Appendix 1: Young People's Consultation 2019

Young People's Consultation July 2019

From April to July 2019, Hackney's Children in Care Council (Hackney of Tomorrow) undertook a series of consultations with care leavers from the London Borough of Hackney, all of whom were living in semi-independent accommodation. The aim of these consultations was to capture the views of young people both living in the current accommodation pathway and with private providers, to ensure that their views could be used to inform the redesign of the pathway itself, thereby helping to create a more tailored and specialised service for Hackney's care leavers and single homeless young people.

Background to consultation

The local authority has a statutory duty to support young people and care leavers to access suitable supported accommodation up to the age of 21. Young people who are looked after, care leavers, or homeless, need somewhere safe and suitable to live to help them make a positive transition into adulthood. A secure housing base is also critical to young people progressing in other areas of life, such as education, training or employment, improved mental health, relationships and building of social networks.

Young people in different situations will need different types of housing and support, ranging from 24/7 supported housing through to their own independent flat with floating support. Some young people will want to stay in a family environment such as supported lodgings. As their needs and circumstances change, young people should be supported to find accommodation that best suits them.

As they become ready, young people will need support to access longer term housing, such as their own tenancy, a shared flat or long-term supported housing. They will need help to understand their options and know where to go if they need extra support in the future.



The aim of supported

accommodation:

- Support will be flexible, timely and appropriate, and will be delivered as and when required
- Support will be delivered in partnership so that people are enabled to access mainstream services and their local community
- Support will be focussed on keeping people safe and ensuring people maintain good health and wellbeing
- Support will be tailored to meet individual needs in a person-centred way and provide a clear pathway to enable people to be independent
- Support will be of good quality and provide reliable and consistent key workers for young people
- Support will be sustainable, affordable and will deliver good value for money

Strategic background

As outlined in our *Children's Sufficiency Strategy 2019-2022*, all Local Authorities are required to take steps to secure, so far as is reasonably practicable, sufficient accommodation for children in care within their local area. The 'Statutory Guidance for the Sufficiency Duty 2010' guidance is explicit in placing a duty on Local Authorities to act strategically to address gaps in provision by ensuring that they include, in relevant commissioning strategies, their plans for meeting the sufficiency duty.

The strategy is set within the context of national policy, legislation and guidance and addresses the needs of children and young people from birth to the age of 21 (or 25 where children's services continue to have statutory responsibility).

Methodology for consultations

From April to July 2019, the Children in Care Council representatives from Hackney of Tomorrow undertook consultations with young people living in semi independent accommodation. The young people who were engaged as part of this consultation lived in a total of 7 different accommodation providers used by Hackney.

The consultations performed by Hackney of Tomorrow facilitated service users' participation in LBH's supported accommodation review, as the consultations allowed young people within the pathway to assess the quality of Housing Related Support provided therein.

The consultation process itself was also a participatory exercise, as Care Council representatives from Hackney of Tomorrow were given the opportunity to act as Young Commissioners. Within this role, young people were responsible for co-creating a ten question survey, and carrying out this survey through consultation sessions at semi-independent placements operating within LBH's Supported Accommodation Review.

LBH's Participation Officer was responsible for completing this report, which presents the responses and recommendations collected through the Young Commissioner's consultations. However, Young Commissioners were invited to review the report throughout its development.

During April 2019, Care Council representatives from Hackney of Tomorrow were introduced to the aims and objectives of LBH's Supported Accommodation Review, as well as the role of Young Commissioners within the Review. Care Council representatives were then given the opportunity to volunteer themselves as Young Commissioners. To be eligible for this position, candidates had to be aged 18 or over and have had experience of living in semi-independent accommodation. In total, five eligible young people committed themselves to the role.

In order to incentivise participation, Young Commissioners were financially reimbursed for their time, being paid in line with the National Minimum Wage for workers aged 18 to 24. By paying Young Commissioners at a competitive rate, participating young people were made to feel valued, which in turn increased their commitment to the project, and promoted higher levels of involvement throughout the Review. In addition to their hourly rate, travel and lunch allowances were granted to Young Commissioners on the day of each consultation to ensure their ability to attend.

