

## **City & County of Swansea Supporting People Programme Grant Strategic Commissioning Priorities for 2017-18**

### **Introduction**

The Supporting People Programme Grant (**SPPG**) is an annually allocated, ring fenced grant from Welsh Government to each Local Authority. The purposes of the grant as stated by Welsh Government is to prevent homelessness, enable the support of vulnerable people and those at risk for homelessness to live as independently as possible through the provision of housing related support services.

It 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 or geographical area within Swansea.

The emphasis of the programme is “doing with” as opposed to “doing for” and building personal skills and resilience for the future to live independently without the need for services where possible.

It is not the only source of funding within Swansea which supports these aims delivering housing related support preventing homelessness and requiring a more institutional accommodation setting. However the 2016/17 allocation of £13.8 million makes a significant contribution.

Other funding comes from the Homeless & Anti-Poverty Grants as well as the City & County of Swansea from Housing and Social Services budgets. ABMU also makes contribution to delivering SPPG funded supported living targeting the health aspects of preventing homelessness.

The Welsh Government Draft budget announcement on the 20<sup>th</sup> October 2016 indicates a proposed standstill budget nationally for the 2017/18 Supporting People Programme in Wales. At the time of writing it is unclear whether individual Local Authority allocations will be affected. Local allocations are likely to be confirmed as usual in January 2017.

The purpose of this document is to outline the City & County of Swansea strategic priorities for commissioning activity in relation to the programme and the areas of investment of SPPG for the next 12 months.

Whilst this document is no longer mandatory it is used to formally communicate the local priorities for the use of the SPPG to the Western Bay Regional Collaborative Committee which then produces a 3 year Regional Strategic Plan. The Draft RCC strategic priorities are developed at the same time using the same data from the three Western Bay Local Authorities.

## Summary of the City & County of Swansea Supporting People Programme Strategic Priorities

2017-18 Strategic Commissioning Priorities for Supporting People Programme			
Priority Area	Issue	Activity	Outcome/Review
Prevention of Homelessness from within the Private Sector	<p>The majority of homelessness is loss of private rented accommodation.</p> <p>Under the new housing Act LA's are able to discharge the statutory homeless duty into private sector accommodation</p>	<p>Providing focused preventative support to tenants in the private rented sector by provision of support in :</p> <ul style="list-style-type: none"> <li>• The LA Tenancy support Unit</li> <li>• The Local Authority Social Lettings Service</li> <li>• Support the exploration and piloting of private sector shared supported housing within the Welfare reform restrictions for under 35's.</li> </ul>	<ul style="list-style-type: none"> <li>• Levels of homelessness are reduced from the private sector.</li> <li>• There are good quality affordable private rented opportunities available for individuals with and without support needs to access.</li> </ul>
Preventing Homelessness of victims of Domestic Abuse	<p>One of the main reasons of Homelessness is still Domestic Abuse.</p> <p>Adverse childhood experience such Domestic abuse &amp; can have long term impacts on health and wellbeing as an adult.</p>	<ul style="list-style-type: none"> <li>• Respond to the findings of the Family Support Continuum review.</li> <li>• Continue to support a range of service models to support victims of Domestic Violence</li> </ul>	<ul style="list-style-type: none"> <li>• Homelessness as a result of Domestic Abuse is reduced.</li> <li>• Victims of domestic abuse are supported to flee and supported to access and maintain sustainable accommodation.</li> </ul>

<p>Preventing Homelessness of Families with children</p>	<p>Adverse childhood experience such as homeless for any reason can have long term impacts on health and wellbeing as an adult.</p>	<ul style="list-style-type: none"> <li>• Explore the development of supported living options for single young parents with babies</li> <li>• Continue to prioritise support for families with dependent children</li> </ul>	<ul style="list-style-type: none"> <li>• Homeless of families with dependent children is prevented.</li> <li>• Vulnerable Young Families are supported to establish sustainable homes.</li> </ul>
<p>Eliminating establishments the use of bed &amp; breakfast as temporary accommodation</p>	<p>Use of Bed &amp; Breakfast accommodation is not desirable.</p> <p>The aim is when temporary accommodation is necessary to eliminate use of B &amp; B and provide suitable alternative options</p>	<ul style="list-style-type: none"> <li>• Continuation of the B &amp; B Prevention Pilot for Young People</li> <li>• Explore increasing the range of “supported lodging” model including shared supported lodgings for young people &amp; care leavers.</li> <li>• Review existing alternatives for ongoing suitability.</li> </ul>	<ul style="list-style-type: none"> <li>• The City &amp; County of Swansea has a range of suitable alternatives to the use of B &amp; B for temporary accommodation.</li> </ul>
<p>Provision of support for complex and multiple support needs</p>	<p>A smaller number of individuals that the LA have duties towards have needs which are multiple, challenging and complex and require alternative approaches to support.</p>	<ul style="list-style-type: none"> <li>• Evaluate and adopt the effective elements of prevention pilots from Transitional funding.</li> <li>• Improve coordination and collaborative working with specialist statutory and non-statutory service e.g. substance misuse &amp; mental health</li> <li>• Develop bespoke packages these individuals considering different method of provision such as spot purchasing or direct payments where appropriate..</li> </ul>	<p>Packages of support are available to prevent homelessness for more challenging and complex individuals.</p>

<p>Prison Leavers</p>	<p>Under the new legislation there is no automatic duty to accommodate. However prison leavers are still one of the main group presenting to the LA as homeless</p>	<ul style="list-style-type: none"> <li>• Continue to provide the Ex-offenders support integrated within Housing Options Service.</li> <li>• Support the implementation and operation of the National Prison Pathway</li> <li>• Link with the implementation of Part 11 of the SSWB Act.</li> </ul>	<ul style="list-style-type: none"> <li>• Planning for prison discharge is improved and as a result fewer prisoners present as homeless.</li> <li>• There is a positive impact on levels of re-offending as a result of homeless</li> </ul>
<p>Develop further the early intervention, prevention services</p>	<p>Legislative changes focus on early intervention and prevention in Homelessness and the Social Service &amp; Wellbeing Act to reduce crisis and dependence.</p>	<p>Explore and identify further opportunities for early intervention and prevention.</p> <ul style="list-style-type: none"> <li>• Consider pre-tenancy support</li> <li>• Group work around pre-tenancy training options for key groups</li> <li>• Continue to support the rapid response service within the LA Tenancy Support Unit</li> </ul>	<ul style="list-style-type: none"> <li>• Earlier opportunities for prevention work are identified and undertaken.</li> <li>• Homeless is reduced.</li> <li>• The level and intensity of support required is reduced.</li> <li>• Less people present in crisis requiring support.</li> </ul>
<p>Prioritising support to those most in need.</p>	<ul style="list-style-type: none"> <li>• Supported Accommodation /Living needs to be allocated to those most in need</li> <li>• Floating Support services should be prioritised to those most in need.</li> <li>• Welsh Government directive to move to tenure neutral services</li> </ul>	<ul style="list-style-type: none"> <li>• Implement an Accommodation &amp; Support Gateway into the 16 + Service. Development of a single portable assessment/referral.</li> <li>• Review the arrangements for the Mental Health OASIS Gateway.</li> <li>• Implement that all referrals for floating are received via the LA Tenancy Support gateway.</li> <li>• Opportunities for building efficiency and resilience in the single access point gateway process are explored</li> <li>• Continue to implement the Aylward recommendation on tenure neutral allocation of support to those most in need affecting Sheltered and other remaining floating support</li> </ul>	<ul style="list-style-type: none"> <li>• The 16 plus service has clear method and process for prioritising referrals for supported accommodation and floating support capacity for Young People.</li> <li>• A person does not experience multiple assessment and referrals for supported accommodation.</li> <li>• There is one place or a coordinated point where all information on need and</li> </ul>

