

Annex C: Detailed analysis of housing and support needs for socially excluded groups

Introduction

This Annex considers the needs of socially excluded groups within the following sections:

1. Single Homeless and Rough Sleepers . incorporating the needs of ex-Forces personnel and people with multiple and complex needs (pages 5-26; and Appendix C1: pages 107-118)
2. Offenders (pages 27-38; and Appendix C2: pages 119-120)
3. Substance misusers (pages 39-51; and Appendix C3: pages 121-123)
4. Young people . incorporating the needs of young people at risk of homelessness, care leavers, young offenders and teenage parents (pages 52-70; and Appendix C4: pages 124-133)
5. Refugees and migrant workers (pages 71-76; and Appendix C5: pages 134-136)
6. People experiencing or at risk of domestic abuse (pages 77-94; and Appendix C6: pages 137-142)
7. Homeless or vulnerable families (pages 95-106; and Appendix C7: pages 143-149)

The first three sections should to be read together; issues are often common across all these groups, and are mainly dealt with in the Single Homelessness and Rough Sleeper section so as to avoid repetition. It is also the case that many services cater for people from across all three groups, though specialising to a degree. Recommendations may thus offer solutions for people from more than one of the groups.

The Annex first of all sets out the national context and then goes on to look at each of the seven socially excluded groups in turn. There are 7 Appendices (from p.107 onwards) which follow the same numbering as the client groups in this Annex. All figure numbers referred to are included in the Appendices if they are not in the Annex itself.

The current national context

Homelessness

Homelessness is on the increase at national level. The quarterly figures published in June 2015 showed that, compared to the same quarter in 2014, there had been an 8% increase in England in the number of homeless households accepted as being owed a full housing duty, together with increases in the use of temporary

accommodation to house homeless households, and in households being placed in other local authority areas. There was also a 2% increase in the number of homeless applications.

Within the rise in homelessness acceptances across England is an increasing figure of those becoming homeless because of the end of an Assured Shorthold Tenancy in the private rented sector, which has risen by 10% in comparison to the same period in 2014. This is now the most common cause of homelessness for those accepted as being owed a full duty.

The homelessness acceptance figures convey only a small part of the picture. In England almost one fifth (18.85% in 2014-15) of all homeless applicants were considered to be not in a priority group, and were entitled only to advice and assistance which may include signposting to short-term or settled accommodation. Added to this, more than 220,000 households received a homelessness prevention or relief action, and did not make a homelessness application at that point (though some may have gone on to do so later, if the prevention or relief action did not resolve the problem). In addition, some authorities make it clear that single people or childless couples are unlikely to qualify for a full housing duty, so effectively gate keeping homeless applications; this is not the case in Barnsley.

Rough sleeping is also on the increase. Compared to Autumn 2013, there was a 14% increase in the Autumn 2014 figures. The number in London accounts for a significant proportion of this increase (37%), whilst there was a small (2%) decrease in Yorkshire & Humberside.

A ruling in the Supreme Court in May 2015 has the potential to change the profile and number of homeless acceptances. Discussed in more detail in the Single Homeless section, in summary this stated that local authorities should assess someone's priority need by comparing him or her to people that are not homeless, rather than those who are. If their circumstances and vulnerabilities are greater than the housed population, they should be considered in priority need. Case law will test the ruling's impact and provide more guidance for homelessness staff, but it is anticipated that far more single people and childless couples will have to be accepted homeless in future.

Trends in housing support for socially excluded groups

Homeless Link's annual review of services (now called Support for Single Homeless People in England, previously known as the Survey of Needs and Provision (SNAP)), reported in 2014 that there were 1,271 accommodation projects in England for single homeless people, a small decrease of 3% from 2013.

Considerably more accommodation projects reported that they had refused referrals or access to those homeless people with the highest needs or the most challenging behaviour:

- 91% of accommodation projects said they refused access to people because they were considered to be too high a risk to other clients or staff, compared to 79% in the 2013 survey

- 74% refused people because their needs were too high for the project to manage, up from 63% in the previous year
 - 40% of projects refused access to people who were under the influence of drugs or alcohol, also increased from 2013, by 22%

These results suggest a worrying increase in projects that are not able to work with individuals with high and complex needs, and may also show an increase in the number of people being referred who have high or complex needs. Other publications report an increase in complex needs amongst young people.

The Homeless Link survey also found that many providers had reduced their range of services offered to single homeless people as a result of funding cuts. Many services offer support to get involved in meaningful activities for residents to gain skills, enjoyment of life, and socialisation, as well as improving their chances of getting into work. Despite the funding cuts, the positive story is that many providers thought that outcomes in terms of health, ability to manage money, reduce offending, and move into work had improved since 2013. However, providers noted that welfare benefit changes – particularly the stricter conditionality and sanctions regime, changes to Local Welfare Assistance schemes, and the Shared Accommodation Rate – were having an impact on their customers, and some people were experiencing greater anxiety about making ends meet.

The challenges have been balanced by increasing creativity in ways of meeting needs. Over the last few years, services working with socially excluded people have begun to adopt new ways of working which are having positive effects: personalisation funds and systems to develop individualised services for the most chronically excluded, such as:

- Housing First schemes for long term homeless clients
- Psychologically Informed and Trauma Informed Environments for working with the most damaged individuals, and
- Specialist advocacy and advice services for working with groups such as people experiencing domestic abuse

For very young, homeless people aged 16 or 17, the *Southwark Judgement* made by the Supreme Court in May 2009, has improved their chances of being accepted homeless and/or provided with accommodation and support. In the past, many Children's Services deemed that young people in this age group did not necessarily need care from local authorities but help and support in accessing accommodation and housing benefits. Since the judgement, councils have had a legal obligation provide accommodation and – often – leaving care services to this group of young people. The judgement has taken considerable time to be applied across all local authorities. This has decreased the numbers of 16/17 year olds in services provided for single homeless people, although it does not always work well. It has also decreased the numbers that have to be accepted as homeless, since Children's

Services (often the leaving care teams) intervene to provide age-appropriate supported accommodation.

Whilst the judgement has placed an additional cost burden on Children's Services, it has had a positive impact on services that prevent homelessness from a family home. More focus has been placed on mediating between teenagers and parents so that they can reach agreement on acceptable behaviours, rules and responsibilities; enabling the young person to return to their family. Parents are also more likely to be helped to develop strategies to tackle the behaviour that often resulted in them telling their teenager to leave the home.

The extension of the Shared Accommodation Rate for Housing Benefit . until April 2012 applicable to single people under 25 years, but now extended to those under 35 years . has had adverse impacts on both groups, including the housing opportunities of the younger age range, who are less likely to compete well for what is a constrained supply of houses with shared facilities. Private landlords are more likely to regard tenants who are seen as more mature, will probably have had previous tenancies and are also more likely to be in work as a lower risk.

Reports of domestic abuse have increasing countrywide for some years and, although some of this increase may be attributed to a greater awareness and acceptance by victims that they do not need to stay with their abuser, there appears to be an upward underlying trend. At the same time, refuges for (primarily) women and children that need to leave their home are decreasing in number because of funding pressures. The latest annual Women's Aid survey (which reviews the 2013-14 year) found that:

- Nearly a third (31%) of referrals to refuges were turned away because of lack of space
- 37% of respondents were running services without dedicated funding; 65% were running services on reserves and 24% were running services on a voluntary basis
- 13% had suspended or closed an area of service due to lack of funding
- 74% of women accommodated came from a different local authority area to the refuge

1. Single Homeless and Rough Sleepers

1. Introduction

This section of the report looks at the needs of single homeless people, childless couples, and rough sleepers. The section focuses on adults aged 25 and above for the most part, but also includes issues affecting single homeless people aged 18-25, so there will be a small degree of overlap between this section and the section on young people. The section also looks at the needs of ex-Forces personnel and addressing the needs of people with multiple and complex needs.

2. What is working well in housing and support services and systems for people with single homeless people and rough sleepers

The Council's Housing Options, Advice and Prevention Service (HOAPS) is well known to most service users, and is in the centre of town. Homeless applications are taken for a homeless person in any client group, and on occasions HOAPS officers spend considerable amounts of time trying to find the right accommodation for a single homeless person, to prevent them remaining homeless.

The Council's Social Lettings Agency, a scheme which helps people to access short term private rented accommodation as an alternative to other temporary accommodation, works well to help single homeless people and childless couples to get into this sector. It provides bonds through the Homelessness Prevention Fund (working in conjunction with the Credit Union) and also provides support so that the tenant has a good chance of sustaining the accommodation, and of moving on into a longer term home.

Temporary accommodation for single homeless people is provided by Riverside ECHG at Holden House. This also hosts the emergency beds for rough sleepers, and is able to accommodate people who are found sleeping rough during the night or at weekends as well as those who contact HOAPS during the day.

Organisations such as Lifeline Rotherham have supported the development of responses to rough sleeping through the No Second Night Out approach. Barnsley Churches Drop-in Project offers informal and friendly services to people sleeping rough and at risk of homelessness, as well as other isolated people. Both Lifeline and BCDP support homeless people to make approaches to the Council's HOAPS team to resolve their housing need, and Barnsley also benefits from a number of advice and support services (in the treatment sector, in criminal justice services, and in mental health services) which signpost people to HOAPS and work with them to try to find the right accommodation and to prevent homelessness.

The Council's Housing Independence and Prevention Forum involves agencies working with single homeless people and rough sleepers (amongst others), and the Barnsley Accommodation Group provides an opportunity for key agencies to share information and discuss common problems.

3. Expressed demand

Demand for housing and support is expressed through homeless applications, housing advice enquiries, applications to the housing register, and people moving into supported accommodation or making use of floating support.

Homeless applications

The number of single person and childless couple homeless applications has remained steady for the last 3 years (2012-13: 255; 2013-14: 279; 2014-15: 269), but the proportion of the total has increased. In 2008/9, the proportion was 66%, but this had increased to 72% in 2010/11, and by 2014/15, the figure stood at 72.5% (262 single people of all ages), 77% including 7 childless couples. (Appendix 1 Figure 1)

The largest age group is that for 25-34 year olds (86 applications in 2014-15). Applications for single people and childless couples aged below 35 accounted for just over two thirds of applicants by 2014-15. It is important to note that the Council stopped recording homeless 16-17 year olds in 2014-15 as agreement was reached with Future Directions that they would be the first port of call for this age group. (Figures 2 and 3)

Barnsley's homelessness data does not record any applications from people leaving the Forces over the last 3 years.

Causes of homelessness

The most common reasons for homelessness for single people and childless couples in Barnsley are: parents and friends not being willing to accommodate them any longer; people leaving NASS accommodation (in 2014-15); and losing accommodation with a partner. A number (34 in 2014-15) are homeless on leaving hospital, prison, remand or another institution. 18 people were homeless last year after violence from a partner or another person. Sleeping rough was recorded as the reason for homelessness for a growing number . 10 in 2014-15 compared to four in 2012-13. (Figure 4)

Resolving homelessness

In 2014-15 only two households were accepted as homeless and offered the full housing duty, a very low figure (as is the total acceptance figure for Barnsley). Most households either had their homelessness prevented or were deemed not homeless. For the total of 262 households who made a homeless application, 169 had a positive prevention activity, with the most common actions being a move into the private rented sector or a move into supported housing. (Figure 5, 6, 7)

Housing advice enquiries

Household type for people making housing advice enquiries was not recorded until partway through 2013-14. A total of 1,111 enquiries were made in in 2014-15, 54% of

the total. People aged under 35 account for the highest number of enquiries, but the 45-59 age band also has a high number. Benefit changes may in part account for this: whilst the Shared Accommodation Rate has affected under 35s, Bedroom Tax has affected all age-groups including older adults whose adult children have left home. However Bedroom Tax is given as the reason for the enquiry in only a small number of cases (3 in 2013-15). (Figure 8, and 9).

Reasons for enquiry

The most common reasons for people seeking housing advice were violent or non-violent relationship breakdowns, being asked to leave by parents or other relatives / friends, and loss of private rented property. (Figure 10)

8 households sought advice after leaving the Forces, 3 in 2013-14, and 5 in 2014-15. 4 of these were single person households, and 1 was in a family. Homelessness prevention work was not recorded for all but 1, who moved into social housing.

Action taken following a housing advice enquiry

Only 155 of the 1,111 enquiries resulted in a homelessness prevention action. The largest group (41 people over the 3 years) moved into social housing, while 30 people over the 3 years moved into supported housing. 24 people moved into the private rented sector, with or without a landlord incentive, and some through the Council's Social Lettings Agency.

Early interventions with landlords account for actions taken for just 3 of those enquiries, suggesting that more could possibly be done to prevent the loss of a private rented home for single people and childless couples in Barnsley.

Accessing housing support services (accommodation-based and floating support)

The Client Record Form data shows that more single homeless people accessed housing support services in 2012-13 than in 2014-15, which may reflect the fact that some services have been cut in recent years. Single homelessness as a primary need accounts for around a quarter of all those accessing short term housing support services, although the funding for single homeless services accounts for only 15% of the total contract value (taking only Holden House as a single homeless service as The Forge is only available to people aged below 25). (Figures 11, 12, 13, 14)

Looking at the previous accommodation of single homeless people, the largest group had been staying with family or friends. The numbers coming from an institution or from NASS accommodation have grown over the last 3 years. (Figure 15)

Over a third of all entries into housing support services in 2014-15 were for people with single homelessness as their primary or secondary support need. The vast majority (83%) of these were men. Other common needs recorded for single homeless households were drug or alcohol misuse (32 people), mental health needs (19), and an offending background (21). 7 people were refugees and 1 person was classified as having complex needs. 14 single person households had 4 different primary and

secondary needs, with the most common being a combination of drug and/or alcohol use, mental health needs and an offending history.

The housing support data tell us that in 2012-13, there were 3 households accessing housing support who were recorded as being ex-Forces: 1 family, 1 single person, and 1 single person with complex needs. In 2013-14, there were 8, all single people, and all but 1 with substance misuse problems. In 2014-15, there were 7 households, all single people, and all with substance misuse problems, with offending also an issue in the case of 2 people. This reflects a pattern seen around the country of ex-Services personnel leaving with substance misuse and related needs and requiring support to reintegrate and recover balance in their lives.

Outcomes from housing support

A number of single homeless people and rough sleepers went outside Barnsley for housing support. This represented around 10% of the clients in this group in 2012-13 but by 2014-15 it represented 25% of the total clients who accessed housing support. (Figure 16)

4. What is in place to meet demand (supply of accommodation, floating support and other services)

Figure 17: Supply of accommodation, floating support and other services

Scheme	Provider	Type of scheme	Funding	Number of units
Holden House	Riverside ECHG	Accommodation-based scheme . rooms in clusters, bedsits, and self-contained flats. For men and women	Housing-related support	42 bedspaces
Holden House NSNO beds	Riverside ECHG	Emergency beds . camp beds in meeting room. For men and women but not on the same night.	#DCLG sub-regional funds for West Yorkshire	4 beds
NSNO verification and engagement	Lifeline Rotherham	Verification of rough sleepers for No Second Night Out, reconnections, and use of personalisation fund (outreach work is a separate strand of Lifeline work.)	#DCLG sub-regional funds for West Yorkshire	

Scheme	Provider	Type of scheme	Funding	Number of units
Barnsley Churches Drop-In Project	BCDP	Meals, clothing and bedding, toiletries, food packs, socialising, signposting to other services, and a listening ear and informal support. Also offer surgery sessions with HOAPS and BH when funding and staffing permits.	Charitable funds and donations	

NB Verification work came to an end in Barnsley at end of April 2015, and Lifeline's outreach work ends on 26th August 2015.

Accommodation for single homeless people is provided in one scheme in Barnsley, built onto a refurbished swimming pool. This scheme has three stages of accommodation: 11 rooms based around a small shared living room and shared bathroom; 17 bedsits; and 14 single person flats. This enables residents to move to more self-contained accommodation as they grow in confidence and gain skills to look after themselves. In the self-contained flats, residents must pay their own fuel bills. Staff work with residents to help them to gain skills such as cooking on a budget, and Crisis provides sessions on other skills such as literacy and numeracy as well activities to engage people and draw them towards employment.

Holden House is able to accommodate most single homeless people, having restrictions only where there would be a risk of the person causing harm to others (e.g. a serious risk of arson, assault, supplying drugs, sexual assault or gross indecency). There is a short waiting list and the scheme can sometimes accommodate a person on the day they are referred. Referrals come from a range of agencies (including prisons, Probation, Adult Social Care, and advisers), with the largest group coming from the Council's homelessness service (HOAPS).

Since there is only 1 scheme for this group, when it is full or people are not able to be housed there because of their past behaviour or assessed risks, people are offered the chance of accommodation in hostels and Bed & Breakfast places outside Barnsley. Couples cannot be accommodated at Holden House, so a homeless couple needing emergency accommodation would need to be accommodated in B&B if they are to be able to stay together.

There are no other publicly-funded services offering accommodation or support to single homeless people and rough sleepers in Barnsley. One non-profit-making provider (known as ~~28A+~~) offers emergency and longer term accommodation, with low level support, for single homeless people: the provider has 27 bedspaces in flats,

houses and bedsits in Barnsley (and a few properties in Wakefield, where they receive funding for housing-related support from the Council). Other emergency accommodation is available only outside the borough, in Sheffield and Rotherham and occasionally in Bradford and Leeds. Both Sheffield and Bradford Councils expect their commissioned services to prioritise referrals for people living in their areas, so this accommodation is not often available. In Rotherham, the Lighthouse hostels (one for men and one for women) takes a high proportion of their referrals for people from Barnsley, but many do not take up the offer of accommodation, particularly in the case of the male hostel.

A national charity for ex-Forces personnel, Help 4 Homeless Veterans, has its base in Barnsley and has rented 5 properties from Berneslai Homes in which it offers short term (up to 2 years) supported accommodation to help people who become homeless after leaving the Forces. Support is provided by volunteers,

No day centres exist to offer services to rough sleepers in Barnsley, and there is no building where people can get showers, other than in public sports facilities, and no medical facilities specialising in help for rough sleepers and other single homeless people. The Street Pastors offer hot meals and drinks, blankets, and advice and signposting to people they encounter sleeping rough in Barnsley town centre. They may be able to help people to contact the Council's emergency duty team to access overnight accommodation if this has not been tried earlier. It does not appear that any services work with people who sleep rough elsewhere in the borough, such as Wombwell Woods. Barnsley Churches Drop-In Project (BCDP) provides hot meals and drinks, informal support and befriending, and signposting to other services in sessions held three days a week. Berneslai Homes and HOAPS have at times provided surgery sessions at BCDP, as has Lifeline.

No Second Night Out in Barnsley

In 2012, the Coalition Government asked all areas of the country to consider developing No Second Night Out (NSNO) arrangements, and provided some funding (allocated by sub-region) for providing services to enable rough sleepers to be accommodated so that they did not have to spend a second night on the streets once they had been identified or asked for help.

The five key principles of NSNO are:

- Identify rough sleepers and help them immediately, so that new rough sleepers do not fall into a dangerous rough sleeping lifestyle
- Encourage a community response by helping members of the public to play an active role by reporting and referring people sleeping rough
- Access a place of safety where rough sleepers' needs can be assessed quickly and safely

- Access to emergency accommodation and other services, such as healthcare, to help support the rough sleeper
- Reconnect the rough sleeper to support, accommodation, family and friends, in this country or elsewhere, unless there is a good reason why they cannot return

In South Yorkshire, the NSNO Personalisation Service is operated by Lifeline, a Rotherham-based treatment and recovery organisation. It provides solutions for new rough sleepers, whilst minimising long term rough sleeping and reducing the number of repeat rough sleepers. Between August 2013 and April 2015 they were commissioned to provide one member of staff to work across the four authorities. The NSNO service consisted of the following activities:

- Seeking out any rough sleepers notified to them by Barnsley Council's HOAPS service . connecting with them, advising them and accompanying them to go to HOAPS for a homeless assessment and to be verified as a rough sleeper by HOAPS
- Making referrals to HOAPS for anyone found rough sleeping or at risk of sleeping rough, and accompanying them to the Civic for an appointment
- Calling in to the Barnsley Churches Drop-in Project (BCDP) to make contact with anyone sleeping rough or at risk of homelessness, to offer support, make a referral to HOAPS and encourage them to go to HOAPS
- Reconnecting people to their home area or country
- Using a Personalisation Fund to pay for emergency beds (at Holden House), bonds for private rented accommodation, basic furniture for people moving into accommodation, clothes, and other items to help to people to make a change in their lives.
- Provision of accommodation for a few nights at either Holden House or in a Bed & Breakfast place outside Barnsley

Referrals for the NSNO beds can come only from HOAPS or the Emergency Duty Team, though the Street Pastors and Lifeline said they had occasionally been able to directly arrange for a bed.

Criteria for referrals to Lifeline from HOAPS were:

- Rough sleepers, including both 1st nighters and entrenched rough sleepers
- Non-priority households
- No existing accommodation

Lifeline also prioritised people who had no local connection with Barnsley, or had exhausted all other options, and those who would not approach HOAPS.

Lifeline was not required to do their own outreach work to find rough sleepers, but between April and August 2015 have been doing outreach work 1 day a week to look for rough sleepers. After 26th August 2015, this service will cease as the funding comes to an end.

5. The scale and type of unmet need

Scale of unmet need

PFA Snapshot Survey

We used a snapshot survey to estimate the scale of unmet need for housing and support for vulnerable socially excluded groups in Barnsley. We also carried out a reduced survey with the Probation Service, HOAPS, and BCDP, and explored other data to show the scale of rough sleeping in Barnsley.

Need for accommodation

The snapshot survey does not provide definitive data about the scale of unmet need, as not every agency working with Barnsley's single homeless or rough sleeping population, but it provides a starting point. (Figure 18)

Of the 130 entries in the snapshot survey, 78 were single people and couples aged 18 and over and 50 were recorded as having no accommodation or being in temporary accommodation. Of the 50 households:

- 23 (including 3 couples) had no accommodation of their own at all . 2 households (one single person and one couple) were sleeping rough, 7 single people were sofa surfing, and 14 (including 1 couple) were staying very temporarily with friends or family
- 18 were staying in short term accommodation . in a hostel or other supported housing
- 5 were in prison and 4 in psychiatric hospital, all ready for discharge

10 of the 50 households were living outside Barnsley at the time of the survey. Of these, 5 were staying in a hostel, and 1 was sofa surfing in Rotherham. 2 of these people preferred to live outside Barnsley and 5 wanted to live in a different part of Barnsley to where they were currently staying.

A further 37 single people and 6 couples had their own accommodation but were included in the survey because there was a risk of losing that accommodation.

Single people and couples requiring support or more support

Of the 78 single people and couples included in the snapshot survey, 57 were considered to need a move to their own tenancy, most (all but 13) requiring support for a short time (8) or for the long term (36). Only 2 required less support than they were currently receiving, whilst 12 required more support than they were receiving. (Figure 19)

Scale of rough sleeping in Barnsley

The most recent rough sleeping estimate (Autumn 2014) provided a figure of 4 rough sleepers known to agencies in the borough. This does appear to be an under-estimate. In discussions for this study, BCDP and the Barnsley Street Pastors gave an estimate of around **10-15 people** sleeping rough on most nights in the town centre, and the Street Pastors also knew of additional people sleeping rough in Wombwell Woods. (Figure 20, 21, 22, 23 and 24)

Client Record Forms show that in 2014-15, 5 people had rough sleeping as their primary need, and 8 had rough sleeping as either their primary or one of their secondary needs. However, 31 people were recorded as having slept rough immediately before accessing a housing support service. The Council received 34 notifications that someone may be sleeping rough in 2014 from StreetLink (a national helpline and website for reporting rough sleeping) and other places. From this information, 10 people were verified as having no accommodation, and being seen sleeping rough in Barnsley for the first time. (Verifications do not cover repeat incidences of the same person sleeping rough.) (Figure 25).

The snapshot survey recorded only 2 households as sleeping rough in the research period (March 2015). 7 people were recorded as sofa surfers, and they may sleep rough from time to time.

The 2 rough sleepers were aged 26-35, one male and one female who was part of a couple. One has physical health and offending problems, and the other has substance misuse problem and mental health needs. 9 people were recorded as sleeping rough by Probation services, 3 by HOAPS, and 3 by BCDP. The 3 people recorded by BCDP were different to those recorded on the snapshot survey. 2 of these were aged 36-49, and the other 26-35. 2 had both substance misuse problems and an offending history, while the other had no additional problems beyond being homeless. 1 had slept rough for only a few weeks, 1 for between 6 months and a year, and 1 for more than 5 years. A further 3 were street homeless (this category was added as volunteers are not

always certain whether people are sleeping rough or not). 2 had been in this situation for more than a year.

BCDP's experience is that not all rough sleepers will contact the HOAPS service for help, and HOAPS are unlikely to record someone as sleeping rough unless they have made a homeless presentation, so a number go unreported. HOAPS's strict line on which agencies they will count as providing trusted evidence of rough sleeping may also have led to some missed opportunities to address rough sleeping.

A comparison with other towns and cities shows that the estimated number in Barnsley is rather larger than might be expected for a town which is not a regional capital. Kirklees provides a useful comparison: in 2006, the authority considered that there were no rough sleepers on the streets of their towns, and there were no services other than a drop-in service at a church café. A snapshot survey and needs analysis carried out in 2008 identified a figure of 46 people identified by local agencies as sleeping rough during the survey period. A number of services were gradually put in place (and later linked with NSNO), including a rough sleeper case management system, an outreach service, a Hub service providing accommodation, a prevention fund providing bonds, and a rent a room scheme. Dedicated accommodation for rough sleepers and other single homeless people is currently being procured. The estimated rough sleeping figure in Kirklees at the end of 2014 was 4.

Between August 2013 and April 2015, Lifeline received 11 referrals from Barnsley Council to make contact with people reported as sleeping rough. Lifeline also worked with 2 others who they came across in other parts of South Yorkshire, and 17 others who they met through BCDP or at other places. A total of 140 people were worked with across the sub-region and, at one point, Lifeline were making use of 5 members of staff to work with rough sleepers, rather than the 1 person provided for in their contract.

The use of emergency NSNO beds (up to four camp beds placed in the meeting room at Holden House) was limited by the fact that the beds could only accommodate either men or women on any particular night (so excluding the other sex on that night). In addition, referrals to the emergency beds have largely been allowed only through HOAPS or the Council's Out of Hours service. A further point made by HOAPS staff is that the long Housing Benefit form needs to be completed for someone being accommodated at Holden House in a NSNO bed, and this can delay matters when an emergency situation needs to be resolved quickly.

Since the service started in December 2013, the beds have been occupied as follows:

- 88 referrals, and 77 people placed
- Of the 77 people placed, 7 did not turn up, or left the premises, or were denied access as they were drunk or under the influence of drugs
- 259 nights where beds were in use (38%)
- 416 nights when no beds were in use (62%)

- No occasions when all 4 beds were full in one night; there were some occasions when 3 people were accommodated and so an extra member of staff was needed

Data from Kendray Hospital about hospital admissions for people in housing need

Information provided by Kendray Hospital has identified a need for action to prevent homelessness on discharge and to stop people being stuck in hospital because of lack of housing options.

Four hospital wards at Kendray Hospital for inpatients with mental health problems told us that between January and May 2015:

- 17 individuals with housing issues, of whom 10 were homeless (59%)
- One admission every two weeks is homeless
- One admission per week has an accommodation issue
- This is a significant increase in prevalence from 2014, where from May-December 2014 only 2 inpatients were recorded as having accommodation issues
- Those inpatients with a dual diagnosis (mental health and substance misuse) can have additional problems finding appropriate accommodation

This data is supported by evidence from the RIO system about the accommodation status of people from Barnsley who were in contact with one of SWYPFT's Mental Health services at some point during 2014/15. Analysis of the data shows that 4 people were sleeping rough, 20 were sofa surfing, 1 was squatting, 4 were in B&B, and 47 were staying temporarily with friends or family. A further 34 were in some form of supported housing.

There has been a lot of work put into trying to reduce homelessness on hospital discharge in recent years. The Department of Health funded a series of short pilots around the country in 2013-14; the evaluation of those projects showed that considerable benefits had come from joint work between the homelessness and health sectors (see Homeless Link Hospital Discharge resources¹). Many of the people

1 <http://www.homeless.org.uk/sites/default/files/site-attachments/Evaluation%20of%20the%20Homeless%20Hospital%20Discharge%20Fund%20FINAL.pdf>
<http://www.homeless.org.uk/sites/default/files/site-attachments/Final%20Rapid%20Review%20summary.pdf>

assisted were 'frequent flyers' . people who frequently go to A&E and may be admitted into surgical wards because of injuries, ulcers, or overdoses, or into mental health wards because of problems associated with homelessness including sleeping on the streets. Their accommodation problems may lead to delays in being discharged from hospital, frequent readmissions, and treatment and aftercare being ineffective. Many have substance misuse problems as well as mental and physical health problems.

Joint work between the hospitals and the Council, including HOAPS and other homelessness services, could reduce the number of people admitted to hospital who have housing problems, as well as reducing the number who are discharged without accommodation to go to.

Good practice example: Sunderland Changing Lives Hospital Discharge team

Using funding from the Department of Health's Homeless Hospital Discharge Fund, Changing Lives put in place a team of 3 navigators, together with a project co-ordinator, aiming to work with people who had no accommodation to go to from either of the city's two hospitals. In the Acute Trust and the Mental Health Trust, the team set up open days, went to team meetings, and displayed a poster about how to make referrals into the team. They set up a steering group with key frontline workers and managers, and attended Heavy Service User meetings. The funding from DoH was also used to purchase and refurbish 3 flats which were used to accommodate people who had no other options, or needed a short term step-down place after a stay in hospital.

- Over the period December 2013-June 2104, the project had the following outcomes and outputs:
- Received 70 referrals, for 64 different clients
- Supported 54 people, (71% men, 29% women, aged 18 to 62)
- Worked with 18 Frequent flyers
- Helped 46 people into accommodation, including 6 into their own tenancies
- Refurbished 3 flats and supported 3 people in respite/ intermediate accommodation in those flats
- Supported 1 person into rehabilitation, 1 into veterans'sq accommodation, 1 into sheltered housing and 1 into a care home

It is difficult to estimate the financial savings from the project, but an evaluation of the project showed that the outcomes for the health and homelessness system and for individuals were:

- Reduced anxiety of patients, leading to quicker recoveries and reduced length of stay in hospital
- Reduced discharges at night from Emergency Department
- Reduced delayed discharges
- Enabled more effective treatment after discharge . in accommodation more appropriate to the health and social needs of the client
- Reduced re-admissions for Frequent Flyers
- Taken into account the wider needs of each person, and helped them to attend and sustain involvement with a range of services
- Supported people along a pathway to more appropriate longer term accommodation
- Built good relationships with hospital, social care, and other staff

Since the DoH funding ended, Changing Lives has been successful in obtaining funding for the project from the Clinical Commissioning Group, for a team of navigators who will help to prevent unnecessary admission or re-admission to hospital as well as homelessness on discharge. Importantly, the team is part of a larger network of services within Changing Lives doing assertive outreach work with homeless people and rough sleepers and inreach work into large hostels, and many of the team have lived experience of homelessness or other problems.

Type of unmet needs for single homeless people, childless couples, and rough sleepers

Scarcity of emergency accommodation for single homeless people

The lack of accommodation identified as direct access provision in Barnsley was raised as a significant issue by agencies involved in the workshops and interviewed, and also by service users. The term 'emergency access' is more widely used now, and in practice the service provided at Holden House can be available on the same day that a referral is made, so providing emergency access. It can also be accessed without a referral from the Council, although some agencies thought that referrals could be made only by the Council's HOAPS team. It would be helpful for the access route to be clarified.

