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Youth housing strategies: A good practice guide
Much has been achieved since Shelter’s Homelessness Act Implementation Campaign. Local authorities have welcomed the changes that it has brought about. Homelessness services, rather than just responding to events, are moving towards anticipating problems and preventing them becoming crises.

However, there are still issues that need to be worked on, and needs that have not yet been fully met. The housing of young people still needs to be tackled effectively and strategically. It is vital to get this right, as it has such a huge influence on young people’s life chances – good housing and support will mean they are more likely to enter training, get a job, have a good standard of health, and be able to take advantage of any opportunities that they are offered.

The Vodafone UK Foundation is supporting Shelter’s work with and for young people in a three-year partnership, enabling young people to receive the information they need, at the time they need it. Shelter and the Vodafone UK Foundation are working together to tackle youth homelessness and social exclusion in the long term.

This guide is an example of Shelter’s work in supporting local authorities and organisations with policy ideas, examples of good practice and campaigns to support local initiatives.

It aims to be simple, practical and easy-to-use. We hope that you will find it a valuable resource.
A strategic approach to the housing of young people is now a government requirement, but this is not the only reason that youth housing strategies should be developed. Potentially they are a blueprint for maximising resources, promoting joint working and ensuring a proactive rather than reactive approach to the housing problems of young people.

Devising a youth housing strategy also presents the opportunity, for separate sections of a housing department and other key organisations, to come together and work on an achievable plan. Ensuring its relevance to everyone involved in carrying it out, is perhaps one of the biggest challenges facing the officer or group responsible for producing the strategy. The commitment and will to make it work need to be present to ensure success – and this applies to politicians, policy-makers, management and frontline staff equally.

**Vision statement**

The statement should present a view of your overall vision for youth housing in your area, and should set the tone for the document.

For example:

‘Our vision is that every young person in (name of locality) should have access to a full range of housing services and the opportunity for a decent and affordable home, suitable to their needs.’

**Aims**

Should give a broad overview of what the strategy will achieve.

For example:

- to prevent homelessness wherever possible
- to ensure sufficient accommodation is available for young people who are, or may become, homeless
- to ensure the provision of appropriate support for homeless and badly housed young people.

**Legal duties and responsibilities**

There are certain legal duties and responsibilities placed upon councils in relation to the housing of young people.

These duties and responsibilities are laid down by various Acts of Parliament and in points of law arising from these Acts.

The most important acts to consider are The Children Act 1989, the Housing Act 1996, the Children Leaving Care Act 2000 and the Homelessness Act 2002.

It is useful to set out legal duties and responsibilities in your strategy, both for the benefit of individuals and organisations referring to it, and for those staff that will use it in the course of their work.

Refer to Appendix one for a quick guide to legislation concerning young people in housing need.
Extent of need

This involves trying to measure the extent of young people presently without suitable, secure accommodation. It can also mean trying to gauge how many young people do not have access to accurate, up-to-date advice about housing and homelessness issues.

Needs assessment is about more than measuring the difference between the numbers of bed spaces available in a locality and the number of young people seeking accommodation.

Whoever is undertaking the assessment should have an understanding and knowledge of the needs of young people. They should be prepared to be innovative in collecting data – looking outside the mainstream for places where young people might seek help, advice, and information.

Quantitative and qualitative data can both be used when researching need. Quantitative data provides baseline information on the current provision; qualitative data is more subjective and examines experiences, highlights problems and possible solutions, and defines aspirations.

Example of quantitative data collection

Collection of the most recent yearly statistics from all organisations offering young people accommodation, advice, and support. If possible, this should be broken down in order to answer questions such as:

- where do the young people seeking accommodation originate from?
- what is the cause of their homelessness? (Consider both presenting and root cause.)
- what is the average age of young people seeking accommodation?
- are they involved in education or training, and are they employed or unemployed?
- are certain parts of the region/city producing more homeless young people than others?

Without good-quality, detailed statistics to work with and analyse, it will be very difficult to tackle youth homelessness in a particular region/city, or even to identify contributory factors with any certainty.
If recent statistics are hard to come by, uninformative or difficult to analyse, the first and potentially most serious gap in provision has already been identified – a lack of the basic information without which any strategy or plan will be seriously flawed.

