

# Finance and Resources Committee

10:00am Thursday 27 November 2014

## Homeless Prevention – Young People’s Services and Foyer Approach - referral from the Health, Social Care and Housing Committee

Item number	7.11
Report number	
Wards	All

### Executive summary

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The Health, Social Care and Housing Committee on 11 November 2014 considered a report on progress made to develop a foyer approach in Edinburgh for young people who were homeless, at risk of homelessness or had been looked after. Guidance was also sought on the procurement route for commissioning young people’s services. The Committee referred the report to the Finance and Resources Committee for consideration of the commissioning approach for these services.

### Links

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<b>Coalition pledges</b>	See attached report
<b>Council outcomes</b>	See attached report
<b>Single Outcome Agreement</b>	See attached report

## Homeless Prevention – Young People’s Services and Foyer Approach

### Terms of referral

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- 1.1 On 11 November 2014, the Health, Social Care and Housing Committee considered the attached report by the Acting Director of Services for Communities on progress made to develop a foyer approach in Edinburgh for young people who were homeless, at risk of homelessness or had been looked after.
- 1.2 The reshaping of these services and introducing a foyer approach would support young people to find and retain a home, gain employability skills and employment and gain independent living skills.
- 1.3 The Health, Social Care and Housing Committee agreed:
  - 1.3.1 To note the work carried out to date to achieve a foyer approach for the delivery of services to young people within Edinburgh.
  - 1.3.2 To agree the direction for reshaping young people’s services as outlined in paragraphs 3.3 to 3.7 of the report and to agree to further work being carried out to develop a foyer approach.
  - 1.3.3 To note the procurement options of tendering or collaborative consultation and associated risks highlighted at paragraphs 3.15 to 3.17 of the report.
  - 1.3.4 To agree that the favoured option was to engage in a collaborative pilot with existing providers and to refer the report to the Finance and Resources Committee for consideration in respect of the commissioning approach.
  - 1.3.5 To note the previously agreed budget reductions and savings of around £200,000 per annum that were required to be achieved within the young people’s work stream and future proposals within the 2015/18 revenue and capital budget framework.
  - 1.3.6 To note that the Finance and Resources Committee on 27 November 2014 would be asked to approve the extension of contracts for current providers in the Young People’s work stream to allow time for services to be reshaped.

- 1.3.7 To note there would be a further report to the Finance and Resources Committee seeking approval to award contracts following the preferred procurement route in Spring 2015.

## For Decision/Action

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- 2.1 The Finance and Resources Committee is asked to consider the commissioning approach proposed for the provision of young people's services.

## Background reading / external references

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Health, Social Care and Housing Committee 11 November 2014.

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## Links

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<b>Coalition pledges</b>	See attached report
<b>Council outcomes</b>	See attached report
<b>Single Outcome Agreement</b>	See attached report
<b>Appendices</b>	Appendix 1 - Report by the Acting Director of Services for Communities

# Health, Social Care and Housing Committee

10.00am, Tuesday, 11 November 2014

## Homeless Prevention - Young People's Services and Foyer Approach Update

<b>Item number</b>	
<b>Report number</b>	
<b>Executive/routine</b>	Executive
<b>Wards</b>	All

### Executive summary

The purpose of this report is to update Committee on progress made to develop a foyer approach in Edinburgh for young people who are homeless, at risk of homelessness or have been looked after. The report also seeks guidance from Committee on the procurement route for commissioning young people's services.

This report highlights:

- The initial work to establish a "foyer approach" in Edinburgh.
- The successful initial consultation with existing providers to reshape services for young people, who are threatened by homeless or have been looked after.
- The need to deliver savings through this work stream.
- The risks and control measures associated with the procurement options for commissioning these services.