LBH's Participation Officer organised two focus groups in May 2019, in which Young Commissioners co-created a survey of ten questions relating to the accommodation and support that young people receive under LBH's Supported Accommodation Review. The survey questions were designed to cover issues that are of particular relevance to Care Leavers, such as loneliness, tenancy management, and placement security. Young Commissioners were encouraged to include both closed and open ended questions within the survey, so that they were able to gather both quantitative and qualitative data during their consultations.

In order to coordinate dates for consultations, LBH's Participation Officer liaised with service providers operating within LBH's Supported Accommodation Review. Service providers assisted in facilitating consultations by arranging house meetings where consultations could take place. Service providers were then responsible for advertising consultations and encouraging young people to attend.

During consultations, Young Commissioners carried out the survey through group interviews, delivering questions and leading further discussion. Young Commissioners were encouraged to ask follow up questions and allow participants as much time as they needed in order to contribute to the discussion. LBH's Participation Officer was responsible for recording the responses of participating care leavers.

Young Commissioners were invited to all Pathway Working Groups in order to provide feedback on the consultation process and to keep up to date with the developments of the Supported Accommodation Review redesign. The Pathway Working Groups were constituted by different professionals from a variety of service areas within LBH, including the Placements Management Unit, Finance, Housing, Public Health, and Corporate Parenting.

During the consultation period, Young Commissioners were invited to visit service providers that exemplified good practice in the provision of Housing Related Support. The purpose of these visits was to give Young Commissioners a benchmark of good practice, which they could then use as a quality standard during the consultation process. The two placements that Young Commissioners visited were managed as either Psychological Informed Environments or were operating on the principles of Social Pedagogy.

Engaging with the Target Population

Due to the fact that survey questions were composed by care-experienced young people, service users participating in consultations were asked questions that were more likely to be of relevance to their own concerns regarding the housing-related support they receive. This is because the young people responsible for designing the survey questions were equipped with personal understanding of the challenges that young people face when living in semi-independent accommodation. By considering the relevance of the questions asked at consultations, Young Commissioners increased the likelihood of receiving detailed responses from participating care leavers.

Having consultations delivered by care-experienced young people produced a sense of parity and understanding between interviewer and interviewee. This promoted a sense of empowerment amongst participating care leavers, which in turn encouraged them to actively contribute during consultations.

Support staff and management from each placement were asked to leave the room at the beginning of consultations. By removing the presence of as many professionals as possible, service users were provided with a space in which they could speak freely, without fear of causing offence or damaging their relationships with the professionals that support them.

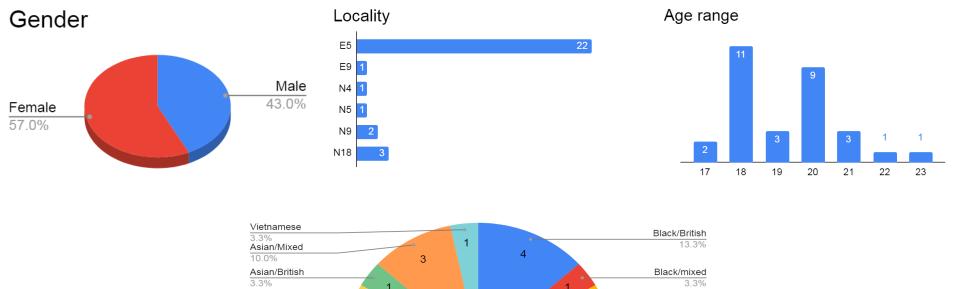
By holding consultations at residential placements, participating care leavers were interviewed in a familiar and accessible setting. This was conducive to higher levels of engagement within consultations, as participants were not intimidated or preoccupied with their surroundings. Equally, the fact that young people did not have to leave their homes in order to participate in consultations also had a positive effect on levels of attendance.

By holding consultations at residential placements, Young Commissioners were able to ensure that consultations were accessible to young people who are housebound or had mobility difficulties, thereby increasing the inclusivity of the Review.

In order to reach young people who were unable to attend particular consultation dates or lived a significant distance from Hackney, LBH's Participation Officer was responsible for contacting individual care leavers and carrying out the survey over the telephone.