A common monitoring system can provide the information needed. It enables an area to have a clearer picture of homelessness and housing problems by collecting standardised information from both statutory and voluntary agencies. A unique code should be assigned to each individual, thereby eliminating the danger of double counting. It is then possible to track an individual’s visits to different agencies, and to build a picture of their experience of homelessness services.

Refer to Appendix two for information on putting together a multi-agency monitoring scheme.

Example of qualitative data collection

This could involve consulting a wide range of young people about their knowledge, experiences and aspirations regarding housing and homelessness.

Methods may include:

- questionnaires to be filled-in directly with young people, or via organisations such as Connexions or the Youth Service
- detached work sessions (sessions where ‘unattached’ young people are interviewed)
- sessions in schools/youth-training schemes
- special-interest groups – meetings held with groups such as young homeless people, young people with physical disabilities or mental-health problems, young parents, or any other group who may potentially be excluded from mainstream research.
Advice and information services for young people

Under the 2002 Homelessness Act, the duty on local authorities (LAs) to provide advice and assistance has been strengthened. In order to comply effectively with new guidelines, as a minimum, LAs should:

- introduce housing need assessments for applicants who are homeless or threatened with homelessness, even if they are not owed the main rehousing duty
- improve collection of information about local housing options appropriate to a range of needs
- improve the provision of advice and information services to meet the new duty.

In order to provide a good-quality and comprehensive advice and information service tailored to young people, their particular needs and aspirations should be considered. Many of them will not have planned their transition to independent living, and some will have no family help or support to guide them through the process. They will need information on the following topics:

- different types of accommodation in their local area
- how to access this accommodation
- tenancy rights, especially in the private sector
- their rights under housing and childcare legislation
- the benefits that may be available to them.

Local authorities with more than one centre, or which are predominantly rural, may need to consider more innovative ways of delivering this advice. A mobile service may be appropriate in rural or dispersed authorities, while specialist staff that are able to provide an outreach service could provide an alternative solution. Venues for outreach services might include local housing offices, doctors’ surgeries, post offices, and community centres.

Any service being offered should cater for the particular needs of young people. As well as the specialist knowledge that staff must possess, the environment needs to be open and welcoming in order to attract a client group that may be inexperienced in seeking advice, vulnerable, lacking in confidence, and in need of reassurance.

The same could be said for many other groups and, in practice, a ‘person-friendly’ atmosphere should be enough to attract young people in and ensure that they make the best use of the service. Your local authority should make adequate provision for effective display and circulation of information on ‘where’ and ‘when’ the service is available to them. An open door
Joint working between the voluntary sector, the housing department, and social services, has the potential to improve and streamline the service a young person receives. For example, a voluntary sector organisation such as a youth advice agency could conduct a needs assessment that would determine the young person’s legal status and their housing and support needs. This assessment would be recognised and acted upon by the housing department. Joint agreements between housing and social services departments can lay down their areas of responsibility to young people and pave the way for joint service provision.
Your youth housing strategy should include details of all housing presently available to young people – hostels, night shelters, accommodation projects, supported housing schemes, foyers, and pathways into housing association and council housing.

It is important to consider the differences between the various types of provision, the categories of young people each will cater for, and how they match local need. For example, foyers are generally unsuitable for young people with high support needs.

In looking at council and housing association stock, it will be necessary to examine whether this source of housing is easily accessible to young people, and, if not, how it can be made so. Local lettings policies can facilitate more flexible and imaginative ways in which mainstream stock can be accessed. For example, in Merseyside, Shelter and a local housing association devised a scheme to allow groups of friends to share houses while holding separate tenancies (see Further reading).

Tenancies for under-18s is an area of housing law and practice where there has tended to be confusion and disension. This issue is discussed further in Appendix three.

Rent deposit schemes are a way of helping young people to meet the heavy initial costs of moving into private accommodation. They can operate in various ways, offering a guarantee to a landlord or alternatively holding a deposit for safekeeping. Most are run by the local council, a housing association or a local advice centre.
There may be instances where there is a need for a particular kind of housing, or where the amount of housing currently provided does not meet the demand. It may be helpful to keep in mind groups of young people with specific housing needs, and to check whether there is a current way of meeting those needs. For example, young people who are:

- pregnant
- caring for children
- from a black or ethnic minority background
- leaving care
- living with a physical disability or learning difficulty.

