City & County of Swansea
Supporting People Programme Local Commissioning Plan 2016/17.

Contents

1.0 About this plan

The purpose of this document is to provide information on how the City & County of intends to use it annual allocation of Supporting People Programme Grant (SPPG). This funding is provided by the Welsh Government to commission housing related support services. This commissioning plan sets out commissioning priorities over the next 3 years.

The plan is refreshed annually to adjust for emerging commissioning issues and to respond to Welsh Government funding adjustments. This resource is specifically targeted at individuals with in the City & County of Swansea population who are threatened with homelessness or who are homeless or those who require support to maintain and be able to remain in their home in the community.

The National Supporting People Programme Grant is aimed at homelessness prevention and tackling poverty. The programme has key role in assisting to mitigate the impact of central governments welfare reforms which will raise additional challenges to the already vulnerable service users that it aims to support.

The document will show how the SPPG programme is a key tool and a contributor to meeting some the corporate challenges identified in the One Swansea, Local Service Board Single Integrated Plan.

The preparation of this document was an expectation of Welsh Government as part of the new Supporting People Programme Grant Conditions published 2013
http://wales.gov.uk/topics/housing-and-regeneration/services-and-support/supporting-people/publications/sppgguide/?lang=en

However, for 2015/16 Welsh Government no longer required it to be submitted directly to them. It must be submitted to the Western Bay Regional Collaborative Committee. The Local Plan must have elected member approval so that it is formally the statement of local priorities. The local plan will be used to inform the development of the Western Bay Regional Commissioning Plan which will be submitted to Welsh Government.

The document will also detail the challenges which will be faced in administering the programme over the next year and onwards as a result of revisions to funding

settlements. The majority of grant is spent via contracts with third sector organisations. Due to the funding reductions applied nationally to the grant and the Local authority allocation difficult decisions may need to be made. Some principles have already been established on how to approach making these decisions and are detailed in the plan.

On a positive note with these challenges come opportunities to develop, innovative and do things in different ways to support individuals to overcome their own personal challenges and build their personal resilience. In 2015/16 the City & County of Swansea will be spending £13,817,121.14 supporting vulnerable people.

2.0 What the Supporting People Programme Grant funds?

The Supporting People Revenue Grant is paid to each Local Authority to commission or provide services to help prevent people becoming homeless or requiring residential/ institutional services, through the provision of 'housing related support.

Housing related support enables people to develop or maintain the skills and confidence necessary to maximise their ability to live independently. Tasks which, if not performed adequately, would lead to a breakdown in the individual's rights or ability to continue living in that home. Examples of these tasks are;

- The ability to organise paying housing costs, (rent, mortgage etc.) in order to avoid losing possession,
- The ability to organise paying utility bills and arrange for the proper provision of services which keep the home fit for habitation,
- The ability to maintain the security of the home, such as maintaining technical devices or controlling visitor access,
- The ability to maintain health and safety in the home, including the safe condition of the building, the safe use of appliances, and hygiene,
- The practical living skills necessary to live independently, such as cooking, and knowledge of nutrition or domestic chores such as laundry,
- The ability to establish a stable place within the community, for example, the use of community facilities or the resolution of disputes with neighbours.

A unifying principle of housing-related support has been that it is provided in relation to a housing need. It therefore must be provided in a housing context.

The Grant Programme has housing, and preventing homelessness or people living in inappropriate institutional settings, at its core. Support can be offered to anyone eligible, regardless of the tenure. The emphasis of the programme is "doing with" as opposed to "doing for" and building their personal resilience for the future.

Limitations

The programme cannot fund hands on personal care. Individuals must be over 16 years and have the legal responsibility for the accommodation. They must be assessed as having a housing related support need and be at risk of losing their accommodation e.g. through eviction or would otherwise without support need to be accommodated in an institutional setting

Service Models

The services that the programme funds have been broadly grouped by the following services models:

- **Direct Access Homeless Hostels** are a form of temporary accommodation which may involve sharing facilities where there are staff on hand to manage the building and support the individuals who need to live there move on to a form of more sustainable accommodation. This can also include Refuge provision for those fleeing domestic abuse.

- **Temporary Supported Housing** provides a more settled type of temporary accommodation which may have shared facilities for up to two years. Individuals have access to support staff who work with them in a more planned way to help individuals move on to a form of secure accommodation either without the need for further support or with some floating support.

- **Floating Support** is a service where support workers visit the person in their own home whatever the tenure. Staff may be working to resettle them after a period of homelessness or living in temporary accommodation or are working with an individual who may be threatened with homelessness to prevent loss of that accommodation or to sustain a satisfactory level of independence ongoing to allow them to remain.

- **Permanent Supported Housing** which may have shared facilities but will have staff based at the property who work with individuals to maximise their independence but where there is no requirement to move on unless it is appropriate for the individual.

- **Sheltered Housing** a proportion of the costs of living in certain types of this provision where there may be an onsite staff presence such as a warden or caretaker and/or community alarm facilities is met by Supporting People Grant.