Demographic Data and Population Characteristics

Demographic information was collected for people who took part in the consultation, this was optional therefore some respondents decided not to provide demographic information. The available data is listed below:





Questions



Do you feel as if you were adequately supported when moving into your new placement?

24 out of 30 (80%) service users stated that they felt adequately supported when they moved into their current placement

"Staff should make us "You need to have feel welcome when we someone around during the first arrive, they first couple of days" "If your room isn't clean on the day "They took me out you move in, you don't really feel shopping and tried to welcomed. You wouldn't expected figure out what I could do to move into a dirty room if you "They helped me sign "They hung out with onto Universal Credit me while I unpacked and then left right after" and chatted to me for a Recommendations 1. Support staff should ensure that vacant rooms are in a clean state, so that young people feel welcomed when they move into their new placement.

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- 2. Support staff should remain present at the placement for several hours when a young person moves in; they should have a 'hands on' approach, making an effort to get to know the young person when they arrive. During this time, support staff should offer to help young people with unpacking and getting settled into their new placement.
- 3. Support staff should introduce new residents to the other young people living at the placement. If this is not possible on the day that the young person moves in, support staff should arrange a house meeting to ensure that all residents are introduced to each other within the first week of a new placement commencing.
- 4. Support staff should read through the proposed tenancy agreement with young people on the day that they move into their new placement, providing any further explanation if necessary.
- 5. Support staff should provide new residents with a clear breakdown of their rental costs, including service charges. The production of visual aids or calendars that detail rental charges was also highly recommended.
- 6. When a young person moves into a new placement, support staff should arrange a key work session within the first week, so that the key worker can assist the young person in formulating a weekly or monthly budget that incorporates all of their estimated outgoings, including their rental charges.
- 7. Support staff should assist new residents in completing a personalised support plan within their first two weeks at the placement, so that young people are able to set their own goals and targets and thereby feel as if they are in control of their own lives and the support they receive.
- 8. If a young person is without any source of income when moving into a new placement, support staff should assist them in making a Universal Credit claim on the day that they move in and should be aware of the support that they are entitled to from social services.
- 9. If a young person is in receipt of Universal Credit when they move into a new placement, support staff should assist them in completing a 'change of circumstance' on their Universal Credit account.

10. If a young person is in receipt of Universal Credit when they move into a new placement, support staff should assist them in working out whether or not they have a rental short-fall and, if they do, support them in calculating the contribution that they will need to make from their Personal Allowance in order to make up for this shortfall.

How many key workers have you had since moving into this placement?

On average, young people have 3 key workers throughout their time at one placement.

"You have to keep repeating "They usually last three months" your life story, it's so "I don't bother with them... they all leave anyway" awkward" "I don't even know who my key "My key worker is always worker is" there for me, she helps me "If they want staff to stay, they've got to look with everything. We're after them" "I don't really use the support I get here because I don't really know my key worker"

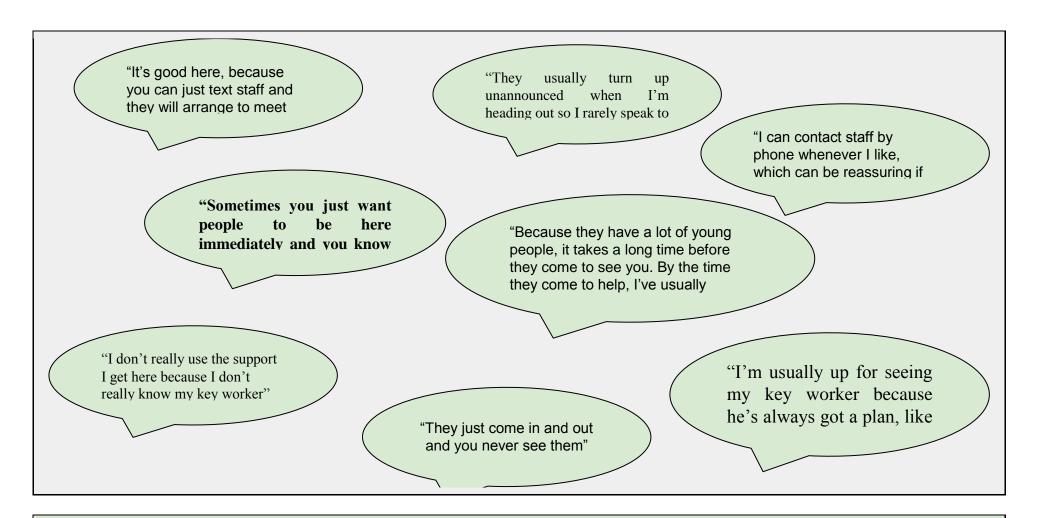
- 1. Young people can often feel rejected if their key worker leaves their post, in some cases this can even cause emotional distress. Therefore, if a member of support staff leaves a service provider, young people should be given three weeks' notice so that they can prepare for the transition and to say goodbye to their key worker if they wish to. Young people should also be included in the handover plans that are produced by their old key worker in collaboration with their replacement.
- 2. In order to receive appropriate support from their key workers, it is necessary for young people to build up a meaningful relationship with these professionals. Building such a relationship requires young people to share information about themselves, so that their key worker can understand their life and background; however, sharing their 'life-story' can be uncomfortable or even traumatic. In light of the issues raised, it should be a priority for service providers to minimise staff turnover within their placements, so as to minimise the level of disruption in young people's lives and to increase engagement with support. Service providers can endeavour to achieve higher levels of consistency in their staff teams by offering competitive salaries and career development opportunities for their employees, as well as organising rotas in order to promote sociable hours.

