Report To:	Cabinet
Date of Meeting:	18 th December 2012
Lead Member/Officer:	Councillor Bobby Feeley Lead Member for Social Care and Children's Services Sally Ellis, Corporate Director of Modernisation and Wellbeing
Report Authors:	Anne Hughes-Jones, Service Manager, Adult Services and Clare John, Senior Finance Officer
Title:	Consultation on the Supporting People Spend Plan & changes to the Supporting People Strategy for 2013 to 2014

1. What is the report about?

The three year spend plan for Supporting People (SP) and changes to the SP Strategy including the implications for Denbighshire County Council of changes to the SP Programme across Wales.

2. What is the reason for making this report?

A decision is required on approving the Supporting People Strategy & Spend Plan. To provide information on changes to the SP Programme across Wales.

3. What are the Recommendations?

To agree the changes to the Supporting People Strategy & Spend Plan for 2013-14, prior to plans being submitted to the Regional Collaborative Committee and the Welsh Government.

4. Report details.

- **4.1** Supporting People is a significant programme providing "housing
 - related" support services to a wide range of vulnerable groups, including people who are homeless, people with mental health needs, learning disabilities, the young & vulnerable, people with substance misuse need, ex-offenders, people fleeing domestic violence and older people. The aim is to enable them to maintain secure housing while developing other aspects of their lives promoting independence. The Supporting People Programme has been evaluated at national level and shown to deliver very positive financial and non financial benefits. In Denbighshire, Supporting People funds a wide range of services including elements of sheltered housing, extra care, women's refuges, community living schemes for people with learning disabilities and schemes for homeless people.

Current Position.

4.2 Changes to the administration of the SP programme are taking place across Wales. These include a new funding distribution formula, and transfer of contracting responsibilities for some services from Welsh Government to local authorities. In addition, new governance arrangements, including Regional Collaborative Committees (RCC), with key responsibilities for the SP Programme, have now been established across Wales.

4.3 The RCC has responsibility to make recommendations on local and regional spend to the Minister who would then make the resource decision. Therefore the Minister would be involved in decisions on local and regional spend on SP services and virement of funding between the local and regional plans within the region

Implications for Denbighshire

4.4 The implementation of the needs based distribution formula referred to above, is anticipated to lead to funding reductions of £1.5m in Denbighshire over a 5 year period, beginning in 12/13. The rate of cut is 4% (£273k in 12/13), 4% in 13/14 (£276k) plus 5% in each of 14/15, 15/16 plus 16/17. Denbighshire has begun to prepare for how it will approach mitigating this loss, but it remains a very substantial loss of funding, with particular impact likely on adult social care services. The establishment of Regional Collaborative Committees reduces the role that the Council has previously had. New guidance and changes to grant terms and conditions are also reducing flexibility.

The RCC delivery structure

- **4.5** There are many unknowns about how the new delivery structure will operate, no similar multi-sector body, including both commissioners and providers, has existed previously so there is no track record of relationships and trust on which to base collaboration. All stakeholders believe that there are benefits to be gained from cross border working, especially where there are specialized needs. However, there is potential for disagreement about how the new arrangements and guidance are interpreted. This has the potential to expose grant holding bodies to risk in addition to that from reduced funding due to redistribution. This is particularly so in North Wales as all North Wales authorities stand to lose under redistribution.
- **4.6** Recommendations made to Cabinet on 4th September were that, despite identified risks, Denbighshire should participate in the new arrangements and aim to influence delivery from "inside the tent." The risks are such, however, that the impact of the new arrangements does need careful scrutiny, especially over the next 12 months, as the major changes are introduced.

Changes to the SP strategy 2013/14

4.7 Details of the changes are included in appendix 1 pages 2 and 3 and are highlighted in yellow for ease of identification. A new 3 year rolling strategy will need to be developed during 2013 to mirror the new 3 year spend plan and this will set out how the projected deficit in 2014/15 and 2015/16 will be managed.