		services.	utilisation of support capacity reported from.
<p>Progression and building resilience in the supported living models</p>	<ul style="list-style-type: none"> <li>• Many legacy service models in place.</li> <li>• Required to comply with EU and Corporate procurement directives</li> </ul>	<p>Develop and implement a procurement strategy to deliver new models of service identified to improve the outcomes for individuals identified by:</p> <ul style="list-style-type: none"> <li>• Following review of homelessness floating and fixed services and identification of new Homeless prevention housing related support service models.</li> <li>• Action of the findings of the Outcomes Commissioning Review (Right Sizing Right Pricing) for Learning Disabilities</li> <li>• Action of the relevant coproduced recommendations from the Learning Disability/Mental Health Commissioning reviews.</li> <li>• Action of the relevant recommendations from the Family Support Continuum Review</li> <li>• Action of the recommendations from the review of Young Person supported housing review by the 16 Plus Gateway Group</li> </ul>	<ul style="list-style-type: none"> <li>• People are supported to recognise and build on their assets</li> <li>• People are supported towards living a life free from services.</li> <li>• Effective and efficient services are procured with improved sustainability.</li> </ul>
<p>Supporting People Programme Grant Administration and Compliance</p>	<p>Ensure ongoing LA compliance with associated grant conditions and operating guidance.</p>	<ul style="list-style-type: none"> <li>• Mandatory Financial Spend Plan returns</li> <li>• Mandatory Outcomes returns</li> <li>• Mandatory audit returns</li> <li>• Mandatory cyclical Service Evaluation and Monitoring.</li> <li>• Undertaking collaborative and inclusive</li> </ul>	<ul style="list-style-type: none"> <li>• The LA uses the SPPG programme to deliver effective services to individuals which support them to achieve the outcomes necessary to sustain accommodation in</li> </ul>

		<p>commissioning processes</p> <ul style="list-style-type: none"><li>• Compliance with RCC</li><li>• Coordination of SPPG Regional Collaborative Committee</li></ul>	<p>the community and prevent their homelessness.</p> <ul style="list-style-type: none"><li>• The LA is compliant</li><li>• Opportunities for regional working are identified and supported.</li></ul>
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# Local Governance Arrangements

## 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 COMMISSIONING GROUP

Adult & Child & Family Social Services  
Housing Services & Poverty & Prevention  
ABMU Health Authority & Probation Service

#### LA COMMISSIONING GROUPS

- Physical Disability
- Mental Health
- Learning Disability
- Older Persons
- Family Support
- Domestic Abuse
- Substance Misuse
- Locality

#### People who use services

Use of existing client specific groups  
Join In

#### Homeless & Supporting People Collaborative Planning Group

#### Forum subgroups

- group
- Rough Sleepers
- Move On
- Private Sector
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Service Evaluations  
Contract Monitoring  
Needs Mapping information e.g.  
homeless data, waiting list data,

The Planning diagram outlines the structures for co-producing priorities and putting forward procurement & funding recommendation to the SPPG Commissioning Group.

### **The Supporting People Commissioning Group**

This is the decision making group in relation to the investment of the City & County of Swansea allocation. The Supporting People Commissioning Group has an operational role on receiving detailed information on services and service providers which is commercially sensitive & confidential. It allows for the separation of the providers from the final funding decision making processes to avoid possible conflicts of interest. This group consists of ABMU, Probation and LA Health, LA Housing (LA Landlord Services and Homelessness), Social Care, Poverty & Prevention and Procurement.

### **The Joint Homeless & Supporting People Collaborative Planning Forum**

This group was formed to combine and replace the former Homelessness and Supporting People separate planning groups. Housing related support providers, Registered Social Landlords, statutory stakeholders such as Health, Probation and other organisations who provide or have an interest in providing any services for homelessness Supporting People are invited and attend these meetings. The RCC elected provider reps are also invited. This revised format was developed in response to issues raised from the stakeholder group:

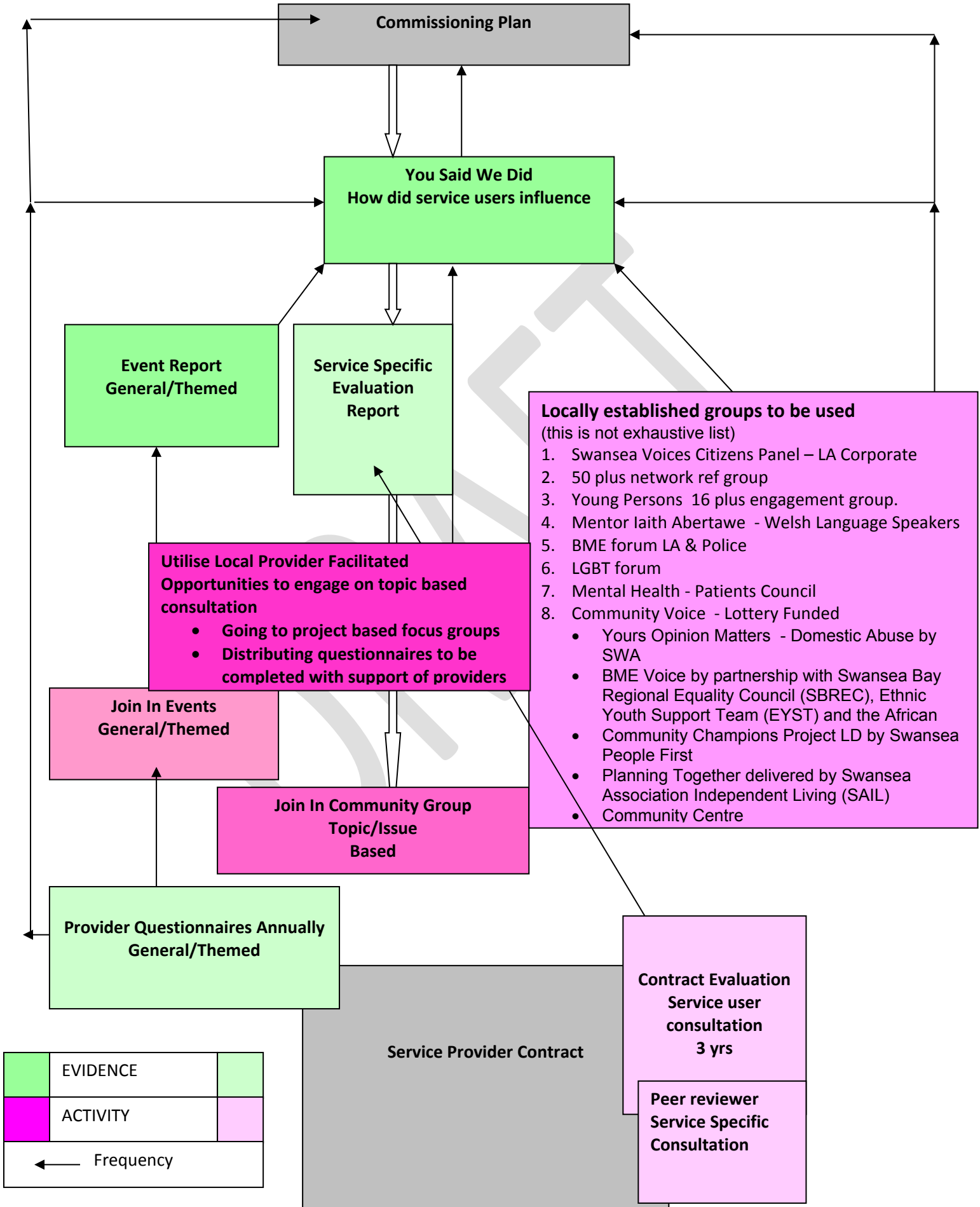
- Ensuring all stakeholders/provider receive equity of access to information and opportunity to influence the commissioning process
- Stakeholders can take more active roles
- Rationalising meetings/ avoid repetition
- Resourcing is shared
- Improved format

### **Involving people who need services.**

The Authority is reshaping its process to adopt a co-productive approach and also making use of numerous specific interest groups where they exist.