- **Other**

Any of the above models may be provided in a range of intensities which directly links to the level of staffing and period of staff cover. For example, for a service aimed at individuals with high level needs staff may be on site in supported housing 24 hours a day, or at the other end, for someone with low level but ongoing support needs a visit fortnightly to their home by a support worker may be sufficient.

Service models can be specialised to provide support for the following groups and Welsh Government monitors spend again the list of groups below. However, not each LA has a specific service commissioned for each category and in some cases services cover a number of groups:

- Women at Risk of Domestic Abuse
- Men at risk of Domestic Abuse
- People with Learning Disabilities
- People with Mental Health Issues

- People with Alcohol issues
- People with Substance Misuse
- Refugees
- People with Physical and or Sensory disabilities
- Young People who are Care Leavers
- Young People at Risk
- People at risk of Offending
- Single People with support needs
- Generic people with support needs
- People with HIV/AIDs
- Families with support needs
- Complex needs (>2 of the needs identified)
- Alarms services (including alarms in sheltered and extra care schemes)
- Older People with support needs

Unit of Support = The capacity to meet one person's support needs.
- In accommodation based services such as 24 hour schemes where staff are based on site, units of support relates to the total amount of bed spaces with support attached .
- In floating support where support is provided to an individual in their own home, units of support relates to the total number of people than can be supported at any given time by each support worker or the service as a whole.

Supporting People Programme Outcomes
There is a National Supporting People Outcomes Framework for the programme.

> *"People have the right to aspire to safe, independent lives within their community and the financial security and health to enjoy that community. People differ in the barriers they face in achieving these aspirations. Housing related supported seeks outcomes for people that are steps on the way towards these ultimate aspirations.*
>
> *Outcomes should be person centred, purposeful, negotiated and agreed with the individual and, if appropriate, with their advocates, supporters or carers. Outcomes will be achieved through **enabling maximum possible control, involvement and understanding across the following areas where appropriate**:*
>
> *The project is: **Promoting Personal and Community Safety***
>
> *People are:*
>   1.   *feeling safe*
>   2.   *contributing to the safety and well-being of themselves and of others*
>
> *The project is**: Promoting Independence and Control***
>
> *People are:*
>   1.   *managing accommodation*

2. *managing relationships*
3. *feeling part of the community*

The project is: **Promoting Economic Progress and Financial Control**

People are:
1. *managing money*
2. *engaging in education/learning*
3. *engaged in employment / voluntary work*

The project is: **Promoting Health and Wellbeing**

People are:
1. *physically healthy*
2. *mentally healthy*
3. *leading a healthy and active lifestyle"*

3.0 Who can influence what is funded through the Supporting People Programme Grant.

The diagram below set out the governance process and shows the differing groups who can influence decisions.

Supporting People Programme Grant
Planning Process

WELSH GOVERNMENT

⇧

REGIONAL COLLABORATIVE COMMITTEE
(Neath Port Talbot, Swansea & Bridgend LA'S Health Probation, Service Users Support Providers, CHC Accommodation Providers & co-opted members)

⇧

CABINET MEMBERS

⇧

SPPG COMMISIONING GROUP
Adult and Child & Family Social Services
Poverty & Prevention & Housing Services
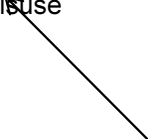### ABMU Health Authority & Probation Service

⇧

COMMUNITY CARE
COMMISSIONING GROUPS

- Physical Disability
- Mental Health
- Learning Disability
- Older Persons
- C & F Permanence
    C & F Prevention & Wellbeing

Accommodation Sub Groups
- Domestic Abuse
- Mental Health
- Learning Disability
- Substance Misuse

JOINT HOMELESSNESS & SUPPORTING PEOPLE COLLABORATIVE PLANNING PROVIDER FORUM

REGIONAL JOIN IN PROJECT
SERVICE USER INVOLVEMENT FRAMEWORK
Strategy Document outlining
Rights & Responsibilities

Regional
- **Annual Provider Returns on themes/issues**
- **Annual Events and report and action plan**
- **Local Join In Service Community Groups**
- **Service Reviews including Peer Reviewing**

Homelessness Task Groups
Young Persons Accommodation
Rough Sleepers
- Move On
- Private Sector

4.0   Financial context for commissioning services using SPPG

The current financial context is based on early indications from Welsh Government Officials to begin modelling the following possible reductions on the 2015/16 allocation of £13.8 Million. The following shows percentages and equivalent possible cash reductions for 2016/17:

• 20%   £2.763 million
• 15%   £2.073 million
• 10%   £1.382 million
• 7.5% £1.036 million

The Western Bay Regional Collaborative Committee has suggested a 7.5% reduction as the minimum to be modelled. This is based on the Supporting People National Advisory Boards paper on discontinuing the interim redistribution formula on the same cut applied for 2015/16.