Accommodation is commonly offered in B&B or hostels outside Barnsley. However, people referred to accommodation in Rotherham, Sheffield, Bradford or Leeds may not be able to get there if they have no money to pay for fares and no-one willing to take them, and may be unwilling to go if this disrupts their ability to get to treatment appointments, court appearances, or supervision by Probation services, or to maintain important connections with their families. Many do not turn up (this is particularly true of homeless men (as reported, for example, by the Lighthouse hostel in Rotherham)

and may then end up sleeping rough or continuing to sofa surf in unsuitable places as a result. This has also resulted in decisions that the homelessness duty has been discharged, though the person's homelessness has not been resolved.

Holden House can be a difficult place to live in for people who are either trying to become or remain drug-free, and some people refuse offers of a bed there for these reasons. It may also be the case that, because of limited access routes into ordinary housing for people who have an emergency need for accommodation, people with no support needs or who may need only short term resettlement support are having to be accommodated in supported accommodation and may end up staying there longer than necessary. It is important therefore to improve the prevention of homelessness for single people, and pathways and access routes into ordinary accommodation, as well as providing a wider range of options for meeting emergency accommodation needs.

Supporting people to sustain supported accommodation

It is important that the provision of accommodation supports homeless people to address their other needs (financial literacy, addictions, offending, health and unemployment). Accommodation is often lost because of financial problems and non-payment of charges, or because of behaviour linked to drug or alcohol use. Whilst some providers of supported accommodation have developed a good range of activities which can help service users to both gain independence and employability skills, this is not universal and some service users said they were bored, and that this can contribute to problems building up within the accommodation, and a picture of people hanging around outside hostels with little to do.

A further issue raised during the consultation with customers was that problems of exploitation and bullying are not always addressed, and this can lead to abandonment or retaliatory behaviour which leads to people losing their accommodation.

NSNO processes

NSNO verification by the Council considers whether the person can be proved to be sleeping rough, has any accommodation they can occupy, and whether they have a local connection. Considerable emphasis is put on finding proof that the person is indeed sleeping rough but HOAPS does not appear to have the capacity to go out to see where people are reported to be sleeping rough; unusually, Lifeline were not previously engaged to provide an early morning service to find people sleeping on the streets or in buildings or other structures that are not intended for habitation (such as tents, disused buildings, skips, church outbuildings, and retail premises). Both agencies and service users have commented that the Council have been very particular about needing evidence of rough sleeping, and have not been willing to accept the assessment of other agencies such as Probation or a substance misuse service that the person was indeed sleeping on the streets. Some agencies feel that the onus for finding evidence to prove rough sleeping seems to have been placed on

the homeless person, rather than on the Council, and may have resulted in some cases of people being on the streets for longer than one night.

Repeat homelessness amongst people with complex and multiple needs

Agencies referred in the workshops and interviews to repeat homelessness for single people who had accessed Holden House, The Forge or private rented sector accommodation. The people involved usually have multiple needs including a history of rough sleeping, drug and/or alcohol problems, mental health needs, and some level of offending history, and there is a group of at least 14 people each year, as shown by the housing support analysis, who have a combination of these multiple needs. There is also a cohort of young people who have low level learning disabilities or difficulties in addition to offending and substance misuse problems, and, for some, a history of care.

Supported accommodation providers and others (including 28A, a non-commissioned provider) referred to the difficulties of accommodating people with multiple needs. Holden House, for example, had recently encountered problems to do with people with severe mental health needs, one of whom had repeatedly self-harmed within his room. It can prove difficult to get mental health services to come out to the hostel and take action to safeguard someone at this crisis point, and the hostel staff, who do not have training to deal with severe mental health needs or crises, often feel they are left to cope with a resident whose behaviour and needs are beyond their capabilities to manage. On other occasions it is these or similar behaviours which result in people losing their accommodation and being faced with finding a place in the private sector, in B&B or hostels outside Barnsley, or sofa surfing / on the streets. A number of the long term rough sleepers in the town fall into this group.

There are no services working specifically with people with multiple needs in Barnsley. One service has been working to develop a Psychologically Informed Environments (PIE) approach. This way of working with residents of supported housing, allied to developing trauma-informed approaches, has been gaining strength amongst supported housing providers around the country. It is focused on the development of a consistent approach across the whole organisation to dealing with difficult behaviour, getting the resident to look at what triggers incidents and how to adapt their behaviour to avoid such occurrences, alongside a review of the physical environment, and development of reflective practice as the norm for support staff. At The Forge, early signs show that the number of incidents has reduced, and fewer people have been asked to leave or have abandoned their accommodation.

6. The changes needed to fill the gaps and meet needs

There is a need to clarify the referral route into the emergency access provision at Holden House; some agencies thought that referrals could come only through HOAPS

but others said that they had been able to secure a bed for someone without a referral from HOAPS.

At the end of August 2015, funding for NSNO beds will come to an end. The Council needs to decide whether it is to provide emergency beds for those who are sleeping rough for the first time. This could be done by paying for beds to be kept vacant at Holden House (i.e. paying for the vacant nights when no-one has been referred through NSNO). There also needs to be a service which carries out outreach and engagement work with this group: helping them to access services, and staying with them as they move into supported accommodation (if needed) and into independence. This service is described in the section on prevention services.

Additional supported accommodation is required to meet the needs of single homeless people in Barnsley. We also suggest that the shape of the service provided at Holden House is reviewed, as it is not currently meeting the needs of single homeless people to sustain their accommodation in safe ways which help them to move into independence and towards employment. In addition, a large service which forces so many single homeless people together in one place is not ideal.

There are several options for delivering this:

Emergency access to supported accommodation:

Developing new hostel provision: the provision of additional beds in further supported accommodation would help to meet the unmet need, and ensure that fewer people need to sleep rough in Barnsley, and would ensure that the few couples who need emergency accommodation can be accommodated. However we accept that this is an expensive and probably unaffordable option.

Developing low support hostel provision: it is possible to provide hostel accommodation with Housing Benefit as the main income. This may need initial funding to acquire and equip the building, and to establish the service. This model is similar to that adopted by 28A, with the main differences being that the Darlington hostel provides low level support aimed at helping people to identify a route into supported accommodation, and the availability of supported accommodation as a pathway from this hostel.

Good practice example: B&B-style hostel accommodation run by non-profit-making agencies

The 700 Club, a voluntary agency in Darlington has a longstanding hostel for single homeless people. In June 2013, it took over a building used as a private B&B, in order to expand its services to meet the need for emergency accommodation in the town. The service provides short term transitional housing for those who have nowhere to go. Some may have been excluded from other provision because of their chaotic lifestyles, or may have an emergency need for other reasons.

The Lodge provides high quality accommodation, staffed 24 hours, and tailored specifically to the needs of a medium-to-high need client group. This is a far better

option than most of the private sector hostel and B&B accommodation in the area, and allows people to have a stable and supportive environment in which to make positive life choices. Many clients work their way through homelessness, and into independent living, even though they have previously been excluded or have chosen less sustainable options.

The Lodge has increased the housing options for homeless people and people at risk of homelessness within Darlington at no cost to the local authority. Funding to purchase the building came from the 700 Club's reserves, and funds for refurbishment were secured from a charitable source. Running costs in the first year were supported by the Homelessness Transition Fund, but the service is shortly to become sustained only by Housing Benefit.

Ensuring emergency beds are available to meet the needs of rough sleepers: T

This can be achieved by paying for emergency beds within Holden House to be kept vacant, i.e. paying for any nights they are not in use for a rough sleeper. It does not appear that all 4 beds are needed, but 2 bedspaces in single occupancy rooms should be sufficient to meet needs, provided people are moved on swiftly. Facilities should also be available for rough sleepers to be able to get a shower, and facilities to change their clothes outside the limited hours that BCDP is open.

Other options for meeting emergency needs:

Nightstop services: the Nightstop model has mainly been used to provide short term accommodation, usually for up to 3 nights, for homeless people under 25, but it has been shown that it can also work for adults over 25. It can offer people with or without support needs a respite from the streets or a way to prevent homelessness, provided they are not people with significant mental health needs or are either under the influence of drugs or alcohol at the time of the referral, or unable to refrain from using substances whilst in the host's home.

Good practice example: Adult Nightstop

DePaul UK has been running an Adult Nightstop scheme in the North East since November 2013. Funded as a pilot by the North East Regional Homelessness Group (using DCLG Single Homeless funding), it has so far accommodated 41 adults in the homes of volunteer hosts, a total of 339 bednights. The service delivered to homeless individuals is accommodation, meals, shower and washing facilities and a listening ear at the homes of trained and vetted hosts. Service users will be assisted to get to the accommodation by staff or volunteer drivers.

The adult service was built on the back of young people's services which already existed across the region, asking hosts if they were willing to help older homeless people as well. Most have agreed to do this. Very few placements have not been successful.

The service costs . around £45-50k a year - cover the cost for a worker to receive referrals, carry out assessments, recruit, train and support hosts, and help people placed in the hostshomes to move on into other accommodation, and costs of transport, and £15 a night for the meals and accommodation at hostshomes.

More information about Adult Nightstop, including a short video, can be found at: <http://www.depaulnightstopuk.org/>

Improving access to settled accommodation:

Speeding up access into social housing: this may require further de-designation of accommodation in the future, so that more people aged under 60 years can access accommodation in Barnsley. However, a full review of age designations was undertaken and implemented in 2014.

Enabling more single people to access the private rented sector: additional funding for bonds, rent in advance and administration fees could help single people to avoid becoming homeless and to access settled accommodation more speedily.

Sharing solutions: single people who are affected by Bedroom Tax (any age) or the Shared Accommodation Rate (under 35s) can be helped by schemes designed to make sharing more sustainable and more acceptable. Good matching of potential sharers, pre-tenancy training, and a charter for sharers can support schemes which save money for both providers and tenants, and help some people to access accommodation which might otherwise not be available or affordable.

Addressing multiple needs

Developing MEAM services

Making Every Adult Matter (MEAM) is an approach developed by a consortium of national agencies covering single homelessness, mental health needs, offending and substance misuse². Local authorities and their partners have been supported to develop ways of working together to co-ordinate the work of services already likely to be all working with the same individuals, and to prompt the development of system change to meet the needs of this group more effectively. Typically, MEAM services adopt the following characteristics:

- A co-ordinator who may do casework alongside other agencies, but who mainly helps other agencies to pull together to achieve positive outcomes for the clients they have in common, often through an operational group

² <http://meam.org.uk/> and <http://meam.org.uk/the-meam-approach/>

(similar to the case management approach for rough sleepers)

- A direct link into strategic groups to achieve system change where needed to better meet needs of this group
- Service navigators . often people with lived experience of homelessness or other social exclusion . who work closely with the person to help them to access services (a %efer and accompany+style) and to engage them so as to help them move on with their lives
- Personalisation funds to pay for the often small services that can make a difference to a person who has been excluded for some years; examples include bus passes to help the person to rebuild contact with family; money for new clothes, meals, cleaning products or haircuts that provide people with new self-respect and an opportunity to engage with the person
- Access to accommodation and support chosen to work directly with that person to address their needs, alongside the navigator

A Big Lottery funding call may provide the opportunity to develop services for people with multiple needs and/or for rough sleepers. Homeless Link will be able to advise on how to make a bid with the best chance of success, working either as an individual area or with neighbouring authorities.

<https://www.biglotteryfund.org.uk/global-content/programmes/england/help-through-crisis>

Encouraging the development of the PIE approach

Developing of the PIE approach across more of the supported accommodation sector could bring about a change in outcomes for people with multiple or enduring needs. The council could support this development by establishing seminars and workshops for local agencies to learn about this approach (and to discuss other ways of addressing multiple needs, as above).

<http://pielink.ning.com/>

Developing approaches to reduce homelessness on discharge from hospital and admission to hospital for people who have housing needs

Developing a protocol for preventing homelessness on discharge from hospital would be a good first step to identifying what else is needed to reduce the number of people

going into hospital with housing problems, and building links and systems to prevent readmissions and homelessness amongst the group with complex and multiple needs.

7. Predicting future demand for next 15 years

Trends from existing data

The current trends would indicate that single and childless couple homelessness will remain a significant part of the customer base for Barnsley's homelessness services. This group has been increasing as a proportion of the total number of homeless applicants, 77% in the last full year, and 55 % of the housing advice enquiries came from this group.

As in many areas, the data also shows a trend for an increase in the number of people with multiple needs, including a small number of young people who have multiple needs.

Factors likely to affect homelessness for this group

Government cuts: cuts to public services may affect single homeless people, particularly if support to help people sustain tenancies is reduced or removed. The key factors, however, are likely to be benefit changes and availability of work. The announcements made in the July 2015 Budget that will affect this group are:

- Freezing working-age benefits
- Removing Housing Benefit from most JSA claimants aged 18-20

Welfare benefit changes: The introduction of Universal Credit for single people, introduced in Barnsley from April 2015, has raised fears about whether people who have been homeless or are vulnerable for other reasons will be able to manage with money paid to them at the end of a month, and through a bank account.

Loss of NSNO funding: The loss of NSNO services might increase the number of people remaining on the streets. From 10 June 2015, EEA jobseekers have been prevented from claiming Universal Credit, and further restrictions on benefit claims for migrant workers are likely to result in further homelessness for this group in Barnsley.

Supreme Court ruling: An important ruling from the Supreme Court in May 2015 has the potential to increase the number of single person households who are accepted as being owed a full housing duty. The ruling covered the question of who is likely to be considered as vulnerable, with the following specific clarifications:

- 1) A person's individual circumstances should be considered in their totality when a local authority makes an assessment of vulnerability
- 2) Other support a person receives from a third party can be considered in assessing somebody's vulnerability (as long as the support is consistent and predictable). If a person is receiving support from another agency, this does not necessarily mean they are not vulnerable, and their situation needs to be fully assessed
- 3) Councils cannot take into account other homelessness burdens or local resources in assessing vulnerability
- 4) The term ~~fund~~ for oneself commonly used in local authority decision letters to justify not granting people priority need status, is not mentioned in the legislation. The local authority must decide for itself whether the person is vulnerable and therefore in priority need
- 5) People who are not sleeping rough may nonetheless be vulnerable
- 6) Statistics (for example, to show the likelihood of them committing suicide) cannot be used to justify a decision that the person is not vulnerable
- 7) Assessments must take into account what an applicant's vulnerability will be if they become homeless, not just their current situation i.e. to compare them with someone who is not homeless rather than the next homeless person
- 8) Councils cannot simply rule that if a person lives with someone else who is able-bodied that they are automatically not vulnerable

Case law has yet to clarify the Supreme Court ruling, but it may have considerable implications for an authority which at present makes very few full housing duty decisions for single homeless applicants. The Council might expect future challenges on behalf of people who could be seen as vulnerable as a result of physical disabilities, physical health problems, mental health needs, or drug or alcohol problems. Rough sleepers and other single homeless people who often have a combination of those problems, as well as those who are vulnerable to exploitation by others, may well have a case to be considered as in priority need, and entitled to accommodation.

The solutions may be no different to those which the Council is already providing, but if Holden House is full, it could be harder to argue that a place in B&B offered in Sheffield or Rotherham meets the duty for temporary accommodation.

Recommendations

Barnsley Council should:

- Review Holden House and clarify the referral route into Holden House
- Explore ways of providing more bedspaces for single homeless people, including exploring the development of a Nightstop service, and other options for those needing low level support, so that higher level support services can be focused on those with higher support needs

- Ensure there continues to be provision of emergency beds for people who are identified as sleeping rough
- Seek funding to develop services and approaches to work with rough sleepers and people with multiple needs:
 - Facilities to get showers and clean clothes
 - A case management group to bring agencies together to improve outcomes for rough sleepers, both new rough sleepers and the long term group
 - Navigators to address the needs of rough sleepers and people with multiple needs
 - Development of the MEAM approach in Barnsley Promote the PIE approach and provide an opportunity for supported housing agencies to learn about and adopt this approach and other ways of supporting people with multiple needs
 - Develop a Homeless Hospital Discharge Protocol as a first step to addressing the needs of people being admitted to hospital with housing problems or leaving hospital with no accommodation
 - Carry out a desktop review of recent non-priority cases to check whether guidance for HOAPS staff needs to be revised in the light of the Supreme Court ruling about assessment of vulnerability
 - Broaden access to ordinary settled accommodation through de-designating more social housing, and providing additional funds for bonds, rent in advance and administration fees

2. Offenders

1. Introduction

This section covers the housing and support needs of people with an offending history or who are at risk of offending in Barnsley. Findings and recommendations set out in the Single Homeless and Rough Sleeping section also apply to this group, and are not repeated here, and the same is true of findings set out in the Young Persons section.

The Criminal Justice System (CJS) across the country is in a period of great change at present; this can make it difficult to get information and time commitment from CJS agencies, and also provides a challenge to ensure that housing and support staff are aware of which CJS agency is doing what, and how their approaches to meeting resettlement (including housing) needs is changing.

2. What's working well to meet the housing and support needs of offenders

Housing support services offer strong support and help to move on with their lives to both low and medium risk offenders, and higher risk offenders.

There are advice services in place to help offenders find the appropriate housing solution, through a service based within the Probation services, and another based in Action Housing. Good links with other advice and accommodation providers come through the Barnsley Accommodation Group.

For people who use the supported accommodation, there is a good pathway from prison and Approved Premises into supported housing and then onto settled housing, with the possibility of making use along the way of intermediate housing (provided by Housing Associations or Berneslai Homes) with less support.

3. Expressed need for housing and support

Homeless applications

Barnsley's homelessness application data records whether people are homeless because of leaving prison or remand. A total of 67 households made homeless applications over the last 3 years on leaving custody (all single person households). The number has been stable for the last 2 years, around 25 households per year. (Appendix 2 Figure 1)

There were 2 women and 65 men amongst the 67 applicants, and all but 1 whose ethnic origin was known were White British. The largest age band for people leaving prison was 25-34, followed by 35-39, and 40-59.

Referrals were most commonly from prison or other advice services, but about one third were self-referrals; these may well be people who had not left prison immediately before making their homeless presentation at HOAPS.

No-one was accepted as being owed the full housing duty over the course of the 3 years as a result of vulnerability from being in custody. It is not possible to tell how many of the people accepted as being owed the full housing duty had offending histories. (Figure 2)

Resolving homelessness

Relatively few of the 67 had their homelessness prevented. 23 had a prevention action, and 41 (almost two thirds of the total) were either considered not to be homeless or contact was lost so no decision was made. Prevention actions were focused on a move to supported accommodation, or to the private rented sector including Houses in Multiple Occupation (HMOs). Only 1 person in the 3 years was recorded as moving to a social rented property. (Figure 3)

Housing advice enquiries

60 households . all single . made a housing advice enquiry over the 3 years after leaving prison or remand. The age profile was similar to that of those making a homeless application. Ethnic origin was not recorded in many of the cases, and all recorded were White British. It is not possible to identify how many housing advice enquirers had an offending history.

Only 4 people had a prevention action taken: 3 moved into supported accommodation and 1 into social housing.

It appears that offenders who leave prison or remand and seek housing assistance in Barnsley are rather unlikely to have a homelessness solution or prevention action taken to resolve their need. The picture would hopefully be different were people's full needs to be recorded as part of the homelessness or housing advice database.

Accessing housing support services (accommodation-based and floating support)

156 people whose primary client group was recorded as offending accessed housing support services over the 3 years. In 2012-13, two thirds were men, but in the subsequent 2 years, 90% were men. A further 80 people had offending as a secondary need, so a total of 236 people with a need related to offending. The number of offenders accessing housing support fell between 2013-14 and 2014-15, from 81 cases to 29, and the proportion of the total accessing housing support fell from 17.7% to 9.3%. (Figure 4, 5)

Most offenders (primary support: offending) accessing housing support accessed floating support rather than supported accommodation; the majority accessed Action Housing's services, either supported accommodation or floating support.

Few had come straight from prison or Approved Premises, and some had slept rough immediately before.

Outcomes from housing support

Action Housing reports a high level of positive outcomes for their clients:

Of 13 people who left their supported accommodation in 2014-15, 7 people moved into a tenancy of their own, 3 to family or friends, and 2 into custody. 1 was evicted.

Of the 15 who stopped receiving floating support, 7 were able to stay in their properties without support. 1 moved to another tenancy, 4 moved in with family or friends or into the home of a partner, and 1 died. 1 was evicted.

Foundation's floating support service for high risk offenders had similar positive outcomes:

Of the 16 people reported as leaving the service in 2014-15, 9 remained in their tenancy, 2 moved into supported housing, 2 returned to prison, and 1 to family or friends. 2 outcomes were unknown.

4. What is in place to meet demand (supply of accommodation, floating support and other services)

Figure 6: Supply of accommodation, floating support and other services

Scheme	Provider	Type of scheme	Funding	Number of units
Barnsley Offender Project Dispersed Housing	Action Housing	Accommodation-based scheme . dispersed For low to medium risk offenders	Housing-related support	16 flats
Barnsley Offender Project Floating Support	Action Housing	Floating support For low to medium risk offenders	Housing-related support	43 units (can go up to 45 at times)
Barnsley Offender Support Service	Foundation Housing	Floating support For high risk offenders	Housing-related support	16 units
Offender Housing Advice Worker	Action Housing	Advice and prevention	Probation	

Scheme	Provider	Type of scheme	Funding	Number of units
Action Housing Drop-in	Action Housing	Accommodation, training and employment advice . twice weekly	Action Housing	Around 600 people a year

Action Housing's dispersed flats are spread around the borough, mostly in the east, north or centre. All but 2 are owned by Berneslai Homes, with the remaining 2 being owned by Action Housing. The scheme accommodates low to medium risk offenders, for up to 2 years. Referrals can come from prisons, but there is usually a waiting list and people can wait a little while for a vacancy to become available. People leaving the dispersed housing, as well as other offenders and those at risk of offending, can access floating support for up to 2 years.

Move-on accommodation from Action Housing's scheme is often to a Berneslai Homes or Action Housing property, and floating support with the Action Housing scheme is usually easy to arrange once a property has been identified.

Foundation Housing's floating support service is for high risk offenders, and most referrals come from the National Probation Service (NPS) including its Approved Premises, though occasionally referrals come from the South Yorkshire Community Rehabilitation Company (SYCRC) which works with low to medium risk offenders. Referrals are made 2 years before release is due, so this is a planned move to ordinary accommodation. Foundation works with the person for around 6 months before they are due to leave prison or Approved Premises, and accommodation is found in either social rented or private rented housing.

There is a waiting list as the service is limited by the number of people that the 2 members of staff can work with. There is also a need for more 1 bed properties which ex-offenders can apply for in a choice of areas to support a continued move away from re-offending.

Action Housing also provides a drop-in service, run by a volunteer supported by a member of staff. All current service users and people who have recently left the service can get help with job searches and looking for training, and to socialise with other service users. The drop-in also provides advice on accommodation for people on their waiting list and others looking for accommodation. People who need accommodation when they come to the drop-in can join the waiting list for the dispersed accommodation or the advisers can make referrals to HOAPS for Holden House or for other accommodation in Barnsley or elsewhere.

Action Housing has also hosted the Offender Accommodation Officer post, now provided by NACRO (as of May 2015). The advisor is based within and funded by the SYCRC, and also offers advice to NPS clients; at least once a month he goes into local prisons to see people who have been referred. He advises around xx people a year, and carries an open caseload of around 30 people.

To make sure that this post is as effective as possible, closer ties with the council's HOAPS service are desirable, and we would suggest that the Council talks with NACRO, the SYCRC and NPS about ways of building stronger links between the two services.

There are no other commissioned services providing advice, support or accommodation specifically to offenders in Barnsley. Offenders with housing needs may be accommodated by a number of other temporary accommodation providers, including:

- Holden House (for single homeless people)
- The Thursday Project (for people with mental health needs)
- Sanctuary's High Street project (for people with mental health needs)
- 28A

28A has in the past offered accommodation to many offenders, but has recently found this more challenging, with a high rate of damage to their properties and little sense of partnership working with some Offender Managers. As a result, the manager is being more cautious about who rooms or houses are let to, and also trying to develop more sense of responsibility for residents within each property by involving them in deciding who should be housed and where. It should also be noted that 28A requires £170 in fees plus £50 key money, and this may not be affordable for all offenders needing accommodation. The Vicars Relief Fund may not cover these costs, as they do not usually meet admin fees for people moving into the private rented sector.

5. The type and scale of unmet need

Type of unmet needs for offenders with housing and support needs

Help to resolve housing needs for prolific offenders

There is a sense of desperation within CJS teams in Barnsley about how well the housing needs of offenders are met. Despite the work of the two specialist offender advice services (Action Housing and NACRO) and that of the prison housing advice services (now provided by NACRO), offenders returning to Barnsley from prison or living in Barnsley may struggle to find suitable and stable accommodation. This is in part due to the scarcity of commissioned emergency and short term supported accommodation for single people (see below).

One person summed up the current situation, saying: *We are some way from meeting the housing needs of offenders in Barnsley.* This person went on to say that vulnerable and chaotic individuals are having to live with other vulnerable groups, and there is a lack of knowledge of where offenders are as a result. This can lead to some

difficulties managing levels of anti-social behaviour and crime which can then have quite an impact on local communities.

Barriers to ordinary housing can include an over-careful attitude to past poor behaviour and to rent arrears. Barnsley Council's policy and Berneslai Homes's normal practice is to consider each individual's case carefully, but a number of people within the CJS teams (Probation and other services) have raised their concern that the practice is sometimes to ask for a list of all convictions before an ex-offender's housing application can be considered, and that there is a lack of information for applicants about how long they will need to wait to demonstrate changed behaviour or reduced rent arrears, to be accepted onto the Housing Register. Whilst Berneslai Homes policy set out good guidance to staff on both issues, and decisions about exclusion are made by a senior member of staff to achieve consistency, there are steps that could be taken to improve the confidence of Probation officers in this process, and to arrive at jointly agreed decisions about what would help an offender to show that they have addressed their past poor behaviour.

We have included a good practice example from another ALMO about how risks associated with housing offenders are managed, using a jointly agreed protocol, joint training, and joint decisions about exclusions. Our recommendations on these issues are covered in Section 5 of this report.

Good Practice example: Protocol for addressing offender need – Your Homes Newcastle and Northumbria Probation Trust (drawn from a presentation by YHN given in 2013)

Your Homes Newcastle, the ArmsqLength Management Organisation in Newcastle upon Tyne, developed a protocol in 2013 with what was then Northumbria Probation Trust, aiming to meet offender housing need more effectively. After some discussion with the Probation Trust, YHN reviewed the current state of affairs in which offenders were frequently excluded from the Housing Register, and concluded that:

- Not housing offenders did not make them go away - they were still living in the community, but often nobody was exactly sure where they were
- The policy of ~~ineligibility~~ was not making estates safer, but rather it was making it harder to manage the stock effectively
- The success of housing MAPPA cases gave confidence, and working closely with partners worked well

By contrast it appeared that:

- Offering the right housing stopped offenders from ~~going~~ underground
- It made it easier for YHN and partner agencies to manage them
- It helped offenders get into employment

- It helped to maintain protective factors
- It protected victims and other vulnerable individuals
- This created maximum public protection and gave offenders the best chance to rehabilitate

This led to a new information sharing protocol, the end of any blanket exclusions, joint decisions about ineligibility for the Housing Register, a programme of joint training for all frontline housing and Probation staff, decisions based on the information that is available to be shared, and joint action plans for the management of difficult cases. In 2013, it was reported that there were far fewer housing management issues with offenders, and very few were referred for eviction, offenders were being offered the right housing, and the Probation service had greater confidence that they knew where their clients were and that more tenancies were being sustained.

An additional layer of communication between the CJS and the Council could help to support the development of a pathway for offenders who are not able to access Action Housing's accommodation project. There is a group meeting to talk about accommodation, attended by CJS staff and people from HOAPS, as well as providers, but this operates largely at the level of information sharing about problems and services.

Scarcity of emergency accommodation for homeless offenders

The most significant unmet need is for emergency access accommodation, and this is covered in the section on Single Homeless and Rough Sleepers, but in addition it is important to note that there is usually a waiting list for Action Housing's Offender Accommodation. More accommodation in this scheme would help to reduce the number of people who are sleeping rough, staying in HMOs, sofa surfing, or being accommodated at Holden House. This could reduce the burden on Holden House where accommodating a large number of offenders together and in close proximity to each other, is not ideal.

Access to settled accommodation

Although there is a wide range of private rented sector stock in Barnsley . from good self-contained flats and houses, to shared houses, some in very poor condition - the use of HMOs, mostly in the centre of Barnsley, to meet offender housing needs is often very unsatisfactory. There is a high concentration of offenders in this sector, and private landlords have no particular responsibility towards managing the behaviour this group of people. Agencies working with this group say that many houses are in a poor state of repair (and may have suffered from high levels of damage), have a chaotic feel, do not support a move away from re-offending and substance misuse, and are difficult places for vulnerable individuals.

The process of move-on into social rented housing from supported housing is relatively smooth if the ex-offender is moving from Action Housing's Accommodation Project. Once the person is ready to move on, a Band 3 priority will be awarded following a special assessment, and the person can bid for move-on accommodation straightaway.

For people trying to move from HMOs or other accommodation, however, the process might not be quite so smooth, depending on the person's housing history and type of offences, and some people then get stuck with no options but the private rented sector or temporary solutions. This can then affect the person's ability to move away from offending. The rate of rehousing into social housing for people supported by the Action Housing Accommodation Officer, for example, was very low. He could think of only 1 person who had been successful in being rehoused into this sector. There was also a concern that offenders are sometimes asked to provide evidence of long periods of desisting from offending.

Scale of unmet needs for offenders with housing and support needs

PFA snapshot survey

Only 7 entries in the snapshot survey were submitted by a Probation worker for their clients, with the remaining entries for people with an offending history being submitted by one of the housing support agencies. Both the SYCR and the NPS found the task too labour-intensive for staff under severe time pressures. Both sets of staff contributed in another way, by filling in a sheet with summary information about their clients in housing need (see below). Unfortunately, it is not possible to assess how many people might appear in both the snapshot survey and the Probation data.

42 of the 132 entries in the snapshot survey, submitted by a range of agencies, were for people with an offending history as their primary vulnerability (just under a third of the total). A further 16 had offending as a secondary vulnerability, adding up to 58 (44% of the total). An offending history is thus a significant factor for people at risk of or experiencing homelessness or housing need in Barnsley.

All but 3 of the households with an offending history were single person households. 13 had no accommodation (3 rough sleeping, 5 sofa surfing, 5 staying very temporarily with family or friends), and 10 were in short term housing, whilst 19 were in their own tenancy. Most of the cohort with an offending history were aged between 26 and 49. All were White British.

34 of the total of 58 (59%) had both offending and drug or alcohol vulnerabilities.

Supplementary data collected by Probation agencies

SYCRC and NPS staff filled in a pro-forma devised for them for this purpose. In the case of SYCRC, all relevant staff completed the form, whilst only about a quarter of NPS's relevant staff did so.

The completed exercise told us that in March / April 2015:

- Just under half - 46% - of their total caseload did not have settled housing which met their needs; as might be expected, this was the case for a higher proportion of the SYCRC caseload than that of the NPS staff
- Of those without settled accommodation, a proportion . around a quarter - were still in prison without a good housing solution to come out to
- 8 people were sleeping rough for all or most of the week, and 24 were sofa surfing
- 15 were in supported housing, of whom 5 were placed in supported housing outside Barnsley
- 17 were in private rented property which was thought to be unsuitable for their needs
- A further 7 were at risk of losing their tenancies
- A total of 56 did not have sufficient housing support to meet their needs
- Only 1 of the total with housing needs would expect to live with their children

Data from Probation services

The Offender Assessment System (OASys) records the risk of offending from factors such as accommodation difficulties at various points along the offender's journey. These figures show the latest assessment during the relevant year of the risk of re-offending related to the suitability, permanence and location of accommodation, as well as the numbers who were of No Fixed Abode at the point of the assessment. No Fixed Abode in this context includes people who are sleeping rough, sofa surfing, or in nightshelters, B&B, or other very temporary accommodation. (Figure 7)

The figures show that the problem of a lack of settled or suitable accommodation has been getting worse over the last 3 years, with both permanence and suitability identified as factors which may affect re-offending. In the last full year, 56 people were recorded as having No Fixed Abode, more than double the figure from 2 years before.