a)How many hours of support do you receive a week?

On average, young people report they receive 2.5 hours of support a week within their placement.

b) Do you feel like you are receiving the support that you need from your placement?

19 out 30 (63%) young people feel they are receiving the support that they need within their placement.



1. A significant number of young people stated that they prefer to seek out support from staff when they need it, rather than being allocated key working sessions during the week. Several young people described that when key workers attempt to initiate a planned key work session, it can feel invasive and unwelcomed. With this in mind, support should be provided in a flexible and client-centred way, provided when the service user is in need, not what when it suits the service provider. This can be achieved by support staff being present at the placement on a regular basis throughout the week and by young people being given a reliable means of contacting support staff when they're off site, such as an 'on call' telephone number.

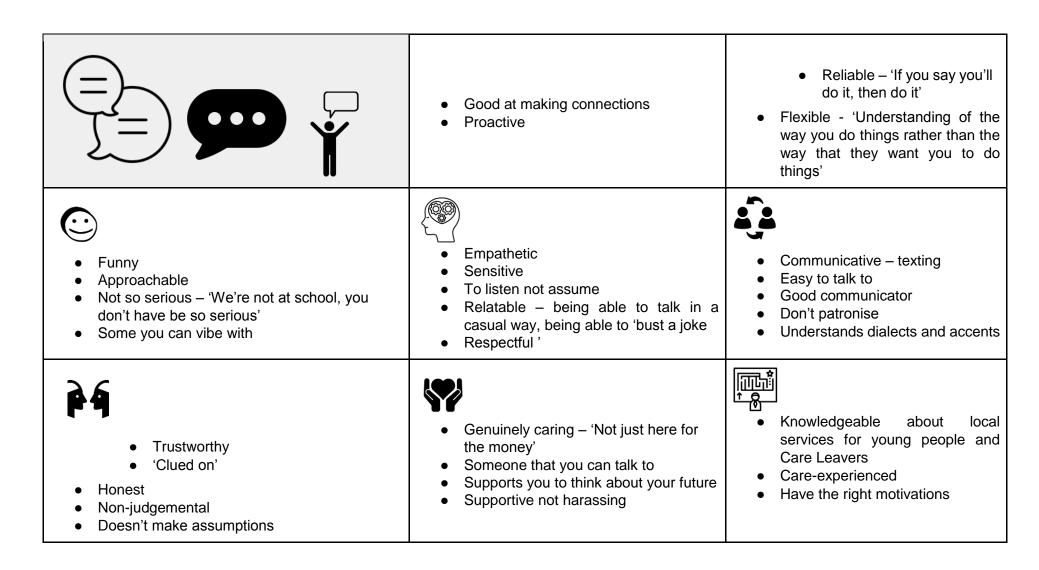
- 1. The purpose of key work sessions should be to allow young people to discuss any concerns that they may have and to receive practical support relating to prevalent issues that affect Care Leavers, such as access to benefits, education, training or work. Young people should be encouraged to decide upon the theme, topic or task of each key work session, so that their interests and priorities are informing the support that they receive from service providers.
- 2. Where possible, service providers should respond to the wishes of service users. For example, service providers should offer to allocate a new key worker to a young person if their relationship with their current key worker is breaking down and preventing them from accessing the support that they require.
- 3. Young people find it easy to reach out for support or raise an issue with their key worker when they already have an established relationship with them. With that in mind, support staff should be proactive in building relationships with the young people that they work with; taking them out into the community, planning activities to do in the placement or spending time with them in a less structured way.
- 4. Outside of planned key work sessions, support staff should keep in touch with young people on a regular basis. This could be by text or through their presence at the placement. By keeping in touch, support staff can identify when a young person is struggling and more intense support might be needed. Support staff can also build up relationships with young people that make the provision of support and the delivery of interventions.
- 5. Support staff should arrange regular house meetings to ensure that they are aware of any issues that are developing within the placement and can offer interventions when necessary. House meetings should be called if an issue arises between residents within the placement and requires mediation by support staff.

