entering Foyers and just over a fifth for both supported housing and floating support. Sixteen and seventeen year olds entering

supported lodgings were also more likely to be on a Government training scheme. Only a quarter were job seeking compared to around two-fifths for both supported housing and Foyers, and almost a third for floating support.

- 2.13 Among young people aged 18 to 20, those entering supported lodgings were also much more likely to be studying – almost a third of supported lodgings entrants were full time students, compared to 13 per cent for Foyers and less than eight per cent each for supported housing and floating support. The proportion of job seekers was higher across the board for this age group, at 37 per cent for supported lodgings, 53 per cent for supported housing, 59 per cent for Foyers and 31 per cent for floating support.
- 2.14 Support needs in relation to re-engaging with or maintaining education and training are notably higher among young people in Foyers and supported lodgings (see table 3 overleaf).
- 2.15 This suggests that supported lodgings are more likely to be used for and by young people who are already engaged in learning and for whom maintaining it is a priority. They may therefore be expected to be more motivated and more likely to engage with the service.

“Lodgings has given me the confidence, it’s helped me to budget. That used to be really bad. Lodgings gave me structure to my life.”

Young woman

Support needs

- 2.16 Despite higher levels of engagement with education and training among young people entering supported lodgings, it does not seem to follow that supported lodgings do very differently from the other service types in the proportions of young people they accommodate who may have multiple needs.
- 2.17 Although the sample sizes for supported lodgings are very small, young people under YOT/probation supervision, drugs intervention programme services and subject to ASBOs entered supported lodgings in 2007-08 in similar (small) proportions to the other services, and referral data shows that young people entering supported lodgings were more likely to have been referred by Community Mental Health Services. Table 3 shows that young people entering supported lodgings are more likely to require support with mental health needs than young people entering the other services, but significantly less likely to need help to manage substance misuse.

Table 3: Identified support needs: Young people aged 16 to 21 by supported accommodation type					
	Supported housing	Supported lodgings	Foyer	Floating support	Total
Total sample size	9986	320	1795	7745	19846
Paid work					
Count	3512	116	823	1722	6173
per cent	35	36	46	22	31
Training and education					
Count	5882	227	1293	2836	10238
per cent	59	71	72	37	52
Contact with family and friends					
Count	5227	179	942	3626	9974
per cent	52	56	53	47	50
Mental health					
Count	2311	97	458	1602	4468
per cent	23	30	26	21	23
Substance misuse					
Count	2569	53	522	942	4086
per cent	26	17	29	12	21
Maintain accommodation and avoid eviction					
Count	7053	204	1282	4590	13129
per cent	71	64	71	59	66
Avoid or minimise harm from others					
Count	1663	59	279	1223	3224
per cent	17	18	16	16	16

Note that not all possible identified needs are presented here due to sample sizes

Source: Supporting People Outcomes data 2007-08

“Don’t assume that the ‘nicer’ young people are the best fit to supported lodgings.”

Service provider agency

2.18 The picture emerging from the data corresponds with findings from our review. Supported lodgings are most suitable for young people who are willing and able to:

- engage to some degree with individuals (particularly their host) and with social frameworks such as education
- regulate their behaviour to accommodate house rules
- turn a desire for a sustainable and satisfying adult life into activities which will promote this outcome.

2.19 The requirement will remain for alternative provision to be available for older age groups and for young people who are not able or willing to relate to a host, or are unwilling to compromise on chaotic or anti-social lifestyles. However, supported lodgings schemes can and do house and support young people with a wide variety of support needs, many of whom would find it harder to achieve their aims in other forms of supported housing.

“It gives me someone to turn to.”

“You’ve got somewhere to go.”

Young men

“I found supported lodgings really difficult and didn’t make an effort to make it succeed. I didn’t see why I had to be in by a certain time. I now have my own place, but wish that I had taken advantage of the support that was on offer.”

Young woman

Outcomes for young people

2.20 Young people in supported lodgings achieve higher than average levels of success across the four service types in achieving agreed outcomes across most indicators, but especially so in:

- learning and work (see chart 1 overleaf)
- participating in social activity and re-establishing or maintaining contact with family and friends
- managing compliance with statutory orders and managing substance misuse (this was relevant for a small number of young people).

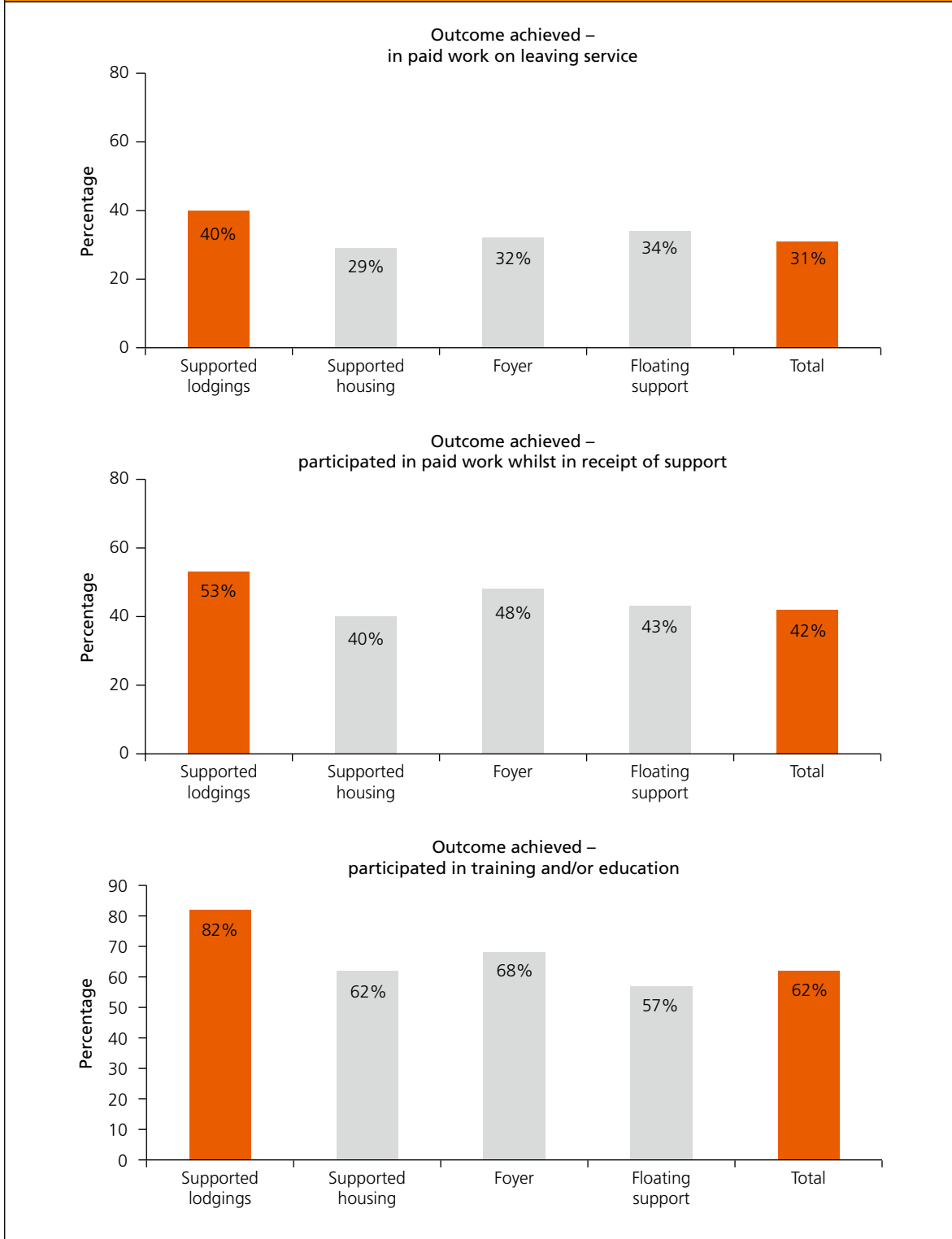
“On the ‘good’ indicators, outcomes for young people in supported lodgings are about twice as good (as for other forms of supported housing), and on the ‘bad’ ones, half as bad.”