Conclusions: the scale of need

Probation snapshot data shows that a group of people with an offending history, around 8 people, are sleeping rough at any one time in Barnsley. This appears to be a high proportion of the total of those sleeping rough (total of 10-15 at any time). 24 offenders were sofa surfing, so more than had been identified in total in the snapshot survey (7 people). Data from OASys records 56 people as having no fixed abode during 2014-15, so an average of around 1 per week. This was a considerable increase on the previous year.

Substance misuse problems, as might be expected, are experienced by a number of offenders . over half of those entered into the snapshot survey. Multiple needs are covered in the section on Single Homelessness and Rough Sleeping, including suggestions for addressing multiple needs more effectively.

6. The changes needed to fill the gaps and meet needs

Temporary accommodation: More supported accommodation is needed to meet the need for support to help offenders to gain independence skills, re-integrate into society, and move towards employment. Were Berneslai Homes or another provider is able to make a few more dispersed properties, then a small additional amount of funding for support could enable Action Homes to help more offenders along that pathway. (An addition of £40k could potentially add 50% capacity to the scheme.)

Floating support: Similarly, a relatively small amount to add to the capacity of this scheme (an addition of £40k could add 50% capacity).

Greater and more effective collaboration between the CJS and Barnsley Council

Two steps could help to produce greater collaboration. A regular solutions-focused meeting between the HOAPS team, the NACRO Accommodation Officer, and the Action Housing drop-in worker, could help to reach agreement on which person has the highest priority for the scarce accommodation available in Barnsley, and what other solutions might be tried. This could also help to reach consensus about individuals, and reduce conflict, time spent negotiating about ways of meeting individualsqneeds, and time spent by customers in the HOAPS service trying to resolve their needs. This meeting may ultimately be merged with the suggested rough sleeper case management meeting but it is suggested that it is a separate meeting initially, so as to build relationships between these two sectors.

A further opportunity would be provided by involving HOAPS in the Integrated Offender Management (IMPACT) regular meeting. Berneslai Homes is currently invited to this meeting, but they cannot speak for the homeless service and this misses the opportunity to resolve housing needs for the prolific offender group supported through the IMPACT system. Again, the meeting between the Council and CJS agencies may not be needed as well as this meeting in the long term, and the involvement of other agencies (Police, drug treatment agencies, and others) would help to get multi-agency consensus about ways of meeting needs in a more effective way.

An example is given below of effective collaboration between housing and homelessness teams for IOM clients which reduced homelessness for IOM clients and enabled people to move more quickly towards not re-offending. We have also provided a further example showing how joint training, better information sharing, and a new way of looking at exclusions from the Housing Register had improved relationships between the two sectors. Whilst relationships between BH and the CJS teams are not in question, the process for improving confidence and reducing conflict between the

council and CJS teams could help reduce workloads as well as stress for clients and staff.

Good practice notes: Housing input to Bolton Integrated Offender Management team discussions

(from a report for Greater Manchester Probation Trust 2014)

Bolton At Home, Riverside ECHG and Bolton Housing Options all attend Spotlight (IOM) fortnightly migration meetings. This is a significant help in addressing IOM offender Housing need.

Bolton Council and housing providers give priority to offenders once they have shown a period of 3 months without offending.

It was recognised that some housing officers in social housing providers were being very risk averse if offenders had any rent arrears or a history of ASB. This has been addressed through a joint training programme and improved sharing of information about the degree of risk and whether there is a risk for the housing organisation, neighbours, or the public.

Bolton Urban Outreach OARS (Offender Accommodation, Resettlement and Support) specifically targets male offenders from Bolton released from HMP Forest Bank facing potential homelessness. The service visits 6-12 weeks before release to assess suitability. Riverside (providing supported accommodation in Bolton House) also provides an in-reach service. Bolton MBC funds both services. Forest Bank will also make pre-release referrals to the Gateway, Bolton's supported housing access point.

7. Predicting future demand

Crime fell by 9% between the year to September 2013-2014 (Crime Survey for England and Wales) and increased by less than 1% in the same year (all police-recorded crimes). Over the same period, there was no change in total crime for South Yorkshire, but there was a decrease of 9% in drug offences, and 11% for burglary. The incidence of violence with injury increased by 18%, and theft decreased by 6%.

Across the country, re-offending rates remained stable in the year July 2012-June 2013 (the most recent year for which the Ministry of Justice's re-offending data is available.) In South Yorkshire, re-offending rates increased slightly . by 3.8% in relation to the proportion of offenders who re-offend, and by 5.4% in relation to the number of re-offences.

The increasing prevalence of legal highs (New Psychoactive Substances) has led to changes in the law about how legal highs are to be treated, which were announced soon after the General Election and may be in place in the next year. It is not known what effect this change would have on offending rates.

The change to the Criminal Justice System . the introduction of Transforming Rehabilitation and separation of the SYCRC and NPS services . may have some

impact on the way that housing needs are resolved. All offenders convicted since February 1st 2015 now have a licence and a resettlement plan, so this will improve the position for those with short (under 12 month) sentences. However the systems are still settling in, and not all arrangements are in place as yet. Through the Gate services are not fully staffed and volunteers are not yet in place, so some offenders are leaving prison without help to get to their accommodation and other appointments. Services which previously provided housing advice have been transferred to new providers (NACRO, in the case of Yorkshire and Humberside prisons) but their role is less broad than before, and the arrangements for helping prisoners to apply for social housing are being made much later (only 12 weeks before release) and the repayment of rent arrears, which can remove one barrier to social housing, is not being done everywhere.

8. Recommendations

Barnsley Council should:

- Review the contracts for dispersed accommodation and for floating support for offenders, with a view to increasing capacity for both schemes in Barnsley (with improved access to accommodation to be achieved by other actions recommended in the report)
- Develop closer links between the Council and the Criminal Justice System . at strategic and operational level, at casework level between NACRO and Action Housing advisers and HOAPS, and through regular involvement with the IMPACT team for Barnsley, and to seek to include prevention data from these agencies in homelessness prevention reports sent to DCLG

3. Substance Misusers

1. Introduction

This section looks at the housing and support needs of people with drug and/or alcohol problems. It should be read alongside the sections for Single Homeless and Rough Sleepers, and for Offenders, since many of the issues cover all three groups.

Although people's use of legal highs (New Psychoactive Substances) must be taken into account in looking at housing and support needs, there is as yet little hard evidence of the numbers of people involved in using these substances, or about the scale of need for housing as a result of problems associated with these drugs. We do know that the use of legal highs has created significant problems for supported housing providers, particularly but not only those working with young people, and this will be referred to in later in this section.

2. What is working well in housing and support services and systems for people with substance misuse problems

There is a good pathway from prison, homelessness, detox and rehabilitation into housing, support, and treatment services in Barnsley. Referrals to treatment services can come from people with drug or alcohol needs, from GPs, or from other services. There are walk-in services in both Addaction and Phoenix Futures, and there are services which help people to prepare for recovery, which supports better retention of people in treatment services.

People with both housing and substance misuse problems in Barnsley can find out what services there are to resolve their needs through a network of treatment services provided by Addaction and Phoenix Futures, both for young people and adults. Phoenix Futures has several bases in the borough, and at the Widening Horizons centre located in the centre of Barnsley, people can access housing advice and signposting to housing services from the T4 Housing Liaison Officer. This role has a very open brief, and the adviser is able to resolve housing needs for a high number of the customers who seek help.

The T4 abstinence-based service supported accommodation at Beavor Court (managed by Phoenix Futures but formerly operated by NACRO) is very high quality accommodation, with positive feedback from residents. Most residents move on in a positive way to settled housing, using a well-structured pathway into 2nd stage T4 housing, either to intermediate accommodation leased from Berneslai Homes or other settled housing. Floating support provided by T4 helps a larger number of people sustain their homes, for those moving on from Beavor Court, and for people in their own homes whose substance misuse is putting at risk their ability to maintain their independent home.

Phoenix Futures ensures that it has good links to other services, including prisons and other Criminal Justice Services, and has taken a key role as chair of the Barnsley Accommodation Group which brings providers, homelessness services, Probation and other services together to discuss the housing needs of vulnerable groups in the borough. Phoenix Futures also works well with other providers, helping them to support their clients into and to maintain structured treatment in the area.

In Barnsley, Addaction does not provide any housing services but provides support, particularly where clients are homeless and need a handholding service to access homelessness services.

Barnsley Churches Drop-in Project (BCDP) is an important part of the services in the borough. It started as a service for people with drug and alcohol problems but now supports other homeless and isolated people. Based next to Addaction's offices in the town centre, it makes contact with, engages and supports a large number of people who have both housing and substance misuse problems, and signposts them to other services.

A number of mutual aid groups (such as Alcoholics Anonymous) support substance misusers, and this, and the Substance Misuse Service User Group, are important elements of the system helping people to recover from their addictions.

A re-commissioning exercise is in train currently for all substance misuse treatment services in Barnsley. This should ensure that housing and support services, including advice services, continue to be well-integrated with treatment services.

3. Expressed need for housing and support

Homeless applications and housing advice enquiries

Barnsley is not recorded as having accepted anyone as being owed a full housing duty as a result of drug or alcohol dependency in the last year. The housing advice database does not record whether enquirers have a drug or alcohol need.

Substance misusers accessing housing support services

In 2014-15, 65 people (20.8%) who accessed housing support services had a substance misuse problem as their primary need. Where the secondary need is taken into account, substance misusers account for almost 40% of the total of people accessing these services. A small number have both needs. (Appendix 3 Figure 1, 2, 3)

Of those with a primary need for addressing substance misuse who accessed supported accommodation (16 in 2014-15), the majority had no accommodation of their own prior to this, though a few had a private tenancy. Of the 49 who accessed floating support, 10 had previously been in supported housing, 1 had been in prison, and 1 had slept rough, but the remainder (37) had their own tenancies. (Figure 4)

People with substance misuse problems also have other needs, including a small number of people with a learning disability, but as might be expected, a greater number with a history of offending, or mental health needs. In the most recent year, 28 were recorded as having dual needs (substance misuse and a mental health problem). A small number . 17 in the most recent year . have 4 different needs recorded.

Outcomes

Floating support is supporting a good number of people with substance misuse problems to be able to sustain their own homes, and exits from supported housing are mostly positive and into settled accommodation. Outcomes for people with a primary need of drug or alcohol use who left supported housing in 2014-15 were mainly to social or private housing (9 people), with 1 going to other temporary accommodation and 3 going to live with family. Almost all of those exiting from floating support services in 2014-15 remained in a tenancy or in owned homes, with only 10 unplanned moves out of 62 in the year. (Figure 5)

Treatment data

The National Drug Treatment Monitoring System (NDTMS) captures data about people in treatment, including their substance use and their accommodation status when they enter treatment. There have been changes in the way that data is collected and recorded during 2011/15, so the data is not quite comparable across the last few years. (Note that NFA includes night shelters and sofa surfing, and a housing problem, is defined as short stay accommodation, whilst longer term supported housing is seen as not providing a housing problem.)

The definitions are set out below:

NFA - Urgent housing problem

- Living on streets
- Uses night hostels (night by night basis)
- Sleeps on different friends' floor each night

Housing problem

- Staying with friends/family as a short term guest
- Night winter shelter
- Direct Access short stay hostel
- Short term B&B or other hotel
- Squatting

No housing problem

- Local Authority (LA)/Registered Social Landlord (RSL) rented
- Private rented
- Approved premises
- Supported housing/hostel
- Traveller
- Own Property
- Settled with friends

From NDTMS Business Definition Data Set L Version 11.02 May 2013

The data shows that the prevalence of acute housing difficulties for people with problematic drug and alcohol use is reducing gradually: in 2014-15, the total number of drug and alcohol users with an urgent housing need is 23, rather less than the total of 34 for the previous year, and 47 in the year before that. For those with a lesser degree of housing problem, the figure for 2014-15 was 82, compared to 59 in the previous year and 86 in the year 2012-13.

There was an increase in the number of people entering treatment for drug use between 2012-13 and 2013-14, but a decrease between those two years for those with alcohol use as their main problem. In 2014-15, the data has been recorded in a different way, so it is not possible to compare separate alcohol and drug use with previous years, but the figures show that the total number of drug and alcohol users in treatment has decreased by 5%.

The ethnic origin of substance misusers is recorded alongside other data at entry into treatment. In Barnsley, there has been little change in the proportions of ethnic origin of people in treatment over the last few years: around 2% are White Other, and 1% are Asian or mixed Asian and white.

Other data showing demand for services

Phoenix Futuresq Housing Liaison Officer helps people with substance misuse problems with their housing difficulties. During 2014-15, he had a total of 212 enquiries, of whom:

- 48 were homeless
- 70 were in unsuitable accommodation including 26 people who needed move-on accommodation and/or support, and 36 who had financial problems including rent arrears
- 14 were facing eviction

Housing solutions were obtained for all but 10 (awaiting an outcome by the end of the year) and 1 who disengaged or returned to prison. Homelessness was prevented for 13, 47 obtained permanent accommodation and 6 temporary, whilst 43 were referred to housing providers.

4. What is in place to meet demand (supply of accommodation, floating support and other services)

Figure 5: Supply of accommodation, floating support and other services

Scheme	Provider	Type of scheme	Funding	Number of units
T4 Core & Cluster scheme: Beevor Court William Street	Phoenix Futures	Accommodation: 6 self-contained bedsits in a building with shared kitchen and lounge 4 self-contained flats on another site	Housing-related support and DAAT	10 beds
T4 floating support	Phoenix Futures	Floating support	Housing-related support and DAAT	40 units
T4 Housing Liaison Officer	Phoenix Futures	Housing advice	DAAT funds	200+ enquiries per annum

The T4 supported accommodation at Beevor Court (managed by Phoenix Futures but formerly operated by NACRO) is very high quality accommodation, with large, well-furnished bedsitting rooms for each resident, a large kitchen and sitting room, and a pleasant outlook to a garden and woods. To be referred to the service, applicants must be alcohol- or drug-free and in structured treatment, and have a housing need, though need not necessarily be homeless. Motivation to work towards recovery is essential, and referees must be in touch with a Recovery Navigator.

Activities are well-structured, so that residents gain independence skills and gain skills and experience which will help them move towards employment. Residents are expected to be engaged in structured activities during the day, either structured treatment or activities which will help them to apply for work, training or education. All residents are expected to take part in house meetings and groups and activities, including looking after the communal areas and buying food and cooking for a communal meal once a week. A 12 week programme is completed by most service

users, and outcomes are positive: in 2014-15, Beever Court had 80% planned move-ons, and William Street 100%. Move-ons are initially to the 2nd stage units at William Street, and then to either intermediate accommodation leased from Berneslai Homes, or to other settled housing in the social or private rented sectors. Support can come from the T4 Floating Support Service. (Figure 6)

The floating support service works with people moving on from the supported accommodation and with people in their own homes whose substance misuse is putting their independence at risk. They do not need to be abstinent or in treatment, but may be helped to access or go back into treatment services. Some interventions are short, whilst other people require longer term support. Floating support outcomes were planned and positive outcomes in 84% of cases in 2014-15.

The T4 Housing Liaison Officer provides a drop-in at the Widening Horizons base within Phoenix Futures treatment services. This service has been in place since 2011, and the adviser (in post until June 2015) had a crucial housing advice background. The role has a fairly open brief, focused primarily on helping people to access housing and housing support services, or to sustain their homes through tackling benefit problems, negotiating with landlords, or helping the service user to address other housing needs such as repairs or adaptations, in a seamless service. Good communication with other parts of treatment and housing services within T4 and with others is an important aspect of this service.

Barnsley Churches Drop-in Project (BCDP) is an important part of the services in the borough. It started as a service for people with drug and alcohol problems but now supports other homeless and isolated people. Based next to Addaction offices in the town centre, it makes contact with, engages and supports a large number of people who have both housing and substance misuse problems, and signposts them to other services. It provides hot meals and drinks, food parcels, clothing, and low level support and befriending. Other services come in during the 3 sessions a week to provide advice or to make contact with their clients.

There are also several groups in Barnsley focused on providing support to carers of people with substance misuse problems, and providing mutual aid to substance misusers. They are not currently engaged in addressing housing needs.

5. The scale and type of unmet need

The scale of unmet need

PFA Snapshot survey

78 people (59%) in the survey used drugs or alcohol. 28 of the 132 entries (21.2%) were for people whose primary vulnerability was substance misuse. (Figure 8) A further 34 had substance misuse problems as a secondary vulnerability, making a total of 62 (47% of the total). Long term use of drugs or alcohol was a primary issue affecting the chances of resolving housing need for 17 people, and a secondary need for 26 people, a total of 43 (just under a third of the total).

The most common age band for people with substance misuse needs in the survey entries was 26- 35 (28 people). This was followed by those aged 36-49 (18 people), and those under 21 (16 people). (Figure 7) Of the total aged 25 and under (27 people), 9 were said to be using legal highs.

The survey asked which substances people used. Almost 30% used drugs as their drug of choice, whilst 15% used alcohol and 12% used both. Heroin, cannabis and alcohol were the main drugs of choice, with 9 using legal highs.

Importantly, of those recorded as having a substance misuse problem, over a quarter were thought not to be in structured treatment at the time that the survey was completed, though some (a third of this group not in treatment) has been in treatment in the past. Most of the total with substance misuse problems were also not in specialist accommodation for people with substance misuse problems (though 2 were). 15 were in their own tenancy, 11 were in supported housing, and 8 were sofa surfing or sleeping rough. 22 of those not thought to be in structured treatment were aged 16-25, of whom 7 used legal highs. (Figure 9)

Types of unmet need for housing and support

Gaps in meeting housing and support needs

Service users told us that there is for more provision like the T4 supported accommodation at Beevor Court and William Street. They were unflinching in their praise for the service and the staff, and said that it had enabled them to be considerably more positive in their lives and about their futures than in the past. However, they said that there were always people waiting to get into this service and more accommodation like this is needed.

Access to settled housing can be achieved smoothly for people leaving supported accommodation for substance misusers. But for those who have not been able to access this provision (for example because they are not yet in treatment, do not yet have a Recovery Navigator working with them, or are not yet abstinent from drug or alcohol use), may struggle to find accommodation that will support a move towards abstinence. Holden House is the most likely temporary supported accommodation for adults, and The Forge for younger people.

Too many people who have housing needs and substance misuse needs are not yet in structured treatment, as shown by the PFA Snapshot Survey. People who are not yet in treatment or who have relapsed from treatment may well be those who are on the streets or sofa surfing, but may also be staying in hostels, HMOs or B&Bs.

Holden House staff work to support people who are in treatment, but it can be hard for people to remain or work towards abstinence or even harm reduction when they are amongst other residents who are still in the chaotic phase of using drugs or alcohol. The impression given by service users is that staff in Holden House tolerate not only drug and alcohol use on the premises, but also people being offered drugs or alcohol by other residents, and at times turn a blind eye the bullying that often accompanies this. Substance misuse can also be more common in places where residents are not

actively engaged in activities during the day, as is the case (despite the staff's best efforts) at Holden House, as service users told us during the consultation for this study.

Drug and alcohol use on premises should not be a reason to evict or give people warnings, but should lead to active encouragement to engage in treatment, be discussed during support work sessions. Many hostels where drug or alcohol use is a common problem employ drugs workers to do focused work with residents on this issue, or bring in agencies to do group work with substance misusers, or invite mutual aid groups to hold group sessions. Some authorities have also developed common policies so that all supported housing providers know what is expected of them in working with people who may use drugs on the premises; policies are aimed at ensuring that people do not lose their accommodation as a result, since being homeless means that drug users are less likely to be able to tackle their addictions

(see <http://www.kfx.org.uk/resources/htdp2011.pdf> and <http://www.newcastle.gov.uk/housing/housing-advice-and-homelessness/information-for-professionals/temp-accommodation-drug-management>).

Service users also told us that it can be hard to sustain motivation and therefore abstinence or harm reduction in a new home if the place is not homely, needs decoration, needs more furniture, or has a garden which is in a mess. Resettlement services may be able to help people with some of these issues, but other services may be able to meet the needs, and may be able to involve service users in gaining skills and move more quickly towards employment.

Gaps in meeting needs for treatment

We cannot comment on any gaps in treatment services, but the study as shown that there are gaps in information about the treatment system: in particular, service users told us that not all GPs knew about treatment or about T4 housing support services, and some thought that they would have been able to address their addictions much earlier had the referral been made to this service sooner. Service users also suggested that information could be posted up in more places where they would find out about both treatment and housing support services, as well as the housing advice service offered by T4, such as on buses, in GP surgeries, and in libraries and other public places.

We also heard from people whose first language is not English that there is not enough readily-available information about treatment services or housing support services in other languages.

There does not appear to be any readily-available treatment for people taking legal highs, and sadly, the behaviours associated with taking these types of drugs are reported to be difficult to manage for those working in shared supported housing. Although there is not any substantial information about this as yet, it would appear likely to lead to the loss of supported and settled accommodation, particularly for young people.

6. The changes needed to fill the gaps and meet needs

Accommodation to support people to become abstinent or move into treatment

There is a need for better information circulation about housing support services to GPs and others who can help substance misusers to address their addictions.

There is a need for more supported accommodation for people who are abstinent, and for accommodation for people who are not yet at the stage of being abstinent. Some examples are given below showcasing successful housing support services which work with people who are not in treatment, as well as people with long term addictions.

SINCLAIR PROJECT, LEEDS HOUSING CONCERN

This scheme has been going since 1999, providing dispersed supported housing for active (and often still chaotic) drug users. It provides a good standard of stable accommodation, helping people to get to the point of accessing rehabilitation and other treatment, to access appropriate services, and to work ways of minimising the harm resulting from substance misuse. The accommodation is mostly in self-contained flats with some shared houses, leased from either the Council or a Housing Association. All residents have Assured Shorthold Tenancies.

People are referred from hostels, or may be on the street, due to leave prison, or occasionally in their own tenancy with a risk of homelessness because of drug use. Some may also have alcohol or mental health needs. The initial stay is for 6 months, with a review every 6 months, and the maximum length of stay is 2 years. All residents have at least weekly support meetings, but at the start of their stay they are likely to have more frequent contact, and may be in touch with staff through group meetings and other contact during each week.

4 staff operate a keyworking system, and provide a tailored response to people at different stages of tackling their drug use. Key aspects of the scheme are the non-judgemental approach of staff, a determination to make this scheme a success within the community, flexibility, and positive relationships with drug treatment agencies. Multi-agency working is encouraged, and there are regular inter-agency support plan meetings for each client.

Although being in treatment is not a requirement of the scheme, most residents engage in treatment before or soon after being referred to the scheme.

Residents are encouraged to get involved in activities in the community live in, making contact with people who are not drug users, as well as with others in the Sinclair Project who are facing the same challenges that they face. At the end of their stay, people are helped to access settled housing, and are helped to make this move to independence.

Outcomes:

The majority of clients achieve a level of control in their lives and over their drug use after moving into the scheme. Abandonments from the service are rare, although recall to prison can lead to unplanned moves in a minority of cases.

<http://www.leedshc.org.uk/en/scheme/sinclair.aspx>

CARR BECK, LEEDS HOUSING CONCERN

This scheme provides supported accommodation for single women aged 16 and over who have alcohol problems and who wish to carry on drinking. Some women have drug problems as well, and many have physical health needs as well as substance misuse and some mental health problems. The aim is to provide safe, secure, high quality accommodation, recognising need for privacy, dignity, respect, choice, and independence, and help to make informed choices about their lives.

The hostel provides 6 fully self-contained 1 bed flats each containing a bedroom, bathroom and open plan kitchen/ living area, in a purpose-built scheme on a recently built housing estate, provided for as long as it is needed. Two flats are adapted for people with mobility problems, and there is a walk-in shower on the ground floor, a stair lift, a communal lounge and a kitchen / dining for joint meals. A further 6 self-contained fully furnished flats are dispersed around Leeds, and these have a 2 year maximum stay. The scheme offers 24 hour cover through night-time sleep-in cover provided centrally by LHC.

The primary aim of the scheme is to help clients to regain independence, self esteem and dignity with a strong focus on harm reduction. A holistic approach is taken to clients needs that focuses on reducing the harmful effects associated with alcohol consumption.

A keyworker and co-key worker work with each client to help them to shop, clean and look after themselves, and provides support through at least weekly meetings, with a focus on harm reduction work and addressing health needs. There is daily contact made with each client; for anyone who is at greater risk of harm from alcohol or self-harm, there may be more frequent checks to see that they are safe and well. Women are also helped to develop good social networks and gain skills for living well independently.

Women may drink on the premises. This enables women who would otherwise be excluded from hostel accommodation to have the chance to maintain accommodation and have no fear of losing it because of their drinking. This leads to some women reducing the amount they drink, as it no longer has to be clandestine use, or drunk very quickly before they return home. Women can ask staff to store their alcohol for them.

Domiciliary care may also be needed by some women, particularly as they get older, so staff will liaise with and co-ordinate care services which come into the hostel. Many

of the clients have significant health, or mental health needs, often linked to rape or other forms of sexual abuse, and may access other health services.

There is a positive relationship between the scheme and emergency services. Multi-agency working is encouraged so that women receive holistic support. For those women who want to and are able to move-on, the scheme offers help and support to find and move into more independent accommodation.

Outcomes:

All the women have GPs and have access to other health/ addiction services. The majority of women regain some level of control in their lives and their alcohol use, and several past clients have been abstinent for some years. The scheme provides proof that quality housing and support can lead to positive outcomes for women drinkers.

<http://www.leedshc.org.uk/en/scheme/carrbeck.aspx>

Feedback from service users indicates that Holden House staff may need to develop additional skills for working with people who are using drugs or alcohol, to minimise the harm from the use of substances, not only for the user but also for other residents. Riverside ECHG should consider employing a drugs worker, and/or bringing other agencies and group sessions into the hostel.

It is also clear that more needs to be done to engage Holden House residents in activities as a matter of course during each day. This may require deepening service user involvement so that residents decide what activities they want to do, or what topics they want to learn about, and that they begin to take responsibility for organising or leading the activities. Informal sessions . such as playing games or going on trips . can help staff to build residents confidence and trust in staff, and their willingness to get engaged.

There do not appear to be many services in Barnsley working with socially excluded groups to develop their employability skills and move towards work. It has been suggested elsewhere that employing service users (people with lived experience) can have a very positive impact on outcomes, but this is also true of schemes that help people to move into or towards work. An example is given below.

Framework Housing Association: EVE Works (Education, Volunteering and Employment)

Framework Housing Association provides housing and support services for homeless and other vulnerable groups across the East Midlands. In 2001, it developed an approach to providing learning and employment opportunities, now called EVE Works. This provides learning, training, volunteering and employment opportunities through a number of schemes, including a pre-tenancy training scheme, all designed to give people the skills, confidence and experience they need to find work or meaningful occupation.

EVE Trades (Social Enterprises) employ both trainees and volunteers in a range of services. Volunteers and trainees, led by experienced professionals, are supported into work placements in a professional and structured environment. Some of their work is done in the homes of new tenants who have just left supported housing and need work done on their new places to make them into real homes. This provides new tenants with some DIY skills, as well as helping other trainees and volunteers with experience to put on their CVs, and qualifications. There is a painting and decorating team, a DIY team, a bike repair service, and a woodworking team.

http://www.frameworkha.org/how_we_help/training_employment_eve_works

http://www.frameworkha.org/how_we_help/social_enterprises_and_opportunity_eve_trades

Training is needed for staff working with service users who may take legal highs, to minimise the risk of people losing their accommodation.

7. Predicting future demand

Trends in numbers of people in drug and alcohol treatment in Barnsley indicate that problematic substance misuse is slightly decreasing. The figures also show that there has been a smaller number of substance misusers with severe housing problems in the last year, though the number with some level of housing problem . a need for stable and settled housing . has increased.

Although there is no data available to provide evidence of this, the use of legal highs is likely to be increasing as they become more readily available. There is no date as yet for the proposed ban on the sale of legal highs, and there is some scepticism about whether the ban will be effective, given that new forms of legal highs (New Psychoactive Substances and other drugs) are produced on a very frequent basis. The difficult behaviour associated with these drugs is likely to increase, and to have an increasing effect for young people affected by homelessness, including increasing the chances of them being losing their accommodation.

8. Recommendations

Barnsley Council should:

- Work with the treatment sector to develop wider circulation of information about drug and alcohol treatment, housing support services for substance misusers, and the T4 housing drop-in, and to ensure the information is available in languages used commonly in Barnsley.
- Explore whether additional supported accommodation could be developed to meet the needs of substance misusers, including additional capacity for T4 schemes to support people who are not yet at the stage where they are ready to be abstinent, and schemes for people who have long term drug or alcohol addictions.
- Work with providers and the treatment system to:
 - Ensure that people resident in single person hostels have the best chance of remaining abstinent, or moving towards abstinence or harm reduction.
 - A menu of meaningful activities for engaging homeless people and helping them to gain employability skills.
 - Promote staff training for working with people likely to take legal highs.

4. Young People and Care Leavers

1. Introduction

This section is about the range of young people, most of whom are aged up to 21 years old, that are most likely to be at risk of homelessness or in need of support. These include young people that are:

- 16 or 17 years old who are potentially or actually homeless
- Aged up to 21 years and in the care of the local authority
- Teenage parents
- Some young people in transition from children's to adults' services. (Specific transitions issues for young people who have learning disabilities, mental ill health, and physical disabilities are included in the relevant sections for adults with those needs)

Some of the services and approaches discussed in this section are available to young people up to 25 years old so there are some overlaps with the data and information in the single homeless and rough sleepers section.

The findings and conclusions from data are included here but data tables and charts are for the most part included in Appendix 4 to Annex C. The text here references the data in the Appendix.

2. What is working well to meet the housing and support needs of young people at risk of homelessness

The Council invited St Basil's - a leading young persons' provider - to review their services and has been developing a strategic response to known service issues. A positive pathway for vulnerable young people on the edge of care or homelessness has been agreed that looks at early intervention to minimise demand; reducing crises through mediation, family-based work and 'breathing spaces'; a single integrated gateway to support and housing options; and a range of options for short term and settled housing.

A joint accommodation panel now meets to discuss and agree referrals into specialist services. This has clarified and simplified the pathway for all parties, and ensures that placements are needs based. A crash pad bed has been introduced at Highfield Terrace that can be used by young people to relieve pressure on families, and also provides an emergency bed for young people that would otherwise be homeless that night.

Specialist services are provided to support young people - both care leavers and those that have become homeless at a young age - to develop independent living skills and a sustainable lifestyle, and to access education and training. Teenage parents are helped through a specialist support service that works closely with the

Family Nursing Partnership to develop parenting skills. Issues in The Forge have been responded to well, including seconding a member of Future Directions staff to turn around the scheme.

Future Directions and the Housing Options Advice and Prevention Service (HOAPS) are working together to agree a joint assessment and protocol for 16/17 year olds that present as homeless or at risk of homelessness. This will ensure that 16 and 17 year olds that approach the Council receive a prompt, consistent response that safeguards the young person. In the meantime, Future Directions has been taking the lead with all enquiries from homeless 16/17 year olds, offering them a child in need assessment that takes account of their full range of needs and is age-appropriate.

Staying put is in place for looked after children, so that they can stay with foster carers beyond their 18th birthday.

Care leavers who are ready to move into independent living have top priority in the Allocations policy and Berneslai Homes provides most of the settled accommodation. They are usually able to secure a suitable settled home quite quickly and always referred for floating support. Berneslai Homes is helpful in assessing and understanding care leavers' needs and also understand that care leavers are more likely to get into difficulties with their tenancy including paying rent. Where there are rent arrears or other tenancy issues, Berneslai Homes contacts Future Directions so that support can be arranged.

3. Expressed demand

Housing advice enquiries

In the three years 2012/13 to 2014/15, a total of 188 people aged less than 18 years, and 1,644 people aged 18 to 24 years sought advice from HOAPS (figure 1).

