Cardiff Council Supporting People Programme

Local Delivery Plan 2019/20

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1   Introduction
1.1   Supporting People Programme

The Supporting People Programme provides over **6,000** units of housing related support to vulnerable individuals in Cardiff to assist them to live independently and to prevent homelessness.

This includes **1070** units of floating support, **1,400** units of supported accommodation and over **3,500** community alarm units. Support can be provided in the clients own home, in hostels, sheltered housing or other specialist supported accommodation.

Twenty seven organisations deliver this support, the majority are charitable organisations. However the Council also provides services directly including two homeless hostels and a Rough Sleepers Outreach service.

The Welsh Government provides Supporting People funding in the form of a grant and Local Authorities administer the funds and commission services. A multiagency Regional Collaborative Committee (RCC) for the Vale of Glamorgan and Cardiff operates to provide a collaborative approach and share best practice.

1.2   Purpose of Document

This Local Delivery Plan sets out the strategic and local priorities for Supporting People in Cardiff and how these will be achieved within the grant allocation for the 2019/2020 financial year. It details how consultation with a wide range of providers and other stakeholders has influenced the commissioning process, and sets out, as far as is possible, the planned commissioning and de-commissioning intentions for the coming years.

2   Background
2.1   Funding Climate

The Supporting People Programme Grant (SPPG) allocation was reduced by **£2.8m** or **15%** between 2013/14 and 2015/16. Since then Cardiff's allocation has remained at **£16.2m** each year. Achieving this reduction in spend was a considerable challenge for the Council and our partner providers. Despite some reduction in capacity many services were maintained as a high level of efficiencies were achieved. Also alternative funding arrangements such as through charitable donations and fund raising helped to keep some projects running.

Further savings were achieved for 2017/18 as a result of the recommissioning of the Generic Floating Support Service. The savings made were reinvested in services to provide support to rough sleepers, with the aim of reducing the numbers of people sleeping rough in the City. It also supported a grant programme for third sector organisations to bring forward innovative proposals for new ways of working. Projects supported included several that address the need to reduce rough sleeping and a project to support women at risk of exploitation. Funding was also invested in supporting homeless people placed in leased temporary accommodation to access accommodation in the private rented sector.

Welsh Government's draft 2019/20 budget indicates that the national Supporting People Programme Grant budget will remain at **£124m**. It is anticipated that each Local Authority's grant allocation will also remain unchanged, meaning an allocation to Cardiff of **£16.2m**. An indicative grant offer is expected in December 2018 with a formal grant offer expected in March 2019.

3. Strategic Priorities:

The Wellbeing of Future Generations (Wales) Act 2015 came into force in April 2016. The Act aims to enable public bodies to tackle challenges through thinking more about the long-term and working more effectively with other organisations and with communities. The process of improving the economic, social, environmental and cultural well-being of Wales by taking action, in accordance with the sustainable development principle, aimed at achieving the well-being goals. Five Ways of Working - Long term, Integration, Involvement, collaboration & Prevention. Adopting recognition of Adverse Childhood Experiences (ACE's) - prevention, early intervention and collaborative working are key to breaking the cycle.

Social Services and Well-being (Wales) Act 2014 provides the legal framework for improving the well-being of people who need care and support, carers who need support, and for transforming social services in Wales. Safe Guarding of Vulnerable People; Giving people control over what support they need (making decisions), Ease of access to information, preventative approach to meeting needs, partnership to drive integration, innovation and service change.

Violence against Women, Domestic Abuse and Sexual Violence (Wales) Act 2015 aims to improve the public sector response in Wales to all forms of abuse and violence against women and to improve domestic abuse and sexual violence services for all.

The Housing (Wales) Act 2014 which began to be implemented in April 2015, involves a number of changes to how accommodation is managed and delivered and how people in housing need are assisted.

Renting Homes (Wales) Act 2016. This Act aims to simplify the legal basis for renting a home from a private or 'Community' landlord (Local Authorities and RSLs). The Renting Homes (Wales) Act aims to replacing various and complex pieces of existing legislation with one clear legal framework. The new 'occupation contracts'. With a limited number of exceptions, the act replaces all current tenancies and licenses with just two types of occupation contract:

- secure contract - modelled on the current secure tenancy issued by local authorities
- Standard contract - modelled on the current assured short hold tenancy used mainly in the private rented sector.

Welfare Reform Act 2012 introduces a wide range of reforms. The Act introduces a new Universal Credit (UC) which will replace most existing benefits and limits the total amount of benefits a person can claim.

The Westminster Government are proceeding with Welfare Reforms which may have further implications. In response to concerns raised, the Government will not apply the Local Housing Allowance rates to tenants in supported housing, nor to the wider social rented sector and are currently carrying out consultation on a sustainable funding mechanism for supported housing that ensures quality, value for money and security of future supply.

The Housing Strategy 2016-2021 identifies the following vision for future delivery of housing services in the city: To deliver the best housing outcomes for the people of Cardiff, working together with our partners to ensure that all our citizens can access quality, affordable and sustainable homes.

Prosperity for All – Taking Wales Forward - Welsh Governments Five Year plan to drive improvements. The national strategy bringing together efforts of the whole Welsh Public Sector.

Capital Ambition, the administration's five-year plan, outlines the Council's vision for Cardiff to become a leading city on the world stage. Each Cabinet member has outlined their key aims and ambitions for their term of office.

Cardiff Local Wellbeing plan 2018-2023 - Cardiff is going through a period of rapid change and have set out its strategic focus to ; Reducing the gap in outcomes between the most and least deprived and Making sure the city's public Delivering excellent public services, particularly for the vulnerable, at a time of austerity.

4. Welsh Government Supporting People Programme Strategic Priorities

Welsh Government Ministers have previously outlined to the Regional Collaborative Committees their priorities for the Supporting People funding as:

- Continued work at a regional level to ensure effective engagement and joining up of services.

- Review of the strategic relevance of services across the region.

- Ongoing engagement with colleagues from Homelessness Advice Services to ensure service provision is configured to prevent homelessness.

- Engagement with colleagues across the region to reduce demand on more costly Health & Social Care provision.

- Review patterns of provision to ensure all services are fit for purpose, reflect the needs of those accessing them and evidence that they provide value for money.

- Continued improvement in outcomes collection and use of this information, alongside spend plan data, to prioritise service commissioning and remodelling.

- Closer links between wider Tackling Poverty funding streams so resources are targeted and services are not duplicated.

The Council, together with providers, the Vale and Cardiff Regional Collaborative Committee (RCC) and Welsh Government, have recognised that funding reductions previously applied have increased the need to take a strategic approach to the delivery of housing related support services and increased the need to maximise the use of the funding available to support vulnerable people in Cardiff.

To respond to this requirement, the Council has been taking a consultative approach to reviewing current services and developing ways forward for the coming financial year and beyond.

Continued engagement with providers and other stakeholders is a key driver for change with a more strategic approach to identifying local priorities now in place. The aim is to deliver new arrangements for accessing and delivering quality services that are more targeted, better aligned and more efficient.

4.1 Welsh Government Priorities (Funding Flexibilities)

Over the years the Supporting People Programme has been aligned with other Tackling Poverty Programmes by Welsh Government. There is a clear drive to join up anti-poverty programmes to achieve better outcomes for people and a more efficient use of resources.

There are a number of funding programmes aimed at supporting vulnerable people or communities which have been established over the years. Whilst these are aimed at tackling different issues such as community resilience, early years, family support, homelessness, housing related support and into work support, they do all have a great deal in common.

They all seek to prevent or mitigate disadvantage, facilitate early intervention, provide support and help build resilience in individuals and communities.

Over the last few years, the Welsh Government has been working with local authorities to align various grants. The aim has been to enable service re-design, deliver sustainable improvements in outcomes for people across Wales and reduce unnecessary bureaucracy.

The flexibility pathfinder will give 100% flexibility across grants in order to achieve increased programme alignment.

Seven pathfinder local authorities tested an approach in 2018-19. These were Cardiff, Newport, Torfaen, Rhondda Cynon Taff and Merthyr as a Public Service Board, Conwy and Bridgend. The pathfinders had 100% flexibility across 10 grants. The remaining 15 local authorities had flexibility of **15%** movement across a smaller number of grants.

Each pathfinder submitted a single delivery plan to Welsh Government which included details of their vision, new approaches they will be taking to achieve better outcomes for people.

An initial evaluation has been completed during 2018 with the Minster announcing that the grant would now be split into two funding streams from 2019/20.