The 3 year spend plan

- **4.8** The grant calculations and impact of the spending reduction for 2012/13 and subsequent 4 years are shown in Appendix 2.
- **4.9** The overall reduction of 4% in 13/14 equates to £276k and proposals will be put to the RCC for reductions to be found within PDSI (£125K) (which has a reduced

demand) uncommitted resources from 12/13 (\pounds 109k) and learning disability services (\pounds 42k).

- **4.10** The 3 year spend plan also requires the reporting of 2014/15 and 2015/16. The obligatory levels of savings are again detailed in Appendix 2. Though WG requires a 3 year spend plan (13/14 to 15/16) it is DCC's intention to be clear at this stage about Year 1 (13/14) but to state that more time is needed to develop proposals for 14/15 and 15/16. We believe other North Wales authorities will do the same. It is also DCC's proposal that a more even distribution of the cut is applied as all cuts to date have been taken from former SPG services (essentially those funding community care related services). The required levels of savings have been broken down into the previously categorised SPG, SPRG and WAG SPRG projects. These reductions are required in order to balance the indicated grant funding for 2014/2015 and 2015/2016.
- **4.11** All projects are subject to a review process. As this develops, the reviews may help inform other options to deliver the required level of savings. All reviews will consider the eligibility of services, "strategic relevance to fund" and performance against contracts and outcomes.
- **4.12** The 2012/13 and 2013/14 Spend Plans are included in Appendix 3.
- **4.13** The time scales for reporting the financial information to the RCC is included in Appendix 4.

5. How does the decision contribute to the Corporate Priorities?

Regional collaboration and a regional strategy for commissioning and delivering services will contribute towards managing the downsizing of the grant and the protection of frontline services. However we need to ensure final arrangements for RCCs do achieve this effectively.

6. What will it cost and how will it affect other services?

The estimated reduction in SP grant over the next 5 years is projected to be approximately $\pm 1.5m$ for Denbighshire.

This will have an impact on the Social Care and Housing budgets. The final impact is unclear but is £167k in 13/14 and could be around £133k in 14/15 and £126k in 15/16.

The projects and changes identified will be managed within the existing Supporting People budget allocated to Denbighshire by the Welsh Government.

7. What consultations have been carried out?

Consultation on SP Programme Arrangements and guidance

The Welsh Government has undertaken extensive consultation on the proposals for RCC's. The WG planned review of the new arrangements will include an assessment of how the Programme is meeting the requirements of the WG Single Equality Scheme and action plan.

Consultation on Denbighshire's SP strategy and Spend plan

The Supporting People Planning Group held 3 meetings during the development of this report and considered "Strategic Priority to Fund" commissioning tools, Needs Mapping Exercise (NME) data, outcomes reports, supply map information and feedback from stakeholders and consultation meetings.

A consultation event for current support providers was held in July 2012 and feedback reported to the SP Planning.

A final consultation event with providers & stakeholders will take place early in December.

A report was submitted to the Communities Scrutiny Committee on 6th December 2012. The final document will be submitted to the Supporting People Planning Group on 10th December 2012.

8. Chief Finance Officer Statement

The reductions in grant funding and the implications on the Supporting People programme - and the wider impact on other social care budgets will continue to be carefully managed. The council has been prudent and made some financial provision to dampen the impact of funding reductions but the programme and the services it funds will have to be kept under review to ensure expenditure does not exceed the allocated funding. The establishment of a regional structure to manage Supporting People is at an early stage and the full implications of this will become clearer over the coming months.

9. What risks are there and is there anything we can do to reduce them?

The proposals to manage the reduction in grant funding in 2013/14 are reasonable. Any in-year shortfall in social care budgets could be met from the reserve established to manage the planned grant cuts. The proposal to distribute grant reductions equally over all SP services spreads the impact more evenly but does pose risks within the context of a regional committee with potentially differing views around priorities within the overall SP funding. A more even distribution of cuts means the impact upon the council generally is more manageable and would provide more flexibility in use of the SP reserve to deal with the issue.