Ethnicity is not well recorded, but where it is known:

- Only one person aged 16 or 17 years was not a UK national resident
- 1.56% of those aged 18 to 24 were EEA nationals
- 5.25% of those aged 18 to 24 were non-EEA nationals

In 2014/15, when household type was reliably recorded all year, the split of household types is shown in Figure 2.

It should be noted that, in 2014/15, all 16 and 17 year olds presenting as homeless should have been referred direct to Future Directions and as a consequence were not included in the HOAPS database.

Reasons for enquiry

The reasons for seeking advice vary depending on age group.

Only 8% of 16 and 17 year olds came into HOAPS for advice on housing options or other housing matters. Most were being told to leave by family or friends. Despite their

age, a few were already living in private rented properties. Specific reasons for enquiries are in Figure 3.

18 to 24 year olds were somewhat more likely to come into HOAPS for advice on housing options or other housing matters, accounting for at least 11% of all enquiries. More specific reasons for enquiries are in Figure 4. Whilst the main reason for enquiry was still being told to leave by family or friends, parental notices were around half the rate of 16 and 17 year olds.

Action taken following a housing advice enquiry

Data on the numbers of enquirers that were potentially or actually homeless is not available, but homelessness was prevented at the enquiry stage for a minority of enquirers (see figure 5). One person was helped after receiving a negative homeless decision, but the data does not record how. Although there was an agreement in 2014/15 that homeless 16 and 17 year olds would be referred direct to Future Directions, where homelessness could be prevented this was still handled by HOAPS.

For 18 to 24 year olds, the range of prevention approaches was much broader, depending on their housing situation (see figure 6). Where helped to keep their current accommodation, most were helped with debt, benefits and other renting issues. Where helped to move, in 2012/13 and 2013/14, most went into private rented or supported housing. In 2014/15, private rented dropped considerably and the number helped into social housing doubled to 10.

Homelessness applications

Homeless applications have been considered for young people up to the age of 21: the age at which a Council's duties towards a young person who has been in the care of the local authority would usually end, unless they are in full time higher or residential further education. Since the local authority may have an accommodation duty towards 16 and 17 year olds, these have been separated out from those that are 18 to 20 years old.

16 and 17 year olds

Although homeless applications from 16 and 17 year olds dropped to 5 in 2014/15 compared with earlier years (26 to 29 . see figure 7), this is because of the agreement that all homeless 16 and 17 year olds would be referred immediately to Future Directions, pending the finalisation of the joint protocol and assessment. The applications of a small number were assessed in that year prior to this agreement.

93% of all applicants with known ethnicity were White British.

Apart from self-referrals, in 2012/13 and 2013/14, most referrals were from social care services including the Youth Offending Team and Emergency Duty Team (see figure 8).

18 to 20 year olds

135 households aged between 18 years and 21 years old made homelessness applications between April 2012 and March 2015. These accounted for an increasing proportion of applications, reaching 16% in 2014/15. The vast majority were single person households.

113 were recorded as UK national residents, 112 of whom were White British. 1 was a national of another EEA country and 4 as non-EEA nationals. The ethnicity of 17 was not disclosed.

Around 61% of all applicants referred themselves to HOAPS. Voluntary organisations were also significant referrers (figure 10).

Causes of homelessness

16 and 17 year olds

Most 16 and 17 year olds were homeless because they had been told to leave the family home (see figure 11), but some were homeless from a rented home. 16 and 17 year olds cannot hold a tenancy in their own right, and will have required a guarantor to take on a tenancy.

18 to 20 year olds

As with 16/17 year olds, the majority (over half) were homeless from the home of a parent, relative or friend but the range of reasons (see figure 12) was much greater including loss of tenancies, leaving prison or remand, partnership break-up (including 5 cases of domestic violence) and people granted refugee status.

Resolving homelessness

16 and 17 year olds

Only one out of the 60 applications across the three years was accepted as homeless and owed a full duty (see figure 13). Most commonly homelessness was prevented, but a significant number were found to be not homeless. Six were found to be intentionally homeless, a decision that can be made if the applicant has, for example, behaved in a manner that would lead to a parent or friend asking them to leave. However, most authorities do not make intentional homeless decisions for this reason in this age group unless there is persistent, very unreasonable behaviour despite support to mediate and resolve issues.

Homelessness prevention was achieved for a total of 30 applicants . more than half of all applications . in 2012/13 and 2013/14 (there were no preventions at this stage in 2014/15 . figure 14).

18 to 20 year olds

No applicant in this age group was accepted homeless, with most being found not be homeless, and a small number intentionally homeless, most of whom had lost their private sector accommodation (figure 15).

Homelessness prevention was achieved for 68 households . around half of all applicants. Almost two thirds were referred into supported accommodation (figure 16).

Future Directions

Prior to April 2014, all 16 and 17 year olds that presented as homeless saw HOAPS first and were then, if homelessness could not be prevented, referred to Future Directions for an assessment under the Children Act 1989. In 2013/14, 13 were taken into the care of the local authority and accommodated by Future Directions as looked after children under section 20 of the Children Act 1989. Since then, pending agreement of a joint protocol and assessment between Future Directions and HOAPS, Future Directions has agreed to take referrals of all homeless 16 and 17 year olds, carry out an assessment under section 17 or 20 of the Act and refer back to HOAPS should there be no need for Children's Services involvement. Future Directions has found that a significant number of homeless young people were in families with inputs from Stronger Families, who encouraged the teenager to leave to leave family home to relieve pressures and improve the life chances of younger children in the family.

In 2013/14, only 13 16/17 year olds did not have their homelessness prevented by HOAPS. However, in 2014/15, the numbers assessed by Future Directions rose considerably and year 26 16/17 year olds entered the care of the Council . i.e. double the number in the preceding year. The average cost to the authority of a looked after child is £55,000 per year, so the total additional cost of the homeless 16/17 year olds is £1,430,000 per year.

A further 14 homeless 16/17 year olds were supported in independent and semi-independent accommodation. The cost of these placements ranged between £500 and £900 per week. At a mid point of £700 per week, the cost to the Council was £509,600 per year, not including professional social work support.

Future Directions works with around 140 care leavers at any one time, and the majority do not leave care until they are 18 years old. At the time of the review around 30 were 16/17 years old, of which only three were relevant young people, all of whom were 17 year old females that have become pregnant and returned to their parents. On this basis, the additional numbers coming into care as a result of being homeless clearly have a huge impact on both the work of the team, and the costs to the authority.

Added to this, more teenagers are now coming into care and there is a need to break that cycle and find ways to enable them to stay with their families, provided they are not at risk.

In the three years from April 2011 to March 2014, 64 young people left the care of the local authority. Of these, 27 moved to independent living, 21 returning to their families,

and 12 were in suitable accommodation including accommodation for full time education, semi-independent living such as supported accommodation or with their former carers. Two were serving long-term custodial sentences and two disabled people stayed in long term residential arrangements.

Accessing housing support services (accommodation-based and floating support)

The numbers of young people in support services commissioned through housing-related support funding are shown in figure 17. Young people aged 21 or under accounted for over a quarter of all supported accommodation places, and almost a fifth of floating support places in 2014/15, despite the decrease in support services.

Figure 18 shows that significant numbers of support customers have a primary and/or secondary classification as young people in need . care leavers, at risk or teenage parents. Some people will have more than one of these classifications.

Teenage parents

Barnsley Teenage Parents floating support service had 77 referrals between January 2012 and April 2015 (see figure 19). Most referrals were from the Family Nursing Partnership . a specialist health service for young mothers. The service takes teenage mothers that have an established pregnancy or a baby.

Figure 19: Referral source of teenage parents entering specialist support service

Agency referring	No. since January 2012
Family Nursing Partnership (FNP)	42
Health Visitors	10
Social Care	6
HOAPS	3
Barneslai Homes	4
Children's Centres	6
Teenage Midwife	2
Leaving Care	1
Housing Associations	2
Private Landlord	1
Total	77

Source: Teenage Parents floating support service

Demand exceeds supply of this specialist service. Since April 2012, 61 young mothers have been supported including the 12 that are currently in the service. 5 were supported ~~ad hoc~~ with their support needs being met prior to a vacancy on the service becoming available.

Most referrals will have had involvement from Children and Family services during their own childhood, be from a chaotic family background and have difficulty living alone. They often have mental health issues, and a loss of confidence and may have attachment disorders. Domestic violence is also a common issue . young mothers

have been brought up in families where there is domestic abuse and they become vulnerable to abuse themselves. Most are at least in targeted services and have a Child Assessment Framework (CAF), and about half have a child protection plan. Part of the support plan might be complying with the child protection plan requirement that the Mum has to leave her parents.

Some clients may already be in their own tenancy but be at risk of eviction - the service often finds that, despite involvement of social care services, benefits have not been sorted out before the service gets involved.

Feedback from support services for single people

Service details are in the section about supply, below.

Many young people supported in these services are care leavers or have been made homeless at 16 or 17 years old and have a range of vulnerabilities related to this. Common issues are mental health issues (particularly depression and anxiety), debt, isolation, substance misuse (particularly legal highs and cannabis), and domestic abuse. Those with mental health problems may be in receipt of disability living allowance (DLA) or Personal Independence Payments (PIP) and although some are in contact with mental health services those with depression often are not. Accessing mental health services can take a long time.

The services also identified that clients may have intellectual disabilities that have either not been picked up during their childhood or are below the threshold for social care services. This is particularly an issue where they have had some involvement from Children's services because of learning delays or difficulties but their assessment at 17 and a half showed that they do not have a diagnosed learning disability. After these clients have left the support service, they may have repeated crises. Some clients have re-entered support for this reason.

Outcomes from housing support

The tables below show outcomes for all clients that left services when they were under 22 years old. Numbers decreased considerably in the last year, owing to some service closures or changes.

Figure 20: Support exits . clients under 22 years old

Clients under 22 leaving services	2012/13	2013/14	2014/15
Average stay (weeks)	30	30.2	36.2
% Planned exits from services	77.2%	78.4%	83.1%
Did not stay in Barnsley	21	16	18
Total clients leaving services before 22nd birthday	127	102	77

Source: SP Client data

Accommodation outcomes are shown in figure 21. In 2014/15, 40% leaving supported accommodation moved into social tenancies with no support. In the two previous

years, between a quarter and a third had moved back to families, but only 10% did so in 2014/15. Private rented as an move on solution decreased from a quarter in 2012/13 to just 13% in 2014/15. Despite improvements in planned exits to over 83%, negative accommodation outcomes increased in the last year.

Outcomes for key issues such as maintaining accommodation, keeping safe and dealing with health issues are good. However, progress on employment is not as successful.

4. What is in place to meet demand (supply of accommodation, floating support and other services)

Figure 22: Accommodation and support services for young people

Scheme	Provider	Type of scheme	Funding	Number of units
The Forge	SYHA	Accommodation-based scheme . 7 rooms in a shared core, and 10 self-contained flats.	Housing-related support	17 units
Highfield Terrace	Stonham	Accommodation-based scheme - 5 self contained units with a crash pad for short stays	Housing-related support	5 units plus emergency bed
Stonham floating support	Stonham	Floating support for young people	Housing-related support	20 units
Thursday project	SYHA	Floating support . generic service but takes high proportion of young people. Currently manages 17 Berneslai Homes properties for younger people, that convert to Berneslai Homes tenancies once tenancy-ready	Housing-related support	17

N.B. the services listed above are only those funded by housing-related support. Other services are described below.

The Forge and Highfield Terrace

An accommodation panel that includes HOAPS, mental health, learning disability and substance misuse workers meets monthly to discuss referrals and allocate to these two schemes.

Referrals to The Forge have to be carefully balanced since it is a large scheme and too many clients with, say, substance misuse issues would be impossible to manage. At present, 16 and 17 year olds cannot be allocated to The Forge, following instances of sexual exploitation (by people outside the scheme). As a consequence the scheme is not considered to be safe for very young people. The scheme has improved since the secondment of a member of Future Directions staff as manager and some allocations of 16/17 year olds may now be permitted, but these have to be approved by senior management.

The Forge is a relatively large, purpose built scheme with rooms with shared facilities at the core and 10 self-contained flats. Its location is relatively isolated; though on a main road it does not have other residential property around it. The manager has introduced a psychologically informed environment approach and is developing this with staff so that the emotional and psychological issues experienced by many care leavers and those estranged from and made homeless by their families can be more positively worked through.

Clients tend to have multiple issues and many have been in care. Behavioural issues are common and the size and layout of the scheme can make these very difficult to challenge and address. Essentially, young people can hide away in the flats if they don't want to see, or be seen by staff. Although the service is now better managed, there are still issues around damaging the property. At any time there might be three units out of commission because of damage caused by clients. The manager and staff have put a lot of effort into encouraging clients to respect their environment by working with them to paint and decorate the scheme. It should be noted that some services are included in the debateable service charge for this scheme that are in fact ineligible for housing benefits.

Highfield Terrace is a five-unit large terraced property in the town centre. It has recently, at the request of the Council, turned its common room into a crash pad designed particularly for 16/17 year olds made homeless and for whom there is no emergency solution. This has been used by both Future Directions and HOAPS, including for a looked after young person who was evicted by one of the specialist providers outside Barnsley. The project is well designed and managed and it works well for 16 years and upwards (most enter at 16 or 17 years old). Most placements are care leavers and young homeless.

Clients can stay up to two years, and most will stay this long. They are supported to move on and can take furniture from their flats to their new property, provided their rents are up to date and they haven't had to be evicted. If clients want to work they cannot afford to stay at Highfield Terrace because of the service charges, and have to be found move-on accommodation. The scheme also has access to the Chairman's Fund at Stonham that can provide funding for a removal van and small item including

microwaves etc. Like other providers, staff also apply to a local church fund that provides support for young people who have been in care, and to Starter Packs . a voluntary organisation that provides equipment for people setting up home.

Stonham outreach support service

This is a floating support service for 20 people aged between 16 and 25, with two staff. Support can last up to two years but most exit within 18 months. Most clients have typically moved on from Highfield Terrace and The Forge and clients can come into Highfield to use computers and look for jobs. The service tries to get them involved in other positive activities, such as the Youth Parliament. Care leavers may come onto the service at age 16 but the service doesn't currently have any homeless 16 or 17 year olds. People moving on are usually 17 to 20 years old. Around 90% of service users are care leavers, although not all were looked after children. Some were homeless at 16 or 17 who now have a Council tenancy and have been referred for support.

Thursday Project

This is a highly flexible service, delivered by South Yorkshire Housing Association, that will call out of office hours if go out of hours if they need to catch the client at home. Berneslai Homes properties are managed for up to two years before the tenancy converts to a Council tenancy. The service often has more clients than its stated numbers . 19 clients were being support during the review, of which four were care leavers. In the past the service has had a lot of young Mums but is now taking a greater range of clients including a greater age range. Clients often have substance misuse and/or mental health issues and may have mild (undiagnosed) to moderate learning disabilities.

The service does a follow-up four weeks and six months after the case is closed, and clients can ring if they have a problem. Perhaps three clients do not manage to keep their tenancy every year. Clients that get a full time job have to be handed back to Berneslai Homes as the charges funding the management arrangements are not affordable.

Barnsley Teenage Parents floating support

This service, provided by South Yorkshire Housing Association, has a contract for 12 clients but usually has another six that are waiting for places and are provided with short inputs to resolve specific issues. Clients are aged between 16 to 20 years and two staff are contracted to work a total of 48 hours per week. Most are referred when five or so months pregnant or have just had the baby, and are living with parents or friends. The service works to find them a tenancy, help them resettle and then to establish a sustainable tenancy and parenting approaches. Berneslai Homes is prepared to allocate a tenancy to a 16 or 17 year old provided there is floating support.

However, it is not uncommon that clients' mothers have been evicted from a Council tenancy in the last, and Berneslai Homes is understandably concerned to ensure that the mother doesn't move in with their teenage daughter and grandchild, so around half of this service's clients are found private rented accommodation.

The service tries to find a tenancy before the baby is born, but clients are sometimes street homeless, sofa surfing, or statutory homeless and have often worn out their welcome with their friends' mums. Support lasts up to two years, although the longest is 3.5 years. Clients who have been young carers and have run a house on behalf of their parent just need a bit of help initially.

Family Nursing Partnership

This specialist health service takes Mums under the age of 20 years who are expecting their first baby. The six family nurses on the team have different backgrounds and take up to 25 clients per full time equivalent, and the nurse replaces the health visitor's role. Referrals can be made by anyone including self-referrals, but most are from maternity services. Clients tend to have multiple vulnerabilities and a complex set of needs. Some may be with their family or the father, but most are not. The preference is to be involved as early as possible in the pregnancy up to when the child reaches two years old.

This is a very structured, strengths-based programme with specific materials, and the essence is the therapeutic relationship between the nurse and the client. If crises overtake the programme (for example homelessness) the practitioners look to meet most immediate needs first. Clients need to build self-confidence. They have often never heard anything good said about them and can find it difficult to accept that they have good qualities.

At some point on the programme, around 75% of clients have environmental challenges of some kind, which might include unsuitable housing, parents want them to leave, they want to live independently etc. Housing might be top of their list of issues but the team works with clients around all issues, to build resilience. This service works very closely with the teenage parents' support service and also with other organisations such as substance misuse, housing, children's centres, early years, and the college. A primary role is to help clients to navigate services.

Future Directions

Every care leaver has an allocated worker until at least aged 21, and longer if they are in full time education. All care leavers moving into an independent tenancy are referred for floating support - care leavers receive top priority in terms of bidding for properties. Berneslai Homes' approach to assessing young people for a tenancy is excellent, and the majority of tenancies are sustained. Berneslai Homes now ensures that Future Directions are notified of care leavers with tenancy risks such as rent arrears.

There is Council-wide commitment to the concept of corporate parenting, which has a high profile. For the last 18 months, two bedsits have been available from Berneslai Homes to be used for care leavers that are not quite ready for their own tenancy. Placements are made by Future Directions and they last perhaps three or four months. There have been some neighbour issues that threaten the continuance of these arrangements. Barnsley has adopted staying put with its foster carers, where young people can stay within the foster family up to and beyond their 18th birthday. 19 young people are in these arrangements at present.

One acute issue is the lack of any specialist accommodation in Barnsley for looked after children and care leavers. The Council has signed up to use the White Rose contract, which means that all providers are accredited and checked, but none have accommodation within Barnsley. This has made it very difficult for some young people who have a strong Barnsley background and lose touch with friends and families and have to move college, although Future Directions does fund travel back to Barnsley so courses can be maintained. Provision can also be very expensive, although the group procurement approach has tightened up costs.

Positive Pathway for vulnerable young people that are at risk of care or homelessness

In recent years there have been increases in the rates of teenagers coming into care from around 14 years old, and in rates of homelessness amongst 16 and 17 year olds. The Children in Care service is looking at how admissions to care can be reduced by enabling teenagers to stay with their families. HOAPS and Future Directions have already joint-funded a social work post to work specifically with 16 and 17 year olds that are homeless or threatened with homelessness from their families.

A Pathway for adolescents has now been developed (see appendix to this section) to offer focused, intensive support to the young person and their family using brief solution-focused therapy and mediation. This pathway is based on successful models elsewhere, and also draws on experience through the Troubled Families Programme.

A dedicated Intensive Adolescent Support Team (IAST) has therefore been set up consisting of:

- 1 x Joint Officer Assessment and Mediation (Housing)
- 1 x Team Manager
- 2 x Social Workers (assessment and direct work)
- 2 x Support Workers (assessment and direct work)
- Voluntary sector support for mediation services

The intention is to grow the service by drawing in multi-agency support across a range of issues, including offending behaviour, substance misuse, child sexual exploitation,

poor emotional health and Education, Employment and Training (EET) status. The aim is to respond in a timely manner, particularly when families are experiencing crisis, and maintain a focus on modifying disruptive behaviour by parents/carers and young people themselves. The service is taking a strengths-based approach and working to build resilience within the family unit by understanding behaviour and developing the skills needed for the family to avoid negative behaviours escalating and increasing coping skills for when they do.

The IAST team (which started work in June 2015) will therefore respond where there are identified problems within the family home, either as a result of chronic and long term issues or the sudden escalation of issues to crisis level, which are likely to lead to out of home placement of a young person. It will sit as part of the continuum of support available to families in Barnsley and focus its efforts on families where there is a youth aged 14+ that is:

- At risk of entering the care system
- At risk of becoming homeless (16 / 17 year olds).

5. The type and scale of unmet need

Scale of unmet need

Data on young people that are not in education, training or employment (NEET) shows that Barnsley compares well with Yorkshire and Humberside as a whole in knowing what young people are doing, but has a higher percentage of young people that are NEET.

Figure 23: Young people that are NEET in Barnsley and Yorks and Humber

NEET at end of 2014	16-18 year olds known to the local authority	16-18 year olds NEET		% whose activity is not known
		Estimated number	%	
YORKS & THE HUMBER	177,650	9,060	5.1%	6.6%
Barnsley	8,010	430	5.4%	6.2%

There are usually at least 6 people on the waiting list for the teenage parents support service, and other floating support services have similar waiting lists.

We were told that the accommodation panel may discuss 16 cases but only have one void to allocate. Unfortunately the referrals numbers and results were not available to the review.

Type of unmet need

The White Rose contracted providers have no specialist accommodation for looked after children in Barnsley so, whilst looked after children are in appropriate accommodation, this makes it very difficult to maintain links with family and friends and to move back to Barnsley when accommodation placements end at age 18.

Clients move relatively slowly through Highfield Terrace and The Forge, and throughput needs to be optimised and maintained in order to reduce the numbers for whom there is no appropriate accommodation solution. Some 16 or 17 year old end up in Holden House, which takes all age groups, and there are concerns about exploitation and safeguarding. Young people who spoke to us as part of this review said that going into Holden House meant that they would end up on drugs. everybody is using and also harder drugs.

Although two bedsits are used as short-term accommodation by Future Directions, there are no training flats for young homeless people or care leavers.

There is little privately rented housing available to under 21 year olds and very few will accept a 16 or 17 year old without a guarantor. These problems will increase with changes to welfare benefits announced in the 2015 summer budget.

Housing issues apply particularly to 17 year olds that have been assessed as a child in need and are approaching their 18th birthday, when support from Future Directions will stop. They have had insufficient time in services for their independent living skills to be developed and often present to HOAPS as homeless once they are 18 years old.

Emergency accommodation is required for 16/17 homeless and for care leavers that are not prepared to stay with foster carers. Whilst the crash pad at Highfield Terrace has provided a much-needed emergency bed, it is difficult to move young people on to appropriate accommodation, especially when a specialist White Rose provider has evicted them. As a result, the crash pad is likely to be silted up. The only other emergency accommodation is in bed and breakfasts outside Barnsley.

There are concerns about non-looked after children that have had inputs from children's services but whose diagnostic assessment at 17 and a half years old finds that they do not have a learning disability sufficient to access adult services. These then drop out of services entirely. Support services all said that some clients have low-level learning disabilities that are not sufficient to access adult services and for whom there is no long term or occasional support.

The Forge and Highfield Terrace have also found that young people with apparent learning disabilities may never have had children's services input or been assessed for a learning disability. Young people have also had late diagnoses as ADHD or as autistic spectrum disorder (ASD) following referrals by support services. There are delays getting an autism diagnosis as the client starts with learning disability services, which then refer to mental health services. The new ASD service may help to break through this.

Some young people are not in touch with the mental health services they need, and there is a long waiting list for both CAMHS and adult mental health services. The waiting list to see a psychiatrist was said to be 12 months or more. Support services also highlighted difficulties where young people have had CAMHS services but then are not transitioned to adult mental health services. CAMHS told us that young people may refuse a referral to adult mental health services, which they can do since they are now adults, but they can also find it difficult to get referrals accepted by adult mental health services. Waiting lists for one to one counselling are also long . said to be 9 months.

All services commented on difficulties with out of work benefit claims. Nearly all applications for benefits have to be completed online and forms are not enabled for mobile phones. Young people often have no access to computers. Job Centres are sending young people interviews and training courses where some dates clash with their signing on times. They are expected to attend both the course or interview and their signing on slot and as a result are frequently sanctioned.

There are currently no generally available mediation services for adolescents. Troubled Families has commissioned some additional capacity within Remedi (a mediation service) to do more of that work in the Youth Offending Team, and this will also be directed towards enabling teenagers to stay within families.

Services that do not provide housing and housing-related support particularly commented on difficulties in navigating systems and locating services. Services change frequently and disappear as contracts change owing to shrinking budgets and they are not kept up to date, and nor are websites. Young people get very frustrated and cross and then are judged by services for being cross. It is particularly an issue when it has taken a long time to persuade someone to accept a referral and then they find the service has disappeared or changed its criteria.

Access to education is a real issue for young Mums as they can rarely carry on at their own school. A school at Wombwell provides special classes for young mums but most clients do not want to go there, although a few have been persuaded to try it. There is also little childcare for young people that want to go to college.

6. The changes needed to fill the gaps and meet needs

The Young PersonsqPathway shows that Barnsley has already identified many of the changes needed to prevent adolescents from entering care or becoming homeless. As yet the IAST has not had time to make an impression, and there are concerns that the team will be overwhelmed with young people. The service will need to be adjusted in the light of experience. There is a need to progress and finalise the joint protocol and assessment between HOAPS and Future Directions. A good practice example has already have been provided to help with this.

The biggest single issue is the need to provide **appropriate and Barnsley-based accommodation for 16 and 17 year old homeless and care leavers**. Local provision of supported accommodation with specialist providers for 16 and 17 year

olds who are in care or homeless would improve the experience of young people, enable them to keep their family and friend connections and would also improve access to education and training for employment. Barnsley should consider tendering for this type of specialist accommodation to be based in Barnsley.

Emergency accommodation is also needed . the crash pad provides one unit but moving on the young person is difficult. A **Nightstop** scheme, such as that already in operation in York, which works with host families to provide a bed for a few nights while services work to get the young person home or into alternative accommodation would be an option in Barnsley. Future Directions has used the York scheme on a few occasions.

Nightstop

The York Nightstop scheme recruits hosts to offer emergency accommodation in their homes to young people where they are at risk of rough sleeping or are homeless. This provides a breathing space for services to get involved and negotiate a return to the family home or, if necessary, a move on to supported lodgings or other suitable accommodation.

Whilst **The Forge** provides 17 much-needed spaces for young people, it cannot currently take 16/17 year olds and there was general agreement that is an unsuitable building and design, particularly for its chaotic client group. It should be sold or used for other purposes (such as the student accommodation) and Highfield Terrace-type units provided instead. This will require capital investment and there will also be a period of increased revenue costs while services are transitioned.

There are also other options that would enhance the range of accommodation for young people, including **supported lodgings and trainer flats**.

Supported Lodgings

Safe and Sound Homes (SASH) has set up a supported lodgings scheme for young people in East Yorkshire that aims to place young people into family homes with people that have experience of adolescents (usually their own). They provide support into the home as part of the service and lodgings providers receive a rent and service charge.

Training flats for care leavers

In York, training flats are rented from the Council by Children's Services and then licensed to care leavers for a week or two, to a few months at a time. Young people can have a taste of living alone, shopping and cooking, and relying on their own resources. This gives experience of living alone . often for the first time in years .

and enables them to develop strategies to deal with this, and also to control access to their property.

Young people have a contract that includes requirements around meeting support workers, having friends round, and staying overnight in the property. If things go wrong, the licence can be ended and the young person moved back to their previous accommodation.

This provides real life experience of living alone without the threat of failing and leaving with rent arrears.

Clients need to **move on from Highfield Terrace and The Forge more promptly**, provided they could sustain a property with floating support inputs, which could be adjusted to provide more intensive support at the start of the tenancy. Clients told us that they are reluctant to leave Highfield Terrace especially, and some want to return, having found a tenancy to be rather isolating. This highlights the importance of establishing and maintaining connections that decrease loneliness and isolation. Young people at The Forge are also reluctant to move on and told us that they would find a tenancy much harder work, including having to cook their own meals. The accommodation panel should regularly review clients already in these two schemes to determine what other inputs are required to help them to be ready to move on.

The provision of **shared accommodation** for two or three young people could be achieved through leases on private sector houses. These would then be let on licences to young people by Future Directions or a social landlord, and would give young people opportunities to live independently but without being isolated.

The long waiting times for **mental health services** need to be addressed, but this is a national issue. The CCG could consider procuring a counselling service that could help young people with attachment disorders, for example.

It can be very difficult for teenage parents, particularly, to carpet homes. The local welfare scheme and charitable schemes provide much of what is needed, but families with babies do need to have floor coverings. We were also told that Berneslai Homesq tenancies may have gardens with no fencing, which is well beyond the resources of a young mother.

7. Predicting future demand

It is difficult to understand the starting point for assessing future demand, as referral numbers of 16/17 year olds that are homeless to Future Directions were not available to the review and were not recorded by HOAPS. It is however clear that homelessness amongst this age group has increased considerably in the last year or so. However,

direct referrals to Future Directions are not resulting in many homeless preventions, whereas this was relatively successful when they were first seen by HOAPS.

Unlike many other areas, numbers of homeless 16 and 17 year olds are high, and there have been few tools with which to tackle these and achieve a return to their families. As a result, the current numbers are considerably higher than experienced elsewhere.

It is not unreasonable to assume that, with the changes being introduced and progressed through the Young Persons Pathway, numbers of homeless 16 and 17 year olds should start to decline.

Trends from existing data

Trends in numbers of 16 and 17 year olds that are homeless are not available, but there does appear to be a steep upward trend.

The percentage of all homeless applicants that are aged below 21 years has increased year-on-year and this trend is likely to continue.

In 2014/15, young people aged 21 or under accounted for a greater proportion of supported accommodation and floating support places than the two previous years: over a quarter of all supported accommodation places, and almost a fifth of floating support places in 2014/15.

Factors likely to affect homelessness for this group

Future Directions involvement with 16/17 year olds that are homeless should have a better and longer lasting impact, which should reduce the numbers that become homeless after they are 18 years old.

The Young Persons Pathway, and in particular IAST, will have a downward impact of numbers of adolescents that enter care or become homeless.

Welfare reforms introduced in the 2015 summer budget are anticipated to have a strong upward impact on homelessness and resulting support needs.

Reforms such as the freezing of Local Housing Allowances will affect everybody, but young people are the most likely to lose out, as they are far less able to secure a tenancy and will compete poorly with others looking for the same sort of accommodation. Private landlords are already reluctant to let to anybody who is under 21 years old.

Stopping the automatic entitlement to housing benefits (or allowances) for most people who are under 21 years old that are out of work is likely to make it far more difficult to meet the housing and support needs of 18 to 20 year olds. The government has said this will not affect people that have children living with them, and there will be exemptions for vulnerable young people [and] those who may not be able to return home to live with their parents. However, as this is being introduced under Universal

Credit and by regulation, at present the precise terms are unknown, but there will certainly be stringent assessments of any claims.

Freezing working age benefits and limiting tax credits and housing benefits to two children will put further pressure on families that are struggling to afford to feed and care for their children. This could lead to more teenagers being asked to leave the family home for financial reasons.

8. Recommendations

Barnsley should:

- Consider tendering for provision of local supported accommodation for 16 and 17 year old care leavers and homeless. This could be a specific tender to White Rose providers or a separate tender.
- The above tender could also include the replacement of The Forge, since the building is unfit for its current purpose.
- Work with third sector providers to set up Nightstop and Supported Lodgings schemes that can provide emergency accommodation and a more homely stay for care leavers and young homeless people
- Work with Berneslai Homes and housing associations to set up a small provision of training flats that are available for short stays . a week to a month . initially, so that young people can practice living alone and develop their independence skills
- Include at the accommodation panel a review of young people in Highfield Terrace and The Forge to ensure additional inputs that would enable a more prompt move-on. Consider whether there is potential for earlier moves with a more flexible intensive floating support scheme that can step downq after resettlement.
- Work with Berneslai Homes and housing associations to consider the potential for taking on leases of private sector properties to provide two and three bedroom shared accommodation for young people that would prefer to share

5. Refugees and Migrants

1. Introduction

The brief for this study did not initially cover the needs of refugees, asylum seekers or other groups of people coming from abroad. However, in discussion with the Steering Group, it was agreed that the housing and support needs of refugees and migrant workers should be included.