# Involving people who need support



### **Western Bay Regional Collaborative Committee (RCC)**

The Welsh Government proscribed regional governance structure; the Western Bay Regional Collaborative Committee (RCC) is required to set a strategic 3 year plan informed by its members. It's members include the same representative stakeholders as within the Local Commissioning Group plus elected service provider & landlord representatives, co-opted members as agreed and Welsh Government Officials.

The grant conditions and WG guidance requires the LA to forward local commissioning priorities to the Western Bay RCC. The RCC will give regard to these priorities when developing a 3 year Strategic Plan. They are developed at the same time as local priorities using the same data but identifying the most appropriate to focus regional working on.

These priorities must be formally adopted by each LA and be submitted to WG by Monday 16<sup>th</sup> January 2017 along with each LA's spend plan for the SPPG.

The City & County of Swansea is currently the coordinating LA for the RCC. There is a specific grant funded post to do this.

Each year Welsh Government sets out the purpose and details on the limitations on the use of the SPPG in Schedule within its grant offer letter. It also sets out expectations on audit and administration to ensure value for money. The schedule also gives guidance in relation to the planning, engagement and compliance with the regional governance structure of the Western Bay Regional Collaborative Committee (RCC).

At the start of each financial year the Authority has to submit a proposed spend plan and submit its Local Strategic Commissioning Plan Priorities to the Western Bay Regional collaborative Committee (RCC). This is done each year in January for the next financial year. The proposed spend plan will reflect the most accurate projected spend at that point based on contractual commitments and any agreed funding adjustments at that point. Due to the late notification of local allocations there may be changes to that proposed spend plan by the 1<sup>st</sup> April and at the beginning of the financial year.

However these changes are reflected in the outturn monitoring at each quarter of the money actually spent by each LA is reviewed and also at the end of the year. In 2015/16 the Council spent all its SPPG allocation. In addition the City & County of Swansea Social Services Department also funds supported living and housing related support service from its own resources.

The Table below set out the draft priorities proposed by the RCC for the Regional Strategic Plan.

## Summary of the Draft Western Bay Regional Collaborative Committee Strategic Priorities

Priority	Issue
Local Housing Allowance Impact	<ul style="list-style-type: none"> <li>• 18-21 – Policy intention that 18-21 year olds will not qualify for housing benefit costs.</li> <li>• Under 35's – LHA applied to social rented housing. LHA is below current rent levels</li> <li>• Older Persons – sheltered housing is affected by the LHA.</li> <li>• Supported Housing – LHA one bed rate will apply to social rented but an amount equivalent to the difference will be devolved to WG to determine how it's to be used. This will give the RCC's the opportunity to inform and influence.</li> </ul>
Homelessness Prevention Innovation	<p>Transitional Funding is tapering and will cease at the end of 2017/18.</p> <ul style="list-style-type: none"> <li>• Implications and impact of reductions and ending of funding.</li> <li>• Regional analysis evaluation of pilots and innovation as a result of additional funding received through the Transition fund.</li> </ul>
Prison Leavers	Overview of the implementing the National Prison Pathway
Eliminating B&B	<p>Strategies and good practice for use of SPPG:</p> <ul style="list-style-type: none"> <li>• 16-17</li> <li>• 18-25</li> <li>• Families</li> </ul>
Homeless with Complex Needs	<p>Co-occurring Mental Health and Substance misuse &amp; Challenging behaviour            Improving collaboration with specialist MH and Substance misuse services.            Good practice in engaging and improving outcomes</p>
Improving Population Needs Assessment	Review and identify gaps in information and make recommendations
Mental Health	<p>Address Mental Health and Learning Disability Commissioning Board recommendations            Overview, good practice and innovation of 24hr services</p>
Learning Disabilities	<p>Address Mental Health and Learning Disability Commissioning Board            Overview, good practice and innovation of 24hr services            Management costs – overview and good practice in central management costs.</p>

## **Overview of the support that is funded by the Supporting People Grant .**

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 organise maintaining health and safety in the home, including the safe condition of the building, the safe use of appliances, and hygiene,
- The ability to undertake 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 a housing context such as a tenancy or home ownership. Individuals 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 e.g. residential care or hospital.

The emphasis of the programme is “doing with” as opposed to “doing for” and building their personal skills and resilience for the future.

### **Limitations**

- Individuals must be over 16 years and have the legal responsibility for the accommodation.
- The programme cannot fund hands on personal care or domestic tasks.
- It cannot cover rent.

### **Service Models funded by SPPG.**

The services that the programme currently funds are currently grouped by Welsh Government into Fixed or Floating services models.

Examples of fixed support are:

- 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.

- Permanent Supported Living/Housing which may have shared facilities but will have staff based at the property some or all of the time 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 who give support e.g. a warden or scheme manager and/or community alarm facilities is met by Supporting People Grant.

Examples of Floating are:

- 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.
- Others

Any of the above models may be provided in a range of intensities which directly link 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. Telephone support or group session may also be possible.

The time that individuals are supported for can also vary in relation to the outcome goals set and time taken to achieve. Service are also classified as 0 to 6 months, 6 to 12 months, 24 months plus.

Service models can be specialised to provide support for the following groups and Welsh Government monitors spend again the below. However, not each LA has a specific services 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

The unit capacity quoted refers to the number of people who should be supported at that point in time based on the contract capacities in place.

- 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, the number of units of support relates to the total number of people that the service can support at any given time.

At any one time in Swansea over 4000 people are supported.

Since the beginning of the programme in 2003, over 18,500 people have received a supporting people service.

## **Strategic Context for Local Commissioning with SPPG**

### **New Homelessness Prevention Legislation**

Welsh Government grant guidance and programme audit activity is strengthening and 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.

### **Alignment with the other of the Anti – Poverty Grants**

The Supporting People grant programme has sat within the Welsh Government Tackling Poverty Portfolio. Ministerial guidance has been advocating closer links with other tackling poverty grants both at Welsh Government level and locally with programmes such as Communities First, Families First, Lift and Flying Start. For example in the 2016/17 financial year it has introduced a process to allow grant to be transferred from one anti-poverty programme to another.

### **Introduction of the Social Services and Wellbeing Act April 2016**

Key changes are that the principle of social services is now based on the well-being of people who need care and support and carers who need support. This focus on well-being, and greater voice and control for service users and carers, sets the foundations for improvement across the sector. The cultural shift towards minimum appropriate intervention: 'only do what only you can do'

- Less emphasis on prescribed ways of doing things
- Intervening earlier in the lives of people and promoting preventative strategies
- Helping people to achieve desired outcomes, rather than assessing suitability for services
- Professionals will ask 'what sort of life I would like and what needs to change to make this happen'
- Preventative services are available to help me avoid managed services
- I will be able to watch over my own decisions, I will take responsibility and share the risk
- Success would be achievement of what matters most to me and is measured over time

### **Public Service Board & Wellbeing of Future Generations Act 2015.**

The Local Service Board (LSB) in 2015 identified as set of priorities for the City & County of Swansea in the One Swansea Plan. These outcomes below have been adopted as a starting point for the Local Public Service Board which it has been replaced in line with the Wellbeing of Future Generations Act 2015.

- 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 and Visit

<http://www.swansea.gov.uk/psb>

The local wellbeing assessment is underway and will be followed by a Wellbeing Plan which will focus on a small number of wellbeing objectives and identify how they can be delivered by the working in partnership.