The Children and Communities Grant, consisting of Families First, Flying Start, Childcare and Play, Promoting positive Engagement, St David's Day Fund, Employment Grant and the Legacy Fund.

The Housing Support Grant, consisting of Supporting People, Homeless Prevention and Rent Smart Enforcement grants.

The greater financial freedom and flexibility is expected to enable local authorities to work differently, giving more scope to design services to support more integrated and long-term approaches to allow for a more strategic approach to delivering services for the most vulnerable in society.

Welsh Government has worked with stakeholders and partners to establish this new flexible approach.

As a pathfinder, Cardiff will continue to work closely with Welsh Government to ensure better outcomes are achieved for Citizens and identify lessons to inform future policy decisions.

4.2   Setting Local Priorities
Cardiff Housing Strategy 2017-2020

The objectives of the Housing Strategy are to address the housing needs of vulnerable people:
- Ensuring effective advice is available
- Mitigating Welfare reform
- Operating a need- based allocation scheme for social housing
- Deliver needs based housing related support
- Review support given to private landlords to help them let properties to homeless households.
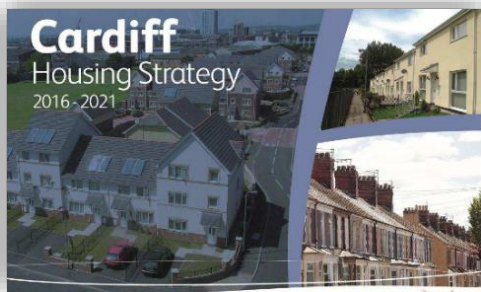
Cardiff Rough Sleepers Strategy 2017-2020 -

Aims to work towards ending rough sleeping in Cardiff.
The main objectives are:

- To work to understand the causes of rough sleeping
- To work with partners to ensure support is directed towards ending and not reinforcing rough sleepers becoming entrenched.
- To develop, carefully monitor and review a range of accommodation and support solutions tailored to individual needs e.g. Housing First Model.

Homeless Strategy 2018-2020

The Strategy encompasses the objectives of both the Housing Strategy and the Rough Sleepers Strategy to provide clear concise objectives to deliver better services in Cardiff.

"Providing the right support at the right time to meet the housing needs of our citizens, by;

- Extend and improve housing advice and better publicise the service available to help prevent homelessness.
- Build on the success of the current preventative work by developing more focused and targeted prevention services.
- Review specialist pathways into services to ensure they are working effectively.
- Improve services to the most vulnerable by addressing the underlying causes of homelessness. (Early Intervention and Prevention)
- To reduce the time spent in all forms of temporary and hostel accommodation by increasing move on options.
- Feed in relevant information to enable the council to explore the reasons for the differential impact of homeless

The Approach

The approach to identifying local priorities and reviewing service delivery for the Supporting People Programme is ongoing and based on a set of agreed principles as set out below:

- Ensuring that services are based on need and that the most vulnerable service users are accessing provision.
- Promoting independence and delivering support at the lowest appropriate level to meet client's needs
- Taking an evidence based approach – considering voids/turnover, outcomes and service user feedback
- Ensuring services are sustainable
- Maximising the time spent on the client and reduce management costs by encouraging collaboration between providers
- Where possible, commissioning support in partnership with other public/third sector organisations
- Working with providers and other partners to develop service specifications that are outcome based and quality focussed.

4.3   Needs Supply and Service Gaps

The annual survey at **Appendix 1** provides a range of data about services and their users for the year 2017/18. This includes equality information and client needs in addition to supply and demand information. This information is collected every year and helps identify the priorities for the Supporting People Programme Grant in the coming year. It is also useful in finding gaps or oversupply in support provision. Information is also gathered through the Accommodation and Support Gateways; these gateways control access to services and record both client demand and provider performance.

The overall picture of 2017/18 shows that **7,332** service users were supported; this is **1,443** more than during 2016-17.

Of those **3,374** were supported in accommodation provision and **3,958** in floating support provision.

The increase in demand predominantly is seen in the floating support element which has been able to accommodate a further **1,177** service users in relation to the previous year's delivery. (Figures do not include community alarm clients).

- Female service users accounted for almost **3726 (50.8%)** of those supported. Whereas Males accounted for **3601 (49.1%).**

- Males accounted for **61.5%** of the accommodation based support. However females made up **61.4%** of the floating support.

- The majority of service users were aged 25 – 54 for both genders **(21%).**

- The next significant group included those aged 16 – 24, **1563 (21%)** of supported.

- The lead type of support provided was floating support with **995** units available and **3,906** units of support provided in total.

- The second type was supported accommodation with **491** units available of which **791** units of support were provided.

- The most prominent was the Hostel support; of the **389** available units, **1,948** units of support were provided

Lead Need

Appendix 1 (section 4) shows the most prominent need recorded in the Supporting People data is **Mental Health** at **22.8%**, followed by **Domestic Abuse** at **12.6%** and the third is **Substance Misuse 12.4%.** The majority of categories show no substantial changes this year apart from Mental Health which increased by almost **10%**. Second to this is in the **Substance Misuse** category which has seen a **4.6%** increase overall.

Mental health issues were identified as the greatest lead and secondary need for all clients being supported in accommodation based projects or receiving floating support in 2017/18.

Mental health and substance issues have also been cited by partners as one of the main underlying causes of homelessness. A third of people who completed the Councils recent client survey stated that mental health issues had contributed to their housing situation.

The **Single Parent Families and Families with Support needs** have also seen an increase in demand from **6.3% to 11.4%** in 2017/18. This requires further investigation and will be reviewed during 2019/20.

Data collected for the **Cardiff Housing Strategy 2016-2021** shows that:

- There are nearly **8,300** households on the waiting list for social housing, of which **8%** are homeless;
- There are **450** new housing applications received each month;
- **2,700** families are living in severely overcrowded homes;

- **600** homeless households are living in temporary accommodation or hostels including **378** families.

Cardiff has developed Gateways into provision to carefully monitor the available provision and monitor the journey of service users. The system allows us to see information around the movement of individual services users including move on, abandonments and evictions.

The information is obtained to allow people to placed and supported appropriately to increase the likelihood of a positive outcome.

Further analysis shows that a number of people can come back into the service several times. The stats known as *'Revolving Door'* data shows these occurrences of individuals exiting and re-entering services are predominantly in Hostels and Supported Accommodation.

During April-June 2018, **76** people were evicted from accommodation. **66%** of these had experienced at least 1 previous eviction, a further **52** people had abandoned their placements, of which **37%** of these had a history of abandonment in previous placements.

Revolving Door Data from October 2015 – October 2018

Number of placements	Number of individuals
10-20	216
20-30	49
30-40	7
40+	1

The revolving door data shows that **216** people have had anywhere between **10-20** placemats with **1** person recorded as having **40** plus movements.

Priorities 2019/20

More Early Intervention Provision
During 2017/18 Cardiff Council prevented **73%** of households from becoming homeless where help was sought at an early stage. This was the third highest result in Wales.

However, many households do not seek help prior to becoming homeless and there is a pressing need to increase accessibility and availability of services so that more people access assistance at a much earlier stage.

Mental Health & Substance Misuse
As highlighted previously figures indicate that **22.8%** of service users in 2017/18 identified their lead need as mental health. The overall outcome information obtained shows that in total **1706** clients had mental health recorded as a lead need and **1452** as a secondary need. **1882** had misuse of either drugs or alcohol as a lead or secondary need.

Mental health issues are often experienced alongside substance misuse and therefore services working with people with both issues will be reviewed together.

Many people entering services have complex issues with many linked to them experiencing an Adverse Childhood Experience (ACES). Often people affected by ACES struggle to maintain any form of accommodation resulting in a "revolving door of homelessness".

A more person-centred, trauma informed approach is needed with multi-agency input, to address the underlying causes of homelessness.

The Supporting People team have already engaged with colleagues in Social Services, Mental Health Services and colleagues in Health regarding Substance Misuse to develop needs and gap analysis of the services available related to housing needs.

Mapping of these services will continue and form a significant part of the work programme in place to better understand need and demand pressures for the Accommodation and Support Review programme during 2019/20.

Family and Leased
The Single Parent Families and Families with Support needs category have seen an increase in demand from **6.3%** to **11.4%** in 2017/18. With nearly **8,300** households on the waiting list for social housing and **378** families' living in temporary accommodation or hostels, alongside Welfare Reforms such as the benefit cap has had an impact for many families across the city.