2. What's working well to meet the housing and support needs of refugees and migrants

Housing needs of asylum seekers are dealt with by the Home Office contractor, G4S. Once people are given refugees status, they are expected to leave their accommodation very quickly. For families and others in priority need, Barnsley Council's HOAPS team works with them to find accommodation, with Barley Close (family temporary accommodation) being a common first stop.

There is now only the Red Cross providing advice and information for refugees and asylum seekers in Barnsley, the other service (funded by G4S) having recently closed.

Migrant workers are not provided with any specific or dedicated housing or support services in the area, but can access generic advice services.

Private landlords are willing to accommodate refugees and migrant workers, and some are prepared to sign people up quite quickly so that people who have no other options can be housed. HOAPS has good links with private landlords across the borough.

3. Expressed need for housing and support

Demographic data

The SHMA household survey tells us about the ethnic origin of the head of the 1983 households who responded to that survey. Headlines are that 98% of the respondents were White British, less than 1% were White Irish, White Central or Eastern European, White Other, Asian, Black African/Caribbean/British, and less than 1% were of mixed ethnic group or from other White groups. (Appendix 4, Figure 1)

Whilst numbers of refugees with housing needs can be gleaned from homelessness data, it is very difficult to assess the numbers of people moving to Barnsley from other parts of the world to work here, or being trafficked here.

Asylum applications and placements in the UK fell since the peak of 2002 to around a quarter of the number at the peak coming to the UK in 2013. In the year 2014-15, the figure showed an increase of around 5% compared to the previous year.

There has been an increase in the number of asylum seekers being placed in NASS accommodation in Barnsley, possibly as a result of wide availability of low rent private rented sector properties. At the end of May 2015, the Council's figures showed that there were 457 asylum seekers in Barnsley, a quadrupling in the number in 2010. New asylum seekers were from Pakistan, Iran, China, Eritrea, and Nigeria, and it would seem that there has been a significant increase in the number of single person households being placed in the borough.

The Council does not have any information on how many asylum seekers stay within the borough after being granted leave to remain.

The most recent information about migrant workers coming to the area is for 2013, when 830 people were known to be in Barnsley.

Homelessness data

Applications from former asylum seekers leaving Home Office-funded accommodation (known as NASS accommodation) increased in 2014-15 to almost twice the number 2 years previously. The majority were accepted as homeless in 2012-13, but in 2014-15 only 8 of the 52 applicants were accepted as homeless. Households making a homeless application were most likely to be non-European, either Asian, Black African, or other ethnic origins. (Figure 2)

There has been an increase in the number and proportion of single people leaving NASS accommodation and making homeless applications: in 2014-15, 36 of the 52 households were single people, compared to 11 out of 28 two years previously. (Figure 3)

Homelessness was prevented in 32 cases, mostly to the private rented sector.

Housing advice enquiries

A small number of people left NASS accommodation and asked for housing advice. Of the total of 46 in the 3 years 2012-15, single person households accounted for just under half. Homelessness was recorded as being prevented for only 3 households, through a move to private rented accommodation for 2, and into supported housing for 1. (Figure 4)

Housing support data

In 2014-15, 10 single refugees were accommodated, 5 at The Gorge and 5 at Holden House, double that of the previous year. None had other needs identified. (Figure 5)

Temporary accommodation at Barley Close is no longer supported accommodation, so households accommodated there were not entered onto the system in 2014-15, but

in 2012-13 there were 20 families provided with accommodation or floating support, and in 2013-14 17 families received housing-related support. Again, most had no other needs identified.

4. What is in place to meet demand (supply of accommodation, floating support and other services)

The Housing Options, Advice and Prevention Service (HOAPS) provides services to asylum seekers given leave to remain, either providing advice or a homeless assessment and accommodation. Families and others in priority need are accommodated at Barley Close or in B&B. If accommodated in B&B, the family will be moved to Barley Close as soon as possible. In Barley Close, if need is identified, they can receive support from HOAPS Tenancy Support worker, both within the temporary accommodation and once they move on.

Single people not in priority need are not entitled to accommodation, but will be referred to accommodation such as Holden House and The Forge. In 2014-15, 5 refugees were accommodated at Holden House and 5 at The Forge. Occasionally, a single person may be accommodated at Barley Close.

There is now only one other service in place to support refugees, the advice service provided by the Red Cross. This is a drop-in, operating weekly, offering advice on benefits, housing, and other available help. The main aim is to support new asylum seekers, but the advice is also available for people given leave to remain. The advice worker typically sees around 20 households a week, of whom a quarter are new cases, and less than a quarter are refugees.

5. The type and scale of unmet need

The scale of unmet need

PFA Snapshot survey

15 of the 132 entries in the survey were for people who were not White British. Of these, a small number were asylum seekers, refugees and migrants with unmet housing or support needs. 4 were asylum seekers, and there was only 1 refugee, 2 people who had no recourse to public funds (1 of whom was a migrant worker) and 1 other migrant worker. As the numbers were so small their needs are not identified here for each of these groups, but the most common needs were drug or alcohol problems and mental health needs, and 1 had suffered from domestic abuse.

5 had their own tenancies, and were struggling to manage their tenancy, with either financial difficulties or a lack of a good command of English. The others were living in short term or very short term accommodation.

The types of unmet needs

Agencies working with refugees were unanimous in saying that the most significant need is for resettlement support. There was a commissioned support service in place some years ago, and until very recently the G4S service provided informal and non-commissioned support to supplement the limited service that the Council's Tenancy Support Officer was able to provide.

People given leave to remain have a short space of time to vacate the accommodation offered by G4S, and once they are offered a property as move-on from Barley Close, have a short space of time to organise their new benefit claim, furniture, and the move. This can be complicated by not having a National Insurance number, or not having a date for a Job Seekers Allowance claim, and also by language difficulties. Whilst asylum claims are being dealt with much more speedily, it is taking longer to get National Insurance numbers at the moment, sometimes as long as 6 weeks.

Although most refugees enrol in classes to learn English fairly soon after they have got their refugee status, very few families, but fortunately a greater number of single people, are initially able to communicate in English. Providing support to people who do not understand British systems and have little English can be very time-consuming and frustrating. Some agencies commented that HOAPS staff can at times lack the sensitivity to help people who have a limited understanding of our systems and ways of working.

A common problem for refugees is establishing a home with the small amount of furniture they can obtain using the Local Welfare Assistance scheme. The Barnsley scheme was much praised for its speed and the sensitivity of decisions by advice and other agencies, but nonetheless it is a limited pot and many refugee families are dismayed about taking on a house with very little in the way of furniture and furnishings, and do not have the family and friend networks that longer term residents of the town will have to help them with setting up a home.

Debt problems are not uncommon for refugee households. This can often be a result of not understanding how benefit and other systems work, or of the long delays (3 months is not unusual) experienced in receiving the first payments of Child Benefit and Child Tax Credits, and debts may start whilst a family is in temporary accommodation if these benefits have not yet been received. Once arrears and other debts have accumulated, other problems may arise, and tenancies will be harder to sustain, leading to eviction and destitution; short term resettlement advice and support at the start of their tenancy could help to alleviate some of these problems.

As a result of the lack of networks, many refugees move on from Barnsley once they have leave to remain. There is no data to show the scale of this, but all agencies agreed that this is a common occurrence. For single people, the fact that there is so little temporary accommodation available in Barnsley is a factor, particularly since there is no funding to cover the travel to a hostel or B&B found for them outside the borough. Surprisingly, few migrant workers or refugees sleep rough, since most find friends who do have places to live willing to accommodate them for a short while.

There are concerns about the overcrowding of private rented properties occupied by migrant workers, and some people referred to this being a sizeable problem, with 10-20 people living in a large number of ordinary terraced houses. However there is little evidence of this and data provided by the Council did not show that stories about this scale of problem to be borne out by the evidence: in the period 1/4/14 to 31/3/15, the Council was aware of only 7 cases of overcrowding in privately rented properties. The problem occurs most often in the Goldthorpe area of the Dearne and the outskirts of the town centre, and Council staff are keeping a watchful eye on any growth of the problem through the Our Street project.

It was also suggested that there was a growth of substance misuse problems amongst workers, with the consequent anti-social behaviour and crime that is often linked to drug and alcohol use. Again, there was no hard evidence of this, either from conversations with service users and treatment agencies, or from the data collected by treatment agencies about the numbers in treatment. There is information available about treatment services in other languages - Polish, Russian, Albanian, Arabic, Chinese, Farsi, French, Latvian - but these were not on obvious display, and foreign users of treatment services tend to find out about services from other migrant workers. The scarcity of information about housing is reinforced by the lack of any information in languages used by recent migrants to the area.

6. The changes needed to fill the gaps and meet needs

A resettlement and housing support service for refugees recently given leave to remain could make a significant difference to a relatively small number of households.

7. Predicting future demand

There were 25,020 asylum applications (main applicants) in the year ending March 2015, an increase of 5% compared with the previous year (23,803). Whilst the increase is relatively small, this could change if the Government decides to accept a larger number of applications from people from Syria.

The number of migrants coming for work from EU countries has increase rapidly since 2003, with the widening of the EEA. Work-related immigration fell between 2009 and 2011, but has increased since then. It is difficult to know what the trend is likely to be in the coming years, with the Government seeking to limit the numbers of people coming in to work by restricting the ability to claim in-work benefits, a high minimum income figure for anyone wanting to stay on after an initial work period, and for those wanting to bring family members to join them. There is evidence, however, of Polish and possibly other European work agencies advertising opportunities for work in the Barnsley area, so it is likely that there will continue to be a steady flow of people coming from those countries.

8. Recommendations

The two main areas in which recommendations can be made are concerned with information and support.

This report covers the provision of advice and information in another section. Our recommendations support the need for clear information that can be understood by people from other countries, to be able to help themselves as well as to find out where to go for further advice and assistance, and for information to be translated into the languages commonly used in Barnsley.

Refugees moving into their own accommodation are in need of support, and there is a critical need for the support service which was de-commissioned to be reinstated. Services working with refugees need to be culturally aware, and aware of the extra difficulties facing people who have experienced trauma, who are in a country with potentially very different systems from their own, and who are struggling to cope with being a long way from their families and without much in the way of resources.

Barnsley Council to:

- Ensure that information about how to resolve housing problems and where to go for help takes account of the needs and languages of people who come from other countries.
- Explore ways of providing short term resettlement support for refugees, with the option of longer term support for a few families and individuals

6. Domestic Abuse

1. Introduction

This section is about people who are homeless or at risk of homelessness because of domestic abuse. This can affect people of any sex or sexuality, any age or ethnicity and any household type. The Government's definition³ of domestic violence & abuse is 'Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members, regardless of gender or sexuality.' The full definition includes both controlling and coercive behaviour and the Government announced in December 2014 the introduction of a new domestic abuse offence to legislate against this. It encompasses forced marriage, genital mutilation and honour-based violence.

Most of the tables and charts from which information is drawn are included in the Data Appendix, and are referenced in the text.

The Home Office's ready reckoner tool enables boroughs to estimate the real levels of need, taking into account known levels of under reporting. This indicates that in Barnsley 6,942 women and girls aged 15-69 will have been the victim of domestic violence in the past year.

2. What is working well to meet the housing and support needs of victims of domestic abuse

The Barnsley domestic, sexual abuse and gender-based violence partnership (BDASVP) . reporting to the Community Safety Partnership - brings together police officers, social workers and voluntary sector specialists to reduce and respond to incidents and victims of domestic, sexual abuse & gender based violence. The partnership's four strategic strands are:

- Prevention . tackling attitudes and raising awareness within communities
- Early identification and intervention . training all those who might encounter victims to spot the early signs of abuse and preventing issues from escalating or becoming entrenched behaviours.
- Effective support and rehabilitation . ensuring that support is appropriate and empowers vulnerable people and supports them to independence; ensuring that perpetrators are brought to justice and, where they want to change, are offered support to enable this to happen.
- Partnership working . continuing to work towards effective integration of service provision across all sectors to improve outcomes for all those affected.

³ Home Office, 2013

Key agencies attend monthly MARACs⁴ to consider high-risk cases and agree how risk will be reduced and adults and children protected. Chaired by a Police specialist, there is good commitment to and attendance at MARACs, with housing circumstances and support needs considered as part of practical risk-reducing approaches. Berneslai Homes is proactive in offering alternative homes to tenants and others who need a move to reduce risk.

Independent Domestic Violence Advocates (IDVAs) receive referrals direct from the Police, enabling them to respond quickly to victims at high risk of domestic abuse.

The domestic violence refuge accepts households with male children up to their 16th birthday, unlike many others that refuse families where sons are 12 years or above. Children are also supported to recover from their experiences. There are good outcomes from both of the commissioned housing-related support services.

There is currently a good range of counselling and other programmes for victims that aim to support recovery and empower them to avoid or deal with abuse. Children are also helped through a specialist programme. Both Pathways and Victim Support have volunteers that work with victims at medium or standard risk, and both offer support to male victims.

3. Expressed need for housing and support

Housing advice enquiries

Between 2012/13 and 2014/15, 5.3% of all housing advice and homeless prevention enquiries were in relation to violence from a partner or ex-partner (the only specifically relevant classification within housing advice data). The proportions of all housing advice enquiries represented by domestic violence have risen over those three years from 4.4% to 6% - see figure 1.

It is noticeable that the numbers and proportions of those in their thirties and who are 60 years and over have increased, while the proportions (but not the numbers) of teenagers have decreased over the three years (figure 2).

The household type, recorded by HOAPS since mid 2013/14, was roughly even between families with dependant children and single person households. Unfortunately, the gender of enquirers was not available. Ethnicity is not well recorded in housing advice data: between a fifth and a third of these cases each year had an unknown ethnicity. Where ethnicity was recorded, the vast majority were UK residents and White British, with a total of eight EEA nationals and only three non-EEA nationals.

Action taken following a housing advice enquiry

For the vast majority, there is no recorded outcome of the advice in the data received.

⁴ Multi Agency Risk Assessment Conferences

Over the three year period, homelessness was prevented in a small minority of cases which again are split roughly evenly between single person and family households: by moving to a private rented property (1 case), or into social housing (9 cases, most of which were offers through the housing register . domestic abuse attracts the highest priority), or into supported accommodation (three cases, all single people).

Homelessness applications

The numbers, gender and household type of homeless applicants in each year for reasons of domestic abuse involving either a partner or someone else associated with the victim form a relatively small percentage of all homeless applications (figure 3) of between 4% and 7.4% in each year.

Resolving homelessness

None of these applicants were accepted homeless but some had homelessness prevented by being assisted into an alternative property:

- In 2012/13, one 46-year-old male who was fleeing violence from his partner was assisted to move into a hostel or HMO.
- In 2013/14, four males, four single females and one female parent were helped to move. The parent and a single male (who had been referred by Berneslai Homes) were rehoused via the housing register; three people were moved into supported accommodation; a single female who had been referred from the women's refuge was moved into a social lettings agency property and the remaining three people were helped to secure private rented properties.
- In 2014/15, two males, three single females and one female parent were helped to move. The parent was rehoused via the housing register, five people moved into supported accommodation and one into a private rented property.

Comparing dates between housing advice and homelessness records, it appears that these were different customers to those who were assisted to move at the housing advice stage.

In the three years 2011/12 to 2013/14 only one customer was placed in Judith House (in 2011/12). In the same year, another three customers were placed in refuges outside Barnsley. One customer was placed in a refuge outside Barnsley in 2013/14.

All other applicants in 2013/14 and 2014/15 were found to be not homeless, withdrew their application or didn't stay in contact with HOAPS; possibly (though unconfirmed) because they accessed a refuge using the national helpline.

Police reports

In 2014/15, the police recorded 6,259 reports of domestic abuse in Barnsley, and 2,255 of these reports involved repeat victims. Only 20.7% of these incidents were classified as a crime. Where there is no evidence of a crime having been committed when the police arrive, the incident will be reported as a non-crime although it will still be classified as an incident of domestic abuse. 62% of the crimes recorded resulted in over 800 arrests.

The numbers of domestic abuse reports have increased by almost 60% in the five years since 2010/11, however data is not available on the number of individual victims involved in reports.

Data from MARACs and specialist agencies.

Multi Agency Risk Assessment Conferences (MARACs) are a national initiative providing a co-ordinated approach to high-risk victims of domestic violence and their families and are part of the Specialist Domestic Violence Court (SDVC) accreditation. MARACs are aimed at the top 10% of those at risk of serious harm or domestic homicide, and aim to:

- Share information to increase the safety, health and wellbeing of adult and child victims
- Determine whether the perpetrator poses a significant risk to a specific individual and/or the general community;
- Construct and implement a joint risk management plan to provide professional support to those at risk and reduces the risk of harm;
- Reduce repeat victimisation;
- Improve agency accountability; and
- Improve support for staff involved in high-risk domestic violence cases.

The MARACs role is to facilitate, monitor and evaluate effective information sharing to enable appropriate actions to be taken to increase safety. Responsibility for actions rests with individual agencies that have committed to these at or as a result of a MARAC.

In the calendar year 2011, 155 high-risk cases were referred to Barnsley's MARAC.

By 2014, the number of cases discussed at MARAC had increased to 339, of which 24% were repeat referrals. This represents 35 cases per 10,000 of the adult female population. In 3.5% of cases the victim was a male (below the good practice minimum of 4%), and 2.7% of victims were from a BME background (compared to the area population of 3.9%). 12 cases involved a victim aged 16 or 17 years old and 3 cases

involved a perpetrator who was under 18 years old. 78% of referrals were made by the Police . somewhat higher than best practice would indicate.

Of the 312 cases that went to MARAC in the 2014/15 fiscal year, 1.9% involved child protection issues and victims had a range of other vulnerabilities:

- 2.6% had a mental health issue
- 1.3% were substance misusers
- 1.3% were registered disabled
- 1% were LGBT

IDVAs and other specialist domestic abuse services

During 2014/15, the Independent Domestic Violence Advocate (IDVA) employed by Pathways had 152 referrals of cases going to MARACs, and 135 accepted the service.

Pathways also runs a range of other specialist services related to domestic abuse including counselling and programmes to help victims (and, in 2014/15, perpetrators). In total, 960 new clients were referred to the whole range of Pathways services: around a fifth were males, either victims (10% of all clients) or perpetrators (11% of all clients). There is more information in the supply section below.

About a third were referred by the Police and a fifth each by social care and health. The CMHT has in the past been the biggest referrer, but referrals from health in general have decreased over the last three years and referrals from CMHT/early intervention service have reduced by over 40%. On the other hand, referrals from community nursing services have increased by 70% albeit from a low base. Social care referrals were prompted by safeguarding concerns, including safeguarding of children.

Of the 1,320 people receiving a service during 2014/15 (which included 360 ongoing clients), over 92% were White British.

The gender and age profile is shown in figure 4. The peak for females occurs between 19 and 50 years of age, and for males between 19 and 40 years old.

Since 2010/11, the number of clients seen in any of Pathways services has doubled, with numbers increasing by 50% between 2013/14 and 2014/15.

Pathways carried out a client survey, completed by over 70 people. The findings highlight how domestic abuse issues follow generation to generation. 88% of all clients identified that family members had physically injured them when they were children, although not all incidents were identified as domestic abuse. 62% witnessed domestic abuse as children, and 69% experienced it themselves. Of those who became looked after children, domestic abuse was a precipitating factor in 49% of cases.

In 2013/14 (the latest year for which data is available) the IDVA at Victim Support received 118 referrals of cases going to MARACs. In the same year, volunteers

working with Victim Support also helped 98 other medium and standard risk victims. Male victims make up 2% of the clients . a much lower proportion than the Pathways client group.

Social care services

Barnsley operates the 'Think Family' approach . early help response . for which domestic abuse is an indicator. There are approximately 4000 'contacts-in' to Children's Social Care each year where domestic violence is a significant factor. Of these, around 20% are high risk and receive an immediate response. Medium and standard risk families are offered 'early help' . early intervention and support . to improve outcomes for children and prevent escalation of problems under the 'Think Family' approach.

An average of 175 children and young people are subject to a Child Protection Plan (CPP): this has remained steady against the regional comparators. Domestic abuse is a significant factor in those cases that progress to Child Protection Conferences.

Domestic abuse is not currently separately monitored under the Troubled Families programme, so the number of families where this is a factor is not able to be distinguished.

Accessing housing support services (accommodation-based and floating support)

Commissioned support services

The data below and in the data appendix is taken from the client record forms. It should be noted that the details of children have not been completed in client record forms for the last two years, but at least 60% of women coming to the refuge have children, as do 75% of people on floating support. Other client characteristics have not been reliably completed so information on the numbers with mental health and other vulnerabilities is incomplete.

2012/13

Judith House refuge and the associated floating support service together supported 58 households, all female.

- 43 were in the refuge and 15 were in floating support.
- 53% of the 43 clients in the refuge had previously lived outside Barnsley.
- Eight clients of other support services were also at risk of domestic abuse.

2013/14

Judith House refuge and floating support services supported 37 clients, all female.

- 24 were in the refuge and 13 received floating support.

- 21% of clients in the refuge had previously lived outside Barnsley
- 18 clients of other support services were also at risk of domestic abuse.

2014/15

Judith House refuge and floating support services supported 49 clients, all but one were female.

- 36 were in the refuge and 13 received floating support.
- 42% of clients in the refuge had previously lived outside Barnsley
- 5 clients of other support services were also at risk of domestic abuse.

Outcomes from support

Data on outcomes shows that around 62% of refuge clients stay in Barnsley when their support ends. The remainder move elsewhere . often returning to their original area. Barnsley therefore does not appear to gain net incomers as a result of the domestic violence refuge being used by people from outside Barnsley.

Most clients left the specialist support services in a planned way. Only a small number were unable or unwilling to participate in support to address issues (figure 5).

Most moves on from the refuge (figure 6) were to settled accommodation, although one person returned to her abusive partner, and around a quarter moved from the refuge to live with family or friends. A quarter moved into social housing with or without floating support, and about a fifth moved into a private tenancy. Only six could return to the home that they had had to leave as a result of domestic abuse. It is excellent that, in the last two years, nobody had to move to bed and breakfast or other temporary accommodation.

4. What is in place to meet demand (supply of accommodation, floating support and other services)

Figure 7: Accommodation and support services for victims of domestic abuse

Scheme/service	Provider	Type of scheme /service	Funding	Number of units
Judith House	Riverside ECHG	Accommodation-based refuge with self-contained units. For women only. Cannot accept families with sons that are 16 year or above.	Housing-related support	8 units. 6 upstairs can accomm up to 7 people. 2 units downstairs can accomm 6 in total

Scheme/service	Provider	Type of scheme /service	Funding	Number of units
Judith House floating support	Riverside ECHG	Floating support specifically for people at risk of DV	Housing-related support	16 units Any tenure
IDVAs	1 each at Pathways and Victim Support; Further 2 being recruited by Council	Provide risk management and support to people at high risk of injury because of domestic abuse	Council; PCC; Home Office	Respond to demand
Support and counselling services for people at risk of DV	Pathways	Women's Freedom Programme Counselling Self esteem Mum and me group (for children involved in DA) School-based groups (for children that have witnessed DA)	Public health; Council; PCC; Charitable funds and donations; Staff volunteering time	Varies but have supported 3,400 individuals over the last four years
Support for victims at medium and standard risk	Pathways and Victim Support	Mix of paid workers and volunteers	Ministry of Justice; Council; Charitable funds and donations; Staff volunteering time	

N.B. These services do not include those provided by statutory agencies such as the police.

Women's refuge

60% of Judith House residents are from Barnsley but the numbers from Barnsley that access a refuge in another area is unknown. Refuges need to be seen as a national resource. It is often unsafe for someone to stay in their local area, particularly where the perpetrator is persistent and determined. Indeed homeless legislation and guidance specifies that local connection should be overlooked where the reason for applying in a different area is domestic abuse and the inability to return safely to the home area.

At the time of the review, Judith House's customers were not included in the move-on arrangements that apply to other supported housing in Barnsley. There was some suggestion that this is because access is not limited to Barnsley residents, and reference has been made to the fact that, under the Lettings Policy, some residents would usually be classed as non-Barnsley residents with no local connection. Without move-on priority being given to residents, a typical dwell time has risen to 6 months and, in 2014/15, three households stayed for over a year. There is a long waiting list of women and children, mostly staying with friends or relatives while they wait for a refuge vacancy. Many of these are from Barnsley and do not want to leave as they need their local informal support.

HOAPS and the refuge both told us that women at the refuge are not usually referred into HOAPS for a homelessness assessment. This appears to be an arrangement that is several years old and has not been reviewed or challenged. There is no protocol in place to clarify where women should present as homeless, although a homelessness acceptance would considerably shorten dwell time in the refuge and ensure that households went into appropriate move-on accommodation.

Floating support

Almost all customers of this service have moved on from the refuge, have been referred by IDVAs once risks have been reduced, or have been referred by other agencies that have recognised that they are experiencing or are at risk of domestic abuse. The service aims to help victims to resettle into a new home, develop strategies to avoid abuse from partners from whom they are not willing to separate or to recover from previous abuse, and establish a sustainable life that includes standard housing-related support such as benefits and debt management. Support can last for up to two years, but the average duration in 2014/15 was 17 weeks, with a minimum of two weeks and maximum of 29 weeks.

IDVAs

Victims that are at high risk of harm and/or referred to MARAC are also referred to the two IDVAs. Pathways and Victim Support employ one each. At the time of the review, the Council had secured funding and was recruiting an additional two workers. This will take Barnsley to, or slightly above, the recommended number for the rate of referral. The Council is employing these directly, pending a somewhat delayed review

of partnership arrangements. There are concerns that the advertised pay grade for these two posts, which is based on the agreed rates for the type of post, is above the salary for current IDVAs. Whichever organisation is eventually awarded the reviewed contract for provision of IDVA services will inherit, through TUPE, staff on different pay grades, and will have the problem of unifying pay grades.

Unlike other areas, few referrals to MARAC are made by the IDVAs. Direct referrals to IDVAs tend to only be made direct by the police and hospital (who may already have involved the police). Otherwise they are notified of referrals to MARAC by email or phone call. This means they have little time prior to MARAC to contact the victim and discuss their needs, although at a MARAC their main role should be as the victim's advocate. It is not unusual to find that they are the last agency involved . referrals having been made to other agencies first . and they can struggle to have any discussion with the victim prior to the meeting. One factor is that referrals may omit the victim's key information, such as how they can be contacted. The lack of a shared system means that the two IDVAs have to spend time together to identify who is working with whom and agree who will take on new cases. We also discovered that some key referrers were unaware of one or the other agency.

It is not unhelpful to have IDVAs working for different agencies. Given that each organisation will have different strengths and protocols, this enables the IDVAs to agree which will best meet victim's needs. However, with three different provider organisations, there is potential for more confusion about referral routes and more of their time needing to be spent on coordination. Every effort needs to be made to avoid confusion of referral pathways and case management. Ideally, the IDVAs need to share office space and / or a referral database.

There is an indistinct line between the work of the IDVAs and that of the Police Domestic Violence Officers (DVOs), who go on the first visit with the IDVA and leave their contact details with the victim. Ideally there should be one key contact for victims that, where there is high risk, should be the IDVA. This is not a criticism of the DVOs . clearly victims should be able to reach someone that can take action against the perpetrator . but IDVAs should be the key for the victim him or herself and the coordinator for inputs from others. Confusing the victim about their main contact could lead to missed information and unnecessary time sorting out communications.

Other support for victims, including those at standard to medium risk

Both Pathways and Victim Support have volunteers that work with victims and survivors to advise, assist and support them to make changes that will reduce risk to them and to their children, choose healthy relationships and recognise those that aren't, and help them to re-establish their lives.

Pathways also runs a range of specialist programmes designed to empower victims and survivors, help them to address the psychological issues resulting from abuse and to avoid abusers in future. These include Mum and me groups for children that have been involved in domestic abuse, and school-based groups for children that have witnessed it.

The Women's Freedom Programme is key to enabling women to develop self-esteem and tactics around violent partners. Most referrals are made by social care, often as a result of a Child Assessment Framework (CAF) plan, and by solicitors where families have looked after children or are going through court proceedings. Participation can be a requirement of women keeping their children as part of a Public Law Outline (PLO) agreement. In this case, the woman only has 26 weeks to comply with the PLO to avoid the child/ren being taken into care, so access to the programme needs to be enabled. Pathways has therefore reduced the length of the programme (but not the input) from 12 weeks for 2 hours a week to 6 weeks for 4 hours a week and this can also help women to deal with childcare issues. The programme is always over-subscribed with a three or four week waiting list.

They also offer counselling that is currently funded by public health from under spends elsewhere. There is a two-week waiting list for counselling and concerns about whether this will be able to be continued if replacement funding cannot be found.

Under phase 2 of Troubled Families, domestic abuse is a main indicator and the Think Family Board has ensured that services are also alert to cases where mental health issues and substance misuse are also found. Domestic violence, substance misuse and mental ill health occurring together in a child's parent/carer are known as the ~~toxic~~ toxic trio. These indicate much poorer outcomes for children and families, including a much higher likelihood of the child eventually being taken into care. In an analysis of a small sample of children in care, all three factors combined were found to be present in around 26% of cases. Having external funding for families with multiple issues has helped the Council and its partners to focus on the wider issues occurring in families.

The Police are setting up a new unit in Barnsley with two officers dealing specifically with domestic abuse cases.

5. The type and scale of unmet need

The scale of unmet need

Data based on the national experience

Nationally 7.1% of women and 4.4% of men experienced partner abuse during 2012/13. In Barnsley, this equates to around 6,740 females and 4,040 males. In 2014/15, the police recorded 6,259 reports of domestic abuse in Barnsley, but 2,255 of these reports involved repeat victims (some of whom will make repeated calls). The number of individuals who reported violence is not known, nor the gender split. Clearly, there are many victims that are not currently being supported.

There is no indication that rates of domestic abuse vary across ethnicity. MARAC data shows that only 2.7% of all cases discussed in 2014 involved a victim from a B&ME group, whereas the local population rate is 3.9%.

Only 1% of high-risk cases discussed at MARACs involved someone who was LGBT, but national data indicates that rates amongst gay men and people that are transgender are much higher. 49% of gay men have experienced at least one incident

of domestic violence since the age of 16, compared with 17% of all men⁵, and 80% of those that are transgender have experienced emotional, physical or sexual abuse from a partner or ex-partner⁶.

PFA snapshot survey

Details of 13 clients in need of housing or support services related to domestic abuse were submitted in the snapshot survey. All were currently in receipt of a floating support service, only one of which was not the domestic abuse service (more details are in the data appendix).

- Three of the twelve had child protection issues; three were misusing alcohol and nine had diagnosed mental health issues.

Refuge places

The Council of Europe recommends that there is one family place in a refuge per 10,000 of the population⁷, which indicates that Barnsley requires 23 refuge places. Whilst England has an overall shortfall of 32% on this target, Barnsley's individual shortfall is more than twice the average at 65%.

The refuge referrals and acceptance data shown in figure 8 confirm the supply shortfall.

Whilst some of the referred households will have found a refuge place elsewhere in the country, Women's Aid research indicates that if a place of refuge cannot be found at the point a woman decides to leave, they are likely to stay in the home and relationship and as a result suffer further violence. This unmet need is exacerbated by long move-on times from the refuge. This contrasts with other refuge services; for example in Doncaster there is a 28-day target for dwell time before move-on, whereas it can take 3 to 6 months for Barnsley refuge clients. However the Doncaster refuge also has satellite properties to enable this.

There is no specific provision in Barnsley for male victims (there is very little male refuge accommodation in England and Wales) or for a family with a son who is 16 years and over (no refuges accept males over 16 years, and most do not accept males who are 12 or over). HOAPS has prevented homelessness for between 12 and 15 households in the last two years by arranging private or social rented accommodation or, for single people, a place at Holden House. They are also able to provide temporary accommodation as part of homelessness provision, but currently in Barnsley have only

⁵ Stonewall Gay and Bisexual Men's Health Survey 2012.