A letter from Welsh Government indicates budget figures are not likely to be available this year until January 2016 which is later than usual. This provides a very short timescale to reach a decision on the best commissioning approach to implement.

Welsh Government has also indicated they expect there will be further year on year reductions projecting a possible figure of 40% reduction over three years, equivalent to £5,526,848.45 reduction. Any of the modelled cuts would represent substantial reductions in service provision.

To date previous SPPG allocation reductions have been implemented without any individuals losing their service through cost reduction exercises. It is evident as a result implementing the previous reductions for 2015/16 that this approach is unlikely to be possible going forward.

Initial engagement with the Joint Homelessness and Supporting People Collaborative Provider Forum has taken place to inform the development of an option appraisal on taking forward the procurement exercise.

The LCP will inform that process in identifying where the LA will prioritise the investment and what service should be delivered. The concept of a blank page approach has been used to inform the development of new and revised service models/specifications to deliver against the strategic priorities.

5.0   Strategic Context for Commissioning with SPPG

Nationally
Welsh Government guidance is strengthening an emphasising the role of the SPPG programme as a resource for delivering on key LA homeless prevention duties within the new Housing Wales Act introduced in 2015. This is specifically in relation to new homelessness prevention and the requirement to assess housing related support needs.

The Supporting People grant programme also sits within the Welsh Government Tackling Poverty Portfolio currently. The Ministerial guidance is advocating closer links with other tackling poverty grants both at Welsh Government level and locally with programmes such as Communities First, Families First and Flying Start. Given the reduction in funding to Welsh Government we anticipate change post Assembly election on the administration of the Antipoverty Grants based on the current discussions underway with officials undertaking research.

At a national level the guidance is being developed for the implementation of the new Social Care and wellbeing Act. LA's will be reviewing theirs strategies in order implement.

Locally
There Local Service Board (LSB) has identified the following priorities for the City & County of Swansea as an area:

- Children have a good start in life
- People learn successfully
- Young people and adults have good jobs
- People have a decent standard of living
- People are healthy, safe and independent
- People have good places to live and work.

The national Supporting People outcomes framework is compatible with most of these priorities with services working one to one with individuals on their specific needs and identified outcomes.

The City & County of Swansea Local Authority has agreed the following priorities in the 2015/17 Corporate Plan.
http://www.swansea.gov.uk/corporateimprovementplan
"*This plan does not include everything that we do but focuses on what is most important for Swansea:*

- *Safeguarding vulnerable people*
- *Improving pupil attainment*
- *Creating a vibrant and viable city and economy*
- *Tackling poverty*
- *Building sustainable communities*"

Again it could be argued that the SP programme outcome areas make a contribution through every day support work to deliver on all of the above areas. However, the most relevant priorities to be focused on in this plan are for the supporting people programme would be:

- Safeguarding vulnerable people
- Tackling Poverty

The Tackling Poverty Forum has identified the following three areas as a priority for action:
- Early years – child development
- Apprenticeships and employment support
- Identifying people at risk/already vulnerable and support them intensively to address their issues and needs) particularly mental health issues, debt and finance)

Work continues as directed by welsh government to look at the synegies with the other tackling poverty grants and the Poverty Forums priority below is the most relevant and able to be addressed by the Supporting People Programme Grant as much of the programme is already focused here:

- Identifying people at risk/already vulnerable and support them intensively to address their issues and needs) particularly mental health issues, debt and finance)

The City & County of Swansea Adult Social Care Strategy Promoting Safer independence for Older People and Vulnerable adults aims to reduce the number of adults receiving institutional forms of care, and supported care planning by 20% within 3 – 5 years.
- To safely reduce or prevent the need for citizens to require formal adult services intervention or "supported care" planning
- Safely reduce the period of time citizens may expect to spend in receiving "supported care planning"
- Ensure that services for Swansea citizens are sustainable and continue to safeguard and promote independence of the most vulnerable

The SPPG will have a significant role in delivering these priorities in terms of the preventative service and links with a remodelled service delivery for social care.

The LA Homeless strategy priorities based on the annual review of homelessness data and the need to respond to the Housing Act are in summary

- Delivering crisis & responsive services earlier to prevent homelessness and fulfil LA duties under the new legislation.
- Ensuring the most vulnerable have access to limited temporary supported housing & housing related support resources.
- Establishing a Private Rented Sector Access Service which delivers on the offer to private landlords and tenants of good quality affordable accommodation with support which assists in enabling the LA to discharge its duties.
- Prevention of Domestic Abuse as a cause of homelessness
- Developing new ways of meeting the housing and support needs of the most vulnerable e.g. ex-offenders in light if the new legislation.
- Meeting the challenges of the more complex nature of homeless and rough sleeping individuals.

Again the SPPG is the key tool for the LA in delivering on these priorities along with the other Homelessness Prevention funding of the transition fund and Section 180 funding.