### Mapping the gaps

You should detail the organisations that will help to deliver the youth housing strategy. For the strategy to have the best chance of success, the partnership should include:

- social services
- health
- education
- neighbouring local authorities
- registered social landlords
- supported housing providers.

It could also include:

- the Youth Service
- Connexions
- youth offending teams
- police
- community groups.

There may be other significant potential partners depending on the locality.
What young people want

It is extremely important to consult young people, for a variety of reasons. It is now widely recognised that any sort of provision is more likely to be effective if service users are consulted from as early a stage as possible. There is a move away from groups being passive recipients of a service and, instead, they should be actively involved in its design and delivery.

Young people have a unique viewpoint that cannot be replicated by even the most experienced housing officer, youth worker, or architect. If they feel ownership of projects from an early stage, and are able to troubleshoot and tailor things to suit their needs and wants, the project is more likely to be used effectively further down the line.

Guidelines for consultation with young people

- It is important to be seen to be serious and focused, rather than tokenistic, about working with young people. This means making sure that any consultation is fully inclusive and accessible to all young people in the locality.

- Do not raise false expectations. Ensure that young people understand what they can and cannot influence.

- Ensure that young people are informed about the progress of any projects that they are involved in. A common complaint from community members of all ages is that they are frequently asked their opinions, but never find out what influence they have had, or whether they have made any kind of difference.

- Find out about existing methods of consulting with young people. Good contacts will be local schools and colleges, supported housing providers, the Connexions team, and the Youth Service. Be wary, however, of only consulting with young people who are already actively engaged with an organisation of some kind. Reaching socially excluded young people will require commitment, tenacity, and patience.

- Be prepared to give as well as to take. In order to participate effectively, young people will need to feel free to ask questions, and they have a right to receive information and advice.

- Young people who are involved in a consultation or participation exercise are giving their time and energy. This should be recognised with some kind of remuneration that could be in the form of training, activities, vouchers, etc.

See Appendix four for ways to involve young people.
Strategy objectives/delivering the action plan

This section of the strategy will initially set out what the strategy actually aims to accomplish.

For example:

‘We will devise a joint protocol for housing and social services within six months, and have all staff trained to use the protocol within one year.’

It should also detail the various mechanisms by which the plans outlined in the strategy will be delivered.

Responsibilities of various partner agencies should be clearly set out, as should the actions that the housing department will take. Vagueness should be avoided, with the emphasis on the clear, the transparent, and the specific. This should be adhered to, particularly in the case of setting and keeping to deadlines.
Monitoring the strategy

Monitoring and evaluation of the strategy is crucial for several reasons:

- it is required by funders and regulators
- it enables progress towards goals and objectives to be assessed
- it will help to ensure a proactive rather than reactive service
- it will reveal which parts of the strategy are working, and which aren’t
- it will help to set a direction for future work.

Unfortunately, comprehensive monitoring and evaluation are often overlooked, and they must be considered carefully as an essential part of the work from the initial stages.

Financial implications

It is important to decide whether delivering the strategy will be more costly than what is already in place, or whether it is more a matter of improving efficiency and redirecting resources.

If there are extra financial implications, it will be necessary to explore these at an early stage, and to decide how any additional funding will be provided.
Contact details of officers with responsibility for delivering the strategy

The strategy will be the responsibility of a named officer, or officers, from the housing department. It is likely that they will need to be contacted by a variety of agencies, and, for this reason, it is important that their names and contact details are on the document.

Further reading

Folkard, Kate (1998) Housing Strategies for Youth – A good practice guide, Chartered Institute of Housing.

Steps Scheme Project Report (1999), Shelter Young Persons Team.

Appendix one: legislative framework relating to young people and housing

Childcare legislation

**Children Act 1989**

Section 20 of the Children Act 1989 requires that every local authority social services department shall provide accommodation for any child in need in their area who has reached the age of 16 years and whose welfare the authority considers likely to be prejudiced seriously if they do not provide him/her with accommodation.

A child in need is defined within the Act (Section 19.10) as:

- a) unlikely to achieve or maintain, or to have the opportunity of achieving or maintaining, a reasonable standard of health or development without the provision for him of services by a local authority
- b) his health or development is likely to be significantly impaired or further impaired without the provision of such services
- c) he is disabled.