### **City & County of Swansea Strategic Priorities**

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”

The SPPG programme outcome areas link closely to the above. However, the most relevant may be considered as:

- Safeguarding vulnerable people
- Tackling Poverty
- Building Sustainable Communities

### **Adult Service Commissioning Framework**

The 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 within 3 – 5 years.

1. To safely reduce or prevent the need for citizens to require formal adult services intervention or “supported care” planning
2. Safely reduce the period of time citizens may expect to spend in receiving “supported care planning”
3. Ensure that services for Swansea citizens are sustainable and continue to safeguard and promote independence of the most vulnerable

A detailed Adults Service Model for Social Care is currently in development.

### **Homelessness Strategic Business Plan 2015-18**

The LA Homeless strategy priorities based on the annual review of homelessness and the Homelessness Strategic Business Plan 2015-18 priorities are:

- Reducing and preventing all homelessness by tackling the causes as well as solution focused working for households who are homeless.
- Increasing the capacity of the private rented sector ensuring that accommodation is well managed, affordable and of a high quality  
Dealing with the ongoing and future impact of welfare reform
- Continuing responses to rough sleeping (including the Housing First Model and individual budgets work as well as meeting the day to day needs of those without a roof)
- Reducing and eliminating the use of B&B
- Improving outcomes for Looked after Children



- Developing short and long term support options for people with complex needs including older people with substance and alcohol misuse
  - Develop creative support packages for people within shared housing
  - Explore options to support homeless prison leavers in finding and maintaining somewhere to live
- Continue to develop and improve customer focused referral pathways into supported housing across the city

### **Tackling Poverty**

The LA's Tackling Poverty Forum has identified the following three areas as a priority for action for tackling poverty.

- 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).

At the time of writing there was a local public consultation underway to look at tackling poverty.

### **Establishing new SPPG commissioning priorities**

Reviewing the above drivers and the LSB, PSB and Corporate City & County of Swansea Strategic Priorities and Adults for commissioning housing related support Services from the Supporting People Programme Grant are:

### **Tackling Poverty for those at risk of Homelessness**

All the supporting people programme services are a key elements in delivering the Anti-poverty agenda. The programme delivers a skilled workforce delivering housing related support around welfare benefits, debt reduction and developing budgeting skills so that individuals become more resilient. They also give advice, 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 and supporting them to access and sustain accommodation.

- Delivering crisis & responsive support services earlier to prevent homelessness and fulfil LA duties under the new Housing Act.
- Supporting evaluated pilots from the Transitional Homeless Grant
- 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.
- Support to prevention of Domestic Abuse as a reason for homelessness
- Developing new ways of meeting the housing and support needs of the most vulnerable ex-offenders in light of the new legislation.
- Meeting the support needs of those with more complex support needs of homeless and rough sleeping individuals.
- Eliminate the use of B & B as temporary accommodation and supporting alternative temporary accommodation models.
- Meeting the challenge to commissioning sustainable accommodation with supported due to the impacts of the welfare reform for those under 35.

### **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 report on the Adverse Childhood Experiences draws attention to the impact of homelessness and parents who's support need not met on the next generation. The Homeless Prevention, Anti-Poverty and Safeguarding Vulnerable People priorities compliment and combine to achieve this aim:

- Address relevant recommendations of the Family Support Continuum Commissioning Review
- Continue to support a range of service models which prevent Domestic Abuse as a cause of homelessness for families.
- Eliminating the uses of B & B as temporary accommodation prioritising Families and 16 & 17 year olds.
- Implementing an integrated assessment/referral for accommodation and support through a Gateway within the 16 plus service.
- Continue the B & B Prevention Pilot

- Exploring new local models to support young parents.

### **Vulnerable People with Support Needs**

This links 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 advice, information, assessment and reducing safely the time people can expect adult social care supported care planning.

- Housing related support services will complement and integrate with the Swansea Adult Social Care Service remodelling around prevention, early intervention, intake and wellbeing services.
- To address the relevant recommendations of the Adult Services Commissioning Reviews for Mental Health, Learning Disability & Physical Disability.
- To address the findings of the Outcomes Commissioning Project for Learning Disabilities.
- Develop a sustainable supported living model for those in need of longer term support.
- Explore a range of alternative models of delivery e.g. Local Area Co-ordination, support on demand, group work and direct payment approaches.

There are general cross cutting priorities for all the above areas which are:

- Early identification and prioritisation of the most vulnerable people at risk/already vulnerable to homelessness or requiring a more institutionalised form of accommodation and/or support.
- Ensuring the approach to delivering housing related support should not deskill but promotes an asset based approach to progression and building personal and family resilience towards a life without services.
- To make available support in the most appropriate and sustainable manner to address their urgent housing related support needs.
- Ensuring the most vulnerable have access to the supply of temporary supported, supported & housing related floating support resources through an appropriate gateway.
- To develop integrated approaches for those with multiple and complex needs e.g. Mental Health & Substance Misuse

### **Broadly what will the services we procure be like?**

At present there is an options appraisal exercise underway to inform the City & County of Swansea's procurement plan for Supporting People Services. As part of this process the LA has undertaken a range of engagement with the Joint Homelessness & Supporting People Collaborative forum taking a blank page approach to inform the specification of sustainable services which are fit for the future.

Business Wales have been invited to the forum to raise awareness of procurement practice including the support it has available to providers.

A Formal Provider Engagement Events have taken place advertised on Sell To Wales:

1. Prevention of Homelessness
2. Supported Living

Where the client group expertise overlaps there will be a joint approach with the Adult Services and Child & Family Service Commissioning reviews linking in with client group specific approaches to commissioning and procurement.

Client group specific mixed engagement events for Learning Disability, Physical Disability and Mental Health have taken place including people who use services and their carer's with most services in scope including supported living and floating support.

Each of these client group areas have established mixed coproduction groups including people who use service and their carers to coproduce each commissioning strategy. They have developed the strategic priority area and client groups specific outcomes set based on the HSCWB Act outcomes.

A new strategic commissioning structure is establishing linking to the Western Bay Learning Disability and Mental Health Commissioning Board and wider Western Bay work. Draft Strategic Commissioning Plans are in development at the time of writing.

Some of the emerging commissioning themes for SPPG are:

- There will be an Authority wide approach to funding decisions assessing the impact on other funding and service areas.
- The Authority will commission services within the envelope of SPPG projected grant allocations.
- The Authority will commission services which can be flexible to respond to changes in commissioning priorities, the external context and changes to the SPPG grant allocations and conditions.
- The Authority will be mindful when commissioning of further welfare reforms affecting the affordability to individuals in need of fixed supported housing provision. This will impact on the sustainability of the model in general and the development of the devolved model for Wales for Supported Housing costs above the Local Housing Allowance.
- All services will link to a central referral and access point 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 further piloting of alternative models of provision e.g. support on demand, locality working, for pre tenancy support, responsive, including crisis and early intervention support which includes the concept of after-care as a form of early intervention to minimise the chances of "relapse".
- There will be further research to explore new and different models of service delivery.

- There will be research and piloting of alternate ways of commissioning housing related support using SPPG such as spot purchasing and use of direct payments.
- 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 by 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.
- Support will be person centred and use an asset based approach to build the individual’s and/or the 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.

### **Equality and Engagement Implications**

Supporting People Programme Grant services are designed to support individuals who have one or more the protected characteristics outlined in the equality legislation. SPPG services seek to support individuals to address many of the challenges experienced by groups referred to in the equality legislation.

The development of a procurement plan will identify the specific changes which may be needed to ensure services are focused on delivering better outcomes and which are sustainable. There will be an equality impact assessment open alongside this process.

An Equality Impact Assessment screening exercise has been undertaken and a full Equality Impact Assessment will be necessary and opened once the financial settlement is known regarding any reduction in funding for 2017/18.