There has been an **81%** increase in people losing accommodation provided by parents, relatives or friends from April 2015 to March 2018. This became the biggest cause of homelessness in Cardiff in 2017/18.

There is a need to build on the current family mediation arrangements to focus support and assistance in this area. There are also concerns that changes to the Cardiff Housing Allocation Scheme in 2015, which affected the priority status of applicants living at home, are contributing to the increase in those presenting with parental notices.

For the period April 2015 to March 2018 overall Cardiff has seen a **762%** increase in the number of people experiencing difficulties with paying their rent or mortgage. The number of cases rose from **82** in 2015/16 to **707** in 2017/18.

Although there has been a significant increase in demand for the service due to financial issues, Cardiff Council has achieved great success in this area with **93%** of all clients who engaged with

services prevented from becoming homeless.

A review of accommodation and support services for families will form a significant part of the Vulnerable Persons strand of the recommissioning programme during 2019/20.

Rough Sleeping and the Revolving Door of Homelessness

The Cardiff Rough Sleeper Strategy 2017-2020 was developed in response to the pressing issue of rough sleeping in the city. Cardiff, in line with the rest of Wales, has experienced an upward trend in rough sleeping in recent years. Since the introduction of the Strategy in 2017, numbers of rough sleepers in Cardiff have stabilised but remain an issue.

Rough Sleeping Annual Comparison
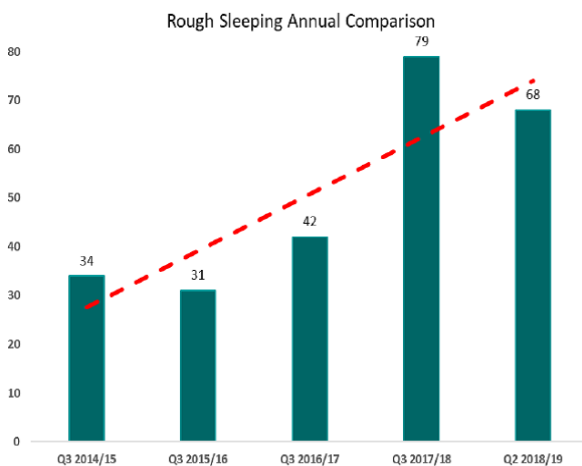
Complex Needs

A high number of Cardiff's rough sleepers have complex needs resulting from negative life experiences and/or personal lifestyle choices such as substance misuse or criminal behaviour. Overall monitoring data identifies that typically around half have support needs relating to

substance misuse; a quarter to mental health and almost a quarter to alcohol.

Many of these people will have co-existing issues, which can often contribute to a harmful cycle of multiple exclusions from services and movement between rough sleeping, hostels, prison or hospital.

The issue of repeat evictions, abandonments and placement breakdowns is significant. There is concern about how well existing services are meeting the needs of these complex clients as demonstrated by the number of evictions from supported accommodation within the Single Persons Gateway.

Eviction rates from the last year as a percentage of placements range from **3%** to **39%.** The majority of evictions took place because of aggressive behaviour and damage to property but people were also evicted due to non-compliance or engagement with support, arrears, and using substances.

Identification of issues and a better understanding of performance for each of the providers will be taken forward as part of the strategic review process in Supporting People.

The reviews for the grant funded projects Housing First, Compass, Ty Tarian and Cardiff Solutions Services has already commenced, findings from these reviews will inform decisions on the continued delivery of these projects in 2019.

4.4   The proposed Supporting People Spend Plan for 2019/20

The proposed spend plan can be found below; it shows schemes against spend for the Welsh Government categories that will be in operation in 2019/20.

Welsh Government Spend Categories				
Spend Category	Schemes	Units	Total	Allocation
Women at risk of Domestic Abuse	Floating Support	69	143	£1,255,689
	Refuge	37		
	Supported Housing	16		
	Domestic Abuse Alarms	20		
	DA Gateway	1		
Men at risk of Domestic Abuse	Supported Housing	4	4	£23,221
People with Learning Disabilities	Adult Placements	22	378	£2,234,172
	Supported Housing	1		
	Supported Living	355		
People with Mental Health Issues	Supported Housing	106	145	£814,833
	Floating Support	39		
People with Substance Issues (Alcohol)	Hostel	21	65	£654,134
	Supported Housing	44		
People with Substance Misuse issues (Drugs and Volatile substances)	Floating Support	16	73	£803,667
	Hostel	15		
	Supported Housing	42		
People with Criminal Offending History	Supported Housing	33	33	£386,100
People with Refugee Status	Floating Support	37	37	£153,920
People with Physical and/or Sensory Disabilities	Supported Housing	23	31	£75,283
	Extra Care	8		
People with Chronic Illnesses (incl. HIV/AIDS)	Supported Housing	6	6	£34,964
Young People who are Care Leavers	Supported Housing	10	10	£181,480
Young People with Support Needs (16 - 24)	Supported Housing	51	179	£1,865,804
	Hostel	68		
	Floating Support	60		
Single Parent Families with Support Needs	Supported Housing	9	30	£393,120
	Hostel	21		
Families with Support Needs	Supported Housing	33	84	£822,198
	Hostel	51		
People over 55 years of age with Support Needs (this category must be exclusive of alarm services)	Extra Care	37	87	£165,147
	Supported Housing	15		
	Floating Support	35		
Alarm services (including sheltered/extra care schemes)	Community Alarm Services including Sheltered/ Extra Care	3579	3579	£532,539
Generic Floating support to prevent homelessness	Floating Support	729	729	£2,329,040
Expenditure which does not directly link to the spend plan categories above **(Includes homeless services)**	Supported Housing	115	426	£3,542,159
	Hostels	221		
	Floating Support	85		
	Gateway	5		
Total			6039	£16,267,470

Number of units allocated to type of support

Types of Support	
Type of Support	**# of Units**
Hostel	**397**
Floating Support	**1070**
Refuge	**37**
Supported Housing	**508**
Domestic Abuse Alarms	**20**
Adult Placements	**22**
Supported Living	**355**
Extra Care	**45**
Community Alarm Services including Sheltered and Extra Care	**3579**
Gateway	**6**
Total	**6039**

4.5 Changes to the Spend Plan for 2019/20 are set out below:

As stated previously it is anticipated that the grant for 2019/20 will remain unchanged. However, it has been identified where some realignment of resources is required for next year.

Although the level of intended spend within each category is the same as last year there have been a slight reduction to funding levels in the Older Persons Category. This will be refocussed into addressing priorities around rough sleeping and homelessness for 2019/20.

The full spend plan is attached at **Appendix 2.**

Older Persons Support and Alarm services - Over **3500** people receive assistance from the Supporting People grant to access community alarm services. Spend on older persons will slightly decrease next year for a number of reasons. There is sufficient capacity within the Generic Floating Support Service to meet current demand for housing related support from older persons.

Capacity has also been increased through the alignment and development of floating support provision within the Independent Living Team. This additional capacity in the established first point of contact for older people has brought about better co-ordination and access to services for those who need it the most.

Being part of an integrated team has helped older people to access a wide range of support such as advice on benefits, disabled adaptations, grants, home energy efficiency and support to avoid social isolation. A more detailed update on progress this year is available in section 4.7.

Rough Sleeping/Homelessness
The number of rough sleepers in Cardiff has been increasing over recent years. Addressing the 'Revolving Door' of Homelessness to better address complex needs, **the multi-disciplinary city centre team** will be expanded to include dedicated substance misuse and mental health workers; an additional homeless nurse and counselling service. Support staff will also be trained in providing trauma-informed services.

Funding for the multi-agency team is temporary at present. Alongside

Supporting People funding there is a need for all partners to be clear in their commitment to improved services for vulnerable and chaotic people and this targeted work will be a priority area in 2019/20.

4.6 Programme Review

An Accommodation and Support project was set up during 2015/16 to review and recommission accommodation and support provision in Cardiff.

While this review was focused on Supporting People funded projects, a wider view was taken and other funding sources and services were included where appropriate to give a more rounded approach to client need.

Services were grouped into 5 categories with a consultation and planning group set up for each. The groupings are:
• Floating Support
• Gender Specific/Domestic Abuse
• Young Persons Services
• Homelessness & Rough Sleeping (including substance misuse and mental health services)
• Longer Term Services (including older people)

The consultation and planning groups engaged with other services, projects and organisations to identify and agree local priorities and develop similar aims around:

• Identifying opportunities for alignment, or joint commissioning or delivery.