6.0   Establishing new SPPG commissioning priorities

Reviewing the above drivers the recommend new City & County of Swansea priority for commissioning housing related support services using Supporting People Programme Grant are:

Tackling Poverty for those at risk of Homelessness
All the supporting people programme services are a key element in delivering the Anti-poverty agenda. It provides a skilled workforce delivery advice and practical housing related support around welfare benefits, debt reduction and developing budgeting skills. They also give advice and practical assistance and signposting around getting work ready. This support is specifically focused on those who are vulnerable and vulnerably housed and most at risk of or who are homeless.

- Identifying people at risk/already homeless and vulnerable and support them in the most appropriate and sustainable manner to address their urgent issues and building their future resilience.
- Delivering crisis & responsive services earlier to prevent homelessness and fulfil LA duties under the new legislation.
- The approach to delivering housing related support should not deskill but promotes an asset based approach to progression and building personal and family resilience.
- Ensuring the most vulnerable have access to limited temporary supported, supported & housing related floating support resources.
- Supporting the delivery of a Private Rented Sector Access Service and the offer to private landlords and their tenants of good quality affordable accommodation with support which assists in enabling the LA to discharge its duties.
- Prevention of Domestic Abuse as a cause of homelessness
- Developing new ways of meeting the housing and support needs of the most vulnerable e.g. ex-offenders in light if the new legislation.
- Meeting the challenges of the more complex nature of homeless and rough sleeping individuals.
- Eliminate the use of B & B as temporary accommodation

Families with Children and Young People
This reflects the aim that children have a good start in life. The delivery of housing related support to parents to assist in creating a stable home and preventing homelessness is key to delivering that start. The Homeless Prevention, Anti-Poverty and Safeguarding vulnerable people priorities compliment and combine to achieve this aim:

- Identifying families with children & young people at risk/already vulnerable and homeless and support them in the most appropriate and sustainable manner to address their urgent issues and needs and to build their family resilience.
- Ensuring the most vulnerable have access to limited temporary supported, supported & housing related floating support resources.
- To ensure the approach to delivering housing related support does not deskill but promotes an asset based approach to building personal and family resilience.
- Prevention of Domestic Abuse as a cause of homelessness
- Eliminating the uses of B & B as temporary accommodation for young people prioritising 16 & 17 year olds.

Vulnerable People with Support Needs
This links both to the homeless priorities around ensuring the most vulnerable have access to limited temporary, supported accommodation & housing related floating support resources and the remodelling for the Adult Social Care front door and reducing safely the time people can expected adult social care supported care planning.

- Identifying the most vulnerable people at risk/already vulnerable to homelessness or requiring a more institutionalised form of accommodation and/or support and to support them in the most appropriate and sustainable manner to address their urgent housing issues and needs and to build and maintain their resilience and level of independent living.
- The approach to delivering housing related support should not deskill but promotes an asset based approach to progression and building personal and family resilience.
- Services will complement and integrate with the Swansea Adult Social Care service remodelling around prevention, early intervention and wellbeing services e.g. Local Area Co-ordination and Intake.
- Ensuring the most vulnerable have access to limited temporary supported, supported & housing related floating support resources though appropriate gateways.

7.0 Broadly what will the services we procure be like?

The LA has over the last two year undertaken extensive engagement at the Joint Homelessness & Supporting People Collaborative forum. This has covered a range of issues including how to maximise efficiency within existing services, doing things differently exploring different operating service models, ways of improving homeless prevention and responding to the new legislation and exploring a blank page approach to developing services. This has provided a repository of ideas and the general views of service providers in Swansea to inform the commissioning process.

Broadly some of the emerging themes are:

- We will commission services within the envelope of SPPG projected grant allocations and we will have less SPPG to buy services with.
- We will commission services which can be flexible to respond to changes in commissioning priorities and changes to the SPPG grant allocations.
- We will be mindful when commissioning of further welfare reforms affecting the affordability of supported housing.
- All services will link to central referral and access points which identify the most vulnerable individuals most in need of housing related support.
- There is likely to be less emphasis on support being fixed or linked to specific accommodation for certain groups.
- There is likely to be multi-skilled/multiple specialist services delivering support in the priority areas we have identified and therefore less individual specialisms.
- There will be some provision for pre tenancy, responsive (inc. crisis) and early intervention support which includes the concept of after-care as a form of early intervention to minimise the chances of "relapse".
- The expectation will be that support will be delivered by shorter term services in the main.
- The concept of permanent support at the same intensity will be replaced buy one of being able to demonstrate support which is "***enabling maximum possible control, involvement and understanding"*** for the individual as set out in the national SP outcomes framework*.* Services will be expected to evidence how individuals are progressing to this point even in longer term services.
- Support will be person centred and use an asset/strength based approaches to build the individual's and/or their family's resilience and ability to live as independent as possible and move to their maximum level control involvement & understanding.
- There will be a stronger emphasis on services demonstrating the outcomes or the impact support has had in an individual's resilience and progress on improving their ability to live as independent as possible.
- There will be a stronger emphasis on services assisting to demonstrate the financial impact the programme has on achieving the local and national priorities.
- There will be a stronger emphasis on demonstrating the cost benefits to other statutory areas e.g. Health & Social Care.
- We will research and explore new and different models of service delivery.