Service provider agency

“Lodgings has helped me to make new friends and helped me to become stable in myself. It’s made me realise the problems I had and showed me how to fix them and enabled me to forget them...”

Young man

Chart 1: Learning and work outcomes for young people aged 16 to 21



Source: Supporting People Outcomes data

2.21 Appendix C contains a table of Supporting People Outcome figures for the four service types. Other notable findings include:

- for young people for whom achieving a qualification was applicable, a higher proportion of young people in supported lodgings achieved it (56 per cent compared to 49 per cent for all four service types)
- slightly higher percentages of young people in supported lodgings needed support to establish contact with family or friends and far higher proportions achieved the outcome (83 per cent compared with 68 per cent for all four service types)
- a smaller percentage of young people needing support to manage substance misuse were housed in supported lodgings (17 per cent compared to 21 per cent for all four service types), but success rates were over 10 per cent higher than for all four service types
- slightly higher proportions of young people in supported lodgings required support to avoid or minimise harm from others, and success in achieving this objective was considerably higher than for the other service types. The difference was most notable with supported accommodation and foyers – 81 per cent compared to 70 and 72 per cent respectively.

“Living with a host, you see a different way to live, a different way of talking to people.”

Service provider agency reporting a young person’s feedback.

2.22 The benefits of this form of accommodation for service users are considerable; preventive and more settled supported lodgings services report high rates of beneficial outcome for young people and emergency accommodation schemes achieve good levels of engagement with conciliation and relationship management support, often resulting in a sustainable move on to family or another supportive environment.

2.23 There is evidence of young people’s satisfaction with supported lodgings as an approach to growing towards independent adulthood. We do not have consistent statistical data, but evidence from young people themselves in local consultation exercises conducted by providers is positive, as are the providers’ reports of buoyant demand for this type of provision among young people.

2.24 Providers also reported low placement failure rates. Supporting people data shows that significantly higher proportions of young people achieved the outcome of maintaining their accommodation and avoiding eviction than both supported accommodation and foyers (59 per cent compared to 53 per cent and 41 per cent respectively). However, young people in receipt of floating support were much more likely to achieve this at 78 per cent.

“I needed to grow up a little bit – supported lodgings just eased me in.”

Young person

Moving on

2.25 Supporting People Outcomes data on young peoples' move-on destinations shows a notable difference between moving on patterns for young people in supported lodgings, supported accommodation and foyers; only five per cent of young people moving on from supported lodgings and foyers moved to an unknown destination compared to eleven per cent for supported accommodation and fifteen per cent from foyers. Floating support has not been considered because the data does not compare meaningfully due to the high proportions of young people remaining in the property where they have received support. Young people moving on from Foyers and supported lodgings were also significantly more likely to move to living with family or friends (39 and 36 per cent respectively) than those leaving supported accommodation (27 per cent) or floating support (15 per cent).

2.26 Emergency supported lodgings services have a different mission and exhibit a different pattern in some respects. The largest such service reviewed reported:

- **Moves to local authority temporary accommodation:** A full homelessness duty was accepted in 44 per cent of cases.
- **Move back home:** 16 per cent of young people housed in an emergency moved back to the home they had left. The service's target is 10 per cent.
- **Move to extended family or friends:** 35 per cent of the young people moved to other homelike environments with other members of their family or friends.
- **Unknown destinations:** five per cent of the young people moved on to an unknown destination.

"I'm passionate about it (supported lodgings). The time is right for even more."

Service provider agency

Cost

2.27 Over and above the cost of providing support to young people in active placements, the provider agencies interviewed in preparing this guide identified a number of specific factors which contribute to the running costs of supported lodgings schemes.

- **Set-up costs:** The costs of the initial launch of a new scheme relate primarily to the development of inter-agency partnerships, core operating documentation and the recruitment of hosts. All schemes whose set-up has been supported by Communities and Local Government through Homelessness Grant in the period 2007-08 report substantial budgets being required for this process, which may take six months. An additional lead in time of approximately six months may be necessary, once the framework is in place, before the scheme is operating at full capacity.
- **Steady-state support costs:** Providing effective support to both the young person and the host individually and to the host/young person relationship requires both support worker and service manager time. There is also consensus that greater maturity and relationship management skills are required for the roles of supporting both host and young person, and their relationship. This may imply a need for somewhat higher salary levels.

“We wouldn’t go below one support worker for every 10-12 placements.”

Service provider agency

- **“Downtime”:** Supported lodgings schemes can experience greater levels of under-utilisation than either hostel or floating support provision; the process of matching young person to host takes longer than in other forms of accommodation and this can be exacerbated by lack of engagement in the referring agencies or teams.

“You can’t sprint in supported lodgings. You can’t bed down more than two to three placements per week. When you first start up a service, you need to allow six months to achieve the full level of active placements.”

Service provider agency

- **Scheme management costs:** Providers of established schemes suggest that approximately 30 per cent of their budget is spent on managing and maintaining the host network. This includes ongoing recruitment and vetting of hosts (including the cost of CRB checks), regular review of each host’s approach and accommodation, training and networking events.

“You can’t underestimate the time and effort needed to recruit hosts. We expect to do several visits, and we don’t go alone on the first visit.”

Service provider agency

“We are historically running at a 25 per cent conversion rate” (applications to become a host converted to approved hosts ready to accept a placement).

Local authority housing options manager

- 2.28 Set against these service-specific costs is the fact that management, maintenance and other property asset management costs (insurance, borrowing, major repairs etc) are all borne by the host. The rates of payment to hosts discussed in section 3 include a rental element and ensure that the host receives a net income but the host is not offsetting this against property management costs calculated on a commercial basis.
- 2.29 Some schemes have experimented with reducing expenditure by paying only a nominal weekly rate to hosts. This can be counter-productive, however. Even in areas where there is no competition for hosts, providers have found that rates of pay which reinforce the role of the host as a fully-contributing member of the professional team enhance both participation in training events and the likelihood of establishing, over time, a team of hosts who are willing to address increasing challenges among the young people served.³

Comparison of costs with other services

- 2.30 In June 2008 a report from the Housemark/Sitra Support Benchmarking Project conducted for the National Housing Federation⁴ provided an analysis of the comparable costs of support in different forms of housing-related support service. It considered the average cost per support hour and the distribution of this cost across four contributory cost heads (frontline staff, 1st tier managers, direct (non-staff) costs and overheads).
- 2.31 The Housemark/Sitra project collects data from services for all ages and needs and from both short (up to two years) and long term services.
- 2.32 Conclusions from the data should be treated with care: the sample of completed returns from supported lodgings services to Housemark/Sitra is extremely small (less than one per cent of services contributing data) and may not be exclusively for young people. However, some points emerge which seem to bear out the observations made by providers discussed above:
- The proportion of support cost allocated to direct (non-staff) costs for supported lodgings services is amongst the highest for all types of service, probably reflecting the host related costs outlined above.