⁶ Roch A, Morton J, Ritchie G et al. (2010) Abuse out of sight out of mind: transgender people's experiences of domestic abuse.

⁷ Kelly, L. and Dubois, L. (2008) *Combating violence against women: minimum standards for support services* Directorate General of Human Rights and Legal Affairs, Council of Europe.

the eight units at Barley Place. They can also place in bed and breakfasts outside Barnsley, but this, whilst assuring safety, does not provide the support needed to enable a victim to sustain their separation from an abuser. Victims also often have to leave all household goods and their identity and benefit papers, so claiming benefits, especially where they are placed away from Barnsley, and setting up a new home are particular challenges.

At any time there is a considerable scale of domestic abuse that has not been reported to the Police or other agencies. Work to publicise the unacceptability of domestic abuse, to encourage victims to come forward and others to alert the police and other agencies to households where there is domestic abuse is bearing fruit but the emotional and psychological effects of abuse and the fact that it often takes place behind closed doors means that this has only limited impacts.

Type of unmet need

Currently the provision of support for issues around domestic abuse is based on legacy decisions. A planned systematic review of how the system operates, the funding and the supply compared to need had been started in October 2014 but not completed, and staff changes at the Council had delayed decisions about the strategic leadership and commissioning responsibilities.

Commissioning has now been picked up by the Locality Commissioning & Healthier Communities team, and the review is starting, as had originally been agreed, from a zero base. Provided all agencies cooperate and pool their knowledge and experience, this should enable a clear-sighted view of what support and other related services are needed to tackle and prevent domestic abuse, and support victims and survivors, including children.

The population of Barnsley indicates a need for five IDVAs, four of which are indicated by MARAC case rates plus one additional for high-risk cases that are not referred to MARAC . perhaps because the perpetrator is in custody. Most of the currently unmet, or insufficiently met need will be responded to once the two additional IDVAs are in place. The two current IDVAs are trying to respond to perhaps 200 referrals each per year and are holding double the recommended case level. It seems unlikely that funding can be found for a fifth IDVA.

There is currently no perpetrator programme in Barnsley. Pathways ran a programme based on neuro linguistic programming for four years, funded by the Big Lottery, which ended in January 2015. The evaluation shows good outcomes for the 371 participants, many of whom referred themselves to the programme. There is strong evidence that abusers will repeat their behaviour with victim after victim if they do not learn other ways to express and deal with anger and other emotions that result in violence. Many perpetrators understand that their behaviour is not acceptable but need help and support to change. Pathways has applied for funding to restart the programme. If this application is not successful, consideration should be given to funding from within partnership resources on the basis that this will help to prevent future and repeat violence.

There is also a need to consider how to break the cycle of abusive behaviour where partners are both victim and perpetrator. Alcohol is often a factor. Treatment services are available but clients need to be willing to address their drinking.

Despite their role in enabling children to stay within their families and out of care, and victims of both sexes to recover from their experiences and establish strategies to avoid future abuse, the programmes run by Pathways are not funded. The Women's Freedom Programme for example is proven to have long lasting positive impacts but is now provided on a purely voluntary basis. These specialist services are at risk. As a partnership concerned with prevention, the Barnsley DASVP should consider how these can be continued.

Whilst women are referred by social care as part of a CAF plan, they are rarely assisted with childcare, so attendance can be very difficult to manage. Pathways did have 12 months funding to help women with childcare but this is now exhausted.

There is unmet need for mental health and therapeutic services for adult victims and children. There are long waits for statutory services for children and adults and NHS-provided counselling. Pathways counselling service is funded by the CCG from under spends elsewhere, and Pathways has been told that funding will end in October 2015. There is a waiting list of only 2 weeks for this service, so it provides very quick access when compared with the months waiting for statutory services. The specialist agencies also identified that there are high levels of enduring mental ill health amongst their client group, but there is insufficient support available.

As found in other client groups, each organisation including the Council has its own interpretation and translation budget and there is no pooling of resources and capacity that might relieve the pressure or indeed provide continuity for people who are clients of more than one service. Pathways interpretation budget is very stretched, although it has responded to demand by recruiting staff and volunteers with language skills.

6. The changes needed to fill the gaps and meet needs

Until late in the review, Judith House's customers were not included in the move on arrangements that apply to other supported housing in Barnsley. This has been addressed to some extent but arrangements need to be adjusted so that women from outside Barnsley have the same access to move-on housing, as will be provided by other areas for women from Barnsley. Quicker move through would release much needed spaces for others who cannot / should not stay in their homes. Move-on should be aimed at one to two months, allowing for some specialist support in the refuge and referral and entry to specialist programmes for both adults and children, with the floating support service enabling resettlement including recovery or replacement of household goods.

HOAPS and the refuge both told us that women at the refuge are not usually referred into HOAPS for a homelessness assessment. This appears to be an arrangement that is several years old and has not been reviewed or challenged. There is no protocol in place to clarify where women should present as homeless. However, a homelessness

acceptance would considerably shorten dwell time in the refuge and ensure that households went into appropriate move-on accommodation. It would also clarify the situation for women from outside Barnsley who cannot return to their home area.

Pooling language resources and capacity (including staff and volunteers) across partners into a shared directory and fund would help all partners to meet the interpretation and translation needs of people for whom English is very much a second language, and the deaf community.

The following issues should be considered as part of the strategic review and the joint re-commissioning of domestic abuse services.

Funding for childcare to enable victims and survivors to attend specialist programmes would reduce risks to their children as well as themselves, and avert children being taken into care. This should be seen as a value for money input by children's services, and is in line with the Think Family approach.

Under-provision of mental health services for children and adults is a national issue and is a matter for the CCG to consider alongside demand for other health services. We are informed that the CCG is putting together a scoping paper around addressing needs for therapeutic and lower level mental health services across a wider range of client groups. For children and young people in all the socially excluded groups including domestic abuse, many needs could be met through provision of counselling and other psychological services.

The specialist programmes provided by Pathways need to be maintained and funded appropriately, so that repeat victimisation is reduced, and victims and their children are supported to regain good mental health and self-perception, and can move forward from their experiences. This will also save longer-term costs to partner agencies.

If funding is not secured for a perpetrator programme in Barnsley, serious consideration should be given to local funding to reduce repeat victimisation together with the wider costs of domestic abuse. Consideration should also be given to services for people who are both victim and perpetrator.

The referral pathway from services other than the police needs confirming and sharing across all agencies so that high-risk victims reach IDVAs without delay, and medium/standard risk victims are offered support from the specialist services, including floating support. This must include clarity about what information must be included in a referral.

IDVAs need a shared database and/or a shared office space in order to reduce the time they have to spend in administering referrals.

7. Predicting future demand

Between a third and a quarter of women and around one in six men in England & Wales will experience domestic abuse/violence at some point in their lives. In 2012/13

(the latest data available⁸), 16.3% of men and 30% of women aged 16 to 59 reported that they had experienced domestic abuse at some point/s since the age of 16, while 4.4% of men and 7.1% of women reported having experienced domestic abuse within the past year. However, less than 40% of domestic abuse was reported to the police, with men being less likely to report it . and men are also less likely to report it to friends or colleagues.

The risk of experiencing domestic violence or abuse is increased if someone:

- Is aged 16. 24 (women) or 16. 19 (men)
- Has a long-term illness or disability . almost double the risk
- Has a mental health problem
- Is a woman who is separated, and the risk is higher around the time of separation
- Is pregnant or has recently given birth, with a strong correlation between postnatal depression and domestic violence and abuse
- Is a gay or bisexual man . 49% have experienced at least one incident of domestic violence since the age of 16, compared with 17% of all men⁹
- Is transgender - 80% have experienced emotional, physical or sexual abuse from a partner or ex-partner¹⁰

Sadly, partner abuse is also prevalent in teenage relationships: in 2009, 72% of girls and 51% of boys aged 13 to 16 reported experiencing emotional violence in an intimate partner relationship; 31% of girls and 16% of boys reported sexual violence; and 25% of girls and 18% of boys experienced physical violence¹¹.

Domestic violence partnerships are focused on encouraging reporting by the victim and others associated with the victim so that action can be taken to prevent further harm and reduce the level of risk. Although there are concerns that prosecution of perpetrators is at a relatively low level, that level has been rising since a dip in 2012/13. A successful prosecution largely depends on the victim being willing to give evidence against the perpetrator and special domestic violence courts have been set up to reduce the pressure on, and support the victim. Even so over a quarter of victims retract their statements. In South Yorkshire pre-charge decision volumes increased by over 27% from 2013/14 to 2014/15, and total decisions to charge increased by over 24% - better than Yorkshire and Humberside as a whole.

⁸ Crime Survey for England and Wales, Office for National Statistics, Feb 2013

⁹ Stonewall Gay and Bisexual Men's Health Survey 2012.

¹⁰ Roch A, Morton J, Ritchie G et al. (2010) Abuse out of sight out of mind: transgender people's experiences of domestic abuse.

¹¹ Meltzer H, Doos L, Vostanis P et al. (2009) The mental health of children who witness domestic violence.

Trends from existing data

In Barnsley, the numbers of domestic abuse incident reports to the police increased by almost 60% in the five years since 2010/11, although data is not available on the number of individual victims involved. Referrals of high-risk cases to MARAC more than doubled between 2011 and 2014.

Some of this increase could be attributed to increased awareness (through training) of staff that are in a position to meet victims (eg, in hospitals, in tenancies, at schools) and increased reporting by victims and those associated with them owing to better public awareness of domestic abuse. Realistically, however, there is probably an underlying increase in arising domestic abuse, and it appears to be becoming more common in teenagers.

Domestic abuse is by its nature a hidden crime, so it is impossible to state the real trends within Barnsley. What is clear is that reporting is increasing, and rates of support and housing need will rise with reporting.

Factors likely to affect homelessness for this group

Effective police action against the perpetrator . removing them from the household . means that upward trends need for housing should be lower than upward trends in reporting. Victims are increasingly supported by risk reduction actions to stay in their home, so that the perpetrator is the one that has to move out (where they were living together). However, domestic abuse rates rise at the point of relationship breakdown, and it is very difficult to avert risks from previous partners when they know where the victim lives.

To protect victims and children there will continue to be a need to leave the home, at least temporarily, but that could last many months while waiting for a case to go through court. It is therefore unlikely that people that have to go to a place of safety (relative, friend or refuge) will be able to return to their original home, particularly where there is a reliance on housing benefits.

9. Recommendations

Barnsley should:

- Ensure that move-on arrangements with the refuge include people from outside Barnsley. This may require a protocol around who should make a homelessness application and when

- If move on from the refuge using Priority 3 cannot be prompt enough to release voids for others in need, consider how homelessness applications can be used instead to get swift move-on.
- As a group of agencies, agree how capacity for interpretation and translation can be pooled. This would also benefit other client groups
- As part of the strategic and commissioning review of domestic abuse services ensure:
 - Provision of or funding for childcare to enable victims to participate in recovery and empowerment programmes, particularly where this is part of a CAF or PLO
 - Continuance of specialist therapeutic programmes and the counselling service
 - That if charitable funding is not secured for a perpetrator programme, this is picked up by the partnership
 - Re-draw the referral pathway and ensure that all agencies are aware of this and the information that must be included in referrals
 - Provide IDVAs with a shared system so that there is shared knowledge about referrals and less risk that they will fall through the net

7. Families

1. Introduction

This section is about families with dependant children who are homeless or at risk of homelessness and those who need support to reduce risks or resettle into a home.

Homelessness can affect anybody who has only just sufficient resources and is then hit with unexpected expenses, or who loses their job and therefore their means to pay for their home. It can also occur where the household breaches their tenancy conditions, including where adults or their children are behaving antisocially, or where there is a relationship breakdown.

Data tables and charts from which information has been drawn is included in the Data Appendix and referenced in the text.

2. What is working well to meet the housing and support needs of families at risk of homelessness

Barnsley is doing a good job in preventing and resolving homelessness for families, and supporting them with a range of issues around parenting, worklessness and tenancy sustainment.

The Council's Housing Options Advice and Prevention Service (HOAPS) puts considerable effort into preventing homelessness by trying to find ways for a family to keep their home, or an alternative suitable home for them to move to. Where this cannot be achieved, or cannot be achieved quickly, families are able to apply as homeless. Even then HOAPS will continue to make efforts to avert homelessness. These efforts have resulted in low levels of accepted homeless cases, and an ability to hand back some of the temporary accommodation stock.

Barnsley's Troubled Families programme has achieved 100% of the phase 1 target number for turning around families with two or more defined issues. Services that are taking the lead role with families have successful ways of working and make a difference in the life chances of children and adults.

The Think Family partnership provides early help where health and care issues are identified to prevent escalation, and enable families to stay and thrive together. As a group the agencies are working together to see how they can improve effectiveness.

Barnsley has a long history of good parenting support.

3. Expressed demand

Housing advice enquiries

Over the three years from 2012/13 to 2014/15, 36.6% of all households (based on the cases where household type is known) who approached HOAPS for assistance with

housing issues were families with dependent children. If household make-up was consistent prior to household type being recorded, this would equate to around 2,280 family households.

The analysis is based on the 1,264 cases recorded from mid August 2013, when household type was reliably recorded. It has not been possible to look at trends because there is under two years of data.

Figure 1 shows that around 7% of enquirers with dependent children were teenagers. 26.4% in total were aged less than 25 years, and a further 36.5% were aged from 25 to 34 years.

Where ethnicity is known (it is not recorded for 27% of cases), 94.6% of families were UK national residents. Of these, over 99% were White British.

Reasons for enquiry

Around 12% of enquiries are about housing options or for general advice on a tenancy. By far the highest numbers were for help with private rented tenancies. Almost 10% were where families were living with family or friends who wanted them to move out. Domestic abuse accounted for 8%. Non-violent relationship breakdown was the main issue in around 9% of cases. More detail is in the Data Appendix (figure 2).

Action taken following a housing advice enquiry

Homelessness was prevented in 154 family cases between August 2013 and March 2015 - 13.8% of all cases where there was or could have been a risk of homelessness (ie, excluding enquiries for housing options or other advice only). 144 of these prevention approaches fall into four types:

Figure 3: Homeless preventions at housing advice stage . family enquirers

Resolution	How homelessness prevented	No.	% all preventions
Helped to stay	Owner-occupiers helped with arrears/affordability	37	24.0%
	Resolved HB or rent arrears issues	58	37.7%
Helped to move	Private rented home	11	7.1%
	Social rented home	38	24.7%

Source: HOAPS data

Given that only three cases involved use of the mortgage rescue scheme, an impressive number of owner-occupiers have been helped to retain their home where lenders were seeking repossession.

Homelessness applications

Across the three years 2012/13 to 2014/15, 139 family households made homelessness applications, of which two thirds were single parent households. Only 10 of the 93 single parents were fathers. 242 dependent children and 8 pregnancies were recorded in family households (but note that pregnancies may not be recorded

where there are other children). Three households were extended families with grandchildren and ten families had non-dependent children.

Around 56 households made a homeless application from August 2013 . comparing with housing advice enquiries from that date this represents, at most, 4.4% of housing advice enquiries.

It is noticeable that homeless applications by families with children have decreased considerably in the three years. By 2014/15, there was only 37.7% of the number in 2012/13 (see figure 4).

95.9% of UK national residents were White British, with only three from other ethnic groups.

There were no homeless applicants under 20 years old in 2014/15, and only one in the previous year. Homeless families are most likely to be in the 35 to 39 age range (figure 5).

Across the three years, an average of 62% were self-referrals (increasing to 69% in 2014/15), around a fifth of referrals came from the asylum support team and fewer than 10 were referred by social services.

Causes of homelessness

Across the three years from 2012/13 to 2014/15, a total of 139 households with children made homeless applications. Overall the numbers of families making an application have reduced by 63% since 2012/13. The most common reason (figure 6) was that a family had been granted refugee status and is required to leave home office accommodation, accounting for over half of cases in 2014/15.

Decisions are shown in figure 7 in the Data Appendix. Of the 19 applications that have been accepted as being owed a full duty since April 2013, only four have been for reasons other than being a refugee required to leave NASS (Home office) accommodation. Three of these had lost their private rented tenancy and one their own home.

Non-priority need decisions may typically be made where child/ren in the family are non-dependant or where the applicant is hoping to have their children move in with them but this does not happen.

Where the decision is that the applicant is homeless but intentionally so (only two cases, both in 2012/13) and homelessness cannot be resolved, the family will be referred to social services to safeguard the children.

Resolving homelessness

Homelessness was prevented for 40 applicants (in addition to those whose homelessness was prevented at the housing advice stage). 6 were enabled to stay in their current home and the remainder were helped to move. 18 families were helped

to move into private rented accommodation, 10 into social rented tenancies, and 4 into a social lettings agency property. See figure 8.

Where a family is owed a full duty, they are placed in temporary accommodation and become top priority for rehousing through the housing register. HOAPS now only has the eight units at Barley Close so occasionally some families may spend a night or two in bed and breakfast, which will be outside Barnsley. Clearly this is far from ideal but the Council only uses such accommodation in an emergency and does not breach the regulations around length of time a family would spend in bed and breakfast.

Barnsley has not adopted a private sector discharge policy for accepted homeless applicants, so private sector offers are made to households who are / will not be accepted as homeless, or where the family wants to live somewhere that has little or no social housing.

As with all customer groups, where a negative homeless decision is made, HOAPS will still try to resolve homelessness.

Accessing housing support services (accommodation-based and floating support)

Whilst in 2012/13, 153 families with recorded dependent children were provided with support or supported accommodation, by 2014/15, with changes in service provision, there were only three such households. All were single parent families. One was 17 years old and the other two were both 22 years old. All three were supported by Stonham young persons floating support service in their Berneslai Homes tenancies.

The teenage parents floating support service also provided support to families with children but the child/ren are not included on the client record forms. These cases are discussed in the section about young people.

Four outcome records are distinguishable as family households. Three of the four were in Berneslai Homes tenancies. Three were supported by the Thursday project and one by the teenage parents service. Three of the four had planned exits from support and one breached their tenancy conditions and lost their accommodation.

Troubled Families

The three years of Phase 1 of the Troubled Families programme completed in March 2015. Barnsley was able to claim the full Phase 1 performance related payment for turning around its 645 families, although it worked with far more families over the three years.

Troubled families in phase 1 were defined as those who:

- Are involved in youth crime or anti-social behaviour
- Have children who are excluded from school or regularly truanting

- Have an adult on out-of-work benefits
- Cost the public sector large sums in responding to their problems

Turned around means that:

- All children have been back in school for a year when they were previously truant or excluded; and
- Either youth crime and anti-social behaviour has been significantly cut across the whole family, or
- An adult in the home has moved off benefits and into work for three consecutive months or more.

Services commissioned to deliver the programme included the Family Intervention Service, Education Welfare Service, Youth Offending Team, Community Safety Partnership, and Stronger Families Team in liaison with wider support services such as Children's Centres, Targeted Youth Support, Schools, Connexions, and Children's Social Care. The most progress has been made in improving educational attendance and working with anti-social behaviour including domestic violence. The needs of Barnsley families that have participated in Phase 1 have largely been around worklessness, sickness and disability and the cohort reflects what is already known about school attendance, skills, employment and poverty in Barnsley.

There are five family intervention factors:

- A dedicated worker, dedicated to a family
- Practical 'hands on' support
- A persistent, assertive and challenging approach
- Considering the family as a whole - gathering the intelligence, and
- Common purpose and agreed action

Figure 9: Progress on Barnsley's Troubled Families programme

DCLG target number	Families worked with by end of December 2014	Families achieving crime/anti-social behaviour/education result - end May 2015	Families achieving continuous employment result - end May 2015	Families achieving progress to work outcome - end May 2015	Total families turned around to end February 2015*
645	645	572	73	40	645

* Total excludes progress to work outcomes

Source: Government statistics

Phase 2 has now started and Barnsley, as a high performer, was an early starter. Phase 2 is a five-year programme with broader criteria that now include:

- Adults out of work or at risk of financial exclusion and young people at risk of worklessness
- Children who have not been attending school regularly
- Parents and children involved in crime or antisocial behaviour
- Children who need help
- Families affected by domestic violence and abuse
- Parents and children with a range of health problems

Families will have to meet at least two criteria to be eligible for the programme. As an early starter, Barnsley was required to work with an additional 105 families between 1st January 2015 and 31 March 2015, together with a commitment to work towards service transformation. Following this Barnsley will be expected to identify, work with and achieve significant and sustainable improvement for around 420 families in 2015-2016.

There is strong alignment between the broader goals of the expanded Programme and those of Council in the delivery of sustainable early intervention and prevention provision targeted at addressing the needs of the most vulnerable families in the borough and building their capacity to help themselves.

It will be a challenge to identify and work with enough families to qualify for the payment by results, for example around school attendance where qualification is set at 90% attended school days when many families would see this as an acceptable school attendance rate.

Family Intervention Service (FIS)

In 2014/15, the Family Intervention Service, which was originally set up under the Respect programme and is employed within Berneslai Homes, provided services to 214 families whose homes were at risk because of anti-social behaviour issues (which might include domestic abuse) with an average intervention length of 135 days. Of these, 94 were troubled families for whom FIS could claim a payment by result. At the start of 2015/16, the team had 142 open cases, of which 58 families were receiving high intensity key worker support, 42 were receiving medium/lighter intensity interventions. 37 were in receipt of preliminary work and 5 were undergoing managed exit strategies.

70% of cases were resolved successfully with a sustainability plan in place. These include families with multiple challenges. The Respect approach is still used in the approach with families and the team has become the main deliverer of troubled families interventions since 2015. Children that are the prompt for a referral are mainly over 10 years and most are 14 to 16 where referrals are prompted by criminal

behaviour. There are also referrals where the parent is in the criminal justice system or is a substance misuser and the children are not attending school.

The 6 weekly FIS panel, chaired by the head of the YOT, discusses high-risk referrals and agrees what can be offered. If FIS is full or is not the right service, an alternative is found. The panel tries to ensure that families are not left without support. Lower risk cases go through a checklist and they are taken on as and when to balance the team's workload.

4. What is in place to meet demand (supply of accommodation, floating support and other services)

Figure 10 only identifies services intended to prevent or resolve homelessness risk. Other Council and statutory services are not included.

Figure 10: Accommodation and support services for homeless families or those at risk of homelessness

Scheme	Provider	Type of scheme	Funding	Number of units
Barley Close	Riverside ECHG	Unsupported houses for homeless families placed as temporary accommodation	HB for intensive housing management	8 houses that accommodated 27 households in 2014/15.
Thursday project	South Yorkshire HA	Floating support . generic	Housing related support	24 units, but only 3 family households (who were not YP) accessed this in 2014/15
HOAPS support worker	Barnsley Council	Floating support . generic	Regional homelessness funding	Varies but up to 66 concurrent, most of which are not family households

A larger supply of temporary accommodation was reduced to the current eight units owing to multiple voids. The units are let on assured shorthold tenancies although families are expected to move on within a much shorter period of time. The support originally provided alongside the accommodation was stopped last year as most families were assessed as not needing support. Instead, Riverside added a charge for intensive housing management to the rents, which is paid by Housing Benefit. However, it seems that only ordinary housing management tasks can be delivered within this level of budget. HOAPS's support worker is asked to become involved with

any household that has support issues. While we were there, this included providing a customer with information on the Job Centre and making benefit claims (although this would usually be a housing management task, especially where there is intensive housing management). With almost all of this accommodation now being occupied by refugee households (24 out of the 27 households accommodated during 2014/15), this level of support is insufficient. This is further discussed in the section on refugees and migrant workers.

Apart from the teenage parent floating support service (discussed in the young persons section) there is no specific floating support or supported accommodation for family households, although the Thursday Project, which is a generic floating support service, can take on families. Where parents are under 25 year olds, the Stonham floating support service can also provide support.

The main source of support for families is now the Troubled Families programme. The partners commissioned to provide direct support for Phase 2 of the Troubled Families programme are largely the same as Phase 1, although they no longer include Stronger Families. The funding has changed and money for successful outcomes has reduced considerably. The partnership is developing the suite of interventions, in addition to the current main indicators. There is real positivity about the expanded indicators as these wider criteria enable a wider range of families to be helped, including through earlier intervention. This is also driving service transformation towards early intervention and prevention.

FIS provides a significant level of intervention and support and is funded by Barnsley Homes (from HRA - about £415,000) and Troubled Families (about £225,000). There are now 15 staff in the service plus an educational psychologist for two days per week. The 7 key workers take the tier 4 cases and the low to mid range tier families with two or more criteria are supported by the 7 support workers. Most referrals are from children's social care and the police, though other services also refer.

There is a long history of good parenting support in Barnsley that helps parents to improve. As an example, parent support advisers in schools and CAMHS both deliver the Incredible Years Parenting Programme; the Youth Offending Team (YOT) has parenting workers, and Troubled Families has just commissioned some additional capacity with Remedi (mediation service) to do more of that work with families in contact with the YOT.

In Barnsley, Health Visitors are trained in the Solihull Approach and it is also used by the Family Intervention Service (FIS). The model supports practitioners to work with children and families and supports parents and foster carers to understand their child; promoting emotional health and well being in children and their families.

5. The type and scale of unmet need

The scale of need

PFA snapshot survey

34 of the 132 clients recorded in the PFA snapshot survey as having unmet needs for housing and /or support were pregnant and/or had children.

26 of these needed two bedrooms and 8 needed three bedrooms.

Vulnerabilities are detailed in figure 11.

31 of the 34 households currently received a support service. 12 were at risk of losing their settled accommodation, 8 because of rent arrears, and 2 were in unsuitable housing.

At that time, 4 had asked HOAPS for help to prevent homelessness and one had made a homeless application but was not statutorily homeless.

Temporary accommodation and the social lettings agency

The HOAPS support workers post is funded until February 2016 . after this, without commissioning a renewed or replacement service, there will be no support for families in temporary accommodation or those that are placed through the social lettings scheme. At present the support worker has upwards of 60 cases at any one time and clearly cannot spend much time with families in temporary accommodation, including refugee families. This is discussed further in the section on refugees and migrant workers.

Type of unmet need

Small homeless families may under-occupy the temporary accommodation at Barley Close. This can leave them with a spare room penalty that most are unable to pay (especially given the expenses of becoming homeless). Discretionary Housing Payments (DHP) are applied for but are not always granted, particularly when the DHP is running out. This can leave families with rent debt.

Work with families with multiple needs cannot be light touch, but where there are shrinking resources it is difficult to justify investing to save through prevention. At present, the external funding through the Troubled Families programme is providing the space to deliver early help for many families who would not qualify for a social care service. With phase 2, more families will be able to be helped. Troubled families workers and others raised two specific concerns.

There are concerns that the counselling service currently provided by Pathways will stop in October 2015, especially since the Troubled Families definition has been broadened to include domestic abuse and this is the only source of counselling. Pathways and FIS refer to each other a lot since domestic abuse is a common feature in troubled families. This is discussed in the section about domestic abuse.

Waits for a CAMHS appointment are too long, but in any case that provision is not always the right solution for many children. Lower tier mental health services are needed for children and young people living with their families. Adult mental health services can be helpful but are over-stretched and cannot always provide inputs to parents with lower level mental health issues. The Troubled Families partnership is therefore working creatively with educational psychology services to provide support to families. The CCG acknowledges the need for counselling type services for children and young people and is putting together a scoping paper.

6. The changes needed to fill the gaps and meet needs

The CCG is considering how lower level mental health support can be provided to children who really need counselling type therapies rather the mental health inputs provided by CAMHS.

There is a need to ensure that capacity provided by the HOAPS support worker is replaced as part of re-commissioning of support services. These services need to be able to provide support to families in temporary accommodation, those moving on from this accommodation and those whose homelessness is prevented by a move into private rented/social lettings properties. At present the commissioned floating support capacity is directed mostly towards single people.

Families in temporary accommodation are largely refugees and need considerably more inputs than currently provided . this is discussed in the section of refugees and migrants.

The Council should commit to covering the spare room subsidy of families that are placed in larger temporary accommodation than they need, since they have no choice about their placement.

7. Predicting future demand

Barnsley is doing a good job preventing and resolving homelessness for families, and providing them with support to achieve good parenting and a sustainable lifestyle. . However, welfare benefit changes included in the Government's summer budget will have a negative impact on people's ability to cope within their income. The key changes include:

- Reducing the benefit cap to £20,000
- Freezing working age benefits including tax credits and local housing allowances until April 2020
- Limiting tax credits to two children where additional children are born after April 2017, with an equivalent restriction in housing benefit levels and universal credit for new claims from April 2017.

- New housing benefit claimants from April 2016 will not receive the family premium
- Those starting a family after April 2017 will not be eligible for the family element in tax credits or the equivalent in universal credit for new claims from April 2017.
- The taper for withdrawal of tax credits and universal credit where families are in work will be increased so that families lose additional benefits much more quickly
- Employment and support allowances for disabled people in the work-related activity group will be reduced to the same rate as those claiming job seekers allowance.

There is some limited good news for working families with young children, as the free childcare entitlement will be doubled to 30 hours per week for 3 and 4 year olds.

Trends from existing data

Homelessness presentations from families have reduced by 63% in the last three years, and most of the families whose homelessness could not be averted were refugees leaving Home Office accommodation.

Factors likely to affect homelessness for this group

The welfare benefit changes will make housing considerably less affordable for all benefit claimants, but particularly for families with more than two children. The current benefit cap affected only around 60 families in Barnsley but the new reduction will affect considerably more. Owing to the timing of the budget, that assessment is not yet available.

Whilst there is a generally good supply of family accommodation in Barnsley, private rented accommodation will be considerably less affordable in future, which will mean that more families have to be housed in social rented housing. At present, there is insufficient supply to meet that need.

