



# **Supporting People**

# **Local Commissioning Plan**

## **2016-2019**

**(annual update 2018/19)**

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# INTRODUCTION

## Introduction

This second annual update of the three-year Supporting People Local Commissioning Plan 2016/2019 (LCP) includes information on the supply of supported accommodation available in Newport along with the identification of future needs and specific projects to address current gaps in supported housing provision. The programme continues to change due a number of external factors including: Welsh Government priorities; national legislation; local strategic demands; the implementation of the Aylward recommendations and the welfare reform agenda. However, during the past year the introduction of new schemes and the re-modelling of existing schemes have continued to address the changing demands of vulnerable people in the borough (see section on Progress in Service Development 2017/18)

The programme makes important contributions to the Well-being of Future Generations (Wales) Act 2015, Housing Act (Wales) 2014, the Social Services and Well-being (Wales) Act 2014 and the Violence Against Women, Domestic Abuse and Sexual Violence (Wales) Act 2015 amongst many others, especially in the area of early intervention and prevention. Greater alignment with the other Tackling Poverty programmes continues as well as strengthening the links with the Adverse Childhood Experiences (ACEs) agenda.

The local Planning Group and Supporting People team continue to review and remodel all services to comply with national and regional grant conditions and priorities to ensure services are of good quality, value-for-money and are strategically relevant. This work contributes to the wellbeing goals and sustainable development principle of the Well-being of Future Generations (Wales) Act 2015. All schemes under contract have now been reviewed, some for a number of times, resulting in all being re-modelled, re-tendered or de-commissioned.

Newport continues to play an active part in the work of the Regional Collaborative Committee (RCC), which has focused on developing a work plan through a series of development days to improve cross-authority working. This has concentrated on three areas: service user involvement, schemes for people with learning disabilities and older persons' support services. In addition a number of cross-authority schemes have been developed e.g. for gypsy travellers and ex-offenders.

The Supporting People programme in Newport has responded creatively to emerging priorities and challenges, re-focussed resources and ensured it continues to provide much-needed and timely support to a wider range of the most vulnerable people in our community.

## The City of Newport

The unitary authority area of Newport is the third largest urban centre in Wales. The latest mid-year estimate (2017) showed the population of Newport as 149,148 and is expected to continue to increase especially with the establishment of the new partnerships of the Cardiff Capital Region and Great Western Cities. The last census in 2011 shows Newport's population is an ageing one; there were 25,808 people aged 65 and over living within the authority area as at 30<sup>th</sup> June 2015. This includes a greater proportion of people over the age of 75 than ever before (ONS, 2016).

Newport has worked with all of its Housing Association partners to deliver against the housing needs identified within the Local Housing Market Assessment. The emerging LHMA that will be in place from April 2018 is showing an annual shortfall of 559 affordable housing units each year over the next 5 years. This is despite expecting to let nearly 1,200 units of affordable housing each year and also to develop 338 new units.

Family housing and flats for single people and couples are being delivered on numerous sites across the City including Glan Llyn the former steel works site, Bettws, Mon Bank Sidings and Jubilee Gardens, the former Alcan factory site.

The provision of housing for over 55's is also being developed with new schemes opening at Clevedon Road in Beechwood, St Matthews Church Maindee and Drinkwater Gardens in the Gaer; with other schemes undergoing refurbishment for example Tredegar Court in Pill and Blaen-Y-Pant in Malpas. There are plans to develop further accommodation for over 55's on Commercial Street, at Glan Llyn and in St Julian's.

Specialist housing schemes for residents with a learning disability have also been developed this year and a programme of further new schemes is under development. Regeneration is happening strongly in Newport and Newport City Homes are currently delivering redevelopment in Pillgwenlly and are about to start the redevelopment of the Ringland shopping centre and surrounding area.

Newport is the second most diverse unitary authority in Wales after Cardiff and the number of people from a non-white background in Newport has continued to increase from 10.1% at the 2011 Census, to nearly 12% of the population in 2017. For the whole of Wales the population of people from a non-white background is approximately 4.5% of the population.

## **The Welsh Index of Multiple Deprivation 2014**

The Welsh Index of Multiple Deprivation (WIMD) is the official measure of relative deprivation for small areas in Wales. The WIMD is made up of eight separate domains of deprivation: income, employment, health, education, housing, access to services, physical environment and community safety. These small areas are referred to as Lower Level Super Output Areas (LSOA) and there are 1,909 in Wales, with ninety-five (5%) in Newport.

The overall Index of Multiple Deprivation 2014 shows that fourteen of Newport's ninety-five LSOAs are in the most deprived 10% LSOAs in Wales. Three of these are located in Pillgwenlly, three in Bettws, two in Alway and two in Ringland. The combined indices also show that eight of Newport's LSOAs fall within the one hundred most deprived areas in Wales, compared to seven in the last WIMD of 2011.

## **Supporting People – An Evolving Programme and Future Challenges**

The Supporting People Programme continues to develop in response to the Aylward report's recommendations, economic circumstances, central and Welsh Government legislation and strategic priorities.

The 2017 Wales Audit Office report into the implementation of the programme by the Welsh Government has led to a number of recommendations that have been accepted by Welsh

Government. Supporting People teams are ready to contribute to these recommendations and implement the revised guidance to improve the outcomes for vulnerable people. Newport, in common with other urban cities, has seen a marked increase in rough sleeping over the last year, including a substantial rise in the number of lone females and couples. The team has been working closely with housing colleagues to improve local services and is jointly funding some new initiatives. The Welsh Government's adoption of the Adverse Childhood Experiences agenda has seen some services being re-modelled on a trauma-informed basis, which is beginning to show better outcomes for some of our most challenging service users, especially those with a range of complex needs.

Uncertainty over the programme's future has been compounded by the Supported Accommodation Review which has been implemented by central government. Short-term services, including hostels and refuges, will have their additional service charge Housing Benefit element funded in a different way from 2020 and will be devolved to the Welsh Government for implementation. It is hoped that the Welsh Government will produce a funding mechanism that will allow for an adequate level of funding for existing schemes, annual uplifts and the ability to fund new accommodation-based schemes in the future.

Welfare reform is also impacting on the work of the programme as Universal Credit is rolled out across Wales. This new government 'single' benefit was introduced in Newport in November and already we are seeing a marked rise in the number of referrals to our Financial Inclusion Project.

But perhaps the biggest challenge facing the programme in the next two years is the Flexible Funding initiative being piloted by Welsh Government in 2018/19 in Newport and six other 'pathfinder' local authorities. This will roll up the funding of ten Welsh Government specific grants into one single grant, the Early Intervention, Prevention and Support (EIPS) grant, which will lead to greater scrutiny of all services funded under the programme, wider outcomes measures and how these fit into national and local priorities. Despite some concerns over this fundamental change, EIPS grant could also see additional support and funding for the programme, depending on local priorities for vulnerable people identified under the Newport Well-being Plan and the Council's new Corporate Strategy (2017-2022).