The LA is continuing to undertake further research on innovative practice across the country to inform what central referral systems and service models may look like.

8.0 Procurement Context

As a result of the new procurement legislation introduced earlier this year the LA is developing a procurement plan for commissioning of Supporting People Grant funded services. It is important to point out this would have been taking place irrespective of the current financial forecast i.e. even if we had more funding. In this context the SP commissioning process is looking at a blank page approach.

At the time of writing an options appraisal is underway to inform the Supporting People Commissioning Group to reach a decision on the format of the procurement plan.

However, as a consequence of the funding reductions expected from Welsh Government the procurement exercise will also have to take account of the resource over the next 3 to 5 years.

9.0 Summary of evidence of need

Tackling Homelessness & Poverty Services
In order to access supporting people funding services there needs to be a housing related support need which is unmet. Therefore, individuals which the programme works with are vulnerably housed and can be rough sleeping, homeless and in temporary accommodation or vulnerably housed in the private rented sector.

The Homelessness data shows that:

Causes of Homelessness for households found eligible, unintentionally homeless and in priority need

- Loss of rented accommodation/Notice to Quit is 15%
- Current Property unaffordable 4%
- Mortgage arrears 2.5%
- Rent Arrears 1.5%
- Current property unsuitable 1.5%

Most Relevant Supporting People Outcome
*The project is: **Promoting Independence and Control***

People are:
- *managing accommodation*
- *managing relationships*
- *feeling part of the community*

The project is: Promoting Economic Progress and Financial Control

People are:
- *managing money*

- *engaging in education/learning*
- *engaged in employment / voluntary work*

When SPPG outcome data is analysed the managing money outcome is the most drawn upon area of support available from SPPG services apart from managing accommodation.

Feedback from support providers at an operation level also confirms this with significant percentages of support worker time spend on providing welfare benefit advice including work with appeals, reducing debt including supporting individuals to negotiate with creditors and proactively working on budget skills. The degree of engagement of support workers in this area has significantly increased and has become more complex and challenging as the DWP welfare reforms has been implemented.

This is an area where SP programme works very closely with the LA Welfare Rights Service which supports Supporting People commissioned services other agencies advice which is provided by the Communities First Programme and signposting to other work programmes. Approx. 80% of the supporting people programme of 13.8 million is spent on staffing and floating support providers anecdotally report that up to 70% their time is spent on supporting individuals to managing their money including welfare benefits advice, debt advice and budget planning. This support is integral to managing accommodation and preventing homelessness.

Reductions in the supporting people grant allocation will significantly affect the level of work undertaken within the City & County of Swansea on mitigating the impact of welfare reform and antipoverty work. It is also recognised that the commission process needs to work with providers to strengthen the way individuals are supported to build their own resilience and skills for their benefit and in light of the reduced resources.

Analysis of the outcomes and comparison year on year has shown a steady increase in draw on the support under the outcomes areas *(including pilot period in Swansea)*
- *engaging in education/learning*
- *engaged in employment / voluntary work*

It is not clear whether this is due to the impact of Welfare reform or other drivers in terms of the increased awareness of and signposting to work programmes etc. Initial direction from Welsh Government on links to the funded Lift programme may also have contributed. However, it is clear that on a one to one basis at support worker level individuals are engaging and this presents an opportunity to make this engagement more effective in commissioning services and by partnership working.

Vulnerable Adults
This links both to the homeless priorities around ensuring the most vulnerable have access to limited temporary, supported accommodation & housing related floating support resources and the remodelling for the Adult Social Care front

door. The Adult services strategy to safely reduce the time people can expected adult social care supported care planning.

It is recognised that some adults are more vulnerable and require support to be available either more responsively, consistently to at a more consimore intensive support or support and may need to be available responsively over a longer time period or in a for example Learning Disabilities and those with diagnosed mental health problems, older people or those with physical disabilities.

The approach to support for vulnerable adults will need to focus support on progression, building resilience and maximising their level of independence. There also needs to be an early intervention prevention approach which prevents escalating needs.

Additionally there are groups of individuals who are vulnerable and complex and require support to be available more often and at a greater intensity either because their needs are high and complex or the risks to be managed require it.

OASIS Gateway for Mental Health
The City & County of Swansea is developing its strategy for Promoting Safer Independence for Older People and Vulnerable Adults. A key aim will be to reduce the number of adults receiving institutional forms of care, and supported care planning.   Supported Living and Floating Support are service models which can contribute to this by maximising independence of individuals enabling them to live in the community. The Supporting People Programme Grant (SPPG) is used to commission both supported living and floating support.