8. Recommendations

- The Council should proactively communicate with families that are at increased risk of homelessness owing to welfare benefit changes, so that they are fully informed and are offered opportunities to mitigate the risk through assistance into work. The sooner this starts the fewer families will find themselves homeless as the changes are introduced

- As part of re-commissioning of housing-related support, consider how to increase availability of support to families, particularly those in private rented homes and coming through temporary accommodation
- Ensure that the Council, either through DHP or HOAPS resources, covers the spare room subsidy for families in temporary accommodation since they have no option about their temporary accommodation placement

Annex C – Appendices

Introduction

The appendices for Annex C follow the same order as the Annex:

1. Single Homeless and Rough Sleepers . incorporating the needs of ex-Forces personnel and people with multiple and complex needs (p.107-118)
2. Offenders (p.119-120)
3. Substance misusers (p.121-123)
4. Young people . incorporating the needs of young people at risk of homelessness, care leavers, young offenders and teenage parents (p.124-133)
5. Refugees and migrant workers (p.134-136)
6. People experiencing or at risk of domestic abuse (p.137-142)
7. Homeless or vulnerable families (p.143-149)

Appendix C1: Single people and rough sleepers

Homeless applications

Figure 1: Homeless applications coming from single people

Homeless applications	2012-2013	2013-14	2014-15
Number of applications from single people (all ages)	251	272	262
Total applications	487	422	363
% of caseload who were single	51.5%	64%	72.5%

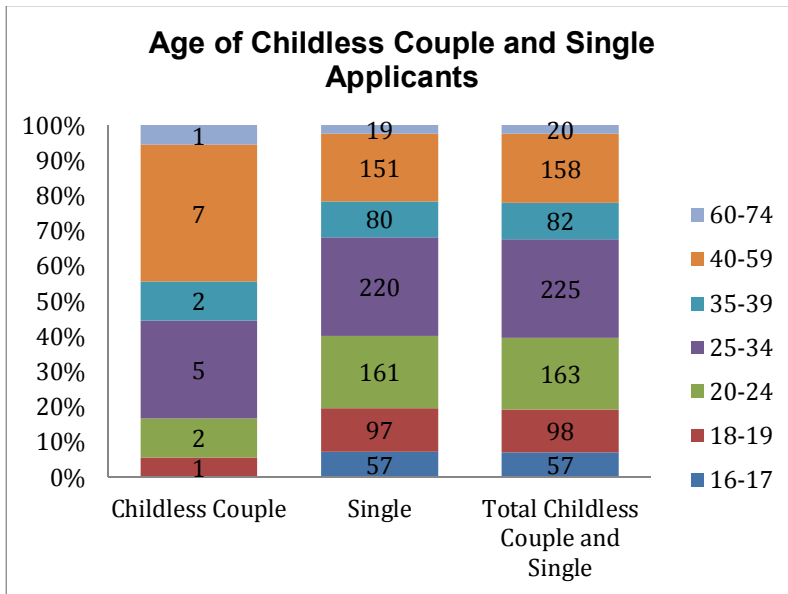
Source: HOAPS data

Figure 2: Number and ppn of homeless applications of single people and childless couples by age band

Age Group	2012-2013	2013-2014	2014-2015		% 2012-2013	% 2013-2014	% 2014-2015
16-17	23	29	5		9.0	10.4	1.9
18-19	27	33	38		10.6	11.8	14.1
20-24	59	52	52		23.1	18.6	19.3
25-34	63	76	86		24.7	27.2	32.0
35-39	25	28	29		9.8	10.0	10.8
40-59	53	53	52		20.8	19.0	19.3
60-74	5	8	7		2.0	2.9	2.6
TOTAL	255	279	269				

Source: HOAPS data

Figure 3: Age of single and childless couple homeless applicants making homeless applications between 2012 and 2015



Source: HOAPS data

Figure 4: Reasons for homelessness for single people and childless couples

Reason for Homelessness	2012-2013	2013-2014	2014-2015	% 2012-2013	% 2013-2014	% 2014-2015
Harassment - non racial	4	6	2	1.6	2.2	0.7
Left hospital	0	2	4	0.0	0.7	1.5
Left other institution	2	1	5	0.8	0.4	1.9
Left prison or on remand	16	26	25	6.3	9.3	9.3
Mortgage arrears/ repossession/ other loss	3	4	3	1.2	1.4	1.1
No fixed abode, in hostel (or sofa surfing)	10	4	3	3.9	1.4	1.1
Non-violent break with partner	27	18	22	10.6	6.5	8.2
Other relatives/ friends no longer willing	42	57	49	16.5	20.4	18.2
Other	2	3	7	0.8	1.1	2.6
Other emergency		1	1	0.0	0.4	0.4
Parents no longer willing to accommodate	65	66	45	25.5	23.7	16.7
Rent arrears - housing association/ RSL	1	1	2	0.4	0.4	0.7
Rent arrears - LA/ public sector	9	9	6	3.5	3.2	2.2
Rent arrears - private sector	9	3	10	3.5	1.1	3.7

Reason for Homelessness	2012-2013	2013-2014	2014-2015		% 2012-2013	% 2013-2014	% 2014-2015
Rented/ tied/ licence – not end of AST	17	18	6		6.7	6.5	2.2
Required to leave NASS asylum support	6	12	38		2.4	4.3	14.1
Sleeping rough	4	3	10		1.6	1.1	3.7
Termination of AST	27	24	13		10.6	8.6	4.8
Violence associated persons not partner	2	3	2		0.8	1.1	0.7
Violence involving partner	8	15	15		3.1	5.4	5.6
Violence - other forms	1	3	1		0.4	1.1	0.4
TOTAL	255	279	269				

Source: HOAPS data

Figure 5: How homelessness is prevented for single people and childless couples

How Homelessness was Prevented	2012-2013	2013-2014	2014-2015		% 2012-2013	% 2013-2014	% 2014-2015
Moved- Arranged with friends / relatives		2			0	1.6	0
Moved- Hostel or HMO	12	5	8		10.5	3.9	6.3
Moved- PRS used landlord incentive	13	13	15		11.4	10.1	11.9
Moved- PRS without landlord incentive	8	17	24		7.0	13.2	19.0
Moved- Social Hsg- Management transfer	3	1			2.6	0.8	0
Moved- Social Hsg- Not a Part 6 offer	2	6	1		1.8	4.7	0.8
Moved- Social Hsg- Part 6 offer or RSL	12	6	10		10.5	4.7	7.9
Moved- Social Lettings Agency property	7	11	6		6.1	8.5	4.8
Moved- Supported accommodation	37	57	55		32.5	44.2	43.7
Remained- Any other reason (enter notes)	1				0.9	0	0
Remained- Debt advice	0	1			0	0.8	0
Remained- Prevention fund payment	1				0.9	0	0
Remained- PRS negotiations not arrears			1		0	0	0.8
Remained- Resolved housing benefit		1			0	0.8	0

How Homelessness was Prevented	2012-2013	2013-2014	2014-2015		% 2012-2013	% 2013-2014	% 2014-2015
Remained- Resolved with family / friends		4	1		0	3.1	0.8
Remained- Social Lettings Agency	2	1	1		1.8	0.8	0.8
Remained- Solved rent arrears in PRS	3	1	1		2.6	0.8	0.8
Remained- Solved rent arrears social ten	1		1		0.9	0	0.8
Remained- Used a mediation service	1	1			0.9	0.8	0
Unstated	11	2	2		9.6	1.6	1.6
TOTAL	114	129	126				

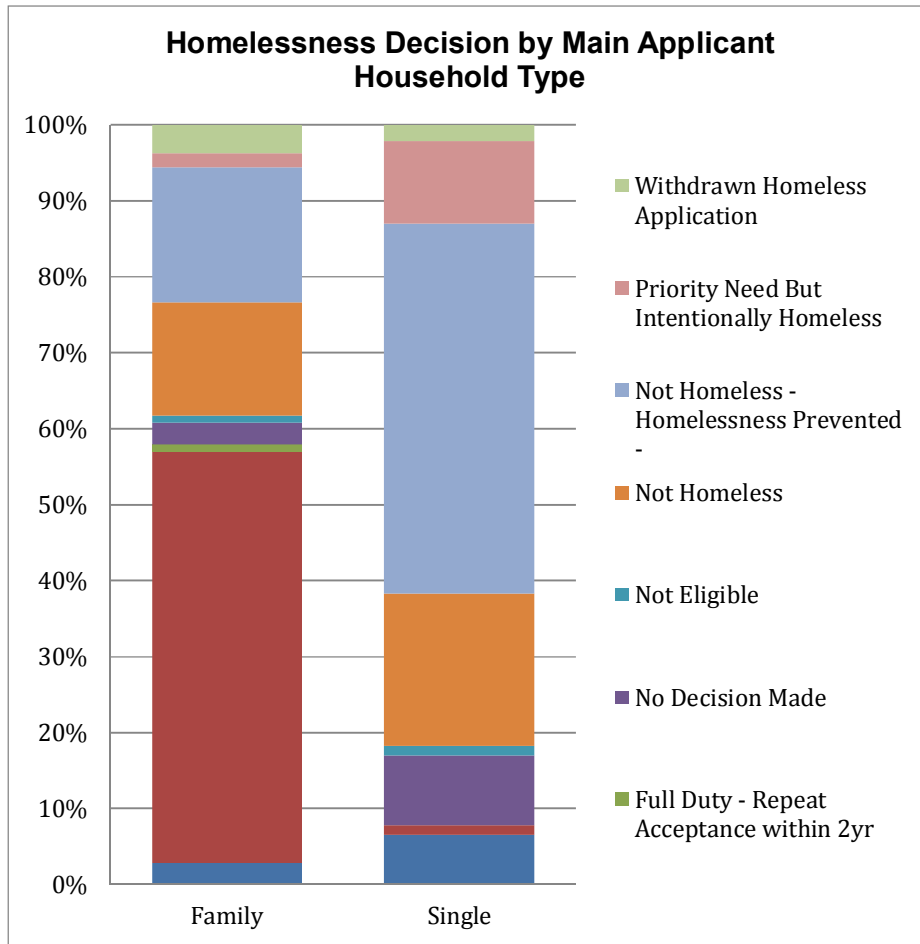
Source: HOAPS data

Figure 6: Decisions made on homeless applications from single people and childless couples by year

Decision Made	2012-2013	2013-2014	2014-2015		% 2012-2013	% 2013-2014	% 2014-2015
Eligible, homeless but no priority need	7	10	16		2.7	3.6	5.9
Full duty - not repeat	2	1	2		0.8	0.4	0.7
Full duty - repeat acceptance within 2 years	0	0	1		0.0	0.0	0.4
No decision made	58	64	2		22.7	22.9	0.7
Not eligible	3	1	4		1.2	0.4	1.5
Not homeless	56	67	113		22.0	24.0	42.0
Not homeless - homelessness prevented	114	119	123		44.7	42.7	45.7
Priority need but intentionally homeless	12	10	4		4.7	3.6	1.5
Withdrawn homeless application	3	7	4		1.2	2.5	1.5
TOTAL	255	279	269				

Source: HOAPS data

Figure 7: Homelessness Decision by Main Applicant Household Type



Source: HOAPS data

Housing advice enquiries

Figure 8: Housing advice enquiries from single people

Housing advice enquiries	2012-2013	2013-14	2014-15
Number of applications from single people (all ages)	32	880	1,111
Total applications	1,854	2,311	2,064
% of caseload who were single	1.7%	38.1%	53.8%

Source: HOAPS data

Figure 9: Advice enquiries at HOAPS for single people and childless couples by age band

Age Group	2012-2013	2013-2014	2014-2015	% 2012-2013	% 2013-2014	% 2014-2015
15-17	0	33	35	0.0	3.8	3.2
18-19	2	75	88	6.3	8.5	7.9
20-24	3	174	205	9.4	19.8	18.5
25-34	15	225	290	46.9	25.6	26.1
35-39	1	64	112	3.1	7.3	10.1
40-44	3	138	142	9.4	15.7	12.8
45-59	7	127	186	21.9	14.4	16.7
60-74	1	36	46	3.1	4.1	4.1
75-84	0	3	2	0.0	0.3	0.2
85+	0	2	1	0.0	0.2	0.1
Unknown	0	3	4	0.0	0.3	0.4
TOTAL	32	880	1111			

Source: HOAPS data

Figure 10: Reason for enquiry from single people and childless couples 2012-2015

Reason for Enquiry	2012-2013	2013-2014	2014-2015	% 2012-2013	% 2013-2014	% 2014-2015
Not Recorded	2		8	6.3	0.0	0.7
Advice to Tenant Other Reasons No Arrears	2	36	29	6.3	4.1	2.6
AdviceToLandlord - Other Reason	1	11	3	3.1	1.3	0.3
Any Other H/Advice		21	17	0.0	2.4	1.5
Deposit or bond	1	6	13	3.1	0.7	1.2
Disrepair		11	12	0.0	1.3	1.1
Early Intervention with Landlord-Arrears		1	2	0.0	0.1	0.2
EarlyIntervention withLandlord-NoArrears		1	1	0.0	0.1	0.1
Followup H/Advice Post HomelessDecision			1	0.0	0.0	0.1
Housing Advice-Flood/Fire/OtherEmergency		4	5	0.0	0.5	0.5
Housing Benefit & DHP		10	12	0.0	1.1	1.1
Housing Options Advice - No Other Reason		40	55	0.0	4.5	5.0
Illegal eviction	1	11	15	3.1	1.3	1.4
Institution or care	1	9	24	3.1	1.0	2.2
Landlord Being Repossessed		1	7	0.0	0.1	0.6
Landlord harassment/threats/intimidation		3	9	0.0	0.3	0.8
Landlord Selling Property			7	0.0	0.0	0.6
Leaving Forces		1	3	0.0	0.1	0.3
Leaving prison or remand		24	35	0.0	2.7	3.2
Mortgage Rescue Scheme	6	22		18.8	2.5	0.0
NASS Accommodation		3	19	0.0	0.3	1.7
Non violent relation break with partner	1	123	142	3.1	14.0	12.8
Notice from Landlord -Breach- NoArrears	1	29	35	3.1	3.3	3.2
Notice from Landlord-Due to Rent Arrears	4	47	51	12.5	5.3	4.6
Notice from Landlord-No Reason&No Breach	1	36	35	3.1	4.1	3.2

Reason for Enquiry	2012-2013	2013-2014	2014-2015	% 2012-2013	% 2013-2014	% 2014-2015
Notice Given By Tenant	1	30	32	3.1	3.4	2.9
Other harassment/threats		21	30	0.0	2.4	2.7
Other relative/friends no longer willing	6	122	190	18.8	13.9	17.1
Owner Occ -NoArrears Debt& Affordability		4	1	0.0	0.5	0.1
Owner Occ Under Threat of Repossession		2	1	0.0	0.2	0.1
OwnerOcc Mortgage Difficulties & Arrears		1	21	0.0	0.1	1.9
Parents no longer willing to accommodate	1	136	169	3.1	15.5	15.2
Relieving Homelessness		1	4	0.0	0.1	0.4
Rent arrears LA/Public Sector / RSL		14	12	0.0	1.6	1.1
Rent Arrears Private Sector - No NOSP		28	30	0.0	3.2	2.7
Rent increase, debt, affordability		9	7	0.0	1.0	0.7
Reported Rough Sleeping	2	5	5	6.3	0.6	0.5
Returned from abroad		2	6	0.0	0.2	0.5
Spare Room Subsidy (Bedroom Tax)		2	1	0.0	0.2	0.1
Suitability of Accommodation	1	8	3	3.1	0.9	0.3
Violent relation break with partner		45	59	0.0	5.1	5.3
TOTAL	32	880	1111			

Source: HOAPS data

Single people and childless couples accessing housing support services

Figure 11: Single homeless people and rough sleepers accessing housing support services in Barnsley – single homelessness or rough sleeping as primary need

Primary Client Group	2012-2013		2013-2014		2014-2015	
	No.	%	No.	%	No.	%
Rough Sleeper	2	0.4%	7	1.5%	5	1.6%
Single homeless with support needs	125	25.5%	91	19.9%	83	26.6%

Source: Client Record Form data

Figure 12: Single homeless people and rough sleepers accessing housing support services in Barnsley – single homelessness or rough sleeping as primary or secondary need

Year	Client Need	Primary need	Secondary need	Total (total service users)	% of Total
2012-2013	Single Homeless with Support Needs	125	11	136 (490)	27.7%
	Rough Sleepers	2	6	8	1.6%
2013-2014	Single Homeless with Support Needs	91	24	115 (458)	25%
	Rough Sleepers	7	9	16	3.5%

2014-2015	Single Homeless with Support Needs	83	15	98 (312)	31.4%
	Rough Sleepers	5	3	8	2.6%

Source: Client Record Form data

Figure 13: Gender of single homeless people and rough sleepers accessing housing support services in Barnsley

Primary Client Group	2012-2013		2013-2014		2014-2015	
	Female	Male	Female	Male	Female	Male
Single homeless with support needs	28.0	72.0	18.7	81.3	16.9	83.1
Rough Sleeper	50.0	50.0	14.3	85.7	20.0	80.0

Source: Client Record Form data

Figure 14: Secondary needs of people with single homelessness as primary need

Additional Needs	Secondary needs 2012-13	Secondary needs 2013-14	Secondary needs 2014-15
Alcohol misuse	4	6	10
Drug misuse	21	20	22
Generic/ complex needs	3	2	1
Learning Disability	6	5	1
Mental health	23	19	19
Offenders/ at risk of offending	21	20	21
People at risk of domestic violence	3	1	2
Physical/ sensory disability	3	4	2
Rough sleeper	5	3	7
Refugees	6	9	3
Young people at risk	4	3	1
Young people leaving care	5	2	2

Source: Client Record Form data

Figure 15: Previous accommodation of single homeless people using short term housing support services

Previous accommodation	2012-13	2013-14	2014-15
Temporary accommodation	10	14	12
Living with friends or family	60	41	29
Own home	29	4	3
Prison or approved premises hospital	5	2	7

NASS accom	1	1	6
Other	3	2	3

Source: Client Record Form data

Outcomes of housing support

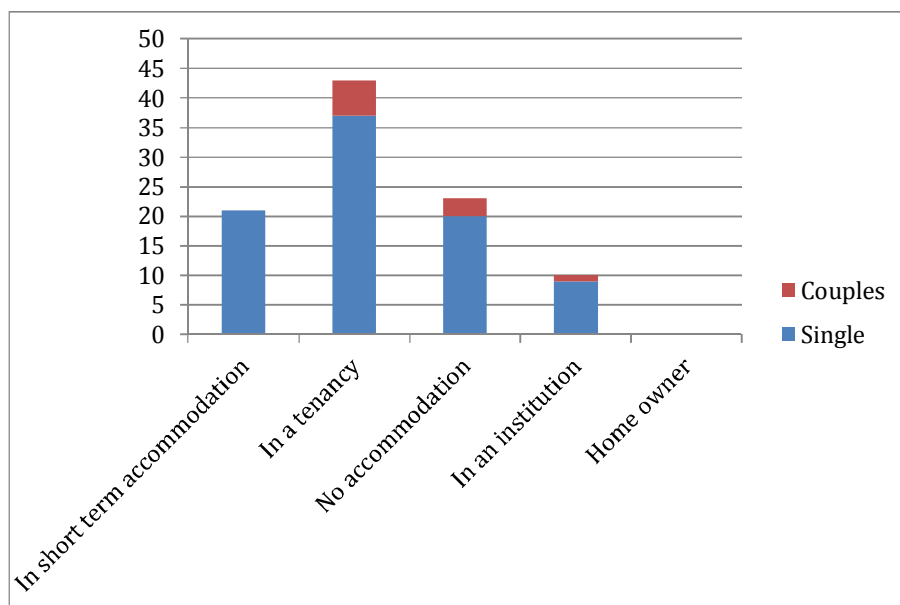
Figure 16: Number of single homeless Barnsley clients accessing housing support outside Barnsley

Client group	2012-13	2013-14	2014-15
Single homeless	16	15	19
Rough sleeper	0	0	2

Source: Client Record Form data

PFA Snapshot survey

Figure 18: Accommodation status of single people in the PFA snapshot survey



Source: PFA snapshot survey

Figure 19: Barriers to resolving housing needs for single homeless people and couples in the PFA snapshot survey

Long use of drugs	Offending	Literacy / numeracy / lack of life skills /	Vulnerable to exploitation	Financial / money management problems	Need for rehousing help	Other: former rent arrears, short
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and/or alcohol		lack of English/ learning difficulty				term memory problems, other
16	15	16	4	26	6	10

Source: PFA snapshot survey

Rough sleepers

Rough sleeper counts and estimates

Figure 20: Estimate of numbers sleeping rough in Barnsley on a given night

Year	Rough sleeping estimate
2010	3
2011	2
2012	5
2013	0
2014	4

Source: DCLG annual reports on rough sleeping

Rough sleeper notifications

These figures show the total of all reports of people who may be sleeping rough from the StreetLink reports, and HOAPSdown data. There may be some duplication.

StreetLink is the national website and helpline for members of the public, agencies, and homeless people themselves to report rough sleeping. People reported may be rough sleeping but may also be begging, or just thought possibly to be sleeping rough because of their dishevelled state.

The numbers *verified* as rough sleepers from the figures below may therefore be rather smaller than notifications from StreetLink or elsewhere. However, the figures show a significant increase so far in 2015.

Figure 21: Number of notifications of rough sleepers to Barnsley Council

Calendar year	Q1	Q2	Q3	Q4	TOTAL
2012	12	4	4	10	30
2013	3	11	3	6	23
2014	0	12	5	17	34
2015	17				17 (Q1)

Source: HOAPS data

Verified rough sleepers

Verified rough sleepers are those seen sleeping rough who have no accommodation; at present in Barnsley this means that they have been seen by someone from the HOAPS team or by the Police.

Figure 22: Total numbers of verified rough sleepers in Barnsley

Year	Homeless applications from verified rough sleepers
2011-12	5
2012-13	5
2013-14	3
2014-15	10

Source: HOAPS data

Homelessness (P1E) data

Figure 23: Rough sleeping as the reason for homelessness for homeless applicants 2012-15

Gender	No.	%
Male	16	94.1
Female	1	5.9
TOTAL	17	

Source: HOAPS data

Figure 24: Decisions made following homelessness applications by rough sleepers 2012-15

Decision Made	No.	%
Eligible, Homeless but No Priority Need	2	11.8
No Decision Made	2	11.8
Not Homeless	5	29.4
Not Homeless - Homelessness Prevented -	7	41.2
Withdrawn Homeless Application	1	5.9
TOTAL	17	

Source: HOAPS data

Use of housing-related support services for people who were sleeping rough

Figure 25: People who slept rough immediately before accessing housing support services

	2012-13	2013-14	2014-15
Rough sleeping as previous accommodation	18	38	31
Recorded as statutorily homeless	0	2	0
Rough sleeping as primary need	2	7	5
Rough sleeping as other need	6	9	0
Rough sleeping recorded as next accommodation from short term provision	3	0	1

Source: Client Record Form data

Appendix C2: Offenders

Homelessness and housing advice data

Data for homelessness applications record whether people are homeless because of leaving prison or remand. All applicants who made a homeless application on leaving custody were single person households.

Figure 1: Homeless applications from people leaving prison or remand

Homeless on leaving prison	2012-13	2013-14	2014-15	Total
No. of applicants leaving prison or remand (% of all single / couple applications)	16 (6.3%)	26 (9.3%)	25 (9.3%)	67 (8.3%)

Source: HOAPS data

Figure 2: Homelessness decisions for people leaving prison or remand

Decision Made	No.	%
Eligible, Homeless but No Priority Need	2	3.0
No Decision Made	19	28.4
Not Homeless	22	32.8
Not Homeless - Homelessness Prevented -	23	34.3
Priority Need But Intentionally Homeless	1	1.5
TOTAL	67	

Source: HOAPS data

Figure 3: Homelessness prevention actions for people leaving prison or remand

How was homelessness prevented?	No.	%
Moved- Hostel or HMO	3	13.0
Moved- PRS used landlord incentive	2	8.7
Moved- PRS without landlord incentive	5	21.7
Moved- Social Hsg- Part 6 offer or RSL	1	4.3
Moved- Social Lettings Agency property	1	4.3
Moved- Supported accommodation	10	43.5
Unstated	1	4.3
TOTAL	23	

Source: HOAPS data

Offenders accessing housing support services

Figure 4: Offending as primary client group for people accessing housing support

Primary Client Group	2012-2013		2013-2014		2014-2015	
	No.	% of total	No.	% of total	No.	% of total
Offenders/at risk of offending	46	9.4	81	17.7	29	9.3

Source: Client Record Form data

Figure 5: Previous accommodation and type of service users for offenders accessing housing support

Primary client group: offending	2012-2013	2013-2014	2014-2015
Number accessing supported housing	4	26	5
Number accessing floating support	42	55	24
Number sleeping rough immediately before	6	12	1
Number coming straight from prison or Approved Premises	7	23	12
Number coming from a tenancy	28	19	5
Total number	46	81	29

Source: Client Record Form data

Probation data

Figure 7: OASys data for offenders with accommodation difficulties

	2012-13	2013-14	2014-15#
No Fixed Abode	21	36	54
Suitability of accommodation:			
Some problem	28	71	63
Significant problem	30	54	87
Permanence of accommodation:			
Some problem	14	34	63
Significant problem	21	51	66
Suitability of location:			
Some problem	19	38	49
Significant problem	21	55	68

Source: OASys analysis by NPS and South Yorkshire CRC

There may be a small amount of double counting for April and May 2015 as figures for this period were provided by both the NPS and CRC.

Appendix C3: Substance Misusers

Substance misusers accessing housing support services

Figure 1: Primary client group of people accessing housing support services

Primary Client Group	2012-2013		2013-2014		2014-2015	
	No.	%	No.	%	No.	%
Alcohol misuse problems	2	0.4	48	10.5	39	12.5
Drug misuse problems	2	0.4	34	7.4	26	8.3

Source: Client Record Form data

Figure 2: Drug or alcohol use as either a primary and secondary need of people accessing housing support

Primary or Secondary Client Group	2012-2013		2013-2014		2014-2015	
	No.	%	No.	%	No.	%
Alcohol misuse problems	23	4.7	83	18.1	58	18.6
Drug misuse problems	37	7.6	96	21	61	19.6
Both drug and alcohol problems	3		26		10	

Source: Client Record Form data

Figure 3: People accessing housing support who have substance misuse and other needs

Client Needs	Year		
	2012-2013	2013-2014	2014-2015
Drug/ Alcohol with mental health	15	64	28
Drug/ Alcohol with offending	33	65	27
Drug/ Alcohol with learning disability	1	11	5
Drug/ Alcohol with generic/ complex needs	0	4	2
Both Drug and Alcohol	3	26	10
No. of clients with needs in 4 columns	8	22	17

Source: Client Record Form data

Treatment data

Figure 4: Accommodation needs of substance misusers

	2012-13		2013-14		2014-15
	Drug use primary problem	Alcohol use primary problem	Drug use primary problem	Alcohol use primary problem	Drug use or alcohol use
No accommodation need	318	458	421	239	549
Housing problem	46	40	44	15	82
Urgent housing problem (NFA)	31	16	27	7	23

Source: National Drug Treatment Monitoring System (NDTMS)

Outcomes

Figure 6: T4 outcomes and outputs for 2014-15

	Occupancy	Throughput	Planned move-on
Beevor Court (6 beds)	93.6%	116.7%	80%
William Street (4 beds)	96.2%	100%	100%
Floating support	109.3%	140%	80-90%

Source: Phoenix Futures T4 project

PFA Snapshot survey

Figure 7: Ages of substance misusers with housing needs

16-17	18-21	22-25	26-35	36-49	50-59	60+
4	16	7	28	18	3	1

Source: PFA snapshot survey

Figure 8: Substance misuse amongst people with unmet need for housing and support

	Frequency	%
Drugs	39	29.5
Alcohol	20	15.2
Both drugs and alcohol	16	12.1
Not sure which	4	3.0
No substance misuse problems	53	40.2
Total	132	100.0

Source: PFA snapshot survey

Figure 9: Number of people with housing needs in structured treatment

	Number	%
In structured treatment currently	33	25.0
Not in structured treatment and never has been	25	18.9
In structured treatment within last 2 years but not currently	12	9.1
Not sure/Don't know	8	6.1
Total	78	59.1

Appendix C4: Young People and Care Leavers

Expressed demand

Housing advice enquiries

In the three years 2012/13 to 2014/15, a total of 188 people aged less than 18 years, and 1,644 people aged 18 to 24 years sought advice from HOAPS.

Figure 1: Housing advice enquiries by age group

Age group	2012/13	2013/14	2014/15
16 or 17 years	79	61	48
18 to 24 years	516	597	531
Totals less than 25 years old	595	658	579
% of all housing enquiries	32.1%	28.5%	28.1%

Source: HOAPS data

In 2014/15, when household type was reliably recorded all year, the split of household types is shown in Figure 2:

Figure 2: Housing advice enquiries by household type & age group

Household type	16/17 years	18 to 24 years
Single person	72.9%	55.2%
Family with child/ren	18.8%	34.7%
Other	4.2%	8.1%
Unknown	4.2%	2.1%

Source: HOAPS data

Only 8% of 16 and 17 year olds came into HOAPS for advice on housing options or other housing matters. Most were being told to leave by family or friends. Despite their age, a few were already living in private rented properties. Specific reasons for enquiries are in Figure 3.

Figure 3: Reasons for housing advice enquiries . 16/17 year olds

Reason for enquiry: 16/17 year olds	% all enquiries Apr 2012 to March 2015
Parents no longer willing to accommodate	53.2%
Other relative/friend no longer willing to accommodate	19.1%
Domestic abuse	3.2%

Reason for enquiry: 16/17 year olds	% all enquiries Apr 2012 to March 2015
Notice on private tenancy for breach of tenancy (not arrears)	3.2%
Relationship break-up (non-violent)	2.1%
Leaving institutions/care or the Forces	2.1%
PRS affordability issues	1.6%
Notice on PRS tenancy - no reason	1.6%
Disrepair	1.6%
Private rented property no longer available	1.6%
Other harassment/threats	1.1%
Rough sleeping	1.1%
Illegal landlord actions	0.5%
% of all enquiries	92.0%
Total enquiries Apr 2012 to March 2014	188

Source: HOAPS data

18 to 24 year olds were somewhat more likely to come into HOAPS for advice on housing options or other housing matters, accounting for at least 11% of all enquiries. More specific reasons for enquiries are in Figure 4. Whilst the main reason for enquiry was still being told to leave by family or friends, parental notices were around half the rate of 16 and 17 year olds.

Figure 4: Reasons for housing advice enquiries . 18 to 24 year olds

Reasons for enquiry: 18 to 24 year olds	2012/13	2013/14	2014/15
Parents no longer willing to accommodate	30.6%	26.6%	25.8%
Other relative/friend no longer willing to accommodate	15.4%	19.7%	18.2%
PRS affordability issues	16.5%	12.2%	13.1%
Relationship break-up (non-violent)	9.9%	9.3%	8.5%
Domestic abuse	5.1%	5.9%	4.7%
Notice on PRS tenancy - no reason	6.2%	4.7%	6.1%
Notice on PRS for breach of tenancy	3.7%	3.4%	4.7%
Other harassment/threats	3.5%	3.0%	3.6%

Reasons for enquiry: 18 to 24 year olds	2012/13	2013/14	2014/15
Leaving institution/care, prison, forces	1.1%	3.0%	2.7%
Illegal landlord actions	2.0%	2.8%	4.0%
Social tenancy affordability issues	0.0%	2.6%	1.9%
HB/DHP assistance	0.9%	2.6%	1.3%
Disrepair	2.0%	2.0%	1.7%
Need deposit/bond	0.9%	1.6%	1.1%
Rented property no longer available	1.1%	0.4%	0.8%
Leaving NASS accommodation	0.0%	0.4%	1.3%
Owner-occupier at risk/losing home	1.1%	0.0%	0.6%
% of all enquiries	88%	85%	89%
Total enquiries each year	516	597	531

Source: HOAPS data

Homelessness was prevented at the enquiry stage for a minority of enquirers. One person was helped after receiving a negative homeless decision, but the data does not record how. Although there was an agreement in 2014/15 that homeless 16 and 17 year olds would be referred direct to Future Directions, where homelessness could be prevented this was still handled by HOAPS.

Figure 5: Homelessness prevention for 16/17 year olds at housing advice stage

16 and 17 year olds: prevention at housing advice stage		2012/13	2013/14	2014/15
Helped to move	Arranged with friends / relatives			1
	PRS with or without landlord incentive	1		1
	Supported accommodation	5	1	1
Helped to stay	Resolved with family / friends	1		2
<i>Homelessness relieved after negative homeless decision</i>		<i>1</i>		
Total where homelessness prevented		8	1	5

Source: HOAPS data

For 18 to 24 year olds, the range of prevention approaches was much broader, depending on their housing situation.

Figure 6: Homelessness prevention for 18 to 24 year olds at housing advice stage

18 to 24 year olds: prevention at housing advice stage		2012/13	2013/14	2014/15
Helped to stay	Owner-occupiers helped with arrears/affordability	2	0	0
	Resolved HB, debt, rent arrears & other renting issues	11	9	7
	Resolved with family/friends	1	1	0
Helped to move	Private rented home	11	8	2
	Social rented home	5	5	10
	Supported housing	8	5	9
	Hostel/HMO	1	1	0
	Social lettings property	2	0	0
	Arranged with family/friends	0	2	0
<i>Homelessness relieved after negative homeless decision</i>		1	2	2
Total where homelessness prevented		42	33	30

Source: HOAPS data

Homelessness applications

16/17 year olds

Homelessness applications amongst 16/17 year olds dropped considerably in 2014/15, after the agreement to refer everyone in this age group to Future Directions.

Figure 7: Household type of 16/17 year old homeless applicants

Household Type: 16 / 17 year old homeless applicants	2012/13	2013/14	2014/15
Single	23	29	5
Single Parent	3	0	0
Total applicants	26	29	5

Source: HOAPS data

Apart from self-referrals, in 2012/13 and 2013/14, most referrals were from social care services including the Youth Offending Team and Emergency Duty Team.