³ This differs for Nightstop schemes, where accommodation is provided on a very short term basis and hosts offer accommodation and support on a voluntary basis. See www.depautrust.org.uk for more information.

⁴ *A Review of Year 3 of the Support Benchmarking Project*, available from the National Housing Federation and from the website at www.housing.org.uk/Default.aspx?tabid=291&mid=1033&ctl=Details&ArticleID=614. The report contains a full explanation of the data and its interpretation.

- A comparatively low proportion of the cost is attributed to overheads. This may be due to economies of scale arising from the fact that, as most provider agencies stated in interviews conducted in preparing this guide, supported lodgings schemes are typically run in conjunction with related services such as mediation, floating support or advice and assessment.

Comparative financial benefits

2.33 Set against the initial and ongoing costs of supported lodgings schemes are a number of immediate and longer-term financial benefits:

- There is no requirement for capital investment in accommodation; not only does this eliminate the immediate requirement for capital subsidy and borrowing and development risks such as obtaining planning consent for new schemes, but the costs of property maintenance and any long-term borrowing are eliminated from revenue budgets.
- This form of provision is more flexible than services attached to specific buildings; the location, scale and style of service can be varied, subject to the provisions of any contract with the provider partner, as experience and needs change. A number of services in our review reported this occurring in reality.
- Preventive and emergency accommodation schemes are demonstrably effective in practice in preventing the immediate escalation of the young person's needs into more costly homelessness provision and reducing the longer-term costs associated with the effects of homelessness (including disruption or discontinuation of training or education, psychological impact and exposure to damaging lifestyles).
- There is scope within supported lodgings schemes for efficiencies to be achieved over time; a wider range of young people can be accommodated and supported as experience grows, efficiencies can be achieved as mutual confidence and understanding grows between the provider and hosts, and some economies of scale can be achieved on scheme management costs by increasing the number of hosts and/or developing variants on the original scheme.

Section 3

How supported lodgings work

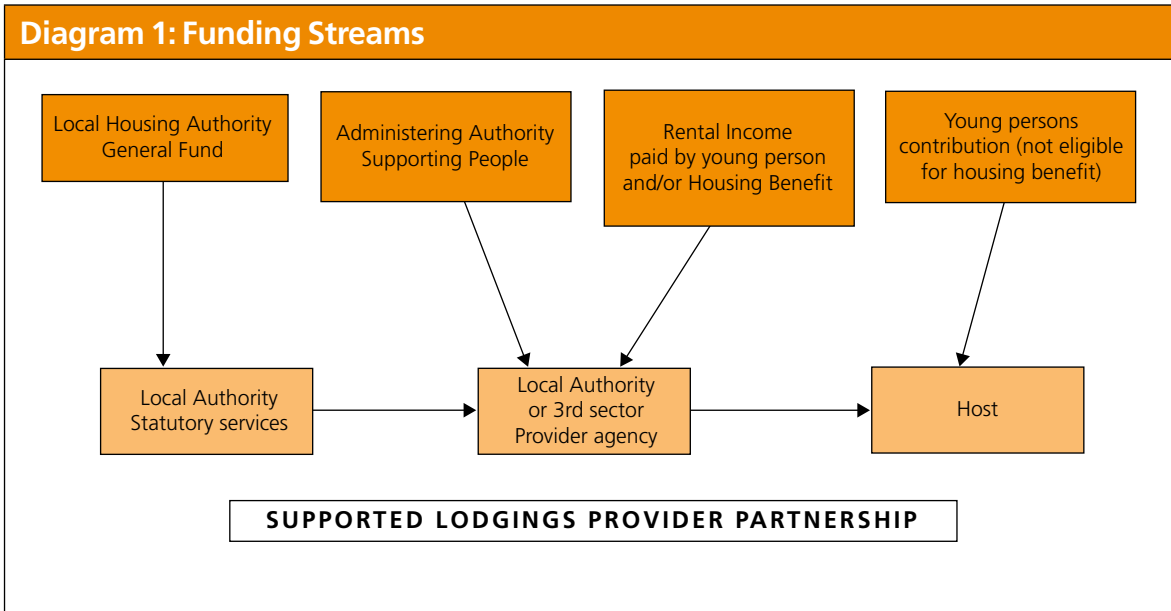
Introduction

- 3.1 A number of factors have contributed to considerable variations between supported lodgings schemes, including:
- the different objectives of schemes, in terms of their role in an authority's homelessness strategy, and/or in an authority's Children and Young People's plan
 - the different financial regimes applicable to 16 and 17 year olds who are "relevant children" under the Leaving Care Act 2000 and to 16 and 17 year olds who are not, but who are nevertheless at risk of homelessness or actually homeless and in need of support
 - logistical issues which arise in inter-departmental and inter-agency working at a local level, particularly in two-tier local government areas
 - local cultural and economic factors
 - differences in local priorities and applications of Supporting People and Children's Services funds.
- 3.2 The result is a picture in which no two supported lodgings schemes are the same (in almost any respect). However, in this section basic models are outlined in respect of funding, contractual and operational arrangements, followed by an overview of the issues and variations which were encountered during the review conducted in preparing this guide.

Funding models

- 3.3 With the exception of provision for 16 and 17 year old young people in care, supported lodgings models are funded broadly as shown in Diagram 1, from a combination of local housing authority budgets, Supporting People, rental payments (from Housing Benefit and/or young people's earnings) and other contributions from the young person's income in the form of earnings and/or benefits:
- the majority of the service provider's activity is funded by Supporting People funds in respect of the housing-related support offered to young people, and by rent paid in relation to the accommodation costs

- the provider utilises these funds to meet the core costs of running the scheme, including recruiting and training hosts, and to pay hosts an allowance in respect of the support work they do with the young person and the rent they charge
- the young person pays the host a weekly charge for services not included in the rent, including food, heat, light and hot water and shared amenities.



Variations on the funding model

3.4 Local housing authority budgets

Most schemes reviewed receive no direct financial input from the local housing authority's budgets, although resources of staff time are devoted to the scheme in identifying and assessing young people and working with them during their stay in supported lodgings. However, there are examples of housing authorities "topping-up" resources to enable supported lodgings schemes to work on a financial footing comparable with others:

- one authority not employing a third sector agency as its scheme provider pays nearly 90 per cent of the Supporting People funding for the service to hosts in weekly payments, covering the cost of its own resources providing support and scheme management through its general homelessness budget
- another meets the full cost of support and scheme management incurred by a third sector partner

- two authorities have received a one year “start-up” grant, the equivalent in their scheme of approximately £4,000 per unit of accommodation, via Homelessness Grant, which will need to be replaced by another source of funding after the first year if the scheme is to be sustainable
- one authority is planning to top up Supporting People payments under a new contract with a third sector provider to recognise support offered by hosts to young people with more intensive support needs.

3.5 Supporting People funds

Supporting People funds provide by far the majority of financial input to supported lodgings schemes occupied by 16 and 17 year olds who are not in the local authority's care and by young people aged 18 and over. Supporting People is a locally devolved programme with funding allocated at an administering authority level. Authorities can use their Supporting People allocations to fund a range of providers to deliver housing-related support.