Can you describe your ideal support worker?

Young people participating in the consultations were asked to describe the qualities of an ideal key worker. Here's what they put forward:









If you fall into arrears, do you feel as if you are harassed instead of supported?

21 out of 30 (70%) young people felt as if they were harassed rather than supported by service providers once they had fallen into rent arrears.

"When they ask me about rent, its feels like it's because they're "I'd rather be told in person than worried about me and my getting a threatening letter" tenancy, not because they just want the money out of me" "The income officers act "The arrears letters that I get are like debt collectors" really harsh, it's kind of worrying" "They keep sending me the "Even after we've had a same threatening letter. The fact meeting and set up a that I receive one every two weeks just stresses me out" repayment plan, they still send me the same letter"

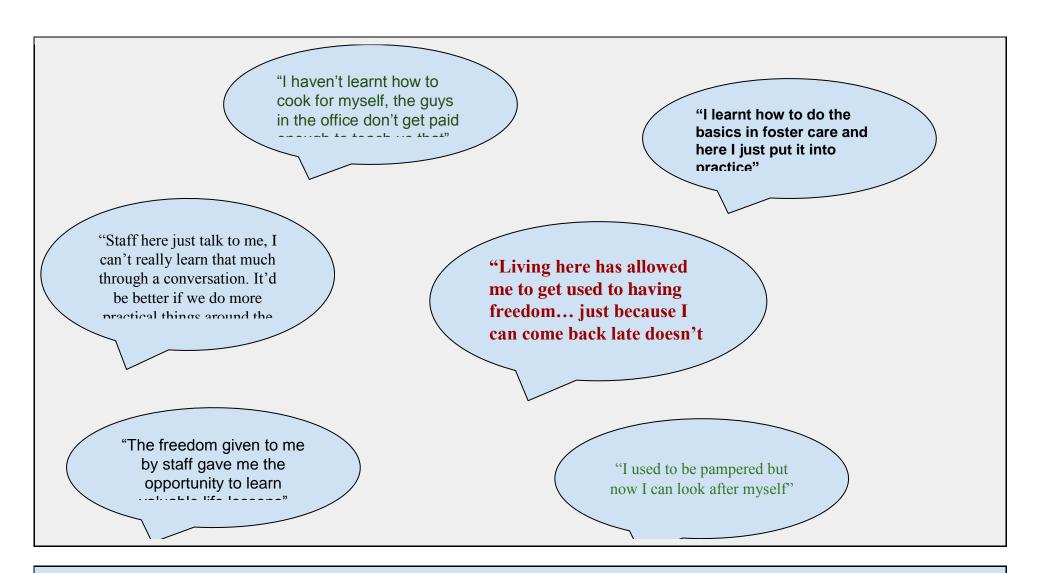
Recommendations

1. When a young person falls into arrears, support workers should initiate a key work session in order to support the young person in formulating a repayment plan, as well as a personal budget that will allow them to live on the funds that are left available to them.