## **Progress in Service Development 2017/18**

During 2017/18 a number of new services have been developed and improvements to existing services made:

### People with learning disabilities

- Additional funding for Newport out-of-county placements
- Additional funding for Newport service users in shared lives placements
- Extension of the Newid scheme to support 13 tenants in the landmark Tŷ Eirlys development
- Funding for resettlement support for people moving to more independent living

### People with mental health issues

- Funding for people with mental health issues in supported living schemes both in Newport and out-of-county
- Extension to support hours for a Hospital-to-Home project based in St. Cadoc's Hospital
- Extension to an existing floating support scheme due to increased demand

### People with alcohol issues

- Extension to the pilot floating support scheme for street drinkers

### People with refugee status

- Funding of another full time worker to support refugees to resettle in Newport and find suitable accommodation

### People with physical and/or sensory disabilities

- Another increase in units funded for an existing memory loss floating support scheme from 22 to 28 units, due to increased and sustained demand
- Funding for an additional one day per week in an existing older persons floating support scheme to support people who are visually impaired

### Young people who are care leavers and young people with support needs aged 16 to 24

- Development of a transitional accommodation scheme for four young people wanting to move towards greater independence
- Additional part-time support worker for existing young persons' floating support scheme

### Single-parent families and families with support needs

- Funding for an additional support worker for families with very complex needs

### Single people aged 25 to 54 with support needs

- Additional funding for a fourth winter for support in a night shelter-type scheme for street homeless people, sofa surfers, rough sleepers etc.
- Funding for a surgery-based support service in a day centre for homeless single people
- Re-modelled floating support in private sector accommodation for single people and young homeless people

### Generic floating support to prevent homelessness

- Additional funding for existing migrant worker support scheme
- Funding for a part-time support worker located in NCC's First Contact (IAA) Team
- Funding for an additional part-time Financial Inclusion Support Worker
- Re-modelling of crisis intervention scheme for statutory homeless people

### Alarm services

- Reduction in funding for alarm services continues due to fewer people requiring emergency alarms, including cessation of funding to one supported housing provider

### Contribution to regional schemes

- Additional full-time support worker jointly funded with Torfaen and Blaenau-Gwent to work with Gypsies and Travellers with support needs across the three counties
- Contribution towards funding for a regional service user website and launch

- Work on project group to develop a regional supported housing scheme for women and children experiencing domestic abuse with additional complex needs
- Establishing closer links between PREP schemes in Gwent for prison-leavers

The above clearly illustrates the breadth and depth of the programme in providing a wide range of services to a very varied client group in response to changing needs and priorities.

# 1 STRATEGIC PRIORITIES

The Supporting People Programme remains one of the most cross-cutting initiatives created by central government and has links with a number of national and Welsh Government areas of legislation, national and local strategies, plans and agendas. These include the Welsh Government's Well-being of Future Generations (Wales) Act 2015, Social Services and Well-being (Wales) Act 2014, the Housing (Wales) Act 2014 and the Violence Against Women, Domestic Abuse and Sexual Violence (Wales) Act 2015. Strategies include the third Strategy for Older People in Wales, the Reducing Re-offending Strategy, Substance Misuse, Autism and Mental Health strategies.

Important local plans will include the Newport Well-being Plan, the Newport Corporate Strategy alongside regional plans and initiatives e.g. Area Planning Board (Substance Misuse) Plan, Gwent Mental Health Strategy, the Gwent Learning Disability Strategy, Gwent Frailty Project and In One Place as well as the impending Gwent Homelessness Strategy.

## The Well-being of Future Generations (Wales) Act 2015

The Act seeks to strengthen existing governance arrangements for improving the social, economic and cultural well-being of Wales to ensure that present needs are met without compromising the ability of future generations to meet their own needs. Public bodies listed in the Act need to think about the long term, work better with people and communities and each other and look to prevent problems and take a more joined-up approach.

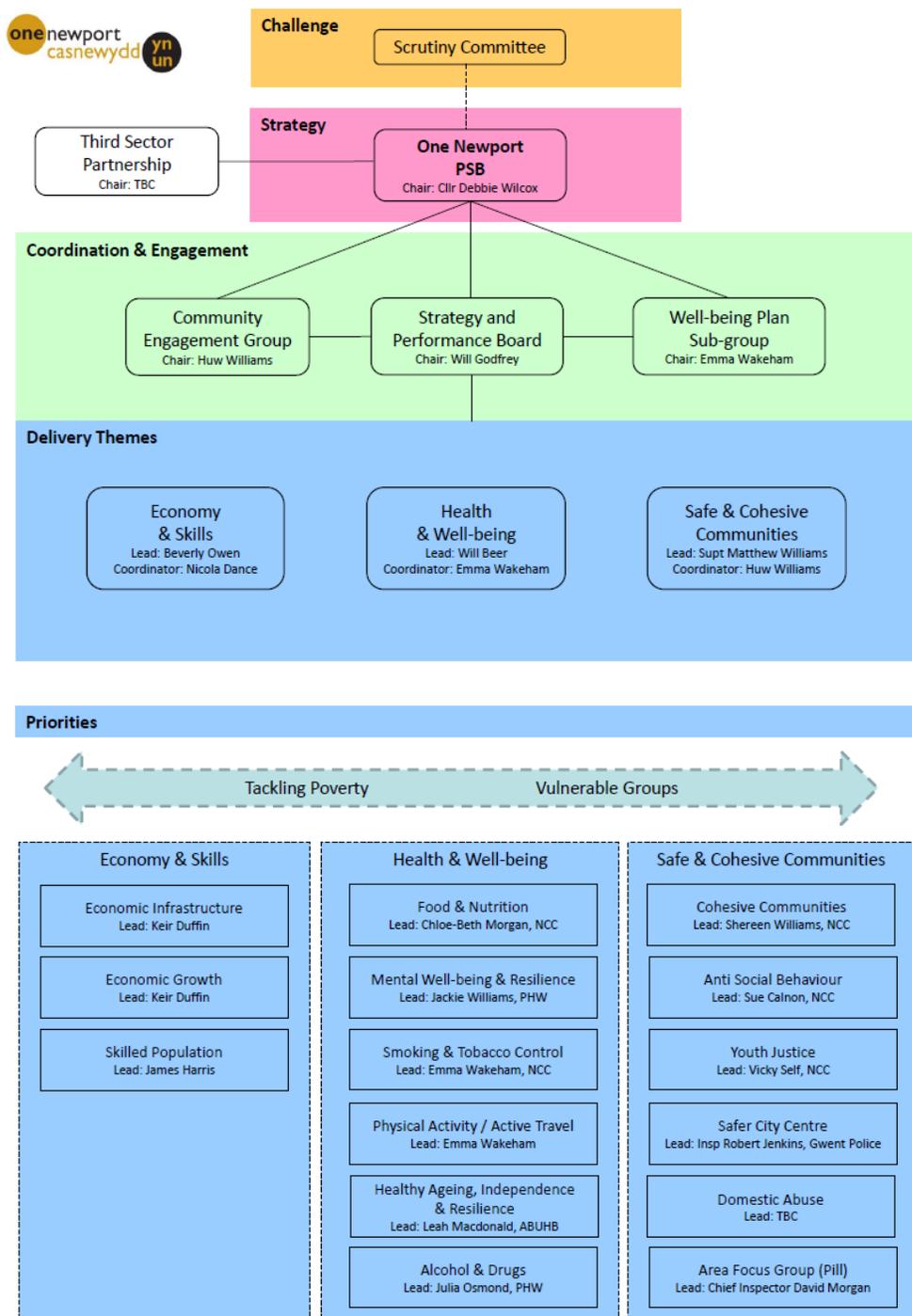
The Act requires local authorities to have a statutory Public Service Board, a governance structure, a five-year Well-being Plan and operate under five ways of working: long-term, prevention, integration, collaboration and involvement. The Act sets out seven integrated well-being goals which comprise the shared vision for all public bodies. The programme makes a clear contribution to five of these goals: a prosperous, resilient, healthier, more equal Wales of cohesive communities.