Section 17.1b makes it a general duty for social services to promote the upbringing of children by their families.

Schedule 2, paragraph 1 (1) of the Children Act 1989 states that every local authority shall take reasonable steps to identify the extent to which there are children in need within their area. Paragraph 1 (2) requires every local authority to publish information about the services it provides under sections 17, 18, 20, and 24.

The guidance for the Act is not particularly clear, and its implementation and use has varied across the country. Young people in some areas have been able to gain very little, if any, practical help from their social services department.

**Children (Leaving Care) Act 2000**

This Act places new duties on social services to provide accommodation and maintain contact with young people who leave care. The duties vary depending on how long the young person was in the care of social services, between the ages of 14 and 17.

Homelessness legislation

**Housing Act 1996**

Part VII of the Housing Act 1996 sets out the duties of housing authorities with respect to homelessness and threatened homelessness. The main homelessness duties in sections 193 and 195 of the Act apply only to applicants who have a priority need for accommodation.

**Homelessness Act 2002**

Passed in February 2002, it is an amending act to the existing Housing Act 1996 in respect of homelessness (Part VII) and allocations (Part IV). The Homelessness (Priority Need for Accommodation) Order 2002, passed concurrently, extended the priority need categories to include:

- a) a person aged 16 or 17 who is not a relevant child or a child in need to whom the local authority owes a duty under Section 20 of the Children Act 1989
- b) a person under 21 who was (but is no longer) looked after
- c) a person aged 21 or more, who is vulnerable as a result of having been looked after, accommodated, or fostered (except a person who is a ‘relevant student’).

The Act also introduces a new and innovative duty on local housing authorities, to draw up homelessness strategies and to review these strategies at least once every five years. There are new Codes of Guidance to complement the Act. The Act and these Codes of Guidance extend to cover England and Wales, although the Priority Need Order for Wales, passed in March 2001, has some slight differences.
Appendix two: multi-agency monitoring schemes

**Why set up a MAM scheme?**

It will improve the quality and consistency of the data that needs to be collected in order to inform the review and strategy process. It will ensure that resources are accurately targeted, and gaps and areas for improvement are highlighted.

**Aims of multi-agency monitoring**

- **To look at the extent and nature of homelessness:**
  - to assess the number of young homeless people
  - to gain a profile of young homeless people
  - to gain an accurate picture of the type of housing problems faced by young people
  - to identify how many young people approached which agencies
  - to examine in detail how young people interact with agencies.

- **To provide an information service that will assist in development and strategic planning:**
  - to identify where gaps in provision and services are and to suggest ways to fill these gaps
  - to assist local authorities and other organisations in effectively coordinating and developing appropriate resources
  - to monitor the effects of unemployment and benefit legislation on access to housing
  - to promote a coordinated approach to the issue of youth homelessness at local level
  - to assess the match between supply and demand

- **Dissemination of information:**
  - to encourage multi-agency working which will meet the needs of both agencies and young people.

- **How to set up a MAM scheme**

  The nature of the scheme requires one organisation to undertake the role of lead agency and others to be participating agencies. It is therefore essential for one organisation to commit the staff time required for its coordination.

  **The role of the lead agency is:**

  - to act as a facilitator by gathering and collating information
  - to establish systems of monitoring and evaluation, and definitions, and coding for the database
  - to give feedback, reporting on statistics at agreed times
  - to analyse the information and provide regular reports
  - to arrange regular meetings and to maintain contact with all agencies
  - to develop the scheme by encouraging new agencies to join
  - to ensure that all agencies follow the agreed guidelines
  - to chase up late returns
  - to keep agencies motivated and encourage a sense of ownership of the project.
Who can participate?
Any agency that has contact with young people who have housing problems could be a participating agency. Included may be:

- statutory agencies: local housing authorities, social services, the probation service, youth offending teams
- support services: organisations offering advice, assistance, advocacy, befriending, counselling, information, and careers advice; outreach support schemes, rent deposit schemes, family reconciliation services, Citizens Advice, day centres, youth centres, etc
- hostels: direct-access emergency accommodation, standard hostels, those which are single-sex or target particular groups, and short- and medium-term accommodation providers
- non-hostel accommodation providers: accommodation projects and supported accommodation, housing associations, foyers, and supported housing providers.