3.6 “Top-up” arrangements

In practice the cost of housing-related support and scheme management is only borne entirely by Supporting People in relatively few schemes. Most schemes lever in additional funding to meet costs, particularly the costs of scheme management, including recruitment and vetting of, and ongoing training and communications with, hosts. It may be anticipated that approximately 30 per cent of support-related running costs are associated with maintaining the hosts network. Additional funding may come in the form of:

- housing authority funds as described above
- charitable funds
- retention of a portion of the rent payments towards housing management costs (work with hosts)
- economies of scale in supported lodgings services
- efficiencies achieved by combining the supported lodgings service with other related activities such as assessment, mediation or floating support.

3.7 Children's Services funds

Care leavers aged 16 or 17 are entitled to statutory leaving care support and supported lodgings services for these young people are funded by Children's Services authority budgets. In hybrid schemes, Children's Services funds are combined with Supporting People funds to deliver accommodation and support within a unified framework. These hybrid schemes may be exclusively for care leavers – those aged

16 and 17 – and for the continuing accommodation and support of young people aged 18 or over who have been in the care of the local authority, or they may be for both care leavers and other young people of all ages. The former are not the subject of this guide.

3.8 Housing Benefit

The variation in Housing Benefit rent levels currently paid is considerable, ranging from £45.50 per week in one authority in the South East to just over £100 in another authority in Yorkshire. The majority of eligible rent levels fall within a £70 to £90 per week range. Although young people's claims will be determined by Housing Benefit teams on an individual basis, many services budget for Housing Benefit income on the basis that the Shared Room Rent (SRR)⁵ will be used to decide the eligible rent. Current Housing Benefit Regulations provide for exemption from the SRR provision in certain circumstances, notably

- where the accommodation is provided by a county council, a housing association, a registered charity or voluntary organisation and where that body or a person acting on its behalf also provides the claimant with care, support or supervision
- or where the young person is a tenant of a Registered Social Landlord or aged under 22 where there has been some sort of care or supervision order made at or before age 16.

In supported lodgings schemes, where the householder (host) is the landlord, the SRR usually determines the appropriate eligible rent unless the young person is exempt from the SRR provisions (usually by virtue of being a care leaver aged under 22).

3.9 Young person's contribution

A number of schemes require the young person to make a contribution direct to the host in respect of meals, utilities, laundry and the costs of other (non-support) services not included in the eligible rent. Contributions range from £8 to £30 per week among the schemes reviewed. Generally, such contributions are a feature of schemes where young people are expected to stay for some time (ie more than 2-3 months) and are expected to pursue a personal development plan laying the foundations for independent life.

⁵ Shared Room Rent: where a young person aged under 25 occupies accommodation in the private rented sector Housing Benefit is limited to the general level of rent for a single room with shared use of a room suitable for living in, kitchen, bathroom, and toilet facilities, but without board and attendance, in the locality.

Housing Benefit Guidance can be found on the DWP website at www.dwp.gov.uk/housingbenefit/claims-processing/operational-manuals/hbgm/

Expenditure to deliver the supported lodgings service

3.10 An indicative budget template for the costs directly associated with delivery of a supported lodgings scheme is provided at Appendix B.

3.11 Payments to hosts form a substantial element of the outgoings of organisations managing supported lodgings. Services remunerate hosts for both the accommodation provided (rent) and support or befriending work with the young person. Different approaches to the role of hosts are discussed later in this section. Payments take a number of forms, illustrated in Diagram 2:

- in **emergency accommodation** where young people are expected to stay between 3 and 8 weeks, payment is generally made for each night on which the young person occupies the accommodation: £22 per night is about average, though at least one scheme pays £25 per night
- in **more settled supported accommodation for vulnerable young people** where young people are expected to stay for more than 2-3 months, hosts are paid a weekly rate for the time a young person stays with them, comprising a support payment and a proportion up to 100 per cent of the rent. The two together generally amount to £140-£150 per week. However, payments may be much lower or higher, depending upon the variations in rent levels, Supporting People contribution to the scheme and the proportion of both passed on to the host.
- in **hybrid schemes** providing more settled supported accommodation for both care leavers and other young people, weekly payments are calculated in a similar manner to that described above. However, Children's Services placement rates can be considerably higher than the levels of payment to hosts outlined above, and services take different approaches to the issue of whether to pitch payments to hosts at the lower level (ie the average £140-£150 per week) or at a higher level (£200 per week was reported by one such service) which represents a less dramatic reduction in payment rates for hosts accustomed to the significantly higher rates for foster care. Examples of both approaches were discussed in the interviews undertaken in preparing this guide.

Diagram 2: Payments to hosts

SUPPORTING PEOPLE / RENTAL INCOME			CHILDREN'S SERVICES	
Supported lodgings for young people aged 16+ who are not in local authority care or care leavers		Supported lodgings for young people aged 16+ (including those 18 and over who have been in local authority care) AND 16 and 17 year old care leavers	Supported lodgings exclusively for 16 and 17 year old care leavers	Children in foster care
Emergency (stay less than 2)	Temporary (stay more than 2 months)			
Payment per night. Typically £22-£23 per night (Equivalent)	Payment per week. Typically £140-£150 per week	Payment per week Unified rate based on assumed proportions of young people governed by different financial provisions	Not included in this review	Not included in this review

3.12 Some providers also offer additional remuneration or benefits to hosts, for instance:

- a one-off grant at the commencement and end of each placement to compensate for any small changes or repairs to the accommodation offered to the young person
- safety equipment or furnishings compliant with required safety standards purchased by the authority through its beneficial purchasing arrangements
- a compensatory 50 per cent payment rate for any night on which the host was expecting the young person to be in overnight but they did not return and did not give due notice of this (in a nightly-paid scheme)
- out of pocket expenses
- free access to training opportunities run for the provider agency's staff.

"I'm sure one of the reasons our hosts stay with the service is because they feel part of the professional team, and we do everything we can to reinforce that with joint training and other events, access to our extranet and so on."

Service provider agency

3.13 Authorities and their partners designing supported lodgings schemes and levels of payment to hosts need to be aware of a number of potential implications for hosts' financial position:

- **Taxation:** Hosts providing accommodation for 1-3 young people are obliged by HM Revenue & Customs (HMRC) to calculate taxable profits on their income from the provision of supported lodgings using the arrangements for Adult Placement Carers. Income generated by participation in a supported lodgings