Should there be a reduction of SPPG allocation for Swansea individual and full screening will be undertaken on the detailed procurement plan. The resulting commissioning/decommissioning recommendations will be presented to the Supporting People Commissioning Group for decision.

The Strategic Priorities are signed off by Cabinet. The Supporting People Programme Commissioning Group will make the detail decisions on whether a funding reduction, decommissioning or procurement of new alternative services is appropriate to go ahead or not based on the Equality Impact Assessment outcome.

Monitoring of presenting needs information, service utilisation and outcomes as well as regular contract liaison meetings with individual providers will monitor any impact relating to the above.

The Strategic Priorities identified have been reached following review of a range data identifying need. It includes engagement with individuals who use services via the Service User Involvement Framework for Supporting People Programme and Homelessness Services in Swansea. Other client group specific service user groups are also involved. Other Stakeholders such as service providers are engaged via the Supporting People Programme Grant Collaborative Forum and the wider Homelessness and Social Care planning forums. These priorities will be given regard to in the development of the Supporting People Regional Strategic Plan.

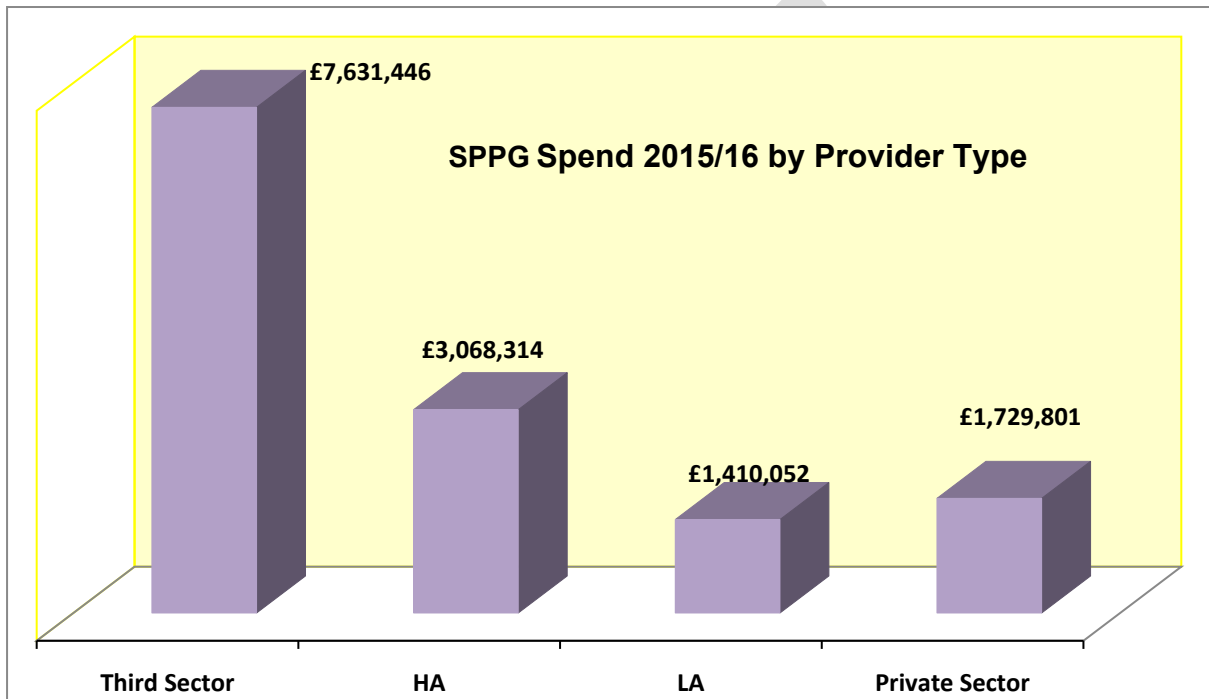
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## Finance

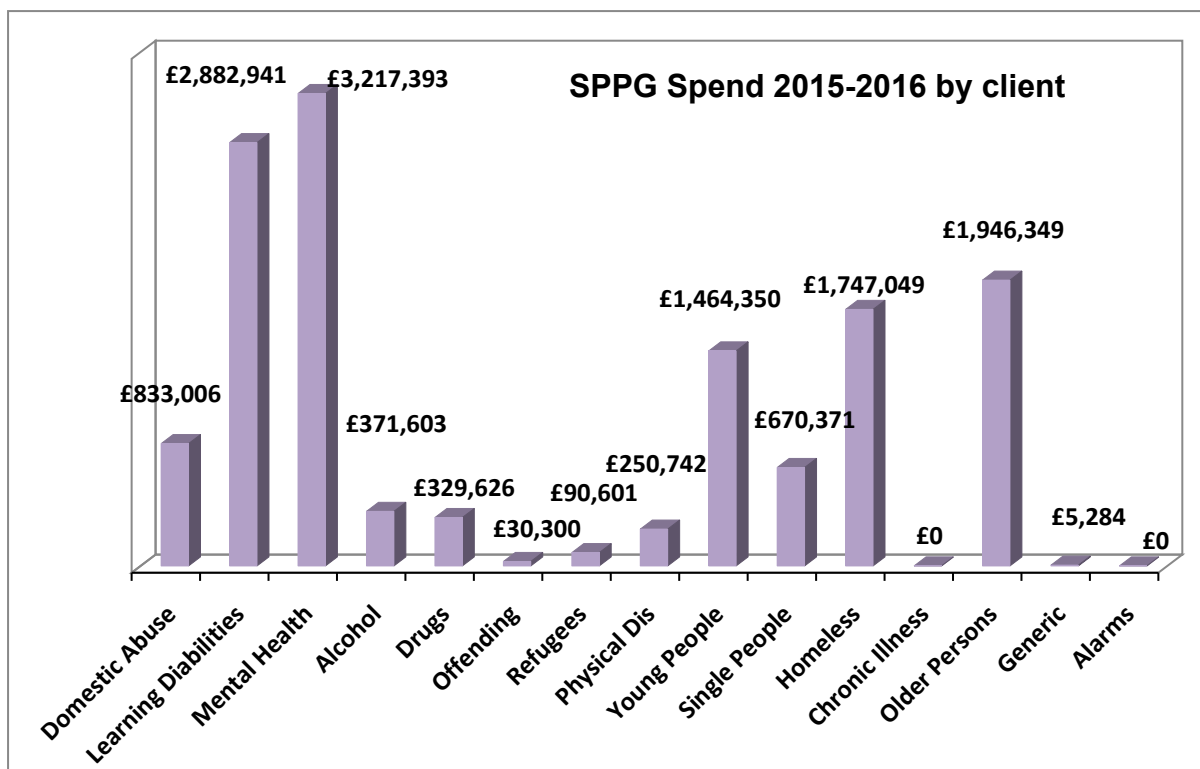
Insert proposed spend plan for 2017/18 ( not available until January 2017 or as soon as local allocations announced) .

### Funding 2015/16

The amount of money the Council received from Welsh Government for 2015/16 was £13.8 million pounds to Swansea. Most of the money was invested via a contract for services with third sector providers including housing associations and the remainder was spent on internal services. The graph below outlines the relative amounts.



The amount of spend is analysed by the prescribed Welsh Government client groups below.



The Welsh Government announced its draft budget on the 20<sup>th</sup> October. Again there has been no national cut to the programme. The protection of the grant has been linked to an effective lobby by the provider sector and the findings of the data linking feasibility study report showing a strong positive association of utilisation patterns of health services and outcomes for individuals who used SPPG funded services. It is unclear as yet whether there will be any top slicing and the draft has yet to receive ministerial approval.