A good starting place when developing a MAM scheme is a local housing/homelessness forum, if one exists. It may be easier to persuade agencies to participate and maintain their commitment within a housing forum.

The role of participating agencies is:
- to follow guidelines and decisions agreed at MAM meetings
- to return information at agreed times
- to ensure all information is as accurate and detailed as possible.

What information needs to be collected?
Key monitoring information is detailed below. It is not an exhaustive list, and each scheme needs to ensure that both the lead and participating agencies are in agreement about the information they require at the start of the monitoring period.

- **Initials and date of birth**: an eight-digit sequence to avoid double counting. This highlights individuals appearing more than once.
- **Area of origin.** This information will highlight problems in specific areas and track movement within local authority boundaries.
- **Racial/ethnic origin.** Clients must determine their origins, not a third party. This monitors:
  - any differences or patterns in experiences
  - discrimination issues
  - accessibility of housing and support services
  - demand for specialist provision.
- **Sexuality.** This must be voluntarily disclosed by the client and assumptions must not be made. It monitors:
  - any differences or patterns in experiences
  - discrimination issues
  - practical and support needs
  - accessibility of housing and support services
  - demand for specialist provision.
- **Disability.** This will include physical and learning disabilities and must be determined by the service user.
  It monitors:
  - any differences or patterns in experiences
  - discrimination issues
  - priority status with housing providers
  - practical and support needs
  - accessibility of housing and support services
  - demand for specialist provision.

- **Referred by.** This helps to examine referral patterns.
  It monitors:
  - access to temporary housing
  - when and how young people seek advice
  - joint procedures.

- **Household type.** This also includes information on gender as well as different household types (i.e. pregnant women – single parent or part of couple with children).
  It monitors:
  - differences or patterns in experiences
  - discrimination issues
  - priority status with housing providers
  - accessibility of housing and support services
  - demand for specialist provision.

- **Tenure (slept last night).** The presenting situation is required, i.e. where they slept last night/last lived.
  It monitors:
  - rough sleeping
  - homelessness after having own tenancy
  - hidden homelessness
  - movement between projects
  - local and government policy.

- **Housing problem.** You should note the main reason a client has approached the agency (their actual housing problem, not what may have caused it).
  This monitors:
  - need for advice/preventative measures
  - people at risk of sleeping rough
  - private rented issues
  - landlord problems
  - need for support
  - neighbour disputes.

- **Source of income.** This takes note of full/part-time wage, type of benefit, grant, no income, etc.
  It monitors:
  - impact of government policies
  - accessibility of the private sector
  - demand for support services.
- **Contributory factor.** Factors that have contributed to the person’s housing problem. This may include issues such as redundancy and family breakdown.

It monitors:
- impact of government policies
- accessibility of the private sector
- demand for support services.

- **Statutory involvement:** three categories – social, probation and mental-health services.

This monitors:
- correlation with homelessness
- need for extra support
- fulfilment of duties by statutory bodies
- need for/effectiveness of joint procedures.

- **Outcome.** This records what initial action was taken, or the service provided.

It monitors:
- how many people are turned away
- level of inter-agency working
- the number of people who move from agency to agency.

**Data protection and issues of confidentiality**

Individuals are not identifiable, owing to the use of the eight-digit code rather than names. Only a named officer at the participating agency and the individual themselves should see the raw data, which should be destroyed once the information is entered into the computer system. Participating agencies and service users must give their consent before any third party sees their data.

The lead agency is the processor of the information rather than the controller, and, as such, it is the responsibility of the participating organisations to ensure systems are secure, rather than the other way around.

**Key tasks involved in setting up and sustaining a MAM scheme:**

- a lead agency is identified
- the lead agency invites other organisations to participate
- each agency nominates a lead person for the scheme
- participating agencies provide statistics at agreed intervals, e.g. every three months
- a report is produced after a year. This can be used to encourage other agencies to join
- the lead agency provides regular feedback, information, and the yearly report
- annual meetings are held to keep current agencies involved, and to provide an opportunity to recruit other agencies to the scheme.

See Further reading for more information on setting up a MAM scheme.
Legal position of under-18s

Many landlords are confused over the legal situation regarding letting property to minors because of the commonly held belief that they cannot be bound by a contract, and therefore cannot be taken to court for rent arrears. Landlords frequently insist on guarantors for this age group, thus making it difficult for them to secure longer-term accommodation.