Mental Health Supported Living
The OASIS Mental Health Project (Opportunities for Accommodation, Support & Information Services).   This is a central referral process for individuals with a Tier 2 Mental Health diagnosis for accommodation and support services which include services commissioned through Supporting People, Health and Social Care funding. http://www.mentalhealthswansea.com/oasis.html.   Individuals referred through OASIS must be "care managed/care co-ordinated" by Social Care or Health. The project is coordinated on a day to day basis via the Accommodation Manager based in ABMU Health Authority. The Coordinator provides overview reports on a quarterly basis on how current services meet presenting needs and gaps in provision to the Mental Health Accommodation and Support Group which then make their recommendation to the Local Authority Mental Health Commissioning Group.

Supported Living Gaps & Priorities
At the lower level intensity of supported housing the key priorities are to provide increased move on accommodation options within medium to low level long term support. These options have to tackle the loneliness and isolation which service users tell us they experience when move on to independent self-contained accommodation and this often has a negative impact on their mental health and lead to an inability to sustain their accommodation.

- Where individuals are ready and have the necessary independent living skills then the "Move On Strategy" is appropriate for those in Temporary Supported Accommodation. The move on strategy is very effective however often properties offered are not available in areas which are suitable for vulnerable individuals. Increasing the range of stock from a wider range of areas will be a priority and this will be achieved through further engagement with Social Landlords and the private sector social lettings agency.
- Provision has been made within the Social Housing Capital investment programme to work in partnership with Registered Social Landlords to develop a cluster of flats which draws on similarities with the traditional sheltered housing model for older people.
- Exploring alternative models which also provide ongoing low level of support have been identified such as a supported lodgings model for those with lower level mental health needs.
- Move on from higher needs supported living or hospital into independent accommodation units with floating support available with flexibility around intensity.

Moderate to high end intensity service gaps have been identified. Further development at this level will have a direct and immediate impact on move on from temporary 24hrs supported accommodation which currently take the majority of unscheduled care cases from Hospital. The following have specifically been identified.

- A need for further shared long term supported accommodation with 24hrs support at high to moderate intensity. However, commissioning experience has demonstrated that after initial resettlement period of 24hrs intensity support can usually be safely reduced with contingency provision made if a new tenant joins or where there is deterioration in Mental Health. This level of supported living is able to offer an alternative model to residential the care option.
- These specific services also benefit from the direct specialist Mental Health Service input by MH OT's working alongside and advising support staff which increase the likelihood of safe reduction in intensity and may increase move on rates where appropriate. Success of this model is dependant on this Health input and support around commissioning.
- Within this area there is also a emerging need for further provision for females with female only support staff. The numbers are small but cases are often complex. Development of new options or review of existing female only is potentially an opportunity for collaboration with regional partners in health and social care. The Western Bay Mental Health Accommodation and Support Commissioning Group are currently completing a specific needs Western Bay Needs mapping exercise which may confirm this.

Housing Related Floating Support Service Model Gaps & Priorities
Currently there are four floating services which focus on individuals with Mental Health issues two are within the OASIS gateway the other two are part of the Tenancy Support Units range of services who focus on those not receiving managed care from the Community Mental Health Teams.

OASIS mapping is indicating an ongoing need for floating support with flexibility on the intensity. There is a waiting list for the current OASIS capacity with turnover reliant on support being able to be withdrawn.

There is also a wider strategic review of floating support services being undertaken to feed into a supporting people programme grant procurement strategy. One of the key issues to be resolved is the need for specialisms.

The need for continued specialism around Mental Health was explored by the Mental Health Accommodation subgroup. The group identified the following for consideration as important for a floating support services to have to allow individuals with mental health issues to remain accommodated in the community:

- Ability to establish close working and excellent communication with CMH Teams
- Co-located support workers as an option to facilitate joint planning and allocate areas of support and avoid duplication.
- Staff must have an awareness of the range of Mental Health issues
- Staff must have an awareness of the local access arrangements to specialist assessment and other primary care services
- Staff must have an awareness of the range of prescribed drugs for mental health conditions and their side effects and impacts on individuals in relation to their need for support
- Flexibility in the times support can be delivered i.e. evenings and weekends is important.
- Ability to provide appropriately support i.e. prompt and monitor appropriate self-medication as a form of early intervention.

The financial context for looking at service gaps and identifying commission priorities is a reducing allocation of SPPG and LA funding to Social Care. Therefore, a service gap was identified around tapering or move on from floating support. There was a perception of reluctance by care managers within OASIS services to agree ending of support. Within the TSU there is a recognition there were a smaller number of individuals where ongoing very low levels of support would be essential to maintain the tenancy for some.

A need is identified for a systematic very low level flexible service where service users with ongoing needs could access support when required and that a level of ongoing monitoring was possible and could trigger further support when necessary to avoid escalation of need.

A range of models were considered as options to look at more closely for MH service users as a follow on to create move on from floating support:
- An aftercare service with similarities with the TSU service
- A volunteer befriending service linked to more intensive services
- A service linked to other day service/wellbeing groups.