<http://gov.wales/statistics-and-research/supporting-people-data-linking-feasibility-study/?skip=1&lang=en>

### Future funding allocations.

The Supporting People National Advisory Board (SPNAB) circulated a paper at the end of September 2016 which suggested that any funding reduction for LA's should be made by a flat rate cut to each LA without any adjustment for distribution. The following shows percentages and equivalent possible cash reductions for 2017/18.

20%	£2.763 million	5%	£691,000
15%	£2.073 million	2.5%	£345,500
10%	£1.382 million	1%	£138,000
7.5%	£1.036 million		

The paper also recommends that a new distribution formula is developed for implemented in 2018/19. The background to this is a call by some Local Authorities relates to the relative success of the initial capture exercise which established the Supporting People grant levels across Wales in 2003. Swansea was relatively



effective at undertaking the initial capture exercise but this was not consistent across all LA's in Wales. Welsh Government have been engaged since that time with WLGA & the Provider sector on developing a new distribution formula.

An interim formula was used for 3 years in which Swansea received a modest gain. Previous formula options put forward by London Economics Wales have did not favoured Swansea an estimated impacts were at worst a 25% reduction for Swansea. However, some to the elements of the interim formula are no longer relevant in light of Welfare Reform and the phasing out of DLA and changes in performance indicators in response to legislation changes.

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### **Evidence of need.**

This section looks at the evidence of need used to inform the development of the priorities for 2017/18. It primarily looked at data published relating to 2015/16.

For 15/16 the main reasons for homelessness locally based on the national returns was:

- Loss of private rented accommodation;
- Parental Breakdown
- Domestic Violence
- Relationship Breakdown
- Leaving Prison

This is a similar pattern across all Western Bay Local Authorities and this pattern has remained year on year.

Since the implementation of the Act and the Temporary Transitional Funding prevention of homeless rates have been positive. Though this is the first year data has been collected in this way.

The Temporary Transition funding has allowed the Council to pilot new and differing approaches to prevention. The Transition funding is temporary and tapers to 0 over three years. 2017/18 is the final year of funding. Some of these approaches will be eligible for SPPG funding. The Council is evaluating approaches used and will consider prioritising these as new service models to be funded via SPPG as the transition funding reduces and stops.

This table below shows where in Swansea homeless people were accommodated in 2015/16.

Tenure of Accommodation	Bridgend	NPT	Swansea	Totals
Private Rented Sector	155	92	<b>287</b>	<b>534</b>
Local Authority	0	0	<b>376</b>	<b>376</b>
RSL's	105	102	<b>40</b>	<b>247</b>
Supported Housing	65	20	<b>78</b>	<b>163</b>

With the main cause of homelessness also being loss of Private rented accommodation you can see why it is a key area of focus for the Council.

Early indication from recent survey showing that people coming to Swansea to which we hold a responsibility to accommodate but without a local connection is not an issue in Swansea or the region at present.

## Annual Rough Sleeping

The 2015 exercise was carried out in two phases. Phase 1 involved a two week intelligence gathering exercise carried out between 2nd and 15th November 2015. Local authorities were required to work with all relevant local agencies and services to conduct a questionnaire based survey among rough sleepers. The results of this survey were then used to provide an estimate of the number of people likely to be sleeping rough within each local authority area over the two week period.

The data gathered was also used in order to inform and target Phase 2 of the exercise which was the one night count. The one night snap shot count was carried out between the hours of 11pm on 25th November and 3 pm on 26th November 2015. <http://gov.wales/docs/statistics/2016/160321-national-rough-sleeping-count-2015-revised-en.pdf>

## Rough Sleeping

	Bridgend	NPT	Swansea	Total
Actual Count (Nov 15)	6	0	5	11
Estimated Rough Sleepers	6	3	19	28

How do we compare:

	Newport	Wrexham	Cardiff	Total
Actual Count (Nov 15)	8	17	30	55
Estimated Rough Sleepers	8	31	64	103

## Use of Bed & Breakfast Accommodation

Below are the returns on the use of Bed & Breakfast as temporary Accommodation

	Bridgend	NPT	Swansea	Total
Quarter 1	11	1	15	<b>27</b>
Quarter 2	10	4	10	<b>24</b>
Quarter 3	7	3	10	<b>20</b>
Quarter 4	5	5	5	<b>15</b>

The aim of reducing B&B and eradicating for young people has been a priority. Regional figures suggest that the trend is going in the right direction. Alternative way of working such as the Young Person B & B Prevention Pilot and been using the transition funding to work differently on bespoke packages with similarities to the Housing First models. However, all 3 LA's have complex needs cases where finding a solution is very difficult.

## **Demand for Housing Related Support Services**

# **Gateway to Floating Support Tenancy Support Unit (TSU)**

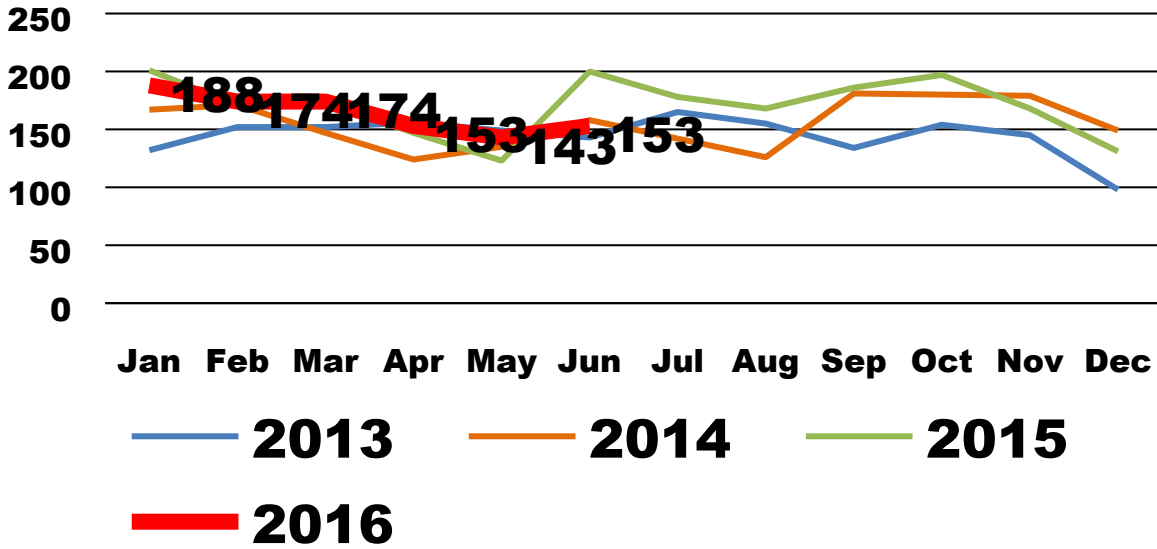
<http://www.swansea.gov.uk/article/9304/The-Tenancy-Support-Unit-TSU>

City & County of Swansea Central Referral Point for  
Housing Related Support  
Early Intervention and Prevention Service  
Preventing of Homelessness & escalating of need for  
Adult Social Care  
Partnership with the 3<sup>rd</sup> Sector - 12 Agencies