### Links

<b>Coalition pledges</b>	P8, P11, P13, P14, P30, P32, P36
<b>Council outcomes</b>	C09, C10, C11, C13, C14, C16, C23, C25, C26
<b>Single Outcome Agreement</b>	S02, S04

## Homeless Prevention - Young People's Services and Foyer Approach Update

### Recommendations

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It is recommended that Health, Social Care and Housing Committee:

- 1.1 Notes the work carried out to date to achieve a foyer approach for the delivery of services to young people within Edinburgh.
- 1.2 Agrees the direction for reshaping young people's services as outlined in sections 3.3 to 3.7 and agrees to further work being carried out to develop a foyer approach.
- 1.3 Considers the procurement options of tendering or collaborative consultation and associated risks highlighted at 3.15 and 3.17 and refers this report to Finance and Resources Committee for consideration in respect of the commissioning approach.
- 1.4 Notes the previously agreed budget reductions and savings of around £200,000 per annum that are required to be achieved within the young people's work stream and future proposals within the 2015/18 revenue and capital budget framework.
- 1.5 Notes that Finance and Resources Committee on 27 November 2014 will be asked to approve the extension of contracts for current providers in the Young People's work stream to allow time for services to be reshaped.
- 1.6 Notes there will be a further report to Finance and Resources Committee seeking approval to award contracts, following the preferred procurement route in spring 2015.

### Background

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- 2.1 On 6 September 2011, the Homelessness Prevention Commissioning Plan (the Plan) was agreed by Policy and Strategy Committee. This sets out the need to prevent homelessness wherever possible. The plan was developed after extensive consultation and is part of the Council's wider City Housing Strategy 2012-2017.
- 2.2 The Young People's work stream is part of the implementation of the Plan. Other work streams consider Advice and Support, Older People, Domestic Abuse, Crisis Outreach, Complex Needs and Temporary Accommodation. For the purposes of this report, young people are generally considered to be aged between 16 and 25. However, 16 and 17 year olds are considered particularly

vulnerable due to age and often still have to develop life skills and therefore need to be prioritised for support and accommodation.

- 2.3 On 12 November 2013, the Health, Social Care and Housing Committee considered a range of options for the procurement and commissioning of homelessness prevention services within the Advice and Support work stream. Having considered the risks it agreed that its preferred option was to undertake a collaborative pilot with the current providers of services and referred the report and its decision to Finance and Resources Committee. These risks are set out at 3.15 and 3.17 of this report. On 28 November 2013, Finance and Resources Committee, following consideration, agreed the approach.
- 2.4 On 20 February 2014, the development of a foyer approach in Edinburgh was reported to the Edinburgh Homelessness Forum (EHF). The report noted support for the foyer approach from the Homelessness Planning Group. It recognised the positive impact on existing services and employment/training support linked to accommodation. The report also identified the need to remodel existing services and improve joint working. It also recognised the need for an assessment of readiness for employment/ training to form part of housing options advice.
- 2.5 Following initial consultation with stakeholders, the proposed definition of a foyer approach is:
- *Providing supported accommodation to former homeless and at risk young people alongside a range of education, training, mentoring, mediation counselling, employment support and health improvement services.*
  - *Recognising that homelessness and disadvantage is not just a matter of providing a home, but necessitates addressing the underlying causes and critically providing people with the means of gaining and sustaining employment.*
  - *Working with people to develop their talents and open up opportunities, offering engaging services to effect real and lasting change in their lives, enabling them to take the next steps towards independent living, learning and work.*
  - *Working alongside appropriate services within the Council and other agencies, to provide family based preventative services aimed at young people who need extra support and minimising the risk of future crisis situations points of moving towards and into work.*
- 2.6 There are currently nine organisations commissioned to provide 13 services for young people including visiting housing support, group work, and supported accommodation. These services provide accommodation to around 200 young people per year and visiting housing support and group work to around 300 young people per year. In 2013/14, approximately 100 young people aged between 16 and 24 years old received support from the Neighbourhood Support Service. Current contracts expire at the end of March 2015. The annual

contract value for the commissioned services in this work stream is currently around £1.5 million. A list of these services is detailed in Appendix 1.

- 2.7 Young people who are homeless in Edinburgh are currently accommodated in a range of settings including mainstream temporary accommodation that is also used for adults. In 2012/13, young people used a total of 10,358 nights of temporary accommodation. The number of 16 and 17 year olds managed through mainstream homelessness services has significantly reduced over the past two years. However, 80 young people aged between 16 and 17 years old had to be placed in generic temporary accommodation during 2013/14, and of these 40 had to be placed in bed and breakfast accommodation for a short period. Many 18 and 19 year olds are currently managed through mainstream services. It is recognised that young people are vulnerable and should, wherever possible, be accommodated in specialist young people's accommodation.