On review of the outcomes data in relation to Mental Health
There were 3884 outcome entries which identified mental health as a relevant support need across all the spend plan pro-forma categories.

- 13% only were in a service specifically commissioned for Mental Health i.e. should have been their lead need.
- 11% had listed it as a secondary need
- 4% listed as their third need

This indicates there as many people supported with mental health needs supported who are not in Mental Health specialist services as there are in specialist services.

60% of outcomes returned were male
39% of outcomes returned were female

Age Range	%
16-19	0.59
20-24	2.76
25-39	27.95
>40-54	43.11
56-84	22.44
>85	3.15

Families with Children
This reflects the aim that children have a good start in life. Delivering housing related support to parents thereby supporting the creation of a stable home which can be afforded and preventing homelessness will be key to delivering that start. The outcomes data demonstrates the one to one support that our services provide families with is wide ranging with families drawing on many areas of support available.

Within the services currently commissioned and accessed by families with children there is a range of provision. This includes support for those experiencing domestic abuse e.g. Refuges and a range of floating support services and support for 16 & 17 year olds.

Data
In 2014/15 Annual review of Homelessness indicates that Households found to be Homeless and in priority need by household type:
- 33% had dependant children:
- 10% were pregnant
- 17% Experiencing Domestic Abuse (*this includes singe women*)

Households found to be in priority by reason for homelessness
- 22% were as a result of Domestic abuse
- 4% Parents not willing to accommodate
- 6% relationship breakdown

When the outcomes data is analysed the pattern of draw of support from the programme show a significant amount of work around the managing money outcome. In relation to the focus on the Anti-poverty agenda and a recent publication *Towards a Wales free from poverty by Joseph Rowntree & Bevan Foundation* they indicate,

"The evidence shows that increasing household income increases children's attainment – an extra £7,000 a year closes the attainment gap at age 16 by half. The source of income, e.g. whether it is from benefits or earnings, does not make a difference to outcomes, but who receives the money does – income received by the mother makes more difference than receipt by the father."

Due to the person centred nature of support mainly on a one to one basis supporting people funded housing related support service are well placed to continue deliver this aspect of support focused on the antipoverty agenda.

By prioritising families with children and young people who are homeless or vulnerably housed the programme can influence the longer term outcomes around child poverty and giving children a good start in life.

Ensuring the most vulnerable and in need are prioritised.
Access to housing related support services is in the majority of cases via a gateway. However, there remain some services which as yet sit outside a formal gateway. Given the need to ensure those most in need get access to services we will ensure an appropriate system is in place to ensure limited resources are allocated to these we consider a priority. The City & County of Swansea has a range of central point of referral and access point often known as "Gateways" to access housing related support services. These give real time data on the presenting need and an indication of the level of priority based on the vulnerability of the person.

Local Authority Housing Department Tenancy Support Service (TSU)
The TSU is currently the central referral point for all Supporting People commissioned floating support within the City & County of Swansea and thus will provide one of the main sources of information on need and demand for floating support. The TSU core currently coordinates referrals for the majority of floating support services within the City & County of Swansea and collates information on demand and utilisation and manages the waiting lists across all service providers which are part of or linked to the TSU partnership.

The Local Authority has subcontracted some of the capacity to other voluntary sector support organisations some of which have core specialism's for example working to support victims of domestic abuse or substance misuse families with children or age specific groups. The TSU also has an in house support team which works flexibly across all client groups but due to current demands works predominantly with families presenting with a range of support needs. In addition there are strong operational links to other services i.e. not contractually aligned to the TSU.

At any one time the TSU supports approximately **752** *(snap shot check July 2015)* individuals which is more than the numbers identified across the spend plan. The minimum contracted amounts are stipulated in the spend plan. This is due to the in house and agencies supporting up to 10% more as agreed in the TSU support agreements and allows for lower level support as the service is tapered to float off and allows for the aftercare service.

168	Generic - Families Units
44	Domestic Abuse Units
175	Generic – At risk of Homelessness Units
50	Substance Misuse Units
57	Young People Units
24	Refugee Units
66	Community Care Units – Mainly Mental health
168	Older Persons Units

Of the total amount supported above, 66 are receiving 'short term' support.

- In last 12 months 2058 referrals were received (17/7/14 – 17/7/15) This equates to an average 171.5 referrals per month.
- 2161 individuals were allocated support via the TSU over the same period.

There are 322 referrals waiting for support at the present time (17/7/15)

Central Waiting lists for support
The TSU prepare regular reports from SPRINT on waiting referrals and the nature of their support needs. Managerial priorities are in place for prioritising referrals for vacancies as they arise. Managerial priorities are reviewed regularly and reflect the homelessness strategy priorities around prevention of imminent eviction, crisis support and appropriate resettlement.

When the data is analysed for utilisation of current services, there is no significant concerns on voids with services well utilised with significant waiting lists.