• Developing single access point for services "Gateways" to ensure most effective use of resource and to prioritise the most vulnerable clients.

• Greater understanding of need through the development of central waiting lists and allocations.

• Developing the right mix of accommodation types.

• Developing clear pathways, structured journeys to independent living (wherever possible)

• Developing specifications for commissioning

• Identifying opportunities for efficiency savings

it was accepted that the recommissioning of these complex and essential services should be carried out in a phased way.

Wherever possible a joined up approach has been taken to recommissioning services, working across departmental and grant funding boundaries to develop joined up and more comprehensive services for people who need them the most.

Phase 1 of the Accommodation and Support Review Programme has been completed with the exception of the Gender Specific service for male victims.

Work has commenced on Phase 2 and 3 with new contracts for service for young people to be in place by May 2019. A full review of Accommodation and Specialist Support services (including families, substance misuse, mental health, and refugees) has commenced. It is anticipated that Phase 2 and 3 will be fully completed by 2020/21

Accommodation & Support Services - Three Phase Commissioning Plan	
Phase 1	➢ Generic Floating Support services ➢ Advice Services ➢ Older Persons Floating Support services ➢ All Gender Specific services (including domestic abuse)
Phase 2	➢ Supported Housing ➢ Specialist Floating Support services (includes substance misuse, mental health, young persons and refugees.) ➢ Other specialist support (includes learning disabilities and physical disabilities.
Phase 3	➢ Homeless Hostels

4.7 Update on progress to date

Recommissioning Young People's Services

In October 2015 the Council established a Young Person's Gateway to manage all accommodation and support for young people. Previously services for homeless young people operated separately from services for 'looked after children'.

The service operates as a partnership between Homelessness, Children's Services and a third sector organisation which carries out homeless prevention and mediation services. The Gateway is located in Charles Street and Housing Options officers, social workers and support workers are co-located in the building. Accommodation is provided by third sector organisations under 17 different agreements.

Since the establishment of the Gateway over **550** young people have been housed without use of bed and breakfast accommodation and the mediation work to prevent homelessness has had a positive outcome in over **55%** of cases.

The Gateway has demonstrated the benefits of operating services in a joined up way, using different funding streams to create clear support pathways to assist vulnerable people towards independence. This approach has been recognised as good practice by the Welsh Government.

A joined up approach has been taken to recommissioning through working across departmental and grant funding boundaries.

Details of the proposals are set out below:
.C**ontract One – This will offer:**
- Emergency accommodation
- Hostel Accommodation
- Lower level supported accommodation;

- Floating Support to assist with their move to independence for between 12 and 26 weeks as required.
- Ongoing contact and support – low level contact for 12 months after their move from supported accommodation to ensure that their move is successful. More structured floating support can be resumed at any time if the tenancy is at risk.

Contract Two – This will offer:
- Smaller more intensive supported accommodation;
- Floating Support to assist with their move to independence for between 12 and 26 weeks as required.
- Ongoing contact and support – low level contact for 12 months after their move from supported accommodation to ensure that their move is successful. More structured floating support can be resumed at any time if the tenancy is at risk.

Should the young person's move to independence not be successful, a managed move back into supported accommodation will be arranged. Further work will be undertaken during 2019 to develop of a youth focused one stop shop approach focussed on early intervention and prevention.

Generic Floating Support

The recommissioning of Generic Floating Support Services was completed in April 2017. The completed review and subsequent recommissioning of both services has seen the implementation of two new contracts each with an annual value of £1m.

The Generic Floating Support recommissioning in particular released considerable efficiency savings of £900k, whilst reducing the number of contracts in place and streamlining administration

process. It has also resulted in improved monitoring, performance management and outcome reporting.

As a result, the savings made were reinvested in other priority areas such as homelessness and rough sleeping. There was also investment in services to support people placed in leased temporary accommodation to access accommodation in the private rented sector.

As shown in **appendix 2** the floating support service has seen **3,958** service users in 2017/18 this is an increase of **1,177** service users in relation to the previous year's delivery.

695 people had a lead need of mental health issues recorded and **409** identified it as a secondary need.

The project reported **80%** of the support outcomes achieved were planned. The main reason for unplanned endings was through non-engagement.

70% of all those that engaged reported their support needs as met.The service is designed to deliver focussed interventions – in 2017/18 **42%** of individuals completed support within the anticipated 3 months. The remaining **58%** had support extended for a longer period.

Gender Specific/Domestic Abuse Services – VAWDASV

Following a long-term desire to resolve the complexity of funding streams, duplication of roles and service delivery, with other key services Cardiff Council has this year commenced delivery of a comprehensive service for female victims of VAWDASV.

Following consultation with survivors, service providers and funders, including Flying Start, South Wales Police, the Police and Crime Commissioners office, Cardiff and Vale UHB and Children's Services, an open-route commissioning exercise was initiated.

The contract was successfully awarded to Cardiff Women's Aid as lead provider of the RISE-Cardiff service, with BAWSO and Llamau as specialist partners in the consortium and the new service commenced in April 2018.

The new contract meets the wider requirements under the Violence against Women, Domestic Abuse and Sexual Violence (Wales) Act 2015 and is now integrated into the Multi-Agency Safeguarding Hub (MASH).

The new service created a streamlined pathway through a range of services, focussing on early intervention and delivering services that are needs-led, strengths-based and trauma-informed.

The service is accessed via a 'one stop shop', currently in Canton until the refurbishment on the Cardiff Royal Infirmary is completed.

This year the new pathway has reported prevention data against the number of people supported to rescue their tenancy.

Independent Personal Advocate's (IPA's) have supported **298** service users to receive the intensive **4** week tenancy rescue service which has resulted in all needs met. A further **194** women were supported with more ongoing tenancy support in the first 3 quarters of this year.

131 women have been accommodated through the VAWDASV Gateway; of these **5** have successfully moved into the private rented sector.

Services for Male victims are being recommissioned separately in 2019/2020. Initially this was to be a local regional service but interest has been shown by local authorities across South Wales. As of December 2018 the commissioning will be undertaken by Cardiff Council on behalf of Bridgend, Merthyr, RCT, Swansea, Neath, Newport & Caerphilly; South Wales and Gwent Police and Crime Commissioners and four health boards. Consultation has taken place with male victims of domestic abuse and sexual violence and a needs assessment exercise is underway to help inform this new service specification.

Older People - Independent Living Services (ILS)

Through supporting people funding and closer working arrangements with the Independent Living Services (ILS) floating support was introduced in August 2018. The new arrangement has brought about better co-ordination and access to services for older persons requiring housing related support.

By being part of an integrated team improved access to a wide range of holistic interventions such as advice on benefits, disabled adaptations, grants, home energy efficiency and support to avoid social isolation has been achieved.

- ✓ Since August 2018 **85** people have received support on things such as; **Property improvements - 10** service users have been enabled them to remain in their accommodation.

- ✓ **3** have been provided with **alternative accommodation** to enable them to remain independent.

- ✓ 9 have reported a **decrease in their Social isolation** by engaging with local opportunities in their community.

- ✓ **13** older people have had their **DWP benefits issues resolved and income maximised.**

Innovative Projects

A number of innovative projects have been mobilised during 2017/18 to address identified gaps in provision and meet specific needs:

Housing First pilot - offering direct placements into Council, Housing Association and private tenancies with intensive wrap-around support. As at June 2018, **5** clients had settled in accommodation, maintaining over **100 weeks of tenancies in total.**

Compass Project – self-contained accommodation offering intensive, specialist support to people with multiple complex needs. **15** rough sleepers were supported in 2017, all of whom moved onto front line services. As at June 2018, a further **4 individuals** were being supported within the project.

Ty Tarian - specialist accommodation and support for women with high support needs and at risk of exploitation. Of the **5** current clients (as at June 2018), a total of **82** weeks tenancies have been maintained.

Cardiff Solutions Services - an alternative drop-in facility for rough sleepers not accessing other services. During April-June 2018, **558** contacts were made and **160** individuals supported.

Addressing the "Revolving Door" of Homelessness - In response to the "revolving door of homelessness", a pilot Advocacy Programme was introduced to work with individuals to identify reasons and triggers for eviction or abandonment of accommodation, with the aim of sustaining placements or supporting positive moves.

The Outreach Team are working closely with the Housing Options Service to identify the type of accommodation that would be best for individual rough sleepers.