- 2. Rather than sending a letter, concerns about arrears should be raised during face-to-face meetings, held between support workers and service users. Arrears letters should be delivered during the meeting or issued via post if support staff are unable to arrange a face-to-face meeting with service users.
- 3. Arrears letters should be written in a constructive and non-threatening tone, detailing how service providers will support young people in reducing their arrears.
- 4. Within key work sessions, support workers should concentrate on preventative strategies that will empower young people to avoid falling into rent arrears. Such strategies could include, providing instruction on identifying rental shortfalls, supporting young people to search for employment, cooking on a budget and using price comparison tools.

How is this placement helping you to prepare for independent living?

27 out 30 (90%) young people stated that they felt as if their placement was adequately preparing them for independent living.



1. A significant number of young people within LHB's Supported Accommodation Review stated that living in their current placement was preparing them for independence, but not necessarily due to the support that they have received. Many young people stated that they had gained independent living skills simply by having to live with less support after leaving a placement where they received full time care. In light of this observation, support given in key work sessions should be more structured and outcome focused. Key work sessions

- should therefore be oriented on specific life-skills, such as registering to vote or setting up a direct debit, and young people should gain applicable knowledge and skills by the end of each session.
- 2. Support staff should organise regular key work sessions to provide young people with the skills that they will need to live independently, such as completing application forms for employment or educational placements, claiming for benefits and income support, managing an open benefit claim, producing a personal finance budget, developing domestic skills, and discussing issues such as mental health, healthy relationships, and sexual health.
- 3. In order to provide informed and effective support, support workers should have a good knowledge of the issues most prevalent amongst Care Leavers. As such, support workers should be well informed about the local authorities' offer to Care Leavers, the private rental market in the local area, presenting as homeless and applying for emergency accommodation, current opportunities for young people in the employment market, making and maintaining benefit claims, as well as health and social issues that are prevalent in the LAC and Care Leaver population, such as depression, anxiety and loneliness.
- 4. The support offered within semi-independent placements should be instructive rather than debilitating. Support staff should provide young people with the skills that they need in order to live independently, fostering growth and development. They should not make young people dependent on their support. For example, support workers should guide young people through particular processes, such as making a Universal Credit claim, but they should not complete such tasks for them.
- 5. Support workers should assist young people in exploring housing options towards the end of their tenancy, so that they are informed about the realities that face them on the private rental market. Key work sessions on the topic of housing pathways and private renting should be a regular fixture within young people's care plans once they are twenty years of age.
- 6. Young people should be supported throughout the move on process. If a young person receives a bidding number for a council property, support staff should assist them in using LBH's bidding portal. Support staff should also accompany young people to property viewing and assist them throughout the sign up.



Do you feel that your placement is safe and secure?

17 out of 30 (57%) young people stated that they felt as if their placement was safe and secure.

"The doors don't feel very secure, I've forced them open myself when I was

"When incidents happen between people living here, you feel pretty unsafe, because there's never any staff around to sort it out"

"Because staff aren't here very regularly, you can feel quite

vulnerable"

and back entrances to the "Places like this are always in dodgy areas, which makes you feel anxious when leaving or

"If it kicks off during the night, staff will just hide in the office"

> "It'd feel better if there was some lighting outside the front of the building, as it can feel dodgy coming

Recommendations

coming back home"

1. In order to increase the security and well-being of service users, providers should install CCTV at the front and back entrances of all placements.

"I'd feel a lot safer if we had CCTV at the front

2. Service providers should ensure that all windows and doors at their placements are fitted with strong and durable locks, as insecure entrance points into a placement can make young people feel vulnerable and unsafe.

- 3. Young people living in placements that offer floating support reported that they can often feel unsafe during the evenings and throughout the night due to lack of staff presence. Placements that have a floating support package should ensure that young people have recourse to an on-call mobile number that can be used at all hours throughout the week.
- 4. Service providers should take a firm stance on anti-social behaviour within their placements, as many young people stated that the behaviour of other service users is what makes them feel most vulnerable. A significant number of young people recommended that service providers implement strict warning policies, which will lead to eviction notices being serviced to residents that engage in anti-social behaviour within the placement.
- 5. Support staff within placements should be proactive in dealing with anti-social behaviour when it occurs and service providers should invest in training for their staff so that they can challenge such behaviour safely and effectively. During the course of one consultation, young people explained that when incidents of anti-social behaviour have occurred within the placement, support staff have reacted by withdrawing from the incident and retreating to the office, after which they locked the door and remained there until the incident had subsided.
- 6. Waking night support staff should keep a record of all young people who are in the placement at any given time, including the guests of service users. Within several different consultations, young people reported that it wasn't uncommon for waking night support staff not to know who was in the building. Those young people stated that this often made them feel insecure and vulnerable.
- 7. If a young person remains out of their placement for the night, support staff should keep in touch with them by text message in order to ensure that they are safe and accounted for. Support staff should attempt to call young people staying away from the placement if they fail to respond to their text messages.