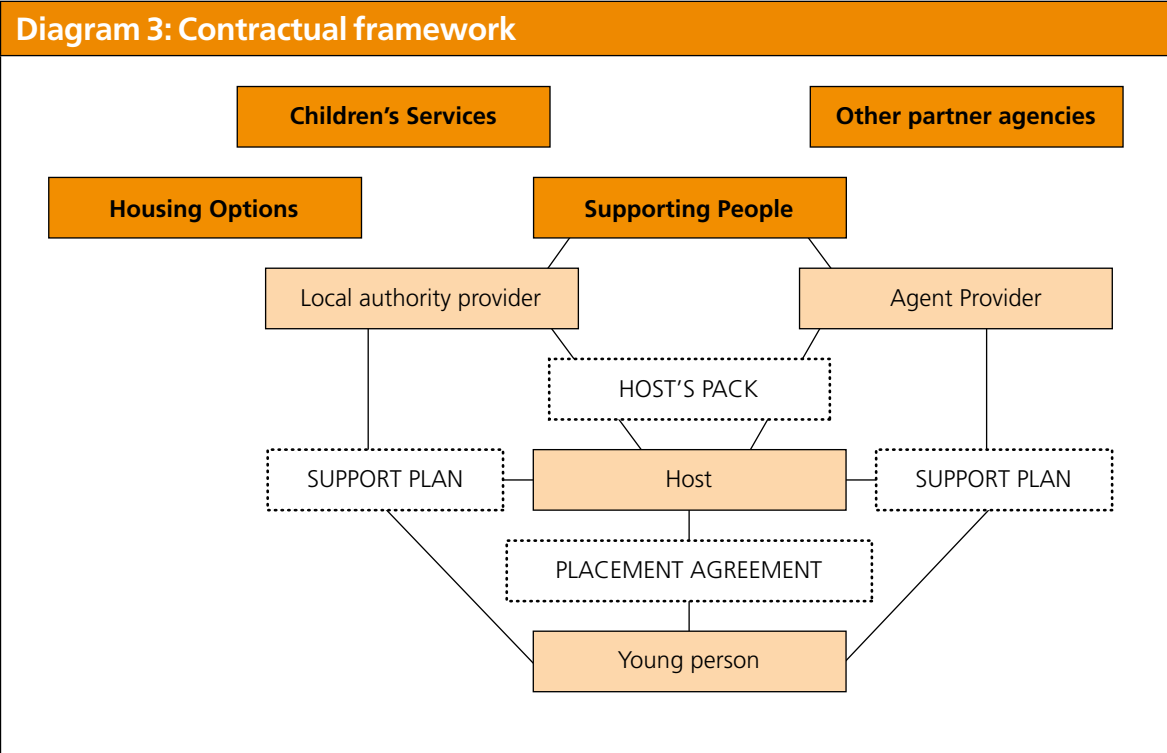
scheme may also have an effect on the requirements for the host to make National Insurance Contributions. The implications of this are most significant for hosts who compare potential income from supported lodgings provision with the considerably higher rates of both payment and tax allowance which apply to foster care of a child or young person looked after by a Children's Services authority. The levels of payment to hosts in the emergency and more settled supported accommodation and hybrid schemes outlined in paragraph 3.11 above are unlikely to exceed HMRC's expenditure allowances for the Adult Placement Carer's arrangement at the time of writing. HMRC help sheet 236, Foster carers and Adult Placement carers, applies, see Appendix D.

- **Benefits:** Income earned through the provision of supported lodgings placements may also affect any income related benefits received by the host, for example Income Support, Jobseekers Allowance, Housing Benefit and Council Tax Benefit. Payments awarded wholly under the supported lodgings scheme can in certain circumstances be disregarded under the relevant regulations, but the way in which the income is treated is dependent on the particular circumstances of the case and local authority decision makers need to establish under precisely what legal authority the payments are being made. Considerable variations of practice are reported among local offices and early liaison is essential so that potential hosts in receipt of income related benefits can be given a clear idea of the potential financial implications of participating in the scheme.

Contractual frameworks

3.14 The typical model for all types of supported lodgings schemes reviewed in our survey is outlined in Diagram 3:

- the young person occupies their room under a form of licence between themselves and the host; in some schemes the provider agency is a signatory to this agreement
- the host and the provider have a form of agreement which includes requirements about the safety and standard of the accommodation and the host's role
- where Supporting People funds are used, a formal specification and grant agreement are in place, the service having been formally commissioned.



Variations on the contractual framework

3.15 Documentation is variable in scope and content, most schemes having developed their own to suit local circumstances. Examples of documentation from the three main models of supported lodgings (emergency accommodation, more settled supported accommodation and hybrid schemes) can be found on the National Youth Homelessness Scheme website. Most schemes are documented in four general areas:

- A young person's pack, including the licence to occupy the accommodation (also referred to as an occupancy agreement or a placement agreement), "house rules" governing how the host and young person will live together, the support they can expect from the host and from the provider, and Housing Benefit claim forms. Most more settled supported accommodation schemes, where the young person is expected to stay longer than a few weeks, have a flexible form of documentation which enables (a) individual hosts to develop their own "house rules" in discussion with the provider at the outset, and (b) the individual host and young person to discuss and agree their own arrangements for living together at the beginning of the placement.

- A host's pack, including the form of agreement with the provider agency, "specifications" of the safety and other standards of the accommodation and of the expectations of the support and presence which the host will provide, a checklist of "house rules", how the scheme provider and the host will work together to support the young person, requirements of the host concerning attendance at training and networking events, how the host's references, accommodation and "clearance" for work as a host will be reviewed.
- Scheme management documentation.
- Supporting People contract documentation.

Scheme design and operation

3.16 Table 4 summarises the key common features of schemes designed to meet the different strategic purposes identified in the Introduction to this guide. Key constraints on design, in addition to the provisions of Homelessness legislation and Children's Services legislation, are identified in the accompanying notes and include:

- the level of experience in working with vulnerable young people on the part of both the provider and the hosts, and their experience of working together
- the existence of an effective housing options approach to working with young people at risk of homelessness and commitment to encouraging young people for whom supported lodgings may be suitable to consider the option and engage with its potential benefits
- the existence of parallel provision within the authority's youth homelessness strategy for young people who in no circumstances would be willing to engage with the supported lodgings model or for whom it would not be appropriate.

Table 4: Supported lodgings scheme models

Overall objective	Length of stay *	Common placement conditions	Notes
Preventative	Up to two years, but would fit move on to education and other elements of young person's development plan.	Young person must: <ul style="list-style-type: none"> • commit to support and development plan which includes education or training; • engage with style and objectives of supported lodgings scheme. 	Schemes used as a housing option to prevent statutory homelessness (though if intervention fails an homelessness application may follow) In Lambeth, scheme is focused on young black people (though not exclusive).
Emergency (crisis response) This may also be known as: Nightstop (where a young person typically stays only 1-4 nights and hosts are volunteers) Crashpad (where a young person typically stays only 1-3 weeks).	Maximum 21 or 28 days Maximum 42 days	Young person must be willing to engage with mediation or other family intervention work Young person must be willing to engage with mediation or other family intervention work.	Because time for risk assessment and matching to a host is limited, schemes may in their early days restrict placement to young people who do not have history of substance misuse, offending Longer stay is the result of experience in a long-established scheme – enables more challenging young people/families to be worked with. Several providers remarked that such schemes become viable only after working with individual hosts for several years.

Table 4: Supported lodgings scheme models (continued)			
Overall objective	Length of stay *	Common placement conditions	Notes
More settled supported accommodation	Up to two years in principle. In practice 6-18 months is typical.	No restrictions on young person's level of need or past history. All schemes reviewed serve a wide variety of needs and challenges. However, young person must be willing to form sustainable relationship with the host (co-operation with house rules, ability to negotiate, etc),	<p>"Supported lodgings doesn't suit everyone" : this form of provision is effective when used in parallel with other forms of more settled supported accommodation.</p> <p>As hosts gain experience and expertise, range and diversity of young people accommodated increases.</p>
Hybrid schemes	Up to two years for vulnerable young people (not care leavers). Up to three years for care leavers (up to age 21).	No restrictions on young person's level of need or past history. All schemes reviewed serve a wide variety of needs and challenges. However, young person must be willing to form sustainable relationship with the host (co-operation with house rules, ability to negotiate, etc),	<p>Proportions of care leavers and other young people are constrained by:</p> <ul style="list-style-type: none"> • pricing structure • availability of Supporting People funds for non-care leavers.

Table 4: Supported lodgings scheme models (*continued*)

Overall objective	Length of stay *	Common placement conditions	Notes
Move-on	Up to two years, or to 21st birthday for care leavers.	Geared to specific group of young people who (a) need to move on from current care/support package and (b) will benefit from safe supported environment for a while longer.	May be anywhere in a range from young people moving from highest level of care to greater independence with high support, or for young people moving from support to independence.