### **Foyer Approach**

- 2.8 Welfare reform is putting more emphasis on people entering employment and more young people may need to consider living in shared accommodation. There is also a need to make savings from the commissioning budget of at least £1.9 million over the next two years. This work stream therefore needs to be reshaped within a proportionately reduced budget.
- 2.9 Specialist services to assist 16 and 17 year olds and care leavers consider their housing options are already in place. There are two Young People's Housing Officers based within the Housing Options service and a Housing Officer embedded in the Through Care and After Care Service. Additional support is also provided through Youth Services at the point when a 16 or 17 year old presents as homeless. Service re-development is ongoing to deliver new pathways through housing options services for all customers and this will include a single and specialist pathway for young people. These service developments will be enhanced by the delivery of a foyer type service for all 16 to 19 year olds who require it.
- 2.10 A foyer approach has been proven to succeed in helping young people avoid homelessness and find employment. Foyers provide wrap-around services to help young people avoid homelessness and gain employability skills. The foyer can be in a single building or use a cluster of flats. The approach can also be adapted to support people in their own homes by creating a virtual foyer.
- 2.11 A foyer approach will work in conjunction with support and accommodation services provided directly by the Council. For example, around 1,000 households assessed as homeless by the Council in 2013/14 were aged between 16 and 24 in 2013/14. This included 145 young people aged 16 and 17 and 222 aged 18 and 19.

### Consultation

- 3.1 Since May 2014, initial consultation with providers and service users has taken place to agree the broad direction for services needed to help young people avoid becoming homeless. The consultation has included one to one meetings with providers, a provider workshop to develop a logic model, a stakeholder drop-in session and a survey of providers and service users. A summary of the consultation activity to date is in Appendix 2.
- 3.2 Stakeholders have been positive about the consultation process. Their comments have included:
- “We were never talked to before a consultation event. It feels great to be talked to.”*
- “We appreciate the honesty regarding the savings that are likely to be applied.”*
- 3.3 The broad direction agreed through the consultation is the development of services that:
- Provide visiting housing support and accommodation (including supported flats, move on flats and hostel accommodation) that works in greater partnership with specialist services including health, addictions and employability services.
  - Work in partnership to ensure moves to settled accommodation are sustainable.
  - Make more use of a “Case Management” approach for young people with complex needs.
- 3.4 There is interest in providing a foyer for young homeless people in Edinburgh. The initial definition of a foyer reached through consultation with stakeholders is at paragraph 2.5 of this report.
- 3.5 A summary of the points raised through the consultation are included at Appendix 2. The key points were:
- Homelessness can be prevented with increased use of mediation and improved housing options advice.
  - There needs to be improved information sharing between services and case management for care leavers and complex service users.
  - Visiting housing support is successful in helping young people retain their homes.
  - High rents can prevent some young people getting employment.
- 3.6 From December 2014, this feedback will be used as the basis for wider consultation with stakeholders, providers and service users to develop:
- Clear service specifications.

- Entry criteria for these services.
  - Measures for monitoring the effectiveness of services.
  - Rates and payment methods.
- 3.7 Separately, an officer working group has examined options for a new foyer building in Edinburgh which would require capital investment by the Council. Benefit regulations place tight restrictions on the amount of Housing Benefit (HB) that can be claimed for accommodation provided by Local Authorities in the majority of cases. Work is being carried out to clarify the HB restrictions. However, it currently appears that any new or existing accommodation used to provide a foyer may be more affordable and sustainable if provided by the third sector.
- 3.8 Partnership engagement has identified that delivering a foyer approach will need to be prioritised. This is likely to be by age and need. The aim is to guarantee foyer accommodation for all 16 to 17 year olds who need emergency accommodation. This will be followed by progressively introducing foyer type facilities for all 18 to 19 year olds either through placement in specialist foyer accommodation or in mainstream temporary accommodation with a specialist visiting support 'virtual foyer' service. It is intended that this ambitious aim will be delivered incrementally.