Is anti-social behaviour dealt with effectively at your placement?

11 out of 30 (37%) young people stated that they felt as if anti-social behaviour was dealt with effectively within their placement.

"The day staff are good, they will come in and break up a fight, get you to shake hands after, but the night staff don't do anything"

> "If there's a lot of noise in the evening, there's nothing you can do, as there's no staff in at that

"Staff just hide in the office when it kicks off"

"Some people just aren't ready to live on their own and they make it really difficult for everyone else living here" "You shouldn't be scared of young people if you apply for this kind of work"

Recommendations

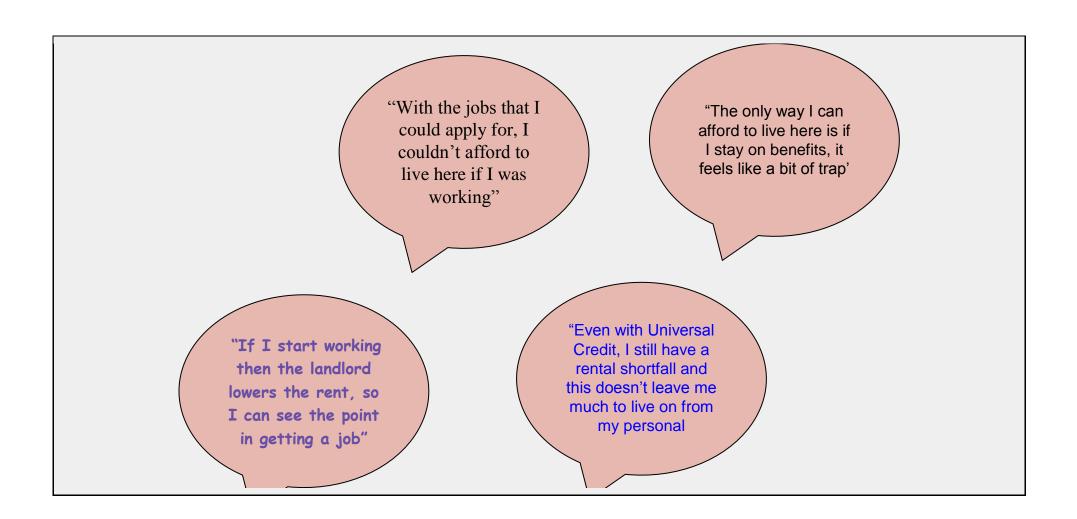
1. Service providers should ensure that all staff are trained to de-escalate challenging behaviour, so that they can react to incidents within the placement in an informed and confident manner, minimising risk posed to other service users.

- 2. Support staff should be trained in the principles of restorative justice, so that they can support young people to rebuild damaged relationships with staff and other service users following an incident.
- 3. Support staff should hold regular house meetings in which young people are given the opportunity to address any minor incidents of anti-social behaviour with the mediating support of professionals.
- 4. If living in a placement with floating support, young people should have access to a telephone number through which they can report anti-social behaviour to their support worker and the service provider twenty four hours a day, seven days a week.
- 5. A definition of anti-social behaviour and details of a tenancy management warning system should be included within service users' tenancy agreements. These details should also be displayed on a communal notice board within the placement. By being explicit about behavioural expectations and having a structured response to incidents of anti-social behaviour, service providers could respond in a more consistent and effective way when dealing with such issues.
- 6. Young people should be afforded a 'second chance' within the service provider's warning system, as this allows young people to develop trust for the adults that work with them.
- 7. Many young people reported that anti-social behaviour takes place during the night and that waking-night staff are generally less effective in de-escalating anti-social behaviour. In reaction to this, many young people recommended that service providers should closely monitor the performance of waking-night staff, who should be required to evidence the work they perform throughout their shifts, paying particular attention to any incidents of anti-social behaviour and any interventions carried out. In addition to this, service providers should consult regularly with service users about the effectiveness of the support that they receive during night hours.