In addition, to better address complex needs, the multi-disciplinary city centre team will be expanded 2019 to include dedicated substance misuse and mental health workers with fast track prescribing available through the Dyfodol service.

A homeless nurse and counselling service will also be available. All support staff working in the sector will have access to a workforce development programme including working in psychologically informed environments.

Research and Good Practice
While much work has been done to address rough sleeping, the problem persists. A research project will therefore be commissioned to better understand whether services are meeting needs, review good practice and identify any remaining gaps in provision.

One such example of good practice is Leicester's day centre 'The Y Project', which co-locates homelessness services with medical services such as on-site Mental Health workers, GP's and a year round health programme. This model will be considered when further developing Cardiff's multi-disciplinary team.

A stronger multi-agency approach to helping vulnerable and chaotic individuals is required and there is a recognised need to strengthen this approach going forward.

Next Steps

During 2018/19 excellent progress has been made towards meeting the strategic priorities. For 2019/2020 the focus will be on completing Phases 2 and 3 of the Accommodation & Support Services three Phase Commissioning Plan.

A timeline has been created and circulated to undertake strategic reviews in line with the Supporting People Guidance for all relevant projects during the next 18 months.

The information obtained will be used to inform the accommodation and support review process.

5. Consultation Evidence

5.1 Consultation with Key Stakeholders
Consultation has remained a key priority and has contributed significantly to the recent developments within the Supporting People programme in Cardiff. In the main consultation has taken place through the Accommodation & Support Review Project and the Strategic Reviews.
As well as the multi- agency Consultation & Planning Groups, there are regular meetings between Housing, Children's Services and Youth Services and more recently Housing and Social Care Mental Health Services.

There have been meetings with Housing and Cardiff & Vale Health Board representatives including Substance Misuse and Mental Health Services.

Each of the strands of the review has an established support provider consultation group which meet to discuss ongoing performance and good practice changes.

Out of the Consultation & Planning Groups, working groups have been set up which have been instrumental in the implementation of and the ongoing

operation of the new ways of working. Examples of engagement work include:

Prior to going out to procurement of the Advice, Generic Floating Support Service, Gender Specific and the Young Peoples Service, notices were placed on Sell2Wales, for organisations to register an interest and to receive information. For each of the services being procured two Consultation Workshops were held with those expressing an interest attending and contributing suggestions regarding service design and proposed contractual arrangements.

Notices were published to the market via Sell2Wales regarding the recommissioning of accommodation and support services for Young People; and three workshops were held giving the opportunity to interested organisations to contribute to the development of services and the potential contract arrangements.

The RCC set up an Older Persons Task & Finish Group, consisting of landlord and service user representatives to consider the changes required to older persons support services. This as well as discussions and negotiations with individual providers of older persons services resulted in fundamental changes to the way support services are delivered. Further eligibility criteria for funding community alarm services based on need was formulated through the task & finish group and the criteria will apply to all new community alarm service clients from April 2018.

It is an ongoing discussed in the RCC the potential opportunities for a joined up approach to consultation regarding the accommodation and support. There is potential to align the male gender services which are currently being discussed. Further discussions will be held to review any opportunities to work regionally on the

Vulnerable Persons review of our regional contract.

5.2   Consultation with service users

Careful consideration has been given to ways to achieve positive engagement with service users. A "no one size fits all" approach has been developed. There are a number of barriers to service user engagement, not least the array of client groups, transient nature of some service users and services, impartiality and general willingness to take part. Examples of service user engagement are detailed below:

Male Victims Domestic Abuse Services
A regional workshop was held in April 2018 attended by a wide variety of over **50** stakeholders. The findings of the workshop are being used to inform the development of further consultation and the service specification.

Previous small-scale surveys of the views of male victims of domestic abuse and sexual violence are being supplemented with a South Wales wide survey (to be complemented by a similar survey being undertaken across Gwent). This survey aims to research any barriers men have experienced in accessing appropriate support during the past 2 years with a view to informing future specialist service provision.

Young People Accommodation and Support
To help inform recommissioning of Young People's services a Service User Listening Event was held for Care Leavers, in partnership with Children's Services and led by NYAS (Cymru) was held in March 2016.
In 2017, a questionnaire was devised to ask young people about their experiences

of supported accommodation and what they thought could be done to improve the service they received. Staff from the Housing Options Centre used the questionnaire to conduct face to face interviews plus telephone surveys with young people as they moved through the Young Person's Gateway accommodation. Over **100** young people completed the questionnaire.

- Throughout the summer and autumn of 2017, Young People who attended training to prepare them to move into Training Tenancy flats were also asked to complete the questionnaire.

- In November 2017 a consultation event was facilitated by Children's Services with support from Housing & Communities. The event was designed to probe more deeply into the issues raised in the questionnaire and to gauge reaction to the Independent Living Checklist that had been developed to assess and monitor the progress made by young people on their journey through support. A total of **14** young people attended this event, some from a care background and others who had been accepted as homeless.

• Provider consultation used the themes highlighted through the young people's consultation to present potential options of approaches to service delivery. The key themes were: Type of property, Continuity of support, Advocacy and Mediation; Employment/ Rent and Service Charges. As a result the independent checklist was developed.

Family Based Accommodation and Support

The consultation undertaken established the need to take young single parent families projects out of the young people with support needs. Adjustments have been made to allow family based accommodation and support separately to ensure suitable service.

In September 2018, a large multi-agency workshop took place with the aim of setting out a proposed delivery model for integrated early help and prevention services for families and children. The workshop was facilitated by the Institute of Public Care (IPC) and was very well attended with over **45** people representing various organisations across Cardiff.

To set the scene for the workshop, various people presented to provide detail on why and how we are reviewing our current arrangements, as well as providing some early findings. It also included the proposed high-level future approach that included the creation of **3** new services.

- **Family Gateway -** Primary route in for all referrals and requests for help

- **Family Help Service -** Rapid response to families needing short term intervention

- **Family Support Service -** To work with families facing more complex or severe issues

In 2019 the Supporting People team will continue to work in an integrated way to utilise opportunities to consult on new ways of working and how these can be used to underpin the recommissioning of the family based accommodation and support services.

Substance Misuse & Mental Health

In September Supporting People providers were asked to take part in the Substance Misuse population needs assessment, being completed by health. The discussion would cover the following questions:

1. What are the big substance use/misuse issues at the moment, and are things changing?
2. What services are available and how do you find out about them to get help and support?
3. What's your experience of how services work at present? What helps and what hinders?
4. How do people move through the system, towards recovery? What helps people to keep going and what makes it difficult?

Key findings highlighted the emerging drug issues such as legal highs and the new drug known as spice. The unease of access to existing services was highlighted.

Specifically the services separation with mental health issues when service users predominant present with dual diagnosis. The cycle of dual diagnosis was discussed; a service users using substances to self-medicate suggests that mental health support is needed to ensure a successful outcome. However mental health services will not work with someone if they are under the influence.

Conclusion

The consultation reports and needs assessments produced against each of the areas above are used to inform the commissioning process. This can be evidenced in specification designs for young people services and violence against women and domestic abuse services recommissioned during 2018/19

Service users for example have been invited to take part in the presentation element of the procurement evaluation process to ensure that they play a role in the assessment of future support providers. .

The focus has moved away from being led by the funding streams. Focusing on need has enabled resources to focus on genuinely improving outcomes for the residents of Cardiff in a more flexible and appropriate manner.

All information gathered will be used to guide future consultation and service user involvement for the accommodation and support review during 2019/20. Work has commenced on Phase 2 and 3 of the Support Review Programme with a full review of Accommodation and Specialist Support Services, including those for families, substance misuse, and mental health issues underway. It is anticipated that this work will be completed by 2020/21.

Appendix 1 - Annual Monitoring Report 2017 – 18

1. Introduction

In April 2018, the Supporting People Team asked all support providers; with the exception of alarm only services, to complete an annual monitoring form with the aim of analysing information to look at the needs of service users and the profile of these individuals.

This information will help provide a greater understanding of the priorities the Supporting People Programme Grant will focus on in the coming year. It also identifies where gaps or an oversupply exists in current provision and helps inform the type of projects that should be funded. All of the information was based on the service users that had been supported from 1st April 2017 to 31st March 2018.

The overall picture of 2017-18 shows that 7,332 service users were supported, 1,443 more than the service users supported in 2016-17. Of those 3,374 were supported in supported accommodation provision and 3,958 in floating support provision. The increase in demand predominantly is seen the floating support element which has seen a further 1,177 service users in relation to the previous year's delivery.