Newport's interim structure is listed below and includes:

- the **PSB**, which has overall responsibility for partnership working and implementation of the Newport Well-being Plan for the city. The plan outlines the key priorities for improving the city over the next few years.
- A **scrutiny committee** will sit above the PSB to scrutinise and challenge decisions of the PSB.
- Under the PSB sit **three sub-groups**: the Community Engagement and Well-being Plan sub-groups and the Strategy & Performance Board.
- **three delivery themes** – *economy & skills, health & wellbeing, safe & cohesive communities* continue under the
- **two overarching themes** of – *tackling poverty and vulnerable groups*.
- Local priorities are agreed and operate under the three delivery themes, this is where the Supporting People Programme's schemes make an important contribution

Chart 1 below illustrates the current One Newport structure and the key priorities in the three delivery themes. The Supporting People Programme currently contributes to the following priorities: mental well-being & resilience; healthy ageing, independence and resilience; alcohol and drugs; cohesive communities; safer city centre and domestic abuse.

The structure chart, especially the priorities, will change as a result of the new Well-being Plan currently being developed in the City in 2017/18 and will follow the seven goals of the Welsh Government's Wellbeing Of Future Generations strategy.



## Newport City Council Corporate Plan (2017-2022)



The Corporate Plan's mission is 'Improving People's Lives' which is core to the activities of the Supporting People Programme. In addition the core principles of enabling, early intervention and prevention, a tailored approach, evidence based and a citizen role are evident in both the service delivery and planning & commissioning of our services. The plan has to mesh with the Newport Well-being Plan and the Council have agreed four wellbeing objectives, two of which – 'To enable people to be healthy, independent & resilient' and 'To build cohesive & sustainable communities' are particularly relevant to the work of the Programme. Many schemes work with our most vulnerable citizens to equip them with the skills to enable them to achieve greater independence in their lives.

### Housing (Wales) Act 2014

The Housing (Wales) Act is a major piece of legislation that links housing with national strategies such as community safety, children and young people, health and social care, older people, business and economy. The Act prioritises that essential support should be provided to people to assist in finding and keeping a home and is having a far reaching impact on the services that are being developed under the Supporting People Programme.

The duty on Local Authorities to take 'all reasonable steps to achieve a suitable housing solution for all households which are homeless or threatened with homelessness'; is leading to a significant increase in demand for Supporting People funded services. The Supporting People Programme is responding to this challenge by working closely with the Housing Needs Unit team to remodel existing services, develop new specific support services and has a specialist support worker team based alongside homelessness and housing options offers to meet this strategic agenda.

Officers from Supporting People are also involved in the production of the new Regional Homelessness Strategy, as required by Welsh Government to be in place by the end of 2018.

### Social Services & Well-being (Wales) Act 2014

The Social Services and Well-being (Wales) Act 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.

The Act recognises the growing number of people accessing social services. In order to help meet and reduce the demand it outlines the need for increased comprehensive early intervention

and intensive support services. Supporting People services will play a vital role in providing preventative support to vulnerable people in order to meet this strategic agenda and in Newport the programme funds posts in the Information, Advice and Assistance and Neighbourhood Care Network teams.

## **Violence against Women, Domestic Abuse and Sexual Violence (Wales) Act 2015**

This legislation focuses on the prevention of violence against women, domestic abuse and sexual violence, the protection of victims and support for those affected by such issues.

The Act aims amongst other things to:

- Improve arrangements to promote awareness of, and prevent, protect and support victims of gender-based violence, domestic abuse and sexual violence
- Introduce a needs-based approach to developing strategies which will ensure strong strategic direction and strengthened accountability
- Ensure strategic level ownership, through appointment of a Ministerial Advisor who will have a role in advising Welsh Ministers and improving joint working amongst agencies across this sector
- Improve consistency, quality and join up of service provision in Wales

In Newport the programme funds three refuges (women only) and three floating support schemes (gender neutral) and has increased funding for this client group over the past five years. A new-build supported housing scheme is also in development for women with complex needs in addition to domestic abuse problems and is a joint venture between Caerphilly, Torfaen and Newport Supporting People. A member of the team is also being trained and accredited to deliver training sessions to stakeholders around areas of the Act.

## **Renting Homes (Wales) Act 2016**

The Renting Homes (Wales) Act will make it simpler and easier to rent a home, replacing various complex pieces of existing legislation with one clear legal framework.

The Act is due to be implemented in 2017/18. Once implemented, the Act will require landlords to issue a written statement of the occupation contract which clearly sets out the rights and responsibilities of landlords and those renting from them. To help landlords comply with this requirement, the Welsh Government will provide free model contracts. It is proposed that a supported housing tenancy will be created with new clauses on evictions and extensions to this six-month agreement being approved by local authorities.

## **Welfare Reform Act 2012**

The Welfare Reform Act continues to introduce a wide range of reforms. The Act introduces the Universal Credit (UC) which replaces many existing benefits and limits the total amount of benefit a person can claim. It has introduced a new size criteria or 'bedroom tax' and Local Housing Allowance rates in the social rented sector and a reduction in the amount of housing benefit that can be claimed for single claimants under the age of 35 years. The welfare reforms will impact on the way tenants receive benefit and, in many cases, removes the option of having benefits paid direct to landlords.

Over the past year the Council's Financial Inclusion Support Workers have seen a steady increase in the number of referrals, which is likely to continue with the introduction of Universal Credit in November 2017.

## **Supported Accommodation Review**

Recent announcements from DCLG and Department for Work and Pensions on Supported Accommodation have significantly changed the UK Government position from the previous one set out. Welsh Government has broadly welcomed the changes as a significant reduction of the risks facing provision for vulnerable people. The key features of the announcement are:

- Confirmation that the decision not to apply LHA to the Social Rented Sector will not be revisited, the intention is that this is now 'off the table' long term.
- That funding for Sheltered and Extra Care Supported Housing will remain within the welfare benefit system. Claimants will continue to have their rent and eligible services charges paid through Housing Benefit. There is no longer an intention to devolve funding in relation to this benefit.
- Similarly funding for long term / disabled supported housing will remain within the welfare benefits system for the time being but the Department for Work and Pensions will be considering ways to merge this into the Universal Credit system.
- However, the intention still remains to devolve funding for 'short-term' supported housing to Wales. This will include both core rent and additional housing management costs meaning all the funding of these settings will be within Welsh Government control. This avoids the problem created by the 6 week delay in the payment of Universal Credit. However, this will now proceed at a slower pace with funding now planned to be devolved from April 2020 rather than 2019 as previously indicated.
- A stakeholder group has been set up by Welsh Government to look at options for this devolved funding 'pot' which could see closer alignment with Supporting People Programme Grant.