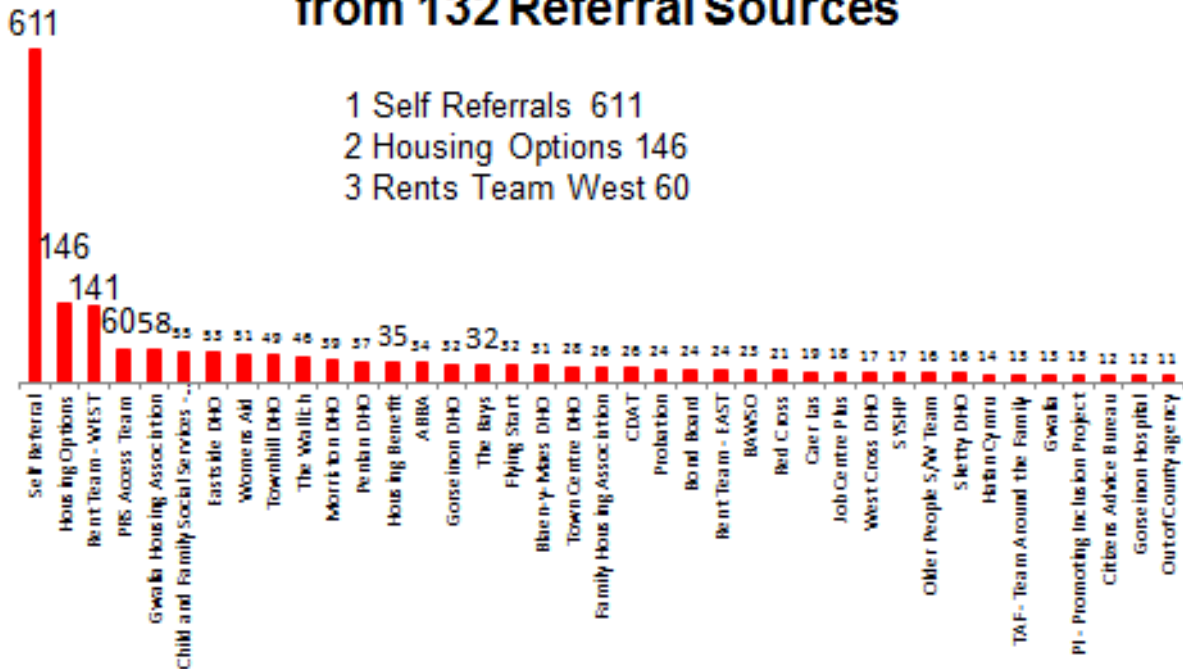
Baseline Capacity 447 people

Actual delivered 659 people supported at 4<sup>th</sup> June

# Referrals to Gateway by Month & Year



In 2015/16 there were 2198 referrals from 132 Referral Sources



## 2015/16 TSU Referrals By Tenure

Local Authority	1057	52%
Private Rented	<b>459</b>	<b>23%</b>
Housing Association (RSL)	311	15%
Other (Abba, hostel etc)	82	4%
Home owner	60	3%
Living with friends and relatives	65	3%

### Swansea Stock Tenure Profile WG 14/15

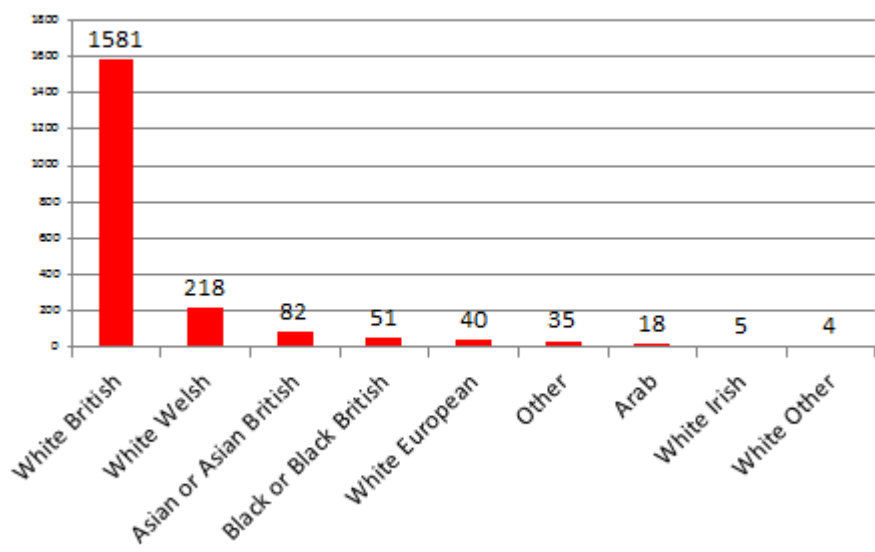
Owner occupied	Private Rented	LA	RSL
70,351	19,389	13,512	7,187
64%	18%	12%	6%



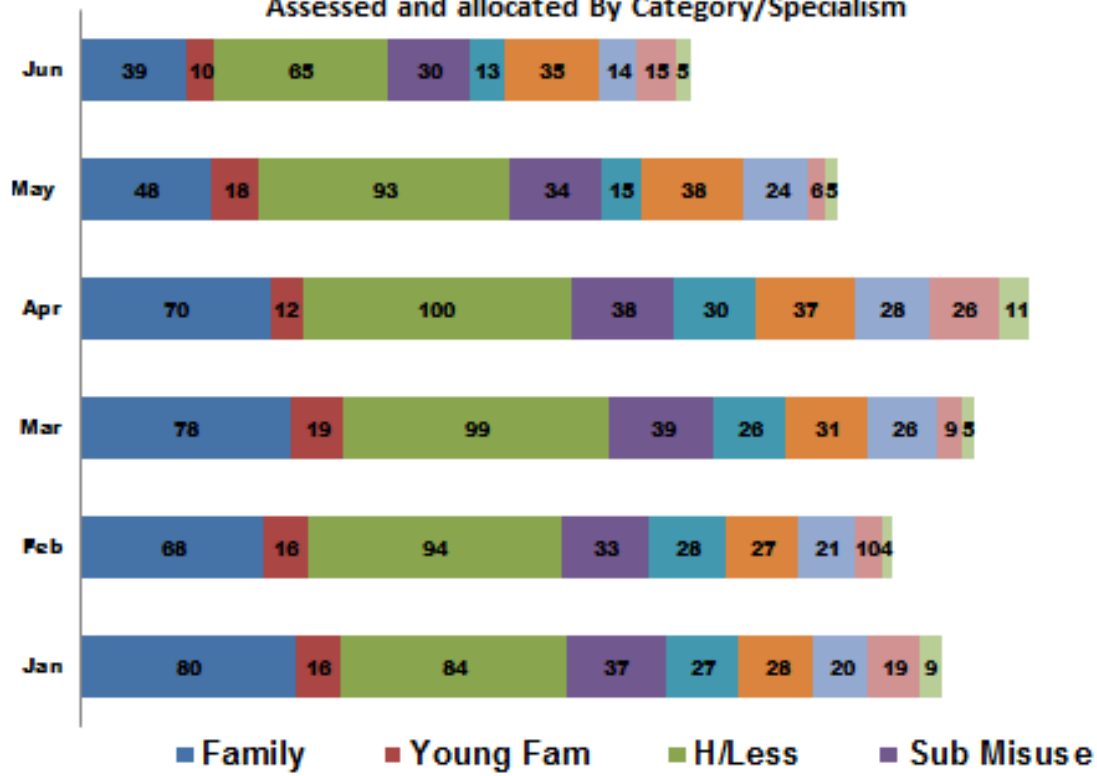
### Marital status

- Single 1654
- Married 176
- Living with partner 76
- Civil partnership 3
- Divorced 1
- Prefer not to say 124