2. Demographics

Graph 1 – Gender of Service Users 2017-2018
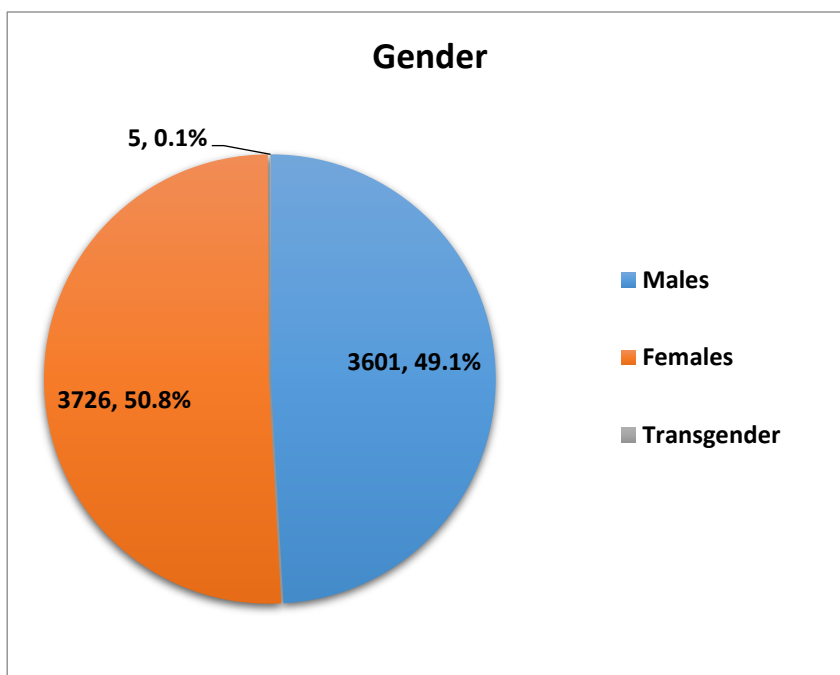
Graph 2 – Gender of Service Users receiving Floating Support 2017-2018

FLOATING SUPPORT SPLIT BY GENDER

- Male
- Female
- Transgender

2, 0.1%

1525, 38.5%

2431, 61.4%
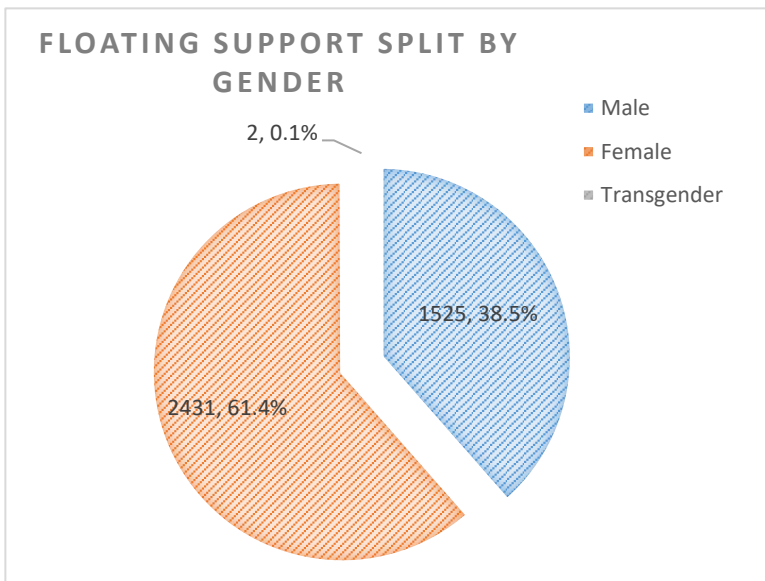
The demographic profile of the service users that were supported in this period can be seen in the charts below:

- Female service users accounted for 50.8% of those supported.

- Females make up 61.4% of the service users who received floating support.

Graph 3 – Gender of Service Users receiving Accommodation based support 2017-2018

ACCOMMODATION SPLIT BY GENDER

- Male
- Female
- Transgender

3, 0.1%

1295, 38.4%

2076, 61.5%
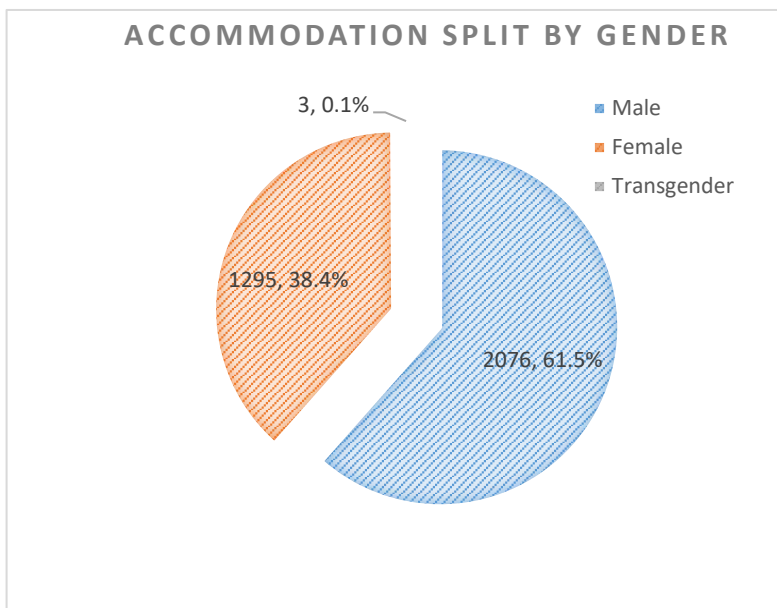
- Males make up 61.5% of the service users who received accommodation based support.
- The majority of service users 64% were aged 25 – 54 for both genders.

- The next significant group included those aged 16 – 24, 21%. Only 8% of the services users were 55-64 and 4% in the 65+ category.

NB: For those projects that did not complete the annual monitoring the

service users have been represented as gender

2. **Ethnicity**

Graph 4 – Ethnicity of Service Users in 2017-2018

Ethnicity

- White (all white backgrounds): 4351, 59%
- Mixed / Multiple Ethnic Groups: 238, 3%
- Asian (all asian backgrounds): 241, 3%
- Black (all black backgrounds): 446, 6%
- Other: 256, 4%
- Not Known: 1800, 25%
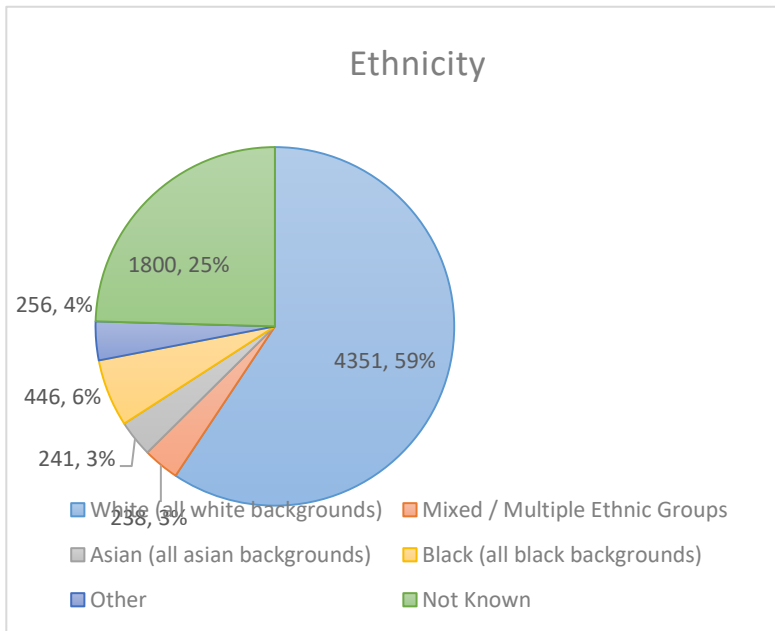
The most prominent ethnic group is White representing 59% of service users. The next largest group is Not Known, with 25% accounted for in this group.

The remaining ethnic groups total an overall 16%
6% identified as Black,
3% Asian,
3% Mixed Ethnic Group
4% Other.

3. Type of Provision

The table below shows the different project models; it displays the number of units allocated to each and the percentage of the total they represent. The chart also shows the number of service users that have been supported. The largest number is for floating support which represents 43% of all support provision.

In total 7,332 service users received support against 2,323 available units.