## **Wales Audit Office Review: The Welsh Government's Supporting People Programme**

The Welsh Audit Office carried out a review of the Welsh Government's Supporting People Programme examining whether the Welsh Government has put in place effective arrangements to manage the Supporting People Programme and ensure it is delivering high-quality and appropriately-targeted services. Eight recommendations are made, which may affect future delivery of the Supporting People Programme; a copy of the full report can be viewed here: <https://www.wao.gov.uk/system/files/publications/Supporting-People-2017-English.pdf>

## **Wales Audit Office: How Local Government manages demand – Homelessness**

This recent review of local authorities' implementation of the Housing (Wales) Act 2014 makes a number of recommendations that are both explicit and implicit in the contribution that the Supporting People Programme can make to improving services for homeless people e.g. *"Reviews should consider use of Supporting People as well as General Council fund monies to support delivery of the authority's homelessness duties."* Close partnership working between Supporting People and Homelessness and Housing Options teams has been in place since the start of the Programme and will continue to be built on in the coming years.

## **Strategic Priorities for the Newport Supporting People Programme in 2018/19**

- Complete the re-modelling of services for older people based on assessed need and not tenure or age.
- Closer working with Housing and Homelessness in the homelessness preventative agenda.
- Collaborative development and commissioning of initiatives for rough sleepers and Housing First schemes.
- Contribution to the ending of youth homelessness.
- Reviewing the funding for alarm services
- Ensuring the agreed level of funding for the programme is maximised in the single EIPS grant.
- Consolidation of similar schemes funded under the programme for the same client groups.
- Addressing the impact of the further implementation of the welfare reform agenda.
- Contribution to the regional domestic abuse accommodation and support development programme.

# 2 NEED, SUPPLY AND SERVICE GAPS

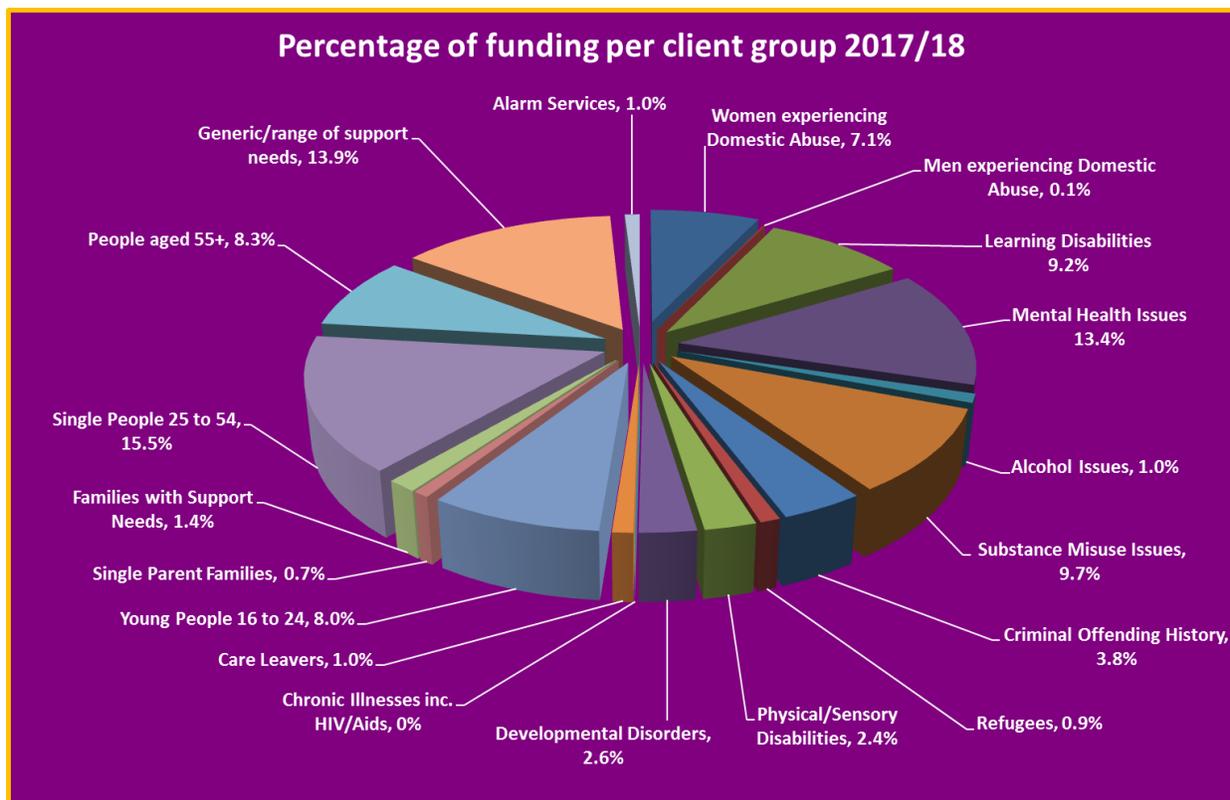
## Supply

The Supporting People team holds well-established records of existing supported housing schemes in Newport which have been developed and monitored since the programme began. There are currently approximately 4,000 supported housing units in Newport, which are well-distributed towards the centre of the LA area and amongst eligible client groups. Over time, as more developments and re-modelling of services has occurred, the number of gaps in supported housing provision has reduced for each eligible client group, so that currently the only gap is for people with chronic illnesses including HIV/AIDS and other blood-borne viruses.

There is also a good balance between floating support and fixed supported housing schemes, although some gaps have been identified for both types of scheme. Newport also has a fairly good distribution of short and long-term projects with funding at approximately 58% for short-term schemes (up to two year's duration) and 42% for long-term/permanent schemes.

The following chart shows how total Supporting People funding of £6.36 million is distributed across all eligible client groups in Newport for 2017/18.

**Chart 1: Client group funding percentages 2017/18**



## Needs Assessment

The needs assessment process is informed by a number of different sources of data, which includes:

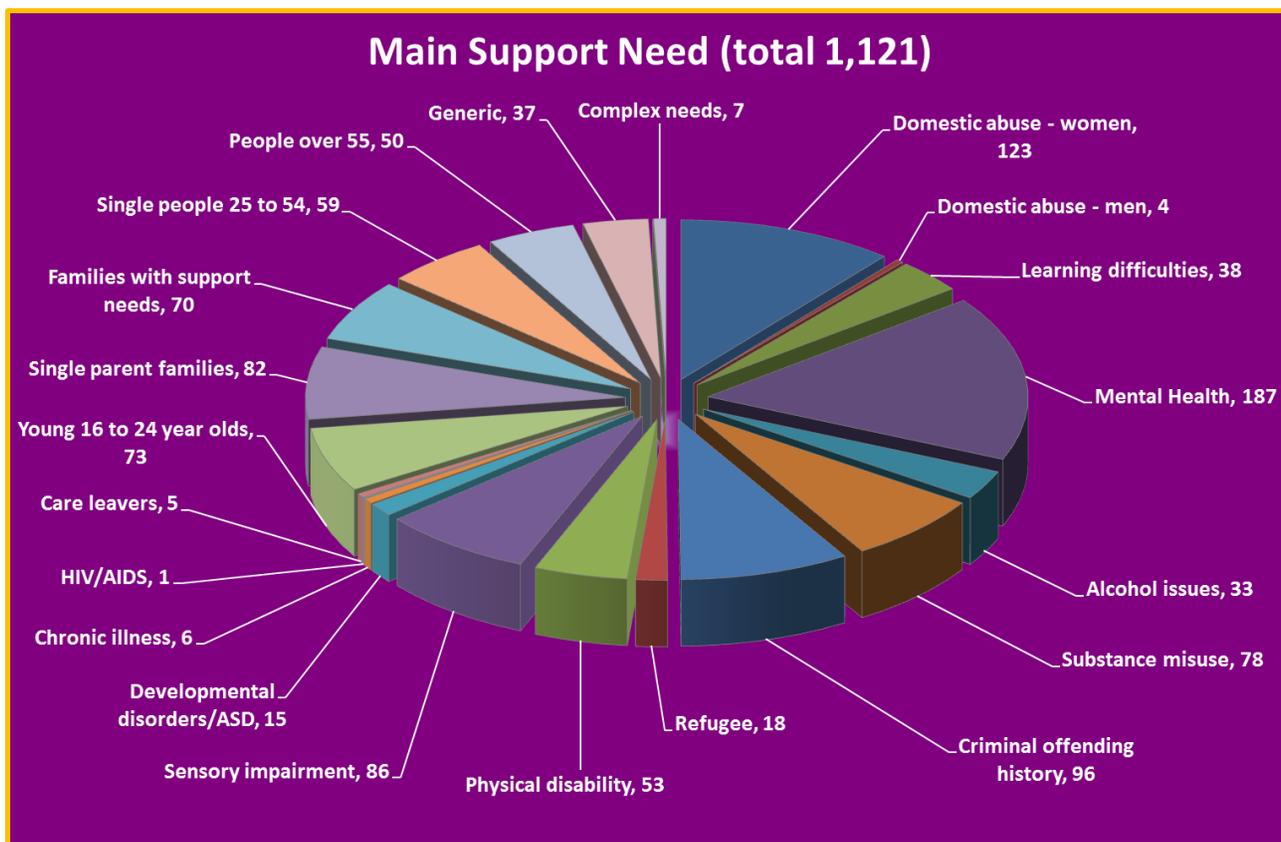
- Gwent Needs Mapping Exercise (GNME) returns
- Newport Gateway referral information
- Homelessness WHO12 returns
- Census information
- Information from annual reports, support provider waiting lists, referrals and statistics
- Quarterly monitoring returns for existing supported accommodation provision
- Annual Needs Mapping Evidence event held with support providers, partner agencies and service users
- Project Proposal forms detailing specific scheme information submitted to the Supporting People Team
- Welsh Index of Multiple Deprivation
- Wales Data unit
- Unified Needs Assessment – Public Health Wales Observatory

The GNME form is distributed to support providers and other agencies working with vulnerable people to complete on a continuous basis. The questionnaire gathers information on current and future accommodation needs, housing-related support needs and level of support need, plus any additional needs respondents may have. An updated version of the GNME form was launched in Gwent in April 2015 to better reflect the Outcomes framework and standardise documentation across Gwent. In Newport, the GNME is completed [online](#), although hard copies and electronic copies will be accepted if agencies have no internet access.

In the year April 2016 to March 2017, 1,121 GNMEs were completed/submitted to the Supporting People Teams by partner agencies. A total of 12,381 GNME forms have been completed and returned since the start of the Supporting People programme in 2003.

## Main Outcomes of the Needs Mapping Exercise 2016/17

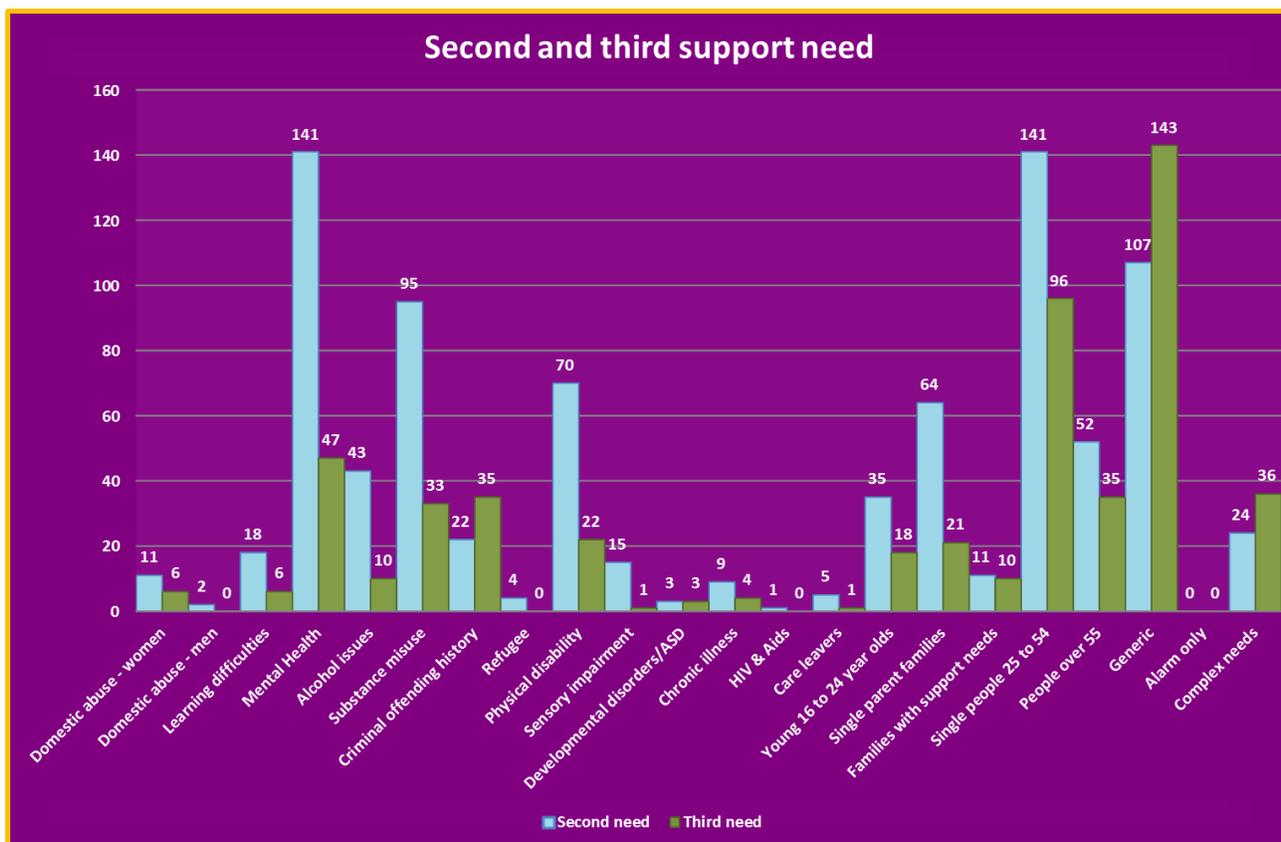
Chart 2: GNME – Main Support Need



### Commentary:

- As can be seen from the chart, the five most frequently occurring main support needs are: mental health issues (187), domestic abuse (women) (123), criminal offending history (96), sensory impairment (86) and single parent families (82).
- The main increases in support need responses proportionally from last year are for sensory impairment (up 7%), criminal offending history (up 6.1%) and families with support needs (up 2.9%).
- The most greatest proportional decrease in main support need responses from last year is for young 16 to 24 year olds (down 5.3%), followed by people aged 55+ (down 4.2%)