10. Power to make the Decision

To determine the content of any plan, strategy or other policy document Requires approval by the Lead Cabinet Member in accordance with Statutory Instrument 2001 No. 2291 (W,179) Regulation 4 (3)(c) + (d).

SP Strategy Changes 13/14

Section 5: Proposed Actions 2013 – 2014

5.1 Actions for the Community Safety & Homelessness funding portfolios 2013-14

5.1.1 Redistribution				
Action 2013 – 2014	Finance			
5.1.1.1 Determine the long term Strategic Priority to Fund of all services in the light of a likely reduction in funding for Denbighshire resulting from the geographical redistribution of Supporting People funding across Wales.	Review existing funding			
5.1.2 Domestic Abuse				
Action 2013 – 2014	Finance			
5.1.2.1 Review Domestic Abuse floating support	N/A (within existing Supporting People (SP)			
services in the light of findings from the possible new county wide service (see c above) & Denbighshire's "move on" framework to inform future strategic priority to fund (SPTF)	Team resources)			

5.1.3 Ex Offenders	
Action 2013 – 2014	Finance
5.1.3.1 Implement the findings of a North Wales Supporting People Planning Group regional review of ex- offender services at a local level. This will consider provision for women ex-offenders.	Review existing services if required.

5.1.4 Familie	es	
Action 2013 – 20	14	Finance
Supporting Peo	lish robust systemic links between ple services for Families and Integrated Services at both strategic and operational	N/A (within existing SP Team resources)

5.1.5 Young People			
Action 2013 – 2014	Finance		
5.1.5.1 Review all Young People's accommodation based services with a focus on outcomes and rent levels (Carried forward from 2012/13)	N/A (within existing SP Team resources)		
5.1.5.2 Continue to seek to develop a 24 hour staffed Young People project subject to securing appropriate accommodation.	 Plans are in place for the building of a supported housing project in Denbigh. Commissioning of support services for this project will take place as the project develops. Long term funding is already allocated and this will progress in the next 1-2 years. 		
5.1.5.3 Review the effectiveness of Y Dyfodol's new dispersed model of supported housing following embedding of the new service model.	N/A (within existing SP Team resources)		
5.1.5.4 In anticipation of the end of temporary recycled funding for the Nacro Symud Ymlaen 24Hour provision, to determine future service specification and revenue funding for the property n partnership Clwyd Alyn Housing Association e.g. as a jointly commissioned small assessment centre for young homeless people as described in the Denbighshire County Council Young People's Housing and Support Action Plan	To be funded with Housing Services and Children and Family Services.		

5.1.6	Homelessness						
Action 2	013 – 2014	Finance					
5.1.6.1	Consider the implications for housing related	07/03/2012	SPPG	agreed	that	this	action

support services of Housing Services review of the accommodation requirements of Gypsies & travellers to ensure that needs are addressed through inclusive service responses.	should be carried forward to 2013-2014 pending the completion of Housing Service' review.
 5.1.6.2 Monitor and review the impact of welfare reforms and benefit cuts and liaise with Denbighshire County Council Housing Services' project with to mitigate the effects of these changes for residents in housing need. 	Consultation has taken place with Housing around the House Share Scheme

5.1.7 Substance Misuse (Homelessness Prevention and Community Safety)			
Action 2013 – 2014		Finance	
5.1.7.1	Implement the Regional SP Strategy for people	Review existing services if required	
with Substance Misuse needs when published.			

5.2 Actions for the Community Care & Older People funding portfolio 2013 – 2014

5.2.1 Regeneration	
Action 2013 – 2014	Finance
5.2.1.1 Review the potential need for additional capacity for existing floating support services.	This action will be carried forward to 2013-14.

5.2.2 Redistribution

Action 2013 – 2014	Finance
5.2.2.1 Determine the long term Strategic Priority to	Review existing funding
Fund of all services in the light of a likely reduction in	
funding for Denbighshire resulting from the geographical	
redistribution of Supporting People funding across Wales.	