The majority of services offering floating support models in the City & County of Swansea get their referrals through the TSU. There are no voids. However, it is noted that there is scope for increasing throughput by adopting a more shorter term working approach and earlier and phased withdrawal of support but also making provision for responsive support during an aftercare phase.

Additionally the current operational processes are set against a set of specialist waiting lists. However, in practice the person most in need according to the managerial priorities is allocated to the next available unit of support in most circumstances. Therefore this identifies a need to explore the requirement for these number of specifialism's which currently exist and possible efficiency improvements which might be delivered by reducing the number of specialist waiting lists and services.

Homeless Gateway

The Housing Gateway Project commenced its roll out during April 2011. It was funded for 5 years upfront using Welsh Government monies. During 2015 a decision will need to be reached on the future of Gateway as there will be cost implications to continue the programme after the initial funding is exhausted. Gateway initially involved projects that traditionally accommodated rough sleepers and other vulnerably housed individuals. It has since been extended to include other supported housing and some statutory homelessness provision such as ABBA. There is also the possibility that young people projects could also be included in the Gateway scheme as part of the action plan for Youth Homelessness (Southwark compliance).

Accommodation included are direct access homeless hostels and temporary supported accommodation and shared specialist temporary supported housing.

The system has recently been reviewed and is up to date. Cases are closed after approximately one month if there has been no further contact or update with the individual during that time. There is now a monthly purge of cases where there has been no further contact.

Referrals: (12 month period up to 26.3.15)

- 454 Male (average age 35)
- 161 Female (average age 30)
- Largest group 22-35 years old (mainly 26-30 though which is a slightly younger age group than in previous years).
- 343 Substance Misuse issues identified (large increase on previous years) (heroin remains the main drug of choice recorded however only 3 individuals recorded as being in possession of Naloxone) Amphetamines, cannabis and alcohol are recorded as having similar levels of use for second place but recorded as significantly lower than heroin. .
- 166 Mental Health issues recorded (this is a large increase on previous years. Depression is the predominantly recorded issue. 17 cases recorded attempted suicide. 10 cases recorded self-harm. 15 cases recorded ongoing suicidal thoughts. However only 3 cases recorded as receiving outpatient treatment.

Risk Assessments:
- 164 violence towards others
- 45 Arson (a significant increase from previous years)
- 94 Self harm / suicide attempts
- 50 MAPPA / MARAC
- 354 risk of offending (significant increase from previous years)
- 84 vulnerable and at risk of violence from others
- 167 risk issues posed a threat to staff

Support needs:
2260 support needs identified

- Only 11 cases recorded as having no support needs whatsoever
- 359 Ex-offender (current or previous to existing bout of homelessness) (significant increase from previous years)
- 332 Drug abuse (current or previous)
- 170 Alcohol abuse (current or previous) significant increase from previous years).
- 247 Mental Health (significant increase from previous years)
- 48 Rough Sleeping
- 33 Family / relationship breakdown.

Accommodated through Gateway (all projects):
- 200 Males – (21 of whom found their own accommodation without going through Gateway)
- 64 Females – (14 of whom found their own accommodation without going through Gateway)
- There were 185 cases closed off as 'no contact' (126 male and 59 female).

Currently on waiting lists (all projects):
- 73 active referrals as of 26.3.15
- 45 males
- 28 females

Summary:
- There has been a noticeable increase in the level of recorded substance misuse, (which is mainly heroin use).
- There has been a noticeable increase in the level of recorded mental health issues, this includes a relatively high level of recorded self harm and suicide attempts, also a particularly low level of recorded engagement with outpatient services.
- Increase in risk assessments identifying offending issues, especially those with an arson conviction. In light of the changing homelessness legislation and the difficulty in accessing supported housing, consideration may need to be given to how appropriate accommodation with support can be provided.
- A significant number of individuals who are recorded as rough sleepers. Again in light of the new legislation consideration may need to be given to how appropriate accommodation with support can be provided.
- There are a reasonable number of individuals currently awaiting support and accommodation on the Gateway. Referrals are reviewed monthly and it is expected that a number of these may have experienced a change in circumstances so may not need to remain on the system at present.
- It is essential that all organisations included in the system make proper use of it to allow proper review of the potential future of Gateway in Swansea. The system must be reviewed this year to inform decisions on the future of the system.

Voids in supported housing are minimal and appear only in very niche services where there are specific criteria/conditions for access and this is primarily within

shared supported housing. This is usually where housing management and matching need consideration around risk management.

Where there is choice in the system the data indicates that people do not want temporary supported housing and prefer a home of their own with floating support. They end up in temporary supported housing due to a range issue some of which are a result of the current systems in place. We aim to review the requirement for Temporary Supported Housing. We will be exploring duplication, the level of throughput, and affordability and cost effectiveness as compared to other models.

There are a range of issues in relations to move on from Temporary Supported Housing in terms of access to single person accommodation. Further engagement is needed with Social and Private Landlords to support the Move On Strategy in order to increase throughput levels.