**Chart 3: GNME – Second and third support need**



**Commentary:**

- As can be seen in the chart above, mental health issues and single people aged 25 to 54 are the most frequently occurring second support needs, followed by generic support needs, substance misuse issues and physical disabilities. The most frequently occurring third support need is generic/a range of support needs, followed by single people aged 25-54, mental health issues, complex needs and people aged 55+
- 78% of respondents reported having two support needs (main and second) and almost half (47%) reported having three support needs (main, second and third)
- This can be an issue for service users, as many schemes are developed to provide a service to specific client groups, e.g. women with severe/enduring mental health problems who evidence a main need of domestic abuse are not able to access “mainstream” refuge accommodation; conversely people with mental health issues who have additional needs with alcohol or substance misuse may also be excluded from accessing accommodation.

**Table 1: GNME – number who are homeless or threatened with homelessness by main support need**

Main support need	Homeless now	% of each main need total	Threatened with homelessness
Domestic abuse - women	67	54.5	33
Domestic abuse - men	3	75	1
Learning difficulties	9	23.7	5
Mental Health	52	27.8	20
Alcohol issues	20	60.6	3
Substance misuse	51	65.4	5
Criminal offending history	44	45.8	6
Refugee	10	55.6	2
Physical disability	5	9.4	1
Sensory impairment	1	1.2	0
Developmental disorders/ASD	1	6.7	0
Chronic illness	2	33.3	0
HIV & Aids	1	100	0
Care leavers	0	0	0
Young 16 to 24 year olds	28	38.4	9
Single parent families	22	26.8	15
Families with support needs	28	40	12
Single people 25 to 54	32	54.2	4
People aged 55+	5	10	4
Generic	20	54.1	2
Alarm services only	0	0	0
Complex needs	5	71.4	0
<b>Total</b>	<b>406</b>	<b>36.2</b>	<b>122</b>

**Commentary:**

- Homelessness is no longer a Supporting People client group category, so additional questions have been included in the GNME since the change took place in April 2013
- In the table above, more than a third (36.2%) of all respondents stated they were homeless and an additional 10.8% were threatened with homelessness; the areas of support where responses are given are an indication of the reason for homelessness
- The greatest number of homeless now responses were for women experiencing domestic abuse (67), people with mental health issues (52) and people with substance misuse issues (51)

**Table 2: GNME – Main support need by gender and age of respondent**

Main need	Gender		Age of respondent						Total
	Male	Female	u16	16/17	18-24	25-39	40-59	60+	
Domestic abuse - women	0	123	0	1	22	65	29	6	123
Domestic abuse - men	4	0	0	0	1	2	0	1	4
Learning disabilities	21	17	0	0	2	20	15	1	38
Mental health issues	121	66	0	0	20	66	64	37	187
Alcohol issues	23	10	0	0	2	14	17	0	33
Substance misuse	60	18	0	0	5	47	25	1	78
Criminal offending history	91	5	0	0	18	58	19	1	96
Refugee status	13	5	0	0	1	13	4	0	18
Physical and/or sensory impairments	64	75	0	0	1	18	34	86	139
Developmental disorders	9	6	0	0	8	3	3	1	15
Chronic illnesses inc. HIV/AIDS	4	3	0	0	0	2	4	1	7
Care leavers	4	1	0	4	1	0	0	0	5
Young people (16-24)	28	45	0	23	49	1	0	0	73
Single parent families	9	73	0	1	18	44	19	0	82
Families with support needs	23	47	0	1	8	38	22	1	70
Single people aged 25-54	40	19	0	0	0	41	18	0	59
People aged 55+	26	24	0	0	0	0	13	37	50
Generic/floating support services	22	15	1	0	4	23	4	5	37
Complex needs	3	4	0	0	1	1	5	0	7
Alarm only services	0	0	0	0	0	0	0	0	0
<b>Total</b>	<b>565</b>	<b>556</b>	<b>1</b>	<b>30</b>	<b>161</b>	<b>456</b>	<b>295</b>	<b>178</b>	<b>1121</b>

**Commentary:**

- Similar to last year, there are almost equal numbers of male and female respondents
- There are significantly more males than females who have mental health issues, alcohol and substance misuse issues, criminal offending history, generic needs and are refugees as a main support need and significantly more vulnerable single females aged 25-54, aged 55+ and vulnerable parents
- In Table 3 below (supported housing applications), there are similarly significantly more males than females with substance misuse issues, criminal offending history, who are refugees, and single vulnerable 25 to 54 year olds who require supported housing.

- There are also far more females than males with mental health issues and single and two parent families

**Table 3: Supported Housing Gateway referrals – Main need by gender and age of applicant**

Main need	Gender		Age of respondent						Total
	Male	Female	u16	16/17	18-24	25-39	40-59	60+	
Domestic abuse - women	0	208	0	0	40	118	38	12	<b>208</b>
Domestic abuse - men	2	0	0	0	0	1	0	1	<b>2</b>
Learning disabilities	19	14	0	0	7	15	10	1	<b>33</b>
Mental health issues	92	145	0	0	35	88	92	22	<b>237</b>
Alcohol issues	30	29	0	0	5	21	29	4	<b>59</b>
Substance misuse	120	42	0	0	11	97	52	2	<b>162</b>
Criminal offending history	153	9	0	1	23	100	38	0	<b>162</b>
Refugee status	84	14	0	0	15	68	15	0	<b>98</b>
Physical and/or sensory impairments	44	30	0	0	3	11	33	27	<b>74</b>
Developmental disorders	43	25	0	0	18	30	17	3	<b>68</b>
Chronic illnesses inc. HIV/AIDS	8	1	0	0	0	3	5	1	<b>9</b>
Care leavers	18	12	0	4	26	0	0	0	<b>30</b>
Young people (16-24)	107	120	0	19	208	0	0	0	<b>227</b>
Single parent families	8	83	0	0	16	61	14	0	<b>91</b>
Families with support needs	37	97	0	0	17	83	33	1	<b>134</b>
Single people aged 25-54	91	38	0	0	0	100	29	0	<b>143</b>
People aged 55+	32	25	0	0	0	0	18	39	<b>57</b>
Generic/floating support services	64	74	0	1	17	63	34	23	<b>138</b>
Complex needs	33	17	0	0	5	20	22	3	<b>50</b>
Dual diagnosis	27	3	0	0	2	20	8	0	<b>30</b>
Alarm only services	0	0	0	0	0	0	0	0	<b>30</b>
<b>Total</b>	<b>1065</b>	<b>930</b>	<b>0</b>	<b>25</b>	<b>434</b>	<b>913</b>	<b>487</b>	<b>139</b>	<b>1995</b>

**Table 4: GNME – Outcomes Areas by Gender**

Area of support needed	Male	Female	Total
Feeling safe	68	115	183
Contributing to the safety/well-being of self and others	124	77	201
Managing accommodation	242	252	494
Managing relationships	94	117	211
Feeling part of the community	151	125	276
Managing money	191	206	397
Engaging in education/learning	89	59	148
Engaged in employment/voluntary work	86	68	154
Being physically healthy	102	124	226
Being mentally healthy	175	163	338
Leading a healthy and active lifestyle	100	73	173

**Commentary:**

- As can be seen, the five Outcomes areas that are most relevant to respondents are: managing accommodation, managing money, being mentally healthy, feeling part of the community and being physically healthy.