5.2.3 Mental Health (Community Care)			
Action 2013 – 2014	Finance		
5.2.3.1 Continue to seek to develop a 24 hour staffed	Long term funding already allocated		
Mental Health project subject to securing appropriate			
accommodation. Utilise Telecare where possible and			
appropriate & tie service into the "Move-on" Framework			
5.2.3.2 To contribute to achieving the outcome	Existing Resources		
detailed in Denbighshire's Big Plan to:			
"provide effective preventative support services to			
vulnerable individuals and families, including those			
with mental health problems, to ensure their			
housing needs are met. People with mental health			
needs will be more effectively supported to live			
independently, in their own homes."			
5.2.3.3 To investigate the potential for improving			
information sharing and the coordination of			
accommodation based services for people with Mental			
Health needs given the absence of a system similar to			
Swansea City Council's "OASIS" (Opportunities for			
Accommodation and Support in Swansea) service in			
North Wales.			

5.2.4 Older People	
Action 2013 – 2014	Finance
5.2.4.1 To develop an Older peoples accommodation and support strategy in collaboration between the Supporting People team and Housing Services to commence in 2012-13 and complete in 2013-14.	Existing Resources

APPENDIX 2

Grant Funding	2012/2013	2013/2014	2014/2015	2015/2016	2016/2017	
	£	£	£	£	£	
SPG						
SPRG						
SPRG - ASP						
Total	6,725,544	6,449,793	6,127,303	5,820,938	5,529,891	
£ Reduction	272,929	275,751	322,490	306,365	291,047	1,468,582
Budget Reduction Assumptions	4%	4%	5%	5%	5%	
Impact on Funding & Reserves						
INCOME						
SP Grant	6,725,544	6,449,793	6,127,303	5,820,938	5,529,891	
Additional Funding	30,531	30,531	30,531	30,531	30,531	
TOTAL INCOME	6,756,075	6,480,324	6,157,834	5,851,469	5,560,422	
Reduction Funded by:						
Reduced PDSI funding:		125,000				
Uncommitted Resources		109,049				
Learning Disability		41,702				
Total Reduction:		275,751				

% GRANT REDUCTIONS		
		£
SPG - DCC	41.22%	132,944
SPG - External Providers	11.92%	38,425
SPRG	17.45%	56,289
WAG SPRG	29.41%	94,833
TOTAL REDUCTION REC	322,490	

% GRANT REDUCTIONS		
		£
SPG - DCC	41.22%	126,296
SPG - External Providers	11.92%	36,503
SPRG	17.45%	53,474
WAG SPRG	29.41%	90,091
TOTAL REDUCTION REC	306,365	

Appendix 3 Spend Plan 2012/2013 (August 2012 – March 2013)