Table 1 - Usage of the type of provision and usage

Project Model	Units	Percentage	Supported
Adult Placements	22	1%	26
Extra Care	45	2%	61
Floating Support	995	43%	3,906
Hostel	389	17%	1,948
Refuge	37	2%	248
Supported Accommodation	491	21%	791
Supported Living	344	15%	352
TOTAL	2,323	100%	7,332

4. Service User Support Needs
4.1 Lead Needs

The providers were asked about the lead and secondary support needs of their service users.
* Generic Floating Support was deducted from the categories on the reporting mechanism to better establish the actual need of the service users in 2017/18.

Table 2 – Comparative view of Lead needs from 2016/17 to 2017/18

Lead Needs	2016/17		2017/18	
	Units Supported	% Supported	Units Supported	% Supported
Women Experiencing Domestic Abuse	705	12.0%	876	11.9%
Men Experiencing Domestic Abuse	44	0.7%	51	0.7%
People with Learning Disabilities	404	6.9%	498	6.8%
People with Mental Health Issues	773	13.1%	1597	22.8%
People with Substance Misuse Issues (Alcohol)	244	4.1%	318	4.3%
People with Substance Misuse Issues (Drugs & Volatile Substances)	207	3.5%	596	8.1%
People with Criminal Offending History	229	3.9%	278	3.8%
People with Refugee Status	156	2.6%	214	2.9%
People with Physical and/or Sensory Disabilities	157	2.7%	288	3.9%
People with Developmental Disorder	4	0.1%	8	0.1%
People with Chronic Illnesses	37	0.6%	112	1.5%
Young People who are Care Leavers	81	1.4%	89	1.2%
Young People with Support Needs (16 – 24)	457	7.8%	518	7.1%
Single Parent Families with Support Needs	262	4.4%	528	7.2%
Families with Support Needs	110	1.9%	309	4.2%
Single Person with Support Needs (25 – 54)	315	5.3%	641	8.7%
People over the age of 55 with Support Needs	122	2.1%	204	2.8%
Generic Floating Support to prevent homelessness (*)	1428	24.2%	18	0.2%
Alarm Services	60	1.0%	64	0.9%
Expenditure which does not directly link to the spend plan categories	94	1.6%	125	1.7%
Total	**5889**	**100%**	**7457**	**100%**

The most prominent need is Mental Health at 22.8%, second in line is a combined Domestic Abuse at 12.6% and the third is Substance Misuse 12.4%. The majority of the areas show no substantial changes apart from Mental Health which increased by almost 10%. Second to this a substantial increase in the substance misuse category 4.6% increase. Single Parent Families and Families with Support needs have seen an increase from 6.3% to 11.4% in 2017/18.

The lead needs indicate there is a demand for service provision to help prevent homelessness. The chart shows that there is a demand for housing related support for those experiencing mental health issues and for women who are victims of domestic abuse. Also there is an increased demand for services for people with Mental Health and Substance Misuse.

The spend category; expenditure which does not directly link to the spend plan categories, has seen less service users identifying this as a lead need in 2017/18 which is larger due to the Supporting People Team asking providers to ensure that lead needs reflect an individual's actual support requirement.

4.2 Lead and Secondary Needs

Graph 5 – Lead and Secondary needs of Supported clients 2017/18

Lead and Secondary Needs of Supported Clients 2017/18

Category	Lead Need	Secondary need
People with Mental health Issues	1706	1452
People with Learning Disabilities	1101	168
Single parent Families with Support needs	825	208
Young People with Support Needs (16-24)	666	257
Single people with Support Needs not listed above (25-54)	652	254
Women experiencing Domestic Abuse	565	157
People with Substance Misuse Issues (Drugs and Volatile substances)	532	536
People with Substance Misuse Issues (Alcohol)	512	302
Families with Support Needs	466	113
People over 55 years of age with Support need	412	1406
People with Criminal Offending History	333	389
People with Physical and/or Sensory Disabilities	287	438
People with Refugee Status	241	164
Young People who are Care Leavers	162	110
People with Chronic Illnesses (including HIV, Aids)	96	126
Men Experiencing Domestic Abuse	35	25
People with Developmental Disorders (I.e. Autism.)	32	51
Generic Floating Support	0	0

The Annual data captures the lead need only. Therefore when establishing secondary needs the below information was obtained through the outcome information. Mental health issues were the greatest lead and secondary need for all supported clients during 2017/18.

1706 clients had mental health recorded as a lead need and 1452 as a secondary need. In total 1882 clients had misuse of either drugs or alcohol as a lead or secondary need. Learning disabilities was the second largest lead need at 1101 clients.

27

The lead and secondary needs enables an understanding of the service user multiple needs demand on service. Similar to comparative analysis of lead needs as established above there is a need this year to reconfiguring the immediate focus is on service for those experiencing poor Mental Health, Substance Misuse and homelessness.

Additionally the need to establish the number of individuals who have identified as having Learning Difficulties as a need that have been diagnosed and are receiving additional services to those in the supported accommodation.

It is important that lead and secondary need are correctly identified by providers as they will direct future provision needs and help the Supporting People Team direct appropriate services.

5. Spend Category

The table below shows the demand and usage of services by Supporting People spend category during the period 1st April 2017 to 31st March 2018.

Table 3 – Spend Category Allocation and Usage in 2017/18

Spend Category	Units	Percentage	Supported	Usage
Women at Risk of Domestic Abuse	106	4.56%	743	700.9%
Men at Risk of Domestic Abuse	4	0.17%	10	250.0%

People with Learning Disabilities	367	15.80%	379	103.3%
People with Mental Health Issues	146	6.28%	292	200.0%
People with Substance Misuse Issues (Alcohol)	60	2.58%	111	185.0%
People with Substance Misuse Issues (Drugs and Volatile Substances)	76	3.27%	179	235.5%
People with Criminal Offending History	33	1.42%	57	172.7%
People with Physical and/or Sensory Disabilities	23	0.99%	25	108.7%
People with Chronic Illnesses (including HIV/AIDS)	6	0.26%	8	133.3%
Young People who are Care Leavers	10	0.43%	23	230.0%
Young People with Support Needs (16 – 24)	149	6.41%	469	314.8%
Single Parent Families with Support Needs	30	1.29%	71	236.7%
Families with Support Needs	121	5.21%	466	385.1%
People over 55 years of age with Support Needs (this category must be exclusive of alarm services)	112	4.82%	136	121.4%
Generic Floating Support to Prevent Homelessness.	627	26.99%	1932	308.1%
Expenditure which does not directly link to the spend plan categories above	453	19.50%	2431	536.6%
	2323	**100.00%**	**7332**	**315.6%**

Spend categories that tend to have short term interventions such as Generic Floating Support and Women Experiencing Domestic Abuse have a high usage rate in comparison to categories that are predominately accommodation based. Those with lower usage rates tend to be made up of long term supported accommodation projects such as those that work with People with Chronic Illnesses, Physical or Learning Disabilities.

6. Referrals

The chart below show's where there is demand or under supply of services relating to a particular spend category. This year's data has seen a positive impact as a result of the Generic Floating Support recommissioning. The most positive aspect is shown in the increase number of people seen. In 2016/17 the received 945 referrals and supported 1218 clients with 445 units. In 2017/18 there have been 1744 clients seen with 1932 supported against 627 units.

There appears to be a better balance in terms of referrals and people supported. Spend categories that show a high number of referrals in comparison to the number of 'people with substance misuse issues'.

Referrals and Supported by Spend Category

Legend: Referrals | Supported | No. of Units

Spend Category	Referrals	Supported	No. of Units
Expenditure which does not directly link to the…	1439	2431	453
Generic Floating Support to prevent…	1744	1932	627
People over the age of 55 with Support Needs	62	136	112
Families with Support Needs	446	466	121
Single Parent Families with Support Needs	71	71	30
Young People with Support Needs (16 – 24)	446	469	149
Young People who are Care Leavers	23	23	10
People with Chronic Illnesses	2	8	6
People with Physical and/or Sensory Disabilities	2	25	23
People with Criminal Offending History	60	57	33
People with Substance Misuse Issues (Drugs &…	309	179	76
People with Substance Misuse Issues (Alcohol)	158	111	60
People with Mental Health Issues	216	292	146
People with Learning Disabilities	279	379	367
Men Experiencing Domestic Abuse	8	10	4
Women Experiencing Domestic Abuse	849	743	106

Graph 6 –Comparative analysis for Referrals supported against allocation of service in 2017-2018

The spend category; expenditure which does not directly link to the spend categories; has seen a large number of service users supported in this period. Most of the projects within this spend category are short term projects and more likely to see high number of service users. A number of projects were for homeless services so individuals tend to be supported for short period of time and may be supported several times. For this particular spend category, there have been 2,032 support ends in this period and 282 service users were supported on more than one occasion in this period.