**Service Gaps in Newport**

**No service provision**

Although a number of people with chronic illnesses are supported in other services such as substance misuse schemes, generic floating support schemes and sheltered schemes, there are currently no specialist services for people with chronic illness including blood-borne viruses (BBV).

Additional schemes are also needed for the following client groups:

**Accommodation-based services**

1. **Domestic Abuse:** despite Newport having three refuges for women and children fleeing domestic abuse, the need for a specialist supported housing scheme for women with additional support needs, e.g. mental health and substance misuse, has been a priority for more than seven years. The Wales Domestic Abuse Modernisation Project also identified the need for a similar scheme in south Gwent. Caerphilly Supporting People team is leading on the development of an eight-bed supported housing scheme in the south of their borough. Newport and Torfaen will be contributing revenue funding to this scheme in 2019/20
2. **Mental Health Issues:** Newport has a good range of supported housing projects for people with mental health problems, but there still remains the need for crisis/emergency accommodation and for people with occasional mental health episodes and dual diagnosis and/or forensic mental health issues who would otherwise be admitted to hospital. Aneurin

Bevan University Health Board (ABUHB) has also prioritised crisis provision and is looking to fund a scheme, utilising Independent Care Fund.

3. **Alcohol issues:** a pilot floating support scheme for people with enduring alcohol issues has been in operation for 12 months and has identified a number of accommodation and support options, including a Wet House, 'Sticky Support' and the Housing First model to address this issue. Supporting People will be working with housing colleagues to develop schemes included in the pilot report's recommendations.
4. **Young people and care leavers:** a need has been identified for another supported housing scheme for young homeless people and care leavers. An interim scheme is currently in development in conjunction with homelessness grant funding. In addition, a supported housing scheme for young offenders has been identified as a major gap in provision and a project group is currently working on this issue.
5. **Single people aged 25 to 54 with support needs:** in conjunction with NCC's homelessness unit, plans are underway to develop a Night Shelter for street homeless people throughout the year. This will hopefully assist the growing numbers of rough sleepers in the city and will link with other supported housing schemes such as homeless hostels etc.

### **Floating support services**

Although there are more than 1,200 units of floating support in Newport, approximately one third of these are generic and the need for additional floating support schemes for specific client groups has been identified, as follows:

1. **Mental Health:** floating support service for people with forensic mental health issues, which could be developed on a cross-authority basis.
2. **Generic Floating Support to prevent homelessness:** year-round, short-term, responsive, location-based support for street homeless people, sofa surfers, rough sleepers etc. with housing support need, e.g. the Hub (Bridgend) model

### Consultation with Support Providers and Partner Agencies

Following the success of previous regional needs mapping days, another regional needs mapping session was held this year, allowing providers and partner agencies who work across different Gwent local authorities to attend just the one session. The session was held in June in a central location to consult with support providers and partner agencies regarding the housing-related support needs of vulnerable people and gaps in current supported housing provision. 138 people from 43 different agencies attended, and 47 of the 138 attendees work in Newport. The information gathered is used to inform the planning process and development/re-development of services.

The format of the day was a drop-in session, enabling stakeholders to provide information in an informal way. They were asked to focus on the following questions for each of the client groups funded by the Supporting People programme on both a local and regional basis:

1. What are the gaps in current housing-related support provision?
2. What suggestions do you have for how the Supporting People Programme could work more closely with the other Tackling Poverty Programmes?
3. What you think the gaps are in current homelessness service provision?

Comments received from support providers and partner agencies indicate that the following projects are most needed in Newport:

- Alcohol issues: Wet house/supported accommodation for street drinkers (22 in agreement)
- Young people aged 16-24: lack of emergency accommodation/hostels/shelters (10 in agreement)
- Mental health issues: small step-down supported accommodation scheme with intensive support for people leaving St Cadoc's prior to moving to Clarence Place (9 in agreement)
- People with learning disabilities: support to be available more longer-term rather than ending it too soon (8 in agreement)
- Mental health issues: forensic MH scheme, fixed and floating support (8 in agreement)
- Mental health issues: crisis house to prevent hospital admission/stepping stone for patients who need brief support but not supported accommodation (8 in agreement)
- Alarm only: this service is widely used in Newport but not published enough. As a result, a lot of people are missed until they are admitted to hospital (8 in agreement)

- People with learning disabilities: more (direct) access to supported living (7 in agreement)
- People with refugee status: not enough emergency accommodation (7 in agreement)
- Young people aged 16-24: additional floating support for young people due to demand (7 in agreement)

Responses to gaps in homelessness services provision as follows:

- Year-round Night Shelter/direct access shelter/emergency accommodation
- Accommodation provision for couples
- Emergency beds for non-priority need individuals
- More night shelters
- More direct access hostels
- More help with private rent – a lot (most) are needing a guarantor
- Better access to mental health services
- Wet houses for people with drug and alcohol issues and also able to provide night shelter beds
- Shared accommodation
- Solution centre

Attendees at the event were also asked which client groups should receive Supporting People funding as a priority. Each person was given 3 £SP and asked to place them in their preferred client groups for the local authority in which they work. The most frequently 'voted for' categories for Newport were people with mental health issues (£24), people aged 55+ (£21), people with substance misuse issues (£13) and people with physical/sensory disabilities (£13). The table below shows all results for Newport and Gwent.

**Table 5: Stakeholder money table Outcome for Newport and Gwent**

CLIENT CATEGORY	NEWPORT (£)	REGIONAL (£)
Women Experiencing Domestic Abuse	10	18
Men Experiencing Domestic Abuse	0	17
People With Learning Disabilities	12	18
People With Mental Health Issues	24	60
People With Substance Misuse Issues (Alcohol)	7	14
People With Substance Misuse Issues (Drugs)	13	23
People With Criminal Offending History	12	20
People With Refugee Status	6	10
People With Physical/Sensory Disabilities	13	17
People With Development Disorders	3	12
People With Chronic Illnesses inc. HIV/Aids/BBV	2	2
Young People Who Are Care Leavers	6	13
Young People 16 to 24	6	19
Single Parent Families	8	23
Families With Support Needs	6	18
Single People 25 To 54	8	15
People Over 55	21	34
Generic	9	40
Alarm Services	3	8
<b>Totals</b>	<b>169</b>	<b>381</b>

Following the needs mapping event, stakeholders and partner agencies were invited to submit more detailed project proposals, outlining strategic context and evidence of need for the project model proposed. Four proposals were received as follows:

- Extension to an existing specialist older persons floating support service, to support people with sensory loss
- Provision of funding for a small specialist service for people with complex mental health needs, to bridge the gap between hospital and supported accommodation
- Early intervention project for 16/17 year old young people presenting as homeless
- Supported lodgings project for 16/17 year olds under the care of Social Services as an alternative to B & B accommodation

## Service User Consultation

A regional service user consultation event was also held this year in conjunction with the launch of Gwent Supporting People’s service user website. Ninety-nine service users from support services across Gwent attended the event, and 26 of these were from Newport. In addition, there were 35 stands manned by a range of organisations, providing information for all attendees.