#### **Next Phase**

- 3.9 The introduction of a foyer approach in Edinburgh should be carried out through distinct, but parallel pieces of work. The first piece of work would be to reshape existing young people hostel type accommodation and supported flats together with existing employability services to provide a building based foyer service. This will include three hostels that provide emergency accommodation to young people. The hostels provide 45 bed spaces between them. This phase may also include 20 care leavers' flats. It is expected that the reshaped services will be in place in August 2015.
- 3.10 The next area of work would be to develop a virtual foyer with visiting support services and existing employability services. The five current visiting support services provide 560 hours of support per week to around 270 young people per year. It is expected that the reshaped services will also be in place in August 2015.
- 3.11 A potential third area of work would be to identify additional capacity that can be used in the foyer approach. This may include reshaping one or two existing mainstream temporary/supported accommodation units to consolidate the accommodation support for young people in one or two locations. Further work is required to assess if there will be any impact on people that are too old for the young peoples work stream who use temporary accommodation. This reshaping would require negotiation or collaborative work with voluntary sector partners, some of whom own the buildings used. This phase may also include the development of a new foyer building in Edinburgh as discussed in 3.7. An

update on the progress and timetable of this work will be provided to Committee in spring 2015.

### **Support Services**

- 3.12 Potential options for employability support are also being investigated. Gaining employment is an effective way out of poverty and welfare reform has increased the need to focus on employment. There is scope for existing employability support services to work more closely with housing support services for young people. This could provide employability support for vulnerable young people at no additional cost. Alternatively a dedicated officer could be commissioned from the third sector to provide employability support.
- 3.13 There are currently a number of potential service providers for visiting housing support and accommodation services. A Prior Information Notice (PIN) was issued in February 2013, as part of the advice and support work stream, to identify potential visiting support services. A second PIN was issued in September 2014 to identify potential accommodation providers. A number of potential providers expressed an interest for both services.
- 3.14 Following further consultation, it is proposed that services will be commissioned using a preferred procurement approach. There are two options for procuring these services. The first is to tender the new services with immediate effect. The second is to reshape these services through a negotiated pilot with existing providers for a period of 18-24 months prior to tendering.
- 3.15 Tendering in this way means a direct transition from the current arrangement to reshaped services. Given the scale of the change being sought this presents a risk of disruption to service users. It will also make it more difficult to amend the outcomes or specification of the proposed services as they develop.

### **Collaborative Approach**

- 3.16 The alternative approach would be to establish a collaborative pilot with existing providers. This would allow for services to be reshaped in a more controlled way, allowing the Council and service providers to test the approach outlined in this report. Current providers have indicated that they would be willing to work together with the Council to develop proposals for a collaborative approach to pilot these services for an 18-24 month period, prior to services being tendered. This would allow the Council, providers and service users to review the re-shaping of these services and make modifications during the pilot period resulting in a more refined and tested specification.
- 3.17 However, there are risks with the collaborative process. Those currently not contracted to provide services, or who are, but may wish to expand, are likely to prefer open tendering.

## **Measures of success**

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- 4.1 Reshaping services and introducing a foyer approach will:
- Support young people to find and retain a home.

- Support young people to gain employability skills and employment.
- Support young people to gain independent living skills.
- Prevent homelessness.

## Financial impact

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- 5.1 Introducing a foyer approach in Edinburgh can be achieved by reshaping existing housing support, accommodation and employability services within available budgets.
- 5.2 The total cost of Council commissioned services, within the Young Peoples work stream, is currently £1.5 million. On 13 February 2014, as part of the annual budget setting process, the Council approved a reduction in the budget for housing support services. This will have the impact of reducing the budget for the Young Peoples work stream from around £1.5 million to around £1.3 million over the next two years.
- 5.3 In addition, Finance and Resources Committee, on the 30 September 2014, agreed a suite of proposals which require detailed planning, development and consultation as part of the 2015/18 revenue and capital budget framework.
- 5.4 The proposal to reduce third party grants (including police, housing support and community grants) if agreed, may directly impact on this workstream and necessitate a further budgetary reduction.