*Lengths of stay indicated are indicative of the design of individual services. The age of leaving should be based on the young person's needs and wishes.

Scheme operation: roles and responsibilities

3.17 Within the contractual framework outlined above, there are two critical areas in which there is considerable variation in the roles and responsibilities of the parties between schemes:

- the process for identifying young people and matching them to hosts
- the delivery of a package of support to the young person.

“The young person is a member of the household, not a member of the family.”

“We’re providing a homely environment as opposed to an institutional one, not a surrogate family.”

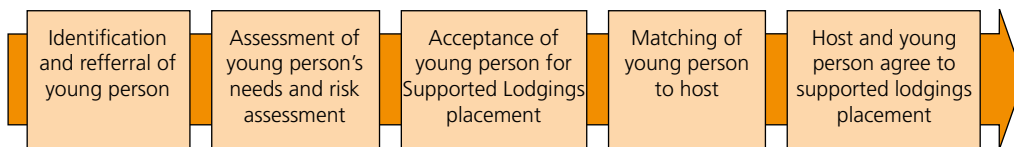
“My reservation about supported lodgings is that you’re taking young people who are having difficulties with one family (their own) and asking them to make a place for themselves in another one. Many of them can’t handle it, don’t want that.”

Local authorities and service provider

Matching young people and hosts

3.18 Benefits for young people from supported lodgings used as more settled supported accommodation (ie all except emergency Nightstop or “crashpad” schemes) can only be achieved at optimum levels if the process of identifying young people suitable for this form of accommodation and matching them to hosts is undertaken at each stage by professionals who understand the nature and opportunities of supported lodgings. They should preferably have personal knowledge of both the specific accommodation and the hosts and their previous experience. Local authorities and their partners have taken different approaches to this, which are discussed below. Diagram 4 summarises the process for ease of reference.

Diagram 4: Outline Process – Matching young people and hosts



3.19 All schemes which make a material contribution to youth homelessness strategies ensure that at the earliest point of contact with the young person the supported lodgings option is discussed with them by someone knowledgeable about the nature of the scheme and the potential constraints and benefits for the young person.

- 3.20 In some schemes the referral agency is exclusively the local housing authority housing options team, in some a Children's Services youth or family support team and in others a wide variety of teams and agencies, including YOT, Connexions and specialist youth work organisations. In some schemes assessment of the young person is undertaken by the provider and in others by the local authority housing options team. Most schemes operate within a joint protocol between housing and children's services (and in some cases other partners) for young people at risk of homelessness, and young people considered suitable for a supported lodgings placement are considered individually by a multi-agency panel following assessment.
- 3.21 Details of young people approved for placement with a host are passed to the supported lodgings scheme provider who, although they may have undertaken the assessment, is likely to meet the young person again before making arrangements for them to visit a suitable host. An introductory meeting between the host, young person and provider is usually followed by some time for the young person and the host to discuss the house rules and to form a view on whether they could form a sustainable relationship. Most schemes will both make alternative offers to the young person if it becomes clear that the relationship will not work or facilitate a move to alternative supported lodgings if the relationship cannot be maintained, provided alternatives are available.

"You have to take a pragmatic approach (to matching and placement) based on the individual young person and what you know the host is capable of."

Service provider agency

"They (hosts) are doing an amazing thing. You have to respect that."

Local authority housing options manager

"It's important always to be completely honest with the host about the young person's background and potential problems. Amazingly, we've never had a really serious problem in 16 years of operation – plenty of things you laugh about after, but nothing really damaging."

Service provider agency

Support for the young person

- 3.22 The host's role in delivering planned support to the young person (as compared with incidental day-to-day support and interpersonal skills-sharing) varies widely from one scheme to another, and in some cases from one placement to another. In most schemes the delivery of the support package is a partnership between the host and the provider, summarised by one provider as "the host does all (the skills development) within the house and we do all the things outside".

3.23 Most arrangements require the host to spend a number of hours each week with the young person sharing skills and some require the host to keep a checklist of activities undertaken. Similarly in most schemes the evaluation of the young person's progress in achieving their support plan is jointly undertaken between the provider and the host. Some schemes require the host to keep a diary of both things which concern them and of support work undertaken with the young person; in others all paper records are kept by the provider. All providers agree that in the early days of each placement joint working is intensive, but after the initial period review meetings with the host might reduce to weekly, monthly or even 2-3 months, depending upon the young person and the support plan.

"You don't want to get too attached, 'cause it would be really hard when you move on..."

Young person in supported lodgings

Emergency supported lodgings schemes

3.24 In emergency schemes tight timescales mean that the process for matching young people with hosts outlined above are not feasible, but the objectives and nature of such schemes are very different:

- the young person is not expected to remain with the host for very long
- the host is not expected to deliver any support beyond a that of a concerned responsible adult
- work with the young person is focused on enabling them to make more reflective decisions about their housing options, rather than longer-term preparation for independence.

3.25 Several providers of emergency schemes observe that, even with these more limited expectations of hosts, satisfactory placements within tight timescales are only made possible by their long experience of the individual hosts and the host's own experience in supported lodgings.

"Although hosts understand the boundaries and don't press the young person to talk, if they want to, there's someone there."

Service provider agency

Attracting hosts

- 3.26 A number of schemes operate in the same geographical area as other similar schemes exclusively for 16 and 17 year old young people making the transition from local authority care, and a number operate in close proximity to others. There is inevitably an element of competition for hosts between schemes of supported lodgings, and between these and foster care schemes. Despite the fact that care leavers' schemes funded exclusively by Children's Services and foster care schemes pay higher rates to hosts, providers have found that there is a sufficient supply of appropriate and effective hosts for vulnerable young people.
- 3.27 It is clearly important, however, to avoid duplication of provision for young people and of effort at partnership working and service provider levels. It is also important to focus, in recruiting hosts, on the particular qualities, rewards and benefits of the scheme of supported lodgings which the applicant would be joining.

"There's a lot of people who want to give something back but don't want to be foster carers even though it pays more:

- they perceive foster care as more responsibility, more formal
- they're anxious about the judgements which might be made about them
- they've been foster carers but getting older they don't have the energy for a child, they want someone more independent
- they're not a conventional 'family' – they don't see themselves fitting into the mould for fostering."

"Actually, we haven't found that people do it (being a supported lodgings host) for the money."

"A lot of people (hosts) have a faith background."

"We've recruited lots of hosts to the supported lodgings service who would never have considered foster care."

"Our hosts are a complete mixture of household types – young single adults, families with young or teenage children, older single people and couples."

"It would help if all lodgings schemes in the same area paid (hosts) the same rate."