Service users were also asked which client groups should receive Supporting People funding as a priority. Each person was given 3 £SP and asked to place them in their preferred client groups. The top three ‘voted for’ categories for Newport were people with mental health issues (£11), people with developmental disorders (£9) and people with learning disabilities (£8).

**Table 6: Service user money table Outcome for Newport and Gwent**

CLIENT CATEGORY	NEWPORT (£)	REGIONAL (£)
Women Experiencing Domestic Abuse	6	10
Men Experiencing Domestic Abuse	1	7
People With Learning Disabilities	8	22
People With Mental Health Issues	11	17
People With Substance Misuse Issues (Alcohol)	0	4
People With Substance Misuse Issues (Drugs)	2	6
People With Criminal Offending History	3	4
People With Refugee Status	0	1
People With Physical/Sensory Disabilities	0	22
People With Development Disorders	9	7
People With Chronic Illnesses inc. HIV/Aids/BBV	1	7
Young People Who Are Care Leavers	3	6
Young People 16 to 24	2	8
Single Parent Families	0	6
Families With Support Needs	4	13
Single People 25 To 54	0	16
People Over 55	4	1
Generic	2	9
Alarm Services	1	4
<b>Totals</b>	<b>75</b>	<b>170</b>



# 4 PRIORITIES FOR DEVELOPMENT

The strategic planning process has identified the following **client groups** as current **local priorities** for service development for 2018/19 and approved by Newport's Supporting People Planning Group. Priority will be given to any developments for these client groups based on funding available.

- People over 55 with Support Needs
- Domestic abuse
- People with substance misuse issues
- Young people with support needs (16 to 24), young people who are care leavers and young offenders
- Generic floating support to prevent homelessness
- People with enduring alcohol issues
- Alarm only services

The following regional priorities have also been identified **by Newport** for consideration and prioritisation by the RCC:

- Domestic abuse and complex needs in South Gwent
- Forensic mental health services

## **Regional priorities (from the Regional Commissioning Plan)**

- People with learning disabilities
- People Over 55 with Support Needs
- Domestic abuse

Services are planned for development in 2018/19 for the client groups detailed below:

**People over 55 with Support Needs:** completion of the re-modelling of services for older people based on assessed need and not tenure or age.

**Domestic abuse:** contribution to the regional domestic abuse accommodation and support project for women with complex needs

**People with substance misuse issues:** review of services for people with substance misuse issues

**Young people with support needs (16 to 24), young people who are care leavers:** step-down interim accommodation for four young people in collaboration with the homelessness service

**Young offenders:** development of a supported housing scheme for young offenders, involving a local Housing Association, Youth Offending Service, Homelessness and Supporting People

**Generic floating support to prevent homelessness:** collaborative development with homelessness and the voluntary sector for the provision of year-round Night Shelter and floating support

**People with alcohol issues:** working with housing colleagues to develop a range of accommodation and support options for street drinkers and rough sleepers, including Housing First, 'sticky' or intensive support and Wet House supported accommodation

**Alarm services:** review of the funding for alarm only services

A Fairness and Equality Impact Assessment has been completed and agreed by the Head of Newport City Council's Adult and Community Services, but has not been included here due to its length and format. The following link provides access to the full FEIA.

[Local Commissioning Plan Fairness and Equality Impact Assessment 2017](#)

# 7 SPEND PLAN

Local Authority Spend Plan 2018/19																
Regional Collaborative Committee:	Gwent															
Local Authority:	Newport City Council															
SPPG Annual Allocation:	£6,367,256															
Client Spend Category (The category to which the service is primarily focused)	Previous year total units	Previous year total cost	Service Type												total units	Total
			Fixed Site (Accommodation Based)						Floating (Community Based)							
			less than 6 months		6 to 24 months		24 months plus		less than 6 months		6 to 24 months		24 months plus			£
			units	£	units	£	units	£	units	£	units	£	units	£		£
Women experiencing Domestic Abuse	78	448,982	10	152,596	8	114,406	0	0	5	21,892	50	165,164	0	0	73	454,058
Men experiencing Domestic Abuse	3	8,514	0	0	0	0	0	0	0	0	3	8,514	0	0	3	8,514
People with Learning Disabilities	238	583,129	0	0	0	0	158	281,866	0	0	0	0	67	178,093	225	459,960
People with Mental Health Issues	199	854,031	0	0	0	0	92	517,015	15	49,486	64	185,165	58	154,594	229	906,260
People with Alcohol Issues	18	64,816	0	0	0	0	0	0	0	0	18	64,209	0	0	18	64,209
People with Substance Misuse Issues	89	614,628	0	0	40	461,895	0	0	0	0	34	99,216	24	64,577	98	625,687
People with Criminal Offending History	40	244,645	0	0	10	135,697	0	0	0	0	42	131,541	0	0	52	267,238
People with Refugee Status	17	59,455	0	0	0	0	0	0	0	0	30	73,855	0	0	30	73,855
People with Physical and/or Sensory Disabilities	53	152,532	0	0	0	0	0	0	0	0	56	155,450	0	0	56	155,450
People with Developmental Disorders (i.e. Autism)	35	167,629	0	0	0	0	0	0	0	0	0	0	63	173,870	63	173,870
People with Chronic Illnesses (including HIV/Aids)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Young People who are Care Leavers	22	61,421	0	0	2	11,672	0	0	12	11,193	8	21,399	0	0	22	44,264
Young People with Support Needs (16 to 24)	50	507,820	0	0	14	265,014	4	24,951	0	0	38	168,229	0	0	56	458,195
Single Parent Families with Support Needs	8	47,676	0	0	0	0	0	0	0	0	16	70,833	0	0	16	70,833
Families with Support Needs	15	90,001	0	0	0	0	0	0	0	0	22	122,563	0	0	22	122,563
Single People with Support Needs not listed above (25 to 54)	111	987,175	10	21,157	77	785,793	6	37,427	6	11,676	61	154,631	0	0	160	1,010,684
People over 55 years of age with Support Needs (this category must be exclusive of alarm services)	327	530,856	0	0	0	0	69	62,028	0	0	103	199,016	110	219,810	282	480,854
Generic/Floating Support/Peripatetic (tenancy support services which cover a range of user needs)	353	882,898	0	0	0	0	0	0	59	168,478	312	650,322	47	124,931	418	943,731
Alarm Services (including in sheltered/extra care)	2,283	61,048	0	0	0	0	1,678	47,031	0	0	0	0	0	0	1,678	47,031
Expenditure which does not directly link to the spend plan categories above	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
<b>TOTALS</b>	<b>3,939</b>	<b>6,367,256</b>	<b>20</b>	<b>173,753</b>	<b>151</b>	<b>1,774,476</b>	<b>2,007</b>	<b>970,319</b>	<b>97</b>	<b>262,725</b>	<b>857</b>	<b>2,270,107</b>	<b>369</b>	<b>915,875</b>	<b>3,501</b>	<b>6,367,256</b>