7. Length of Support

As the chart below shows the majority of service users, 78% were supported for less than six months, these are predominately people accessing the floating support services. The chart also highlights that 8% of people have been supported for over 18 months; these are mainly those in long term support projects such as sheltered housing or supported accommodation for people with learning disabilities.

However there was short term supported accommodation provision that also reported service users remaining for long periods of time.
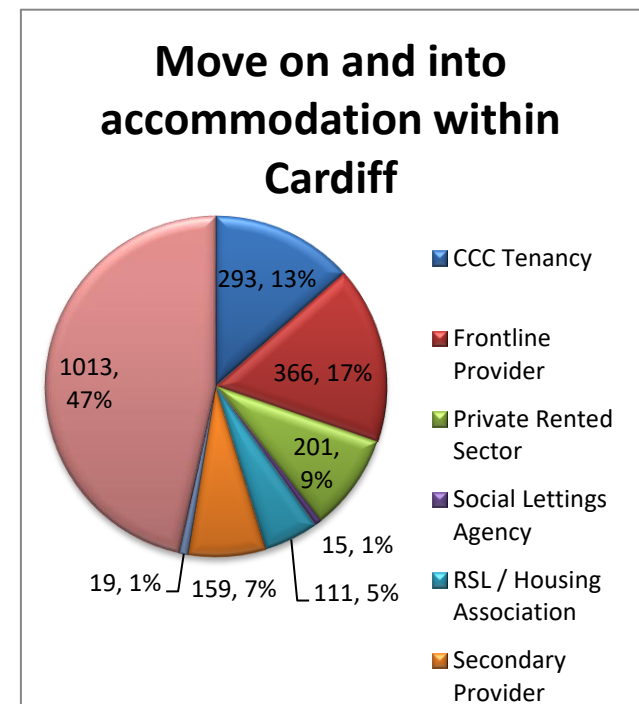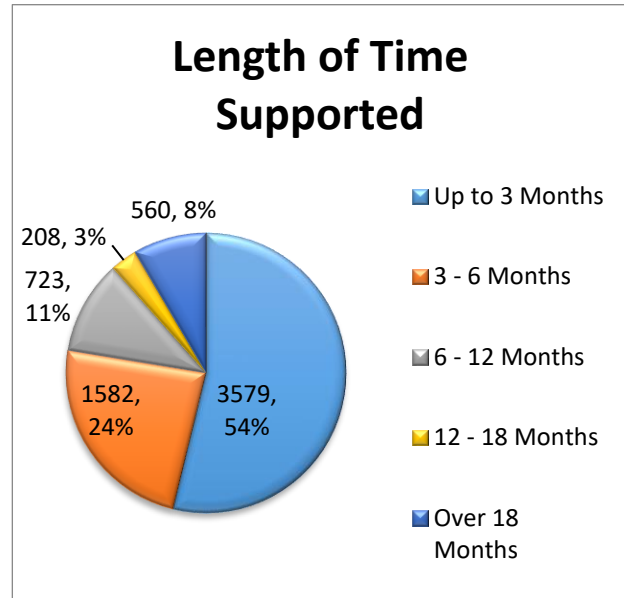
Graph 7 – Length of Service User Support

8. Move On

As supported housing is not intended to be a long term or permanent solution for the vast majority of service users, move on is an important step in their progress to live independently. The chart shows where service users have moved on to within Cardiff.

Other is the most significant option which represents 47%; other as a move on option could include a range of options such as moving in with family or living with friends. From the 2,177 people that moved on last year 13% were able to secure a council tenancy and 5% moved into a housing association property.

Graph 8 – Move on solutions for service users

Only 9% of those that moved on went into the private rented sector. Due to the shortage and demand for social housing, there is an expectation that the private rented sector will see an increase next year. Many support providers state that move on into suitable accommodation is the one of the biggest hurdles that their service users face. The Housing Option Team within the Local Authority and the supporting people providers are working closely with the private rented sector to help build confidence and create better pathways for people into suitable accommodation.

Length of Time Supported

Up to 3 Months
3 - 6 Months
6 - 12 Months
12 - 18 Months
Over 18 Months

560, 8%
208, 3%
723, 11%
1582, 24%
3579, 54%

Move on and into accommodation within Cardiff

CCC Tenancy
Frontline Provider
Private Rented Sector
Social Lettings Agency
RSL / Housing Association
Secondary Provider

293, 13%
366, 17%
201, 9%
15, 1%
111, 5%
159, 7%
19, 1%
1013, 47%

Appendix 2 - Spend Plan for the Forthcoming Year

Client Spend Category (The category to which the service is primarily focused)	Previous year Total units from spend plan	Previous year Total cost from spend plan	Fixed Site (Accommodation Based) Client Units — Less than 6 Months (Numbers)	Less than 6 Months (£)	Client Units — 6 to 24 Months (Numbers)	6 to 24 Months (£)	Client Units — 24 Months plus (Numbers)	24 Months plus (£)	Floating (Community Based) Client Units — Less than 6 Months (Numbers)	Less than 6 Months (£)	Client Units — 6 to 24 Months (Numbers)	6 to 24 Months (£)	Total Units (exc LA cont) (Numbers)	Total (exc LA cont) (£)
Women experiencing Domestic Abuse	143	1,255,689.48	37	548,311	16	116,480	0	0	90	590,898	0	0	143	1,255,689
Men experiencing Domestic Abuse	4	23,220.60	0	0	4	23,221	0	0	0	0	0	0	4	23,221
People with Learning Disabilities	378	2,234,171.68	0	0	4	21,965	374	2,212,207	0	0	0	0	378	2,234,172
People with Mental health Issues	145	814,832.72	0	0	9	65,520	106	559,986	30	189,326	0	0	145	814,833
People with Substance Misuse Issues (Alcohol)	65	654,134.00	0	0	27	299,030	38	355,104	0	0	0	0	65	654,134
People with Substance Misuse Issues (Drugs and Volatile substances)	73	803,666.76	0	0	57	702,653	0	0	0	0	16	101,014	73	803,667
People with Criminal Offending History	33	386,100.00	0	0	33	386,100	0	0	0	0	0	0	33	386,100
People with Refugee Status	37	153,920.00	0	0	37	153,920	0	0	0	0	0	0	37	153,920
People with Physical and/or Sensory Disabilities	31	75,284.56	0	0	0	0	31	75,285	0	0	0	0	31	75,285
People with Developmental Disorders (I.e. Autism.)	0	0.00	0	0	0	0	0	0	0	0	0	0	0	0
People with Chronic Illnesses (including HIV, Aids)	6	34,964.28	0	0	0	0	6	34,964	0	0	0	0	6	34,964
Young People who are Care Leavers	10	181,480.00	0	0	0	0	10	181,480	0	0	0	0	10	181,480
Young People with Support Needs (16-24)	179	1,865,803.68	0	0	119	1,577,178	0	0	42	157,586	18	131,040	179	1,865,804
Single parent Families with Support needs	30	393,120.00	0	0	30	393,120	0	0	0	0	0	0	30	393,120
Families with Support Needs	84	822,197.56	51	693,461	0	0	33	128,737	0	0	0	0	84	822,198
Single people with Support Needs not listed above (25-54)	0	0.00	0	0	0	0	0	0	0	0	0	0	0	0
People over 55 years of age with Support needs (this category must be exclusive of alarm services).	124	229,617.12	0	0	0	0	52	102,157	35	62,990	0	0	87	165,147
Generic Floating support to prevent homelessness (tennacny support services which cover a range of user needs but which must be exclusive of fixed site support)	729	2,329,040.00							727	2,259,040	2	70,000	729	2,329,040
Alarm Services (including in sheltered/extra care).	3,579	532,538.63	0	0	0	0	3,579	532,539	0	0	0	0	3,579	532,539
Expenditure which does not directly link to the spend plan categories above. (Explanation required in accompanying email).	389	3,477,688.93	226	2,394,349	111	602,962	0	0	37	358,458	52	186,389	426	3,542,159
TOTALS	6,039	16,267,470.00	314	3,636,121	447	4,342,147	4,229	4,182,459	961	3,618,299	88	488,443	6,039	16,267,470