Service provider agency

Appendix A

Profiles of supported lodgings schemes participating in the review

Service summaries and contact details of authorities and providers who contributed to this review

LA (service provider) Region	Contact		Scale/objectives of scheme	Limitations on young people's eligibility and length of stay	Standards/expectations of provider or host
	Name	email			
Early prevention of homelessness (youth support service)					
Great Yarmouth (YMCA)	Trevor Chaplin	tcc@great-yarmouth.gov.uk	20 placements of young people (increased temporarily to 26 2008-09 pending opening of new residential scheme) who would otherwise be homeless.	Minimum age 16. Otherwise at discretion of Housing Options caseworker in consultation with service provider. Anticipated length of stay 6-12 months.	Supporting People contract with YMCA
Eastern					
Lambeth (South London YMCA)	Winston Brown	wbrown@lambeth.gov.uk	15 places for young people referred by Lambeth Family Support Service (sustainment and prevention of breakdown/homelessness)	Aged 16 or 17, in education. Scheme is aimed at Afro-Caribbean community but not exclusive. Limit of two years accommodation (but not explicit).	Host to provide 4-5 hours support each week <i>Hosts training pack available</i>
London					

LA (service provider) Region	Contact		Scale/objectives of scheme	Limitations on young people's eligibility and length of stay	Standards/expectations of provider or host
	Name	email			
Emergency accommodation for young people with immediate need for a safe place to stay ("crashpad")					
Basingstoke & Deane (Stonham) South East	Penny Diver	penny.diver@homegroup.org.uk	Pilot Time Out scheme – One placement so far with experienced host. 16 and 17 year olds for whom there is a reasonable chance of negotiated return home	Four weeks + commitment to mediation and possible return home	Safe householder – no support or expectation of long term relationship building

LA (service provider) Region	Contact		Scale/objectives of scheme	Limitations on young people's eligibility and length of stay	Standards/ expectations of provider or host
	Name	email			
Hertfordshire (Herts Young Homeless Group) East	T J Nicholls	Tj.nicholls@hyhg.org	<p>111 placements in 2007-08 of young people who would otherwise be in unsatisfactory emergency accommodation or not accommodated while homelessness and housing options investigated.</p> <p>21 hosts plus two currently in vetting programme.</p>	<p>Until March 08 scheme was exclusively for 16 and 17 year old vulnerable young people. Length of stay was limited to 21 nights and young people with more challenging issues (substance misuse, criminal record) excluded.</p> <p>New contract from 2008 includes more settled supported accommodation for 18 year old care leavers who have some delay in finding independent accommodation. Length of stay for all placements restricted to 42 nights and all but those with history of arson or record of Schedule 1 offences are considered.</p>	<p>Friendly landlord – no formal support expectations.</p> <p>Hosts are selected and vetted and required to attend two training events per annum and are visited at home at least twice a year)</p>

LA (service provider) Region	Contact		Scale/objectives of scheme	Limitations on young people's eligibility and length of stay	Standards/ expectations of provider or host
	Name	email			
Mendip (Mendip YMCA) West	Lindsay Ealey	lealey@mendipymca.org.uk	Approximately 20 hosts available to accommodate young people aged 16 to 25 at risk of homelessness, who may be referred by any one of 15 to 20 referral agencies.	In theory maximum length of stay is seven nights, but in practice this may be longer. Service is run in conjunction with provider's mediation, resettlement and support services.	Host provides minimum of one hot meal per day plus safe domestic environment. In practice many hosts include young people to a greater extent in home routine.
Milton Keynes (LA in house service to young people, Depaul recruit, vet and train hosts) South East	Diane Jeavons	Diane.Jeavons@Milton-Keynes.gov.uk	Planned availability required is 10 to 12 hosts, based on B&B use to date	Vulnerable 16 and 17 year olds who present to Housing team as homeless. Stay is limited to 28 days on condition of engaging with mediation in attempt to negotiate a safe return home.	Responsible householder – no planned support input

LA (service provider) Region	Contact		Scale/objectives of scheme	Limitations on young people's eligibility and length of stay	Standards/ expectations of provider or host
	Name	email			
More settled supported accommodation for vulnerable young people aged 16 plus					
Basingstoke & Deane (Stonham) South East	Penny Diver	penny.diver@homegroup.org.uk	14 placements for vulnerable young people	Generally anticipated stay of approximately six months. Young Person Supported Housing Panel gateway for all 16 and 17 priority need and 18 year olds who are vulnerable and/or care leavers.	<p>Host main support for young person. Provider recruit, support, train host and support relationship</p> <p>Provider estimates an average of three hours per week</p> <p>Individual hosts determine house rules and accommodation offered, subject to basic acceptability level</p> <p>Not Supporting People governed</p>

LA (service provider) Region	Contact		Scale/objectives of scheme	Limitations on young people's eligibility and length of stay	Standards/ expectations of provider or host
	Name	email			
Calderdale (Stonham) Yorkshire & the Humber	Gillian West	Gillian.west@calderdale.gov.uk	20 places for vulnerable young people referred by partner agencies (Housing Advice, YOT, RSLs, voluntary organisations) and following Stonham's own assessment and matching process Stonham's national documentation <i>My way forward</i> available	Maximum duration of service two years but not limited to under 18's	Support and life skills to young person, participation in support planning, and housing <i>Provider pack available</i>
Croydon (CAYSH)	Tony Hall	tony.hall@caysh.org	25 vulnerable young people	Maximum duration of service two years, not limited to under 18's	Croydon (CAYSH)
Gosport (provider subject to Supporting People commissioning 2008) South East	Steve Newton	newts001@gosport.gov.uk	14 placements in Gosport and Fareham, primarily for 16 and 17 year olds in priority housing need.		<i>Tender documents available (Hampshire Supporting People team)</i>

LA (service provider) Region	Contact		Scale/objectives of scheme	Limitations on young people's eligibility and length of stay	Standards/ expectations of provider or host
	Name	email			
Harrow (West London YMCA) London	Rosy Leigh	Rosy.leigh@harrow.gov.uk	6-8 placements available for potentially homeless young people	Focus on 16 and 17 year olds	Provider delivers support. Host is landlord and keeps diary for regular liaison meetings Hosts expected to provide private (lockable) bedroom plus one meal per day. <i>Scheme brochure available</i>

LA (service provider) Region	Contact		Scale/objectives of scheme	Limitations on young people's eligibility and length of stay	Standards/ expectations of provider or host
	Name	email			
Wakefield (Chantry YMCA) Yorkshire & Humberside	Jo Rawnsley	jrawnsley@wakefield.gov.uk	Service can intensively support (floating) 10 young people at risk of homelessness and in addition will have 10 supported lodgings placements. All referrals routed through the Young Person's Homeless Prevention Officers as service is primarily aimed at preventing and reducing homelessness amongst 16 and 17 year olds	Aged 16 or 17, at risk of family breakdown / homelessness. Young people may stay a short period (up to four weeks cooling off), a longer period while family mediation is pursued or 6-12 months if safe accommodation with family is not achievable	Host is not expected to provide support, but is expected to provide experience in home management, cooking, home hygiene. Provider supports young people accommodated and also takes on "housing management" role including sign-up and termination of licences. These roles are separated within provider's project team <i>Pack available</i>

LA (service provider) Region	Contact		Scale/objectives of scheme	Limitations on young people's eligibility and length of stay	Standards/ expectations of provider or host
	Name	email			
Wirral (Merseyside Accommodation Project – MAP) North West	Barbara Davis	barbaradavis@wirral.gov.uk	25 places for young single homeless people deemed too vulnerable for independent living.	For ages 16 to 25. Length of stay limited to two years. Participation in development plan required. Young people's development needs assessed by single agency (Response).	Host is key participant in young person's development plan.
Hybrid schemes: vulnerable young people aged 16 plus and care leavers aged 18 plus					
Bath & North East Somerset (LA in house service) South West	Nicola Robinson	nicola.robinson@bathnes.gov.uk	17 placements at present but expanding, for both care leavers and vulnerable young people referred by partner professionals.	Aged 16 or 17 and either in full time education or training, or in work (but not excluding YP with learning difficulties or mental health issues). Support period limited to two years homeless young people, three years care leavers.	BANES/host agreement available Placement Agreement available