Do you feel financially trapped in this placement?

23 out of 30 (77%) young people feel financially trapped in their placement.

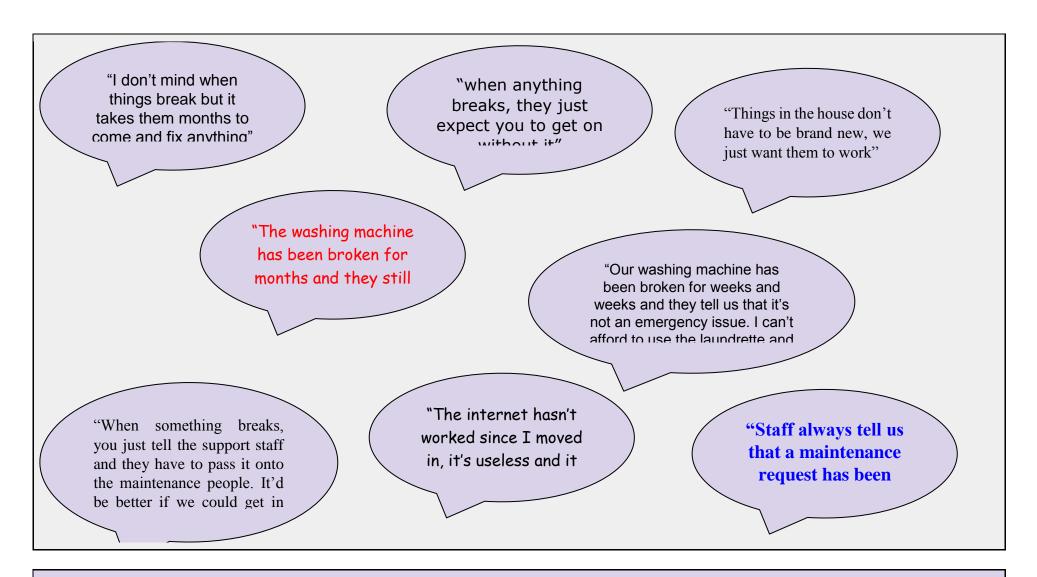


1. To discourage benefit dependency, service providers should lower rental charges for young people if they enter employment. If a young person is currently in receipt of Universal Credit, for example, service providers may align their rental charges with the maximum Local Housing Allowance within that borough. However, if that young person finds employment, their rental charges should be lowered to a rate that is proportionate to their income.

- 1. Support staff should assist young people in producing weekly and monthly financial budgets, with the aim of preventing them falling into rent arrears. Support staff should check in with young people on a regular basis, in order to assess whether they have been successful in sticking to their budgets.
- 2. Support workers should provide informative workshops and key work sessions on private renting, so that young people can be prepared for all the costs of moving into their own accommodation, including holding deposits, agency fees, etc.



17 out of 30 (57%) young people stated that their placement was in a good state of repair.



1. Service Providers should make a commitment to service users about reasonable response times for reported maintenance issues.

- 2. Service providers should provide a realistic timeline for the resolution of a raised maintenance issue, so that young people can plan around this reduction in service.
- 3. Service Providers should have a clear protocol for young people to follow when reporting a maintenance issue, which should be posted in public areas of the placement for service users to refer to.
- 4. Service providers should consult with residents in order to gain insight into what they consider to be a priority with respect to maintenance issues. For example, if you people consider washing machine breakdowns to be of great significance, this should be reflected in a service provider's maintenance policy.
- 5. Due to the fact that young people communicate predominately through online platforms, it is important that they are given adequate and reliable internet access within their placement. If Care Leavers are cut off from such means of communication, they can feel isolated and lonely, which they are already at a higher risk of experiencing.
- 6. If a maintenance issue persists for an extended period of time without any attempt at resolution, service users should be entitled to a refund on their rental or service charges, as they have not been in receipt of the full service details on their service