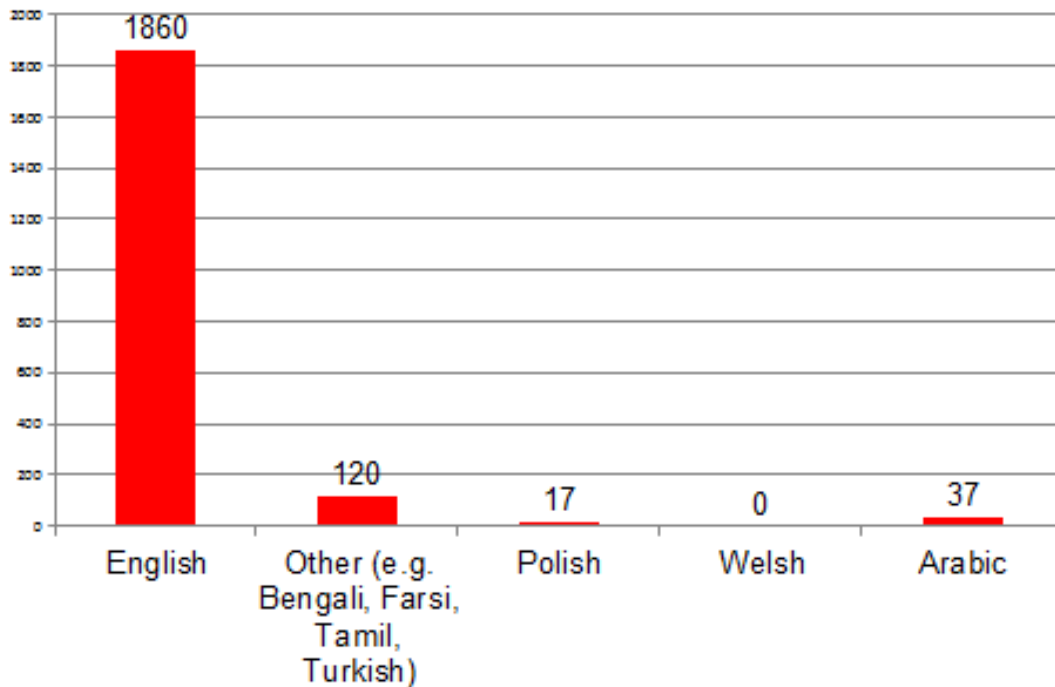
## 2015/16 Referrals by Ethnic Origin



January to June 2016 Waiting List Assessed and allocated By Category/Specialism



## 15/16 Referrals by Language



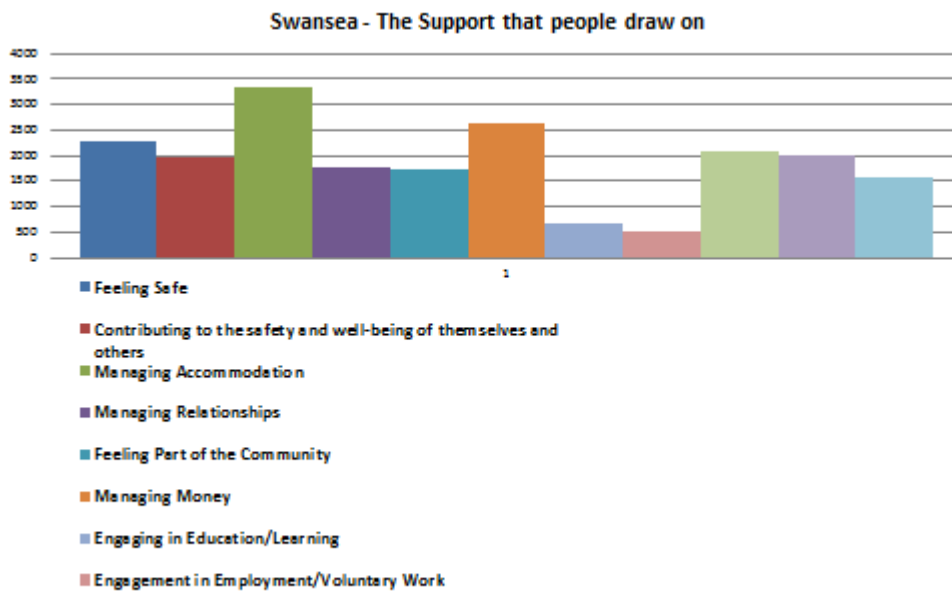
Analysis of the SU Data have identified the following priorities around Early Intervention & Prevention Indicators:

- Rapid Response
- Managerial Priority
  - Private rented
  - New tenants
  - Move On

Analysis of the TSU outcome returns below identifies shows the relative area where individuals who are having a service draw on the support available. Ad can be seen to the two main areas as are managing accommodation and managing money.

There is relatively low level of draw on support on education training and employment support from the SPPG service. However, it should be noted that this could also be affected by signposting to other specialist services which may be available.





### **Impact of the Supporting People programme**

At any one time in Swansea over 4000 people are supported. Since the beginning of the programme in 2003, over 18,500 people have received a supporting people service.

Welsh Government have continuously been seeking evidence of the programme effectiveness since its beginning. There are no longer any specific PI in place but the following are used by Welsh Government.

### **National Supporting People Outcomes Framework**

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”

### **Mandatory Outcome Returns & Analysis**

Mandatory outcomes reporting is required of all SPPG funded services to Welsh Government. Good progress has been made towards all providers making the required returns. However for some services it has been more difficult to adopt the mandatory return format as the usual formal support planning process is not used. This is particularly applicable to low level service and very short term rapid response services.

The outcomes returns made by providers to the LA can give some limited needs mapping and information. However, it is not considered robust enough to make commissioning decisions on its own and must be considered with a range of other information.

I provides some needs mapping analysis of people currently in services as it show us a picture of what service users and their support worker agree are the priority outcomes areas for that person to receive support in. This gives us a picture of what front line support work is focused on.

There is also and distance travelled measure of progression included. Many services use an outcomes star to capture this information and populate the spreadsheet. This is a very subjective assessment between the support worker and the individual.

There is some additional qualitative information collected locally on the barriers to achieving success.

### **Secure Anonymised Information Linking (SAIL)**

Swansea and Gwent LA's took part in a data linkage feasibility study funded by Welsh Government using Secure Anonymised Information Linking (SAIL). Data Linking is a technique for creating links between data sources so that anonymised information that is thought to relate to the same person, family, place or event can be connected for research purposes. Welsh Government has now committed to fund a more detailed study.

“As a result of the exploratory analysis of the routine administrative data for Supporting People provided by Blaenau Gwent and Swansea Local Authorities, we are able to conclude that:

- Although for the Feasibility Study it was not possible to develop the complex analysis methods necessary in order to reliably separate the period during which support was being provided from the period after support ended, more complex kinds of analysis could be undertaken as part of a full quantitative evaluation.
- The question of how any improvement can be attributed to Supporting People can only fully be addressed with the use of a suitable control group, since we can only attribute the impact of Supporting People by comparing patterns for people who have experienced a crisis that puts them at risk of homelessness-related and who have had support from Supporting People with individuals who have had a similar crisis but who have not received.”

**Nevertheless, the we are able to report that:**

- Sufficient numbers of health events were identified relating to Supporting People recipients to reassure the Research and Evaluation Steering Group that using routine administrative records for Supporting People linked to routine health records was likely to give a realistic picture of the health events of Supporting People recipients and allow a robust analysis of change over time.
- As we might expect, Supporting People recipients were estimated to use GP services around twice as frequently as the general population in the 12 month period before support began.
- Floating support ranged in duration from a single day to over two years, with 80% of spells lasting 12 months or less.
- An estimated 27% of Supporting People recipients in Swansea Local Authority had more than one spell of support from the Supporting People Programme between 2011 and 2015, and an estimated 22% of floating support recipients in Blaenau Gwent had more than one spell of support between 2003 and 2015.
- Although there are limitations to analysing ‘out of area’ cases in SAIL, it is estimated that around 8% of Blaenau Gwent Local Authority Supporting People recipients were not registered with a GP at an address within the Blaenau Gwent Local Authority area; the proportion was lower at 3% for Swansea Local Authority.’
- Substance misuse (drugs)’ was the ‘service group’ for which the greatest proportion of Swansea Local Authority Supporting People recipients was registered with a GP outside the Swansea Local Authority area.