The legislation governing the granting of tenancies to minors is the Law of Property Act 1925. The Act states that a tenancy of residential property is a legal estate in land, and that a minor cannot hold a legal estate. However, this does not mean that young people cannot be housed in self-contained accommodation. If a landlord attempts to grant a tenancy to a minor, it effectively means that the landlord will be holding the tenancy in trust for them, and that the ‘tenant’ is actually a licensee. The licensee will be regarded as having the same rights as a tenant if they have exclusive right of occupation of the premises. These licences automatically mature to a tenancy when the young person reaches the age of 18.

The Law Commission has also suggested that an equitable tenancy could be used up to the age of 18. The 16- or 17-year-old is liable for rent and other general tenancy conditions. The advantage is that landlords can treat minors in the same way as adult tenants, with no uncertainty as to the legal status of the agreement.

When a couple wish to rent a property as joint tenants, and one is over 18 and the other is a minor, the older person would hold the tenancy in trust for their partner or flatmate, rather than the landlord having to do so. Both individuals would be liable for the rent.

There has been some debate over whether it is feasible for a landlord to hold tenancies in trust for their ‘tenants’. This has been clarified to some extent by case law in 1998, when a court ruling held that a minor who had succeeded to a tenancy could remain in the property whilst their landlord, Kingston-upon-Thames LBC, held it in trust for them until they reached the age of majority.

Court action against minors

Many landlords assume that because under-18s cannot hold a tenancy, they cannot be held liable for rent. This has led to many local authorities and housing associations insisting on young people having guarantors. However this need not be the case, as minors can be held contractually liable when the contract is for the provision of something that is a basic necessity of life, e.g. food, clothing, or shelter.

Therefore, if a young person fails to pay the rent or to comply with any other condition of occupation, the landlord can take the property back through possession proceedings, within the same legal framework used for all tenants.
The only difference is that if it becomes necessary to take proceedings against a minor, the court must apply for a 'guardian ad litem' to act on their behalf. This can be a parent or social worker, but if neither of these are an option, it will be the district judge of the county court in which proceedings are brought. A guardian ad litem will not be liable for any legal costs unless resulting from personal negligence or misconduct, nor can they be held responsible for actions by the minor.

**Good practice**

Many authorities and housing associations impose a minimum age for registering for housing, and exclude minors from applying. In the context of the legislation outlined above, it would make sense for these restrictions to be lifted, and for authorities to draw up criteria for assessing the housing and support needs of each individual applicant. This would mean that tenants of any age who require support could be allocated property that is suitable to their needs.

All available guidance recommends closer or joint working between different local authority departments and the voluntary sector in order to provide a comprehensive and flexible service for young people, but there is still a great deal of work to be done in many areas.
Imagination and a willingness to try new approaches are essential for effective consultation with young people. Different strategies will be appropriate depending on the tasks that need to be accomplished, and the resources and time available.

Ways of involving young people include:

- **Suggestion boxes**: Simple and anonymous. Their purpose must be clearly explained if they are to be effective. Probably best used in venues such as schools, colleges and youth clubs.

- **Postcards**: Can be used for very simple tick-box questionnaires. Must be pre-paid.

- **Internet pin board**: Young people can post messages and comments to a designated site on the Internet. Can also be used to fill in questionnaires and surveys online. Could be linked in to any existing IT project for young people.

- **Questionnaires and surveys**: Return rate can be low if not done face-to-face.

- **One-to-One interviews**: Time-consuming, but can provide a wide range of good-quality information.

- **Focus groups**: These consist of a group with shared interests (in this case a group of young people) getting together to share concerns and experiences, and to discuss issues. A particular task, objective, or outcome, will be focused on. Existing structures and organisations working with young homeless people can be used to access participants.

- **Seminars and conferences**: With the appropriate support, young people can be involved in the design and delivery of these events, as well as attending them as delegates.
Bad housing wrecks lives

We are the fourth richest country in the world, and yet millions of people in Britain wake up every day in housing that is run-down, overcrowded, or dangerous. Many others have lost their homes altogether. Bad housing robs us of security, health, and a fair chance in life.

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