LA (service provider) Region	Contact		Scale/objectives of scheme	Limitations on young people's eligibility and length of stay	Standards/ expectations of provider or host
	Name	email			
Hertfordshire (LA in-house service) East	Laura Fortune	Laura.fortune@hertsc.gov.uk	Total 40 placements, assumed 50/50 16 and 17 year olds funded by Children's Services Fund	16 and 17 year old relevant children leaving foster care and those aged 18+ who have been in care. Anticipated limit of stay two years, up to age 21.	
Hull (LA in-house service) Yorkshire and Humberside	Daemon Cartwright	daemon.cartwright2@hullcc.gov.uk	40 to 45 placements for care leavers and some other young people (eg homeless 16 and 17 year olds) – could accommodate more non-care leavers if Supporting People funding were available.	16 and 17 year old relevant children, 18 to 21 year old young people who have been in care/fostered, 16 and 17 year old vulnerable young people. Anticipated that service ceases for all groups at age 21 or before.	Hosts are part of support package, part of the LA team. Mixture of retained foster carers with whom foster child continues stay and new recruits who did not want to provide foster care. All standards, vetting and reviews identical with foster care. Professional training and support as members of wider support team.

LA (service provider) Region	Contact		Scale/objectives of scheme	Limitations on young people's eligibility and length of stay	Standards/ expectations of provider or host
	Name	email			
Oxfordshire (Banbury Young Homeless Project BYHP) South East	Roz Denson	roz.denson@oxfordshire.gov.uk	15 placements within Oxford City, now being extended to 31 placements County-wide. Scheme is intended to accommodate 50/50 young people aged 16 and over who are moving on from LA care and others at risk of homelessness.	Length of stay limited to two years (care leavers three years), but the average in reality is six months. Many move on to other supported housing. All young candidates for all forms of supported accommodation are assessed and referred through Joint Housing Team.	Host is lead on support/ action planning with young person and is committed to provide at least 10 hours support per week. Monthly review of placement between host and support worker, plus regular supervision with service manager.
Move-on: some examples of schemes as part of planned transitions from care or support to independence					
Croydon (CAYSH) London	Tony Hall	tony.hall@caysh.org	Provide safe, economical transition for looked after young people who have been accommodated in specialist therapeutic centres with structured developmental support plan.	Young people referred through Children's Services panel. Length of stay negotiable up to age 21, starting at age 16.	Hosts assessed by provider using re-badged foster care assessment process. Hosts play significant role in support and skills development plans.

LA (service provider) Region	Contact		Scale/objectives of scheme	Limitations on young people's eligibility and length of stay	Standards/ expectations of provider or host
	Name	email			
Mendip (Mendip YMCA) South West	Lindsay Ealey	lealey@mendipymca.org.uk	Match older people who need some practical help with young people ready for move-on accommodation.	Young people must have completed support programme and be ready/willing to provide help in return for accommodation.	Host not expected to provide support to young person. Hosts and lodgers selected by Care & Repair and supported lodgings provider working together. Each arrangement to be individually negotiated depending upon individuals' needs and capabilities.

Appendix B

Indicative expenditure heads for a supported lodgings service

Expenditure directly related to supported lodgings service		£
Office and staff costs	Office rental Office equipment and supplies Telephone, postage etc. Staff recruitment Staff remuneration: <ul style="list-style-type: none"> • support worker(s) • service manager Staff training Staff travel Professional books, journals, etc. Printing core documentation (agreements, licences etc.) Legal advice	
Host recruitment	Potential host's information pack CRB checks	
Host costs	Placement payment Training and networking events Additional placement costs	
Publicity and promotion	Media advertisements Events to recruit support/hosts Leaflets and brochures for community and referral and advice agencies Specialist communications advice and staff time	
Activities for young people supported	Group events: <ul style="list-style-type: none"> • training • peer support • consultation and participation 	
TOTAL		

Appendix C

Supporting people outcome data

The Supporting People Outcomes dataset was launched in May 2007 and captures information about the impact of short term housing related support services in terms consistent with the five Every Child Matters outcomes (data for long term services was launched in July 2007):

- achieving economic wellbeing
- enjoying and achieving
- being healthy
- staying safe
- making a positive contribution.

Whilst the collection of this data is not mandatory, 149 out of 150 administering authorities have signed up to using it and almost 140,000 records have been collected so far. Data collected for Communities and Local Government by the University of St. Andrews shows that just under 350 young people aged 16-24 moved on from supported lodgings during the year 2007-08. This sample represents one per cent of all young people supported by services funded by Supporting People. Whilst this is a small number it represents the first valuable picture of outcomes from supported lodgings and other services.

The Supporting People Outcomes form for short term services and associated guidance can be found on the Client Records website at www.spclientrecord.org.uk

Outcomes achieved where a need was identified: Young people aged 16 to 21 by supported accommodation type					
	Supported housing	Supported lodgings	Foyer	Floating support	Total
In paid work on leaving the service					
Count	1015	46	262	586	1909
per cent	29	40	32	34	31
Sample size	3512	116	823	1722	6173
Participated in paid work whilst in receipt of support					
Count	1407	62	392	747	2608
per cent	40	53	48	43	42
	3511	116	823	1722	6172
Participated in desired training and/or education					
Count	3658	185	877	1609	6329
per cent	62	82	68	57	62
Sample size	5881	227	1293	2836	10237
Qualification achieved (if applicable)					
Count	1155	67	374	459	2055
per cent	20	30	29	16	20
Sample size	5878	227	1291	2836	10232
Established contact with family/friends					
Count	3769	148	714	1928	6559
per cent	72	83	76	53	66
Sample size	5225	179	941	3625	9970
Better managed mental health					
Count	1517	70	297	1145	3029
per cent	66	72	65	72	68
Sample size	2310	97	458	1602	4467
Better managed substance misuse					
Count	1244	31	215	489	1979
per cent	48	59	41	52	48
Sample size	2569	53	522	941	4085

Outcomes achieved where a need was identified: Young people aged 16 to 21 by supported accommodation type (continued)					
	Supported housing	Supported lodgings	Foyer	Floating support	Total
Maintain accommodation and avoid eviction					
Count	3755	120	523	3576	7974
per cent	53	59	41	78	60
Sample size	7052	204	1282	4588	13126
Avoid or minimise harm from others					
Count	1159	48	201	941	3185
per cent	70	81	72	77	74
Sample size	1663	59	279	1223	4307

Source: Supporting People Outcomes data 2007-08

Appendix D

Sources of further information

National Youth Homelessness Scheme (NYHS)

www.communities.gov.uk/youthhomelessness

To find case studies and downloadable material most easily on the NYHS website, go to:

www.communities.gov.uk/youthhomelessness/aboutus/knowledgebase/resources/resources10/

Albert Kennedy Trust

www.akt.org.uk

Fostering Network

www.fostering.net

National Leaving Care Advisory Service (NLCAS)

www.raineronline.org/gen/M7_s1_1NLCAS.aspx

Depaul Nightstop UK

www.depaultrust.org.uk

Regional Supported Lodgings fora:

North East	Jane Bateson SL Coordinator Durham County Council jane.bateson@durham.gov.uk
North West	Julie Jawando, Stockport MBC julie.jawando@stockport.gov.uk
South West	Clare Couch, Leaving Care Team Leader, Somerset County Council Ccouch@somerset.gov.uk

HM Revenue & Customs Help Sheet

Foster carers and adult placement carers

www.hmrc.gov.uk/helpsheets/hs236.pdf