## Risk, policy, compliance and governance impact

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- 6.1 A Check Point Group, which involves providers, service users, trade unions and other stakeholders, is in place to oversee the consultation and communication of the Homelessness Prevention & Commissioning Plan. The Check Point Group met in August 2014 to commence oversight of the consultation process for young people services. The group will continue to have oversight of all of the work streams in the Plan. A reference group of users supports the Check Point group in its work.
- 6.2 The risks involved in commissioning using collaborative consultation for Advice and Support services were reported to Finance and Resources committee on 30 September 2014. Following the same process, the Young People's work stream will carry the same risks. These are set out in 3.15 and 3.17 above.
- 6.3 Support services are regarded as "Part B services" under European Union legislation. This reduces the requirements for advertising and timescales. However, the Council still has a legal requirement under the legislation to ensure: "a degree of advertising and a procedure leading to the award of the contract which is sufficient to enable open and fair competition". Tendering presents a low risk of challenge to the procurement process.
- 6.4 There is a risk that some current providers may not wish to renew contracts. Following initial discussions with existing providers, this is considered a low risk.

This risk could be mitigated by increasing the contracts of other providers to cover any service withdrawal if necessary.

- 6.5 On 13 February 2014, as part of the annual budget setting process, the Council approved a reduction in the budget for housing support services. This totalled £2.3 million over three years. The risk of not delivering these savings will be mitigated, as savings requirements will be built into new contracts covering the contract period. In the event of additional savings to the commissioning budget being confirmed, break clauses within contracts will allow strategic decisions to be made.
- 6.6 There is a risk that further efficiencies will be required as this work stream develops. A Memorandum of Understanding will be agreed with current providers. This will establish principles to mitigate this risk of any provider withdrawing from the process by reallocating work with other existing providers. It will also establish a timetable for developing service specifications and the need to deliver savings.
- 6.7 There is a risk that housing benefit rules will change and property based foyers will not be able to rely on housing benefit to fund part of the service. At present, this is considered a low risk as there are no known new proposed changes that will affect the foyer approach.
- 6.8 The innovative approach proposed for providing visiting housing support and accommodation for young people should lead to the development of best practice. There may, however, be unintended impacts in relation to service provision. Identifying good practice and unintended impacts will require regular monitoring meetings with stakeholders.
- 6.9 If the collaborative approach is not progressed new risks will be created. Providers are aware of the successful use of the collaborative consultation approach to commission the Advice and Support services and may have an expectation that a similar approach will be used for the Young People's work stream.

## **Equalities impact**

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- 7.1 An Equalities and Rights Impact Assessment (ERIA) was completed for the Homelessness Prevention Commissioning Plan and a further assessment will be carried out in respect of the proposals for the Young People's work stream.
- 7.2 The re-commissioning of advice and housing support services for young homeless people will have a positive impact in that young people will receive help to find work or training, retain a home and get mediation to solve family disputes. This will apply to all protected characteristics unless the identified savings do not make services viable and there needs to be a focus on fulfilling statutory obligations.
- 7.3 If current services are decommissioned, there is potentially a negative impact on service users. However, this risk could be mitigated by supporting service users

to find alternative provision or to make the transition to new commissioned services. This would impact across all protected characteristics.

## **Sustainability impact**

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- 8.1 The proposal in this report will help achieve a sustainable Edinburgh and will impact positively on local communities and businesses. The services will also have a positive impact on social cohesion and inclusion and promote personal wellbeing through the proposals to prevent homelessness, enhance independent living skills and promote employability.
- 8.2 The impacts of this report have been considered in relation to the three elements of the Climate Change (Scotland) Act 2009 Public Bodies Duties. Relevant Council sustainable development policies have been taken into account.

## **Consultation and engagement**

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- 9.1 There has been initial consultation with service providers to identify the services that people use, service users' needs, the context, gaps in service provision and potential types of services that can help young people avoid becoming homeless.
- 9.2 The initial consultation with stakeholders (including services and service users) has been used to agree the broad direction for services.
- 9.3 Providers have put forward proposals for the types of services that are needed to support young people who are either homeless or threatened by homelessness. Providers have been positive about the consultation process.
- 9.4 There will be extensive collaborative consultation with providers, service users and stakeholders to develop service specifications.
- 9.5 The consultation will be overseen by the Check Point Group, which includes service users, providers and stakeholders from the third sector and across the Council.