Figure 8: Referral sources for 16/17 year old homeless applicants

Referral sources for 16/17 year olds	2012-2013	2013-2014	2014-2015
Social services	7	8	
Self referral	9	7	4
Backup		3	1
EDT placed into temp accomm	1	3	
Any other advocate or agency	2	2	
Berneslai Homes		1	
EDT contact but not placed		1	
Housing Associations		1	
Probation service		1	
Y.O.T.	4	1	
Police	1		
Shelter	1		
Unstated	1	1	
Totals	26	29	5

Source: HOAPS data

18-20 year olds

135 households aged between 18 years and 21 years old made homelessness applications between April 2012 and March 2015. The vast majority were single person households.

Figure 9: Household type of 18-20 year old homeless applicants

Household type: 18 to 20 year old homeless applicants	2012/13	2013/14	2014/15
Single	37	46	47
Single parent	1	2	
Childless couple		1	
Family	1		
Total homeless applications	39	49	47
% of all homeless applicants that were 18 to 20 years old	12.0%	15.2%	15.9%

Source: HOAPS data

Around 61% of all applicants referred themselves to HOAPS. Voluntary organisations were also significant referrers.

Figure 10: Referral sources for 18 to 24 year old homeless applicants

Referral source of 18 to 20 year olds	April 2012 to March 2015
Self-referral	82
Backup	18
Any other advocate or agency	13
Social services	5
Unstated	5
Housing associations	3
Asylum support team	2
Prison	2
EDT placed into temp accomm	1
Mental health services	1
Police	1
Probation services	1
Youth Offending Team	1
Total	135

Source: HOAPS data

Causes of homelessness

16/17 year olds

Most 16 and 17 year olds were homeless because they had been told to leave the family home, but some were homeless from a rented home.

Figure 11: Reasons for homelessness . 16/17 year olds

Reason for homelessness: 16 & 17 year olds	2012/13	2013/14	2014/15
Parents no longer willing to accommodate	16	19	3
Other relative/friend no longer willing to accommodate		5	1
Rented/tied/license - not AST NOSP	5	2	
Harassment - non racial		1	
Required to leave NASS asylum support		1	
Violence involving partner		1	1
Left other institution	1		
Left prison or on remand	1		
No fixed abode, in hostel	1		
Rent arrears - la /public sector	1		
Violence associated persons not partner	1		
Totals	26	29	5

Source: HOAPS data

18-20 year olds

Over half were homeless from the home of a parent, relative or friend but the range of reasons was much greater including loss of tenancies, leaving prison or remand, partnership break-up (including 5 cases of domestic violence) and people granted refugee status.

Figure 12: Reasons for homelessness – 18 to 20 year olds

Reason for homelessness: 18 to 20 year olds	April 2012 to March 2015
Parents no longer willing to accommodate	47
Other relatives/friends no longer willing to accommodate	31
Rented/tied/licence-not AST NOSP	12
Termination of AST	12
Left prison or on remand	9
Required to leave NASS asylum support	8
Non-violent break with partner	4
Violence from partner	4
Left other institution	2
Social tenancy rent arrears	2
No fixed abode - in hostel	1
Other	1
Sleeping rough	1
Violence associated persons, not partner	1
Total	135

Source: HOAPS data

Resolving homelessness

16/17 year olds

Only one out of the 60 applications across the three years was accepted as homeless and owed a full duty. Most commonly homelessness was prevented.

Figure 13: Homeless decisions – 16/17 year olds

Homeless decisions – 16 and 17 year olds	2012/13	2013/14	2014/15
Full Duty	1		
Not Homeless	7	8	5
Priority Need But Intentionally Homeless	4	2	
Withdrawn Homeless Application	0	1	
No Decision Made	1	2	
Not Homeless - Homelessness Prevented -	13	16	
Total homeless applications	26	29	5

Source: HOAPS data

Homelessness prevention was achieved for a total of 30 applicants . more than half of all applications . in 2012/13 and 2013/14 (there were no preventions at this stage in 2014/15).

Figure 14: Homelessness prevention at application stage – 16/17 year olds

Homelessness preventions – 16 & 17 year olds		2012/13	2013/14
Moved	Arranged with friends / relatives		1
	Hostel or HMO	1	
	PRS used landlord incentive	1	
	Social Housing - Part 6 offer		1

Homelessness preventions – 16 & 17 year olds		2012/13	2013/14
	Supported accommodation	5	12
Remained	Resolved with family / friends	1	2
	Used a mediation service	1	
Unstated		4	1
Total applicants prevented from homelessness		13	17

Source: HOAPS data

18-20 year olds

No applicant in this age group was accepted homeless, with most being found not be homeless, and a small number intentionally homeless, most of which had lost their private sector accommodation.

Figure 15: Homeless decisions . 18 to 20 year olds

Homeless decisions - 18 to 20 year olds	2012/13	2013/14	2014/15
Not homeless	4	10	19
Eligible, Homeless but No Priority Need	1	1	2
Priority need but intentionally homeless	6	3	1
No decision made	8	12	
Withdrawn homeless application		1	1
Not homeless - homelessness prevented	20	22	24
Total	39	49	47

Source: HOAPS data

Homelessness prevention was achieved for 68 households . around half of all applicants. Almost two thirds were referred into supported accommodation.

Figure 16: Homelessness prevention at application stage . 18 to 20 year olds

Homeless preventions – 18 to 20 year olds		April 2012 to March 2015
Moved	Arranged with friends / relatives	1
	Hostel or HMO	8
	PRS used landlord incentive	4
	PRS without landlord incentive	9
	Social Housing - Part 6 offer	2
	Supported accommodation	41

Homeless preventions – 18 to 20 year olds		April 2012 to March 2015
Remained	Resolved with family / friends	1
	Used a mediation service	1
Unstated		1
Total prevented from homelessness		68

Source: HOAPS data

Accessing housing support services (accommodation-based and floating support)

Young people aged 21 or under accounted for over a quarter of all supported accommodation places, and almost a fifth of floating support places in 2014/15, despite the decrease in support services.

Figure 17: Young people entering housing-related support services

	Age group	2012-2013		2013-2014		2014-2015	
		Floating support	Supported Housing	Floating support	Supported Housing	Floating support	Supported Housing
Young people in support services	16/17 years	9	24	15	19	9	5
	18 to 21 years	54	41	31	37	28	42
% of total customers	16/17 years	3.2%	11.5%	5.9%	9.4%	5.9%	3.1%
	18 to 21 years	19.2%	19.6%	12.1%	18.3%	18.4%	26.3%

Source: SP Client data

Figure 18 shows the numbers of customers with a primary and secondary classification as young people in need . care leavers, at risk or teenage parents. Some people will have more than one of these classifications, so these are not necessarily unique individuals.

Figure 18: Primary and secondary vulnerabilities of young support clients

Year	Client Need – young people	Primary vulnerability	Secondary vulnerability	Totals
2012/13	Young People at risk	24	7	31
	Young People leaving care	3	5	8
	Teenage parents	17	3	20
2013/14	Young People at risk	23	11	34

Year	Client Need – young people	Primary vulnerability	Secondary vulnerability	Totals
	Young People leaving care	7	2	9
	Teenage parents	14	1	15
2014/15	Young People at risk	9	10	19
	Young People leaving care	11	3	14
	Teenage parents	9	5	14

Source: SP Client data

Accommodation outcomes show reductions in the numbers moving back to families and into the private rented sector.

Figure 21: Accommodation outcomes – clients under 22 years old

Accommodation type	2012/13	2013/14	2014/15
Social tenancy, no support	35	35	31
Private rented tenancy	24	21	10
Family	31	19	8
Friends	12	11	6
Supported housing	7	4	5
Prison	1	5	3
Approved probation hostel			3
Hospital		1	2
Social tenancy with floating support	5		1
Women's refuge		1	1
Rough sleeping			1
Other temp accomm	1	1	
Owner occupation	1		
Other	1		1
Unknown/missing	11	5	5
Totals	129	103	77

Source: SP Client data

Appendix C5: Refugees and Migrant Workers

Demographic data

Figure 1: Ethnicity - Person 1 of households in household survey

	Sub Area 2015							
	TOTAL	Central Area	Dearne Area	North Area	North East Area	Penistone Area	South Area	
TOTAL	Weighted Base	77282	3324	9128	17139	18642	9472	19576
	Actual Base	1983	109	221	451	421	280	501
	Col %	100%	100%	100%	100%	100%	100%	100%
White (British, English, Welsh, Scottish, Northern Irish)	Count	75749	3295	8963	16781	18289	9285	19137
	Col %	98%	99%	98%	98%	98%	98%	98%
White - Irish	Count	258			63	146		49
	Col %	0%			0%	1%		0%
White - Gypsy or Traveller	Count	56				56		
	Col %	0%				0%		
White - Central and Eastern European	Count	227	30	51				147
	Col %	0%	1%	1%				1%
White - Other	Count	387		27	100	96	164	
	Col %	1%		0%	1%	1%	2%	
Mixed or multiple ethnic group (e.g. White & Black Caribbean/African/Asian)	Count	186		87	33		23	43
	Col %	0%		1%	0%		0%	0%
Asian or Asian British	Count	185			37	56		92
	Col %	0%			0%	0%		0%
Black / African / Caribbean / Black British	Count	126			126			
	Col %	0%			1%			
Other ethnic group e.g. Middle East, North African, Arab	Count	108						108
	Col %	0%						1%

Source: arc4 household survey analysis

Homelessness data

Figure 2: Homeless applications and outcomes for people leaving NASS accommodation

Decision Made	2012-2013	2013-2014	2014-2015
Eligible, Homeless but No Priority Need	1		2
Full Duty - Not Repeat	18	9	7
Full Duty - Repeat Acceptance within 2yr			1
No Decision Made	2		
Not Eligible			1
Not Homeless	5	8	7
Not Homeless - Homelessness Prevented	1	9	32
Withdrawn Homeless Application	1	1	2
TOTAL	28	27	52

Source: HOAPS data

Figure 3: Household type of former asylum seekers making homeless applications

Household Type	2012-2013	2013-2014	2014-2015
Childless Couple	0	1	2
Family	11	6	5
Single	6	11	36
Single parent	11	9	9
TOTAL	28	27	52

Source: HOAPS data

Housing advice enquiries

Figure 4: Household type of people leaving NASS accommodation making housing advice enquiries 2012-15

Household Type	No.	%
Family	10	21.7
Other	6	13.0
Single	22	47.8
Unknown	8	17.4
TOTAL	46	

Source: HOAPS data

Snapshot survey

Figure 5: Households from other countries with housing needs in the snapshot survey

Group	Number
Asylum seeker	4
Refugee (leave to remain)	1
Migrant worker from A8 or A2 EU	1
Migrant worker - no recourse to public funds	1
No recourse to public funds - other	1

Source: PFA snapshot survey

Appendix C6: Domestic Abuse

6.3 Expressed need for housing and support

Housing advice enquiries

The proportions of all housing advice enquiries represented by domestic violence have risen over those three years from 4.4% to 6%.

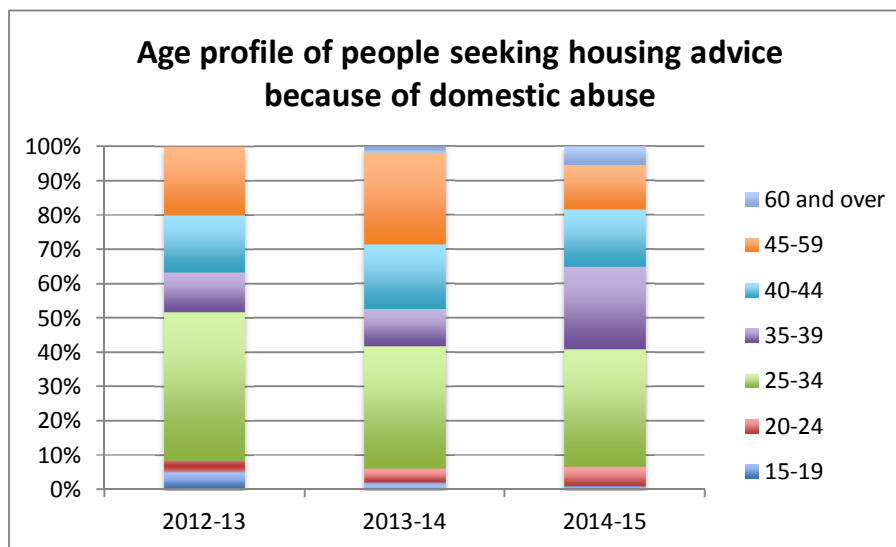
Figure 1: Housing advice enquiries related to domestic abuse

Year	No. of housing advice cases related to domestic abuse	% of all housing advice cases
2012/13	81	4.4%
2013/14	127	5.5%
2014/15	124	6.0%

Source: HOAPS data . numbers may include perpetrators as well as victims

The numbers and proportions of those in their thirties and who are 60 years and over have increased, while the proportions (but not the numbers) of teenagers have decreased over the three years.

Figure 2: Age profile of domestic abuse housing advice enquirers



Source: HOAPS data

Homelessness applications

The numbers, gender and household type of homeless applicants in each year for reasons of domestic abuse involving either a partner or someone else associated with the victim form a relatively small percentage of all homeless applications.

Figure 3: Domestic abuse related homeless applications

	2012-13	2013-14	2014-15
Violence involving partner	11	21	17
Of which: Single male	2	4	3
Single female	6	11	12
Female with child/ren	3	6	2
Violence - other associated persons	2	3	2
Of which: Single male	1	3	1
Single female	1	0	1
Female with child/ren	0	0	0
% of all homeless applications	4.0%	7.4%	6.4%

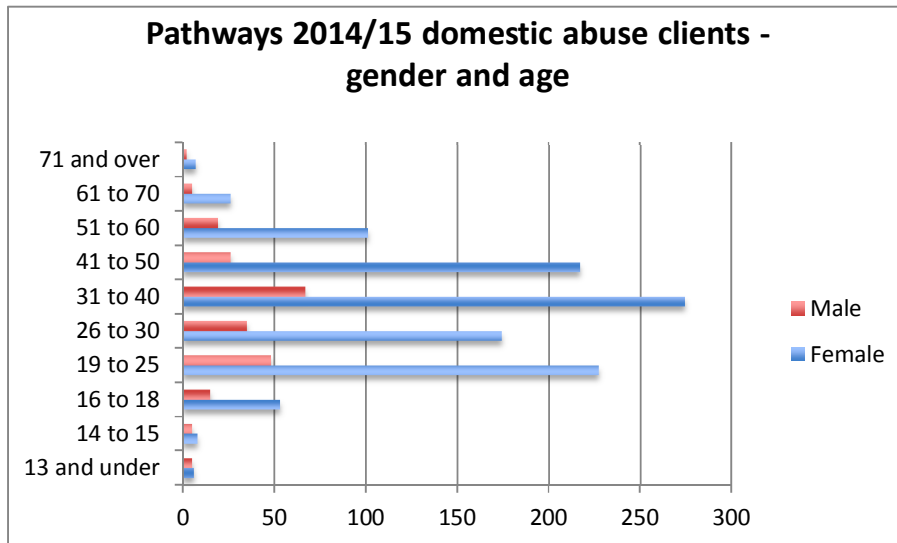
Source: HOAPS data

IDVAs and other specialist domestic abuse services

Pathways

The gender and age profile of Pathwaysq1,320 2014/15 clients is shown in figure 4 below.

Figure 4: Age & gender profile of Pathways' domestic abuse clients



Source: Pathways

Judith House refuge and floating support 2012/13

Judith House refuge and the associated floating support service together supported 58 households, all female.

- 43 were in the refuge and 15 were in floating support.
- Only four were self-referrals, with most referrals coming from statutory agencies.
- All but three of the floating support customers had had to move prior to receiving support. 10 floating support clients were in the private rented sector, three were in Berneslai Homes tenancies, one was living with family/friends and one was an owner-occupier.
- 53% of the 43 clients in the refuge had previously lived outside Barnsley.
- Eight clients of other support services were also at risk of domestic abuse.

2013/14

Judith House refuge and floating support services supported 37 clients, all female.

- 24 were in the refuge and 13 received floating support.
- There was only one self-referral, which was to the floating support service. Refuge referrals were almost all from local housing authorities.
- All but five of the floating support clients had moved prior to receiving the service. Seven were in a Berneslai Homes tenancy, four were in private rented tenancies and two were staying with family or friends.
- 21% of clients in the refuge had previously lived outside Barnsley
- 18 clients of other support services were also at risk of domestic abuse.

2014/15

Judith House refuge and floating support services supported 49 clients, all but one were female.

- 36 were in the refuge and 13 received floating support.
- There were three self-referrals to the refuge. Otherwise, the majority of referrals to both services were from the police or social services.
- Secondary characteristics were recorded for some clients: seven had mental ill health, one had a learning disability and two had physical disabilities.
- Only two clients had moved prior to receiving the floating support service. One was an owner-occupier, one was staying with family or friends and the remainder were split between Berneslai Homes and private rented tenancies
- 42% of clients in the refuge had previously lived outside Barnsley

- 5 clients of other support services were also at risk of domestic abuse.

Most clients left in a planned way. Only a small number were unable or unwilling to participate in support to address issues.

Figure 5: Judith House support outcomes

Service	Outcomes	2012/13	2013/14	2014/15
Judith House Refuge	Planned exit	95.1%	92.0%	94.1%
	Outcome ± Avoid harm from otherssq achieved	90.2%	92.0%	88.2%
	Settled accommodation secured / maintained	82.9%	88.0%	94.1%
Total leaving the service		41	25	34
Judith House Floating support	Planned exit	70.6%	100.0%	90.9%
	Outcome ± Avoid harm from otherssq achieved	100.0%	100.0%	100.0%
	Settled accommodation secured / maintained	94.1%	100.0%	100.0%
Total leaving the service		17	13	11

Figure 6: Judith House accommodation outcomes

Moves from the refuge	2012/13	2013/14	2014/15	Totals
Other temp accomm	1			1
Bed and breakfast	2			2
Housing association general needs tenancy	4	1	1	6
Housing association general needs with floating support	2	1	1	4
Living with family / friends	11	6	10	27
Local authority general needs tenancy	3	4	4	11
Local authority general needs with floating support		2	1	3
Owner-occupation	1	2		3

Moves from the refuge	2012/13	2013/14	2014/15	Totals
Private sector tenancy	8	4	9	21
Supported housing	6	2	4	12
User who has experienced DV returning home with partner			1	1
User who has experienced DV returning home without partner	1	1	1	3
Unknown / missing	2	1	2	5
Total households leaving the refuge	41	25	34	100

PFA snapshot survey

Details of 13 clients in need of housing or support services related to domestic abuse were submitted in the snapshot survey. All were currently in receipt of a floating support service, only one of which was not the domestic abuse service.

- Nine were tenants of Berneslai Homes, six of whom were at risk of losing their tenancy
- Two were private tenants and one was at risk of losing their tenancy because of rent arrears
- One was in the refuge
- One was staying temporarily with family members.
- Three of the twelve had child protection issues; three were misusing alcohol and nine had diagnosed mental health issues.

Refuge referral and acceptance data

The refuge referrals and acceptance data (figure 8) confirm the supply shortfall of 65% compared to a national average short fall of 32%.

Figure 8: Judith House net demand

		2012/13	2013/14	2014/15
Referrals:	Adults	72	73	60
	Children	76	97	62
Accepted:	Adults	34	26	34
	Children	42	15	33
Unmet need:	Households	38	47	26

Source: Judith House

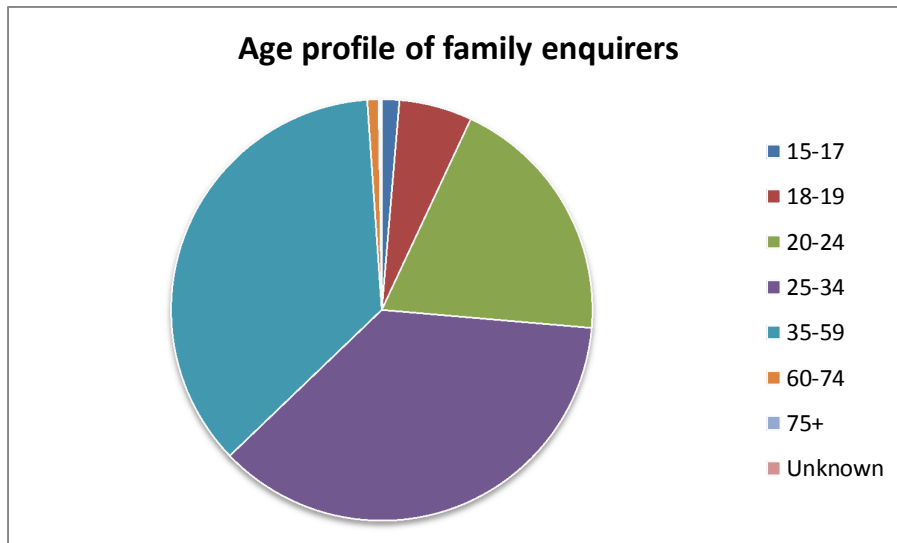
Appendix C7: Families

7.3 Expressed demand

Housing advice enquiries

The analysis is based on the 1,264 cases recorded from mid August 2013, when household type was reliably recorded. It has not been possible to look at trends because there is under two years of data.

Figure 1: Age profile of family housing advice enquirers



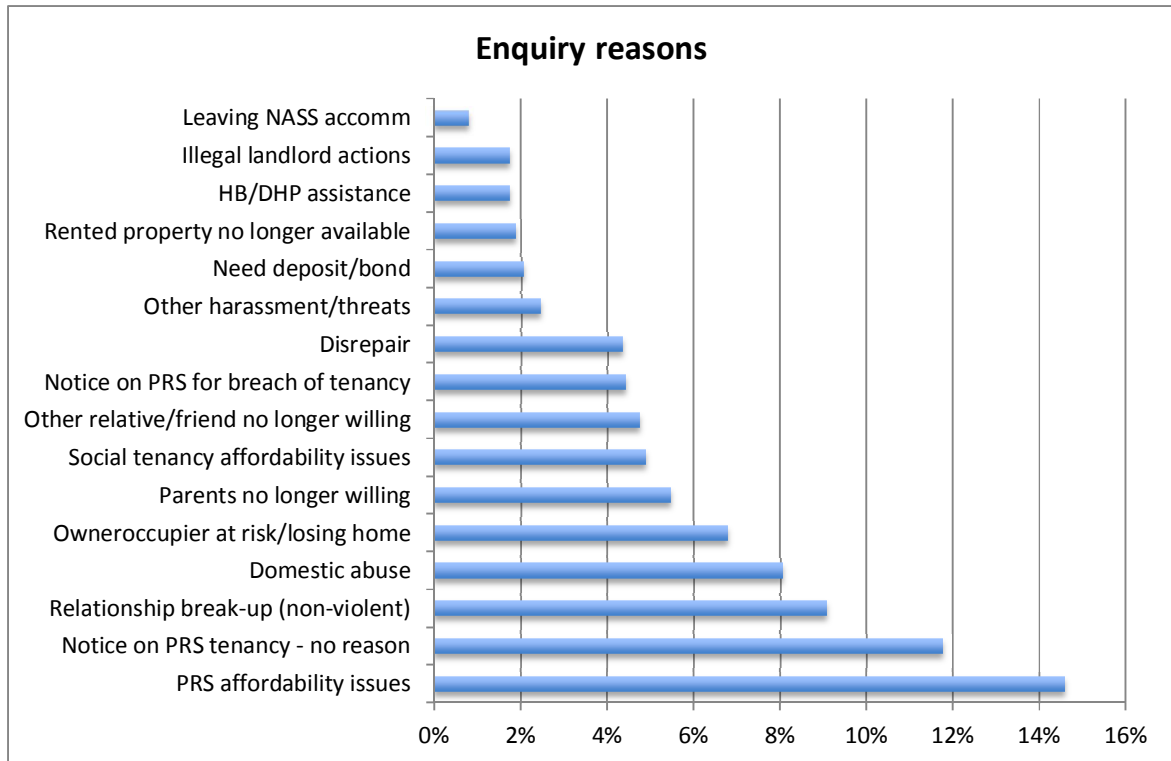
Source: HOAPS data

Around 7% of enquirers with dependent children were teenagers. 26.4% in total were aged less than 25 years, and a further 36.5% were aged from 25 to 34 years.

Reasons for enquiry

Around 12% of enquiries are about housing options or for general advice on a tenancy. The chart below shows other reasons for enquiry.

Figure 2: Nature of housing advice enquiries from families



Source: HOAPS data

- Relationship break-up was the single most common reason for seeking housing advice, accounting for a total of 17% of all enquiries. Almost half of these related to domestic abuse (discussed in that section of this annex).
- Current private rented affordability issues accounted for 15% of all enquiries, and 5% of enquiries were about affordability of a social rented home.
- 12% of enquirers had been given notice on their private rented home for no apparent reason. They were not in rent arrears and hadn't otherwise breached their tenancy conditions. A further 2% were losing their private rented home because the landlord was being repossessed or was selling the property.
- Over 10% of enquirers were being told that they had to leave someone else's home by their parents or another relative, or a friend.
- 7% of enquiries were from owner-occupiers who are threatened with loss of their home because of affordability issues. Until April 2014, many could be assisted through the mortgage rescue scheme but this has now finished.
- 2% were asking for help with rent deposit or a bond so a private rented home could be secured.

Homeless applications

Applications by families with children have decreased considerably in the three years. By 2014/15, there was only 37.7% of the number in 2012/13.

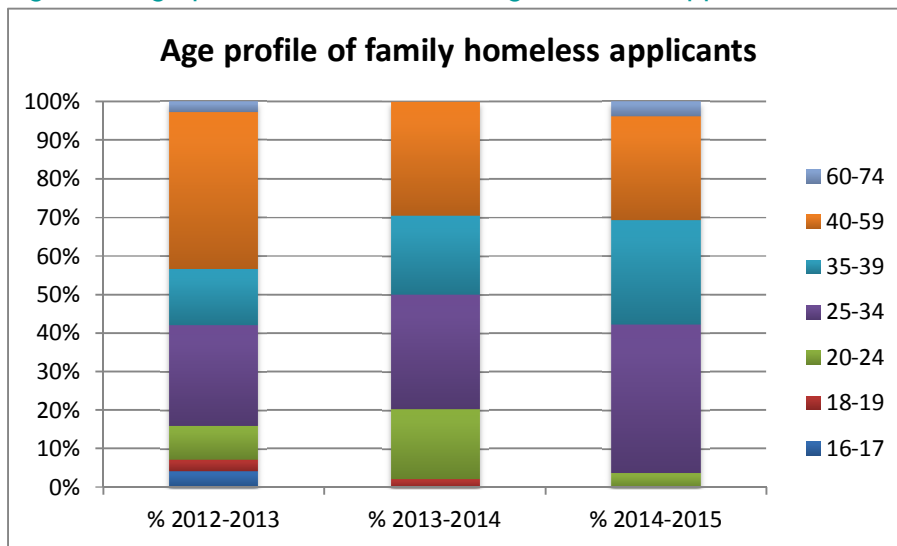
Figure 4: Ethnic profile of families making homeless applications

Country of origin	2012/13 %	2013/14 %	2014/15 %
UK National Resident in UK	63.8	50.0	30.8
Other EEA	0.0	9.1	11.5
Non EEA	21.7	22.7	26.9
Not Recorded	14.5	18.2	30.8
Total family applications per year	69	44	26

Source: HOAPS data

There were no homeless applicants under 20 years old in 2014/15, and only one in the previous year. Homeless families are most likely to be in the 35 to 39 age range.

Figure 5: Age profile of families making homeless applications



Source: HOAPS data

The reasons for homelessness of family applicants are shown in the table below.

Figure 6: Reasons for family homeless applications

Reason for Homelessness	2012/13	2013/14	2014/15
Required to leave NASS asylum support	22	15	14
Termination of AST	7	7	3
Other relatives/friends no longer willing to accommodate	5	6	
Violence involving partner	3	6	2
Non violent break-up with partner	10	3	
Loss of rented accomm . not end of AST	2	3	
Rent arrears - LA	2	2	
Parents no longer willing to accommodate	8	1	3
Rent arrears - private rented sector	1	1	2
Harassment . non-racial	1		
Mortgage arrears/re-possession, other loss	5		2
No fixed abode, in hostel	1		
Racially motivated violence	1		
Violence - other	1		
Total applications	69	44	26

Source: HOAPS data

Figure 7: Decisions made on homeless applications by families

Decisions made on homeless applications	2012/13 %	2013/14 %	2014/15 %
Full Duty	33.3	22.7	34.6
Not Eligible	1.4	4.5	3.8
Not Homeless	23.2	31.8	26.9
Eligible, Homeless but No Priority Need	2.9	2.3	
Priority Need But Intentionally Homeless	2.9		
No Decision Made	4.3	9.1	
Not Homeless - Homelessness Prevented	27.5	27.3	30.8

Decisions made on homeless applications	2012/13 %	2013/14 %	2014/15 %
Withdrawn Homeless Application	4.3	2.3	3.8
Total applications	69	44	26

Source: HOAPS data

Homelessness was prevented for 40 applicants (in addition to those whose homelessness was prevented at the housing advice stage).

Figure 8: Homelessness prevention for family applicants

How homelessness was prevented/resolved		2012/13	2013/14	2014/15
Moved	PRS used landlord incentive	5	4	5
	Social tenancy - Part 6 offer	4	2	1
	Arranged with friends / relatives		1	
	PRS without landlord incentive	2	1	1
	Social tenancy - not a Part 6 offer	2		1
	Social Lettings Agency property	4		
	Supported accommodation	1		
Remained	Prevention fund payment		1	
	PRS negotiations (not arrears)		1	
	Resolved with family / friends	1	1	
	Solved rent arrears social tenancy	1		
	Unstated		1	
Total preventions/resolutions		20	12	8

Source: HOAPS data

Unmet need - PFA snapshot survey

34 of the 132 clients recorded in the PFA snapshot survey as having unmet needs for housing and /or support were pregnant and/or had children.

26 of these needed two bedrooms and 8 needed three bedrooms.

Their vulnerabilities included:

- 9 were survivors of domestic abuse,
- 8 were teenage parents, one of which had drug or alcohol problems, one was a domestic abuse survivor, one was a care leaver

- 9 had diagnosed mental health problems, 4 of whom were also survivors of domestic abuse, and a further 6 had undiagnosed mental health problems
- 2 with an offending history also had drug or alcohol problems
- 2 spoke little or no English, one of whom was a migrant worker and the other an asylum seeker. Two others had limited English
- 1 had a learning disability and needed long term support

Two were recorded as having complex needs

Other adults in 10 of these households also had support needs, and 5 households had children with support needs.

Current housing was:

- Berneslai Homes tenancy: 14
- Private tenancy: 14
- Supported housing: 3
- Women's refuge: 1
- Staying very temporarily with family/friends: 2

31 of the 34 households currently received a support service. 12 were at risk of losing their settled accommodation, 8 because of rent arrears, and 2 were in unsuitable housing.

At that time, 4 had asked HOAPS for help to prevent homelessness and one had made a homeless application but was not statutorily homeless.

Figure 11: Specific support and housing needs of families recorded in PFA snapshot survey

Support needs	No	Housing needs	No
Difficulty coping with everyday living (MH. related)	9	Own tenancy, no support required	1
Difficulty maintaining an orderly home (MH-related)	4	Own tenancy with specialist support	1
Inability to manage money	6	Own tenancy with ongoing floating support	3
Child protection issues	5		
Vulnerable to exploitation	2	Own tenancy with occasional or resettlement support . outside Barnsley	1
Lack of life skills	12		
Financial problems	19		

Support needs	No	Housing needs	No
English not first language	5	Own tenancy with occasional or resettlement support in Barnsley	1
Long use of drugs/alcohol	2		
Need help with rehousing/move on	6	Needs shared housing (all DV)	6
Domestic abuse issues	9		
Need more intensive support than currently provided	3		
Total number with unmet support needs	34	Total number with unmet housing needs	13