## **Background reading/external references**

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[Homelessness Prevention Commissioning Plan, Policy and Strategy Committee, 6 September 2011](#)

[Homelessness Prevention Commissioning Plan – Update and Proposals for Advice and Report, Health Social Care & Housing Committee, 12 November 2013](#)

[Homelessness Prevention Commissioning Plan Update and Proposals for Advice and Support – referral from the Health, Social Care and Housing Committee, Finance and Resources, 28 November 2013](#)

[Update on Advice and Support Collaborate Approach, Finance and Resources Committee, 5 June 2014](#)

## John Bury

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## Links

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### Coalition pledges

P8 – Make sure the city’s people are well-housed, including encouraging developers to build residential communities, starting with brownfield sites.  
P11. Encourage the development of co-operative housing arrangements.  
P13. Enforce tenancy agreements (council and private landlord) with a view to ensuring tenants and landlords fulfil their good conduct responsibilities.  
P14. Strengthen Council housing allocation policy to give recognition to good tenants and to encourage responsible tenant behaviour and responsibilities.  
P30 – Continue to maintain a sound financial position including long-term financial planning.  
P32. Develop and strengthen local community links with the police.  
P36. Develop improved partnership working across the Capital and with the voluntary sector to build on the “Total Craigroyston” model.

### Council outcomes

C09. Edinburgh residents are able to access job opportunities  
C10. Improved health and reduced inequalities  
C11. Preventative and personalised support in place  
C13. People are supported to live at home  
C14. Communities have the capacity to help support people  
C16. Well-housed – People live in a good quality home that is affordable and meets their needs in a well managed  
C23. Well engaged and well informed – Communities and individuals are empowered and supported to improve local outcomes and foster a sense of community  
C25. The Council has efficient and effective services that deliver on objectives  
C26. The Council engages with stakeholders and works in partnership to improve services and deliver on agreed objectives

**Single Outcome Agreement**

S02. Edinburgh's citizens experience improved health and wellbeing, with reduced inequalities in health

S04. Edinburgh's communities are safer and have improved physical and social fabric

**Appendices**

Appendix 1: Services in the Young People's Work Stream

Appendix 2: Consultation in the Young Peoples Work Stream

## Appendix 1: Services in the Young Peoples Work Stream

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### Visiting Housing Support

Provider	Contract Type
Barnardos	Visiting
Dean and Cauvin	Aftercare
Link Living	Young Persons' Service
Places For People	Horizons
Rock Trust	Mainstay

### Flats

Provider	Contract Type
Barnardos	Care Leavers
Places For People	Care Leavers
Rock Trust	Care Leavers

### Group work

Provider	Contract Type
City Youth Café	Keysteps

### Accommodation

Provider	Contract Name
Foursquare	Number 20
Foursquare	Stopover
Y- People	Broomhouse
Rock Trust	Bedrock

**Table 1: Collaborative Consultation Time Table**

One to One Provider Meetings	May to June 2014
Provider Workshop	7 <sup>th</sup> July 2014
Stakeholder Drop in	10 <sup>th</sup> July 2014
Provider meeting	24 <sup>th</sup> July to 29 <sup>th</sup> August 2014
Provider Questionnaire	August 2014
Service User Questionnaire	August 2014

Key points raised through the initial consultation included:

- Housing options advice should include information about tenancies in the private rented sector and shared tenancies. This will include managing the expectations of service users and staff.
- Improved housing options advice and greater use of mediation could help more young people keep their current accommodation and prevent them becoming homeless.
- There needs to be improved information sharing between services that provide support to young people particularly when they move on to a new service.
- A “case management” approach for care leavers and complex service users (those with multi agency support) may be appropriate.
- There may be a need for very short term accommodation for young people while mediation or other housing options are explored.
- Visiting housing support is needed to help young people who have their own homes or stay with family/ friends avoid homelessness.
- Young people’s services need to work with specialist employment, addictions and health services.
- Young people’s homeless accommodation can include hostels, temporary Bed and Breakfast accommodation, shared flats, training flats, core and cluster and supported lodgings.
- Young people will need help budgeting, paying bills, getting independent living skills and gaining employability skills.
- Money issues, including high rents, dissuade some young people from getting a job.