			SPEN	D PLAN P	RO-FOR	MA 2012	/2013 - /	AUGUST	2012 TC	MARCH	2013						
Region		1	North Wale	es		*The Total SPPG must not exceed the Annual Allocation*										nnual Allocation*	
Local Authority	Denbighshire County Council																
Year	2012-1	3: 1st Aug	gust 2012 -	- 31st Marc	h 2013												
Annual Allocation :		ł	£4,443,808	8													
						Servic	е Туре									Droposod (I	Reserved) Service Plans
		Fixe	d Site (Acco	mmodation E	Based)			F	loating (Con	nmunity Base	d)			Local Authority		roposea (r	(eserved) Service Plans
	Client Units	Less than 6 Months	Client Units	6 - 24 Months	Client Units	24 Months plus	Client Units	Less than 6 Months	Client Units	6 - 24 Months	Client Units	24 Months plus	Total	Contribution	Client Units	Cost	Comments
Client Spend Category (The category to which the service is primarily focused)	Numbers	£	Numbers	£	Numbers	£	Numbers	£	Numbers	£	Numbers	£	£	£	Numbers	£	
Women experiencing Domestic Abuse	9	122,441	7	41,501	0	0	0	0	24	125,688	0	0	289,630				
Men experiencing Domestic Abuse	0	0	2	14,669	0	0	0	0	0	0	0	0	14,669				
People with Learning Disabilities	0	0	0	1,295	59	818,789	0	0	23	55,502	5	11,219	886,805	5,979			
People with Mental Health Issues	0	0	8	112,546	11	77,027	20	47,551	51	167,332	4	5,667	410,122				
People with Alchohol Issues	0	0	0	0	0	0	0	0	8	14,447	0	0	14,447	14,375			
People with Substance Misuse Issues	0	0	11	70,017	0	0	0	0	9	44,871	0	0	114,888				
People with Criminal Offending History	0	0	4	24,259	0	0	0	0	0	0	0	0	24,259				
People with Refugee Status	0	0	0	0	0	0	0	0	0	0	0	0	0				
People with Physical and/or Sensory Disabilities	0	0	0	0	1	2,273	0	0	0	0	17	100,369	102,641				
People with Developmental Disorders (ie. Autism)	0	0	0	0	0	0	0	0	0	0	0	0	0				
People with Chronic Illness (including HIV, Aids)	0	0	0	0	0	0	0	0	4	4,883	0	0	4,883				
Young people who are Care Leavers	0	0	0	0	0	0	0	0	0	0	0	0	0				
Young people with Support Needs (16 to 24)	0	0	55	505,406	0	0	7	33,185	35	85,652	0	0	624,243				
Single Parent Families with Support Needs	0	0	10	65,451	0	0	0	0	0	0	0	0	65,451				
Families with Support Needs	0	0	0	0	0	0	0	0	107	426,050	0	0	426,050				
Single people with Support Needs not listed above (25 to 54)	0	0	4	84,980	0	0	0	0	0	0	0	0	84,980				
People over 55 years of age with Support Needs (this category																	
must be exclusive of alarm services)	0	0	0	0	1,514	575,365	9	25,455	0	0	0	0	600,820				
Generic/Floating support/Peripatetic (tenancy support services	0	0		0	0	0											
which cover a range of user needs)	0	0	0	0	0	0	12	106,064	108	381,531	0	0	487,595				
Alarm services (including alarms in sheltered and extracare schem	0	0	0	0	1,760	76,750							76,750				
TOTALS	9	122,441	101	920,124	3,345	1,550,204	48	212,254	369	1,305,955	26	117,254	4,228,233	20,354			
														0			
							Total Exp	enditure					4,228,233	0			
							Plus Adm	inistration					215,575				
							Commiss	ioned Proj	ects				4,443,808				
							Grant						4,443,808				

Appendix 3 Spend Plan 13/14

					SPEND	PLAN PRO-	FORMA 2	013 - 2014							_		
Region : North Wales														*The Total SI	PG must	not exceed	the Annual Allocation*
Local Authority :	Denbighshire County Council				Ī												
Grant Allocation :	£6,449,793																
						Service Type											
		Fixed S	ite (Accom	modation Ba	sed)			Floa	ting (Com	munity Bas	ed)		1	Local	Pro	oposea (Re	served) Service Plans
	Client Units	Less than 6 Months	Client Units	6 - 24 Months	Client Units	24 Months plus	Client Units	Less than 6 Months	Client Units	6 - 24 Months	Client Units	24 Months plus	Total	Authority Contribution	Client Units	Cost	Comments
Client Spend Category (The category to which the service is primarily focused)	Number s	£	Numbers	£	Numbers	£	Number s	£	Number s	£	Number s	£	£	£	Number s	£	
Women experiencing Domestic Abuse	9	183,662	7	62,251	0	0	0	0	24	188,533	0	0	434,446				
2 Men experiencing Domestic Abuse	0	0	2	22,003	0	0	0	0			0		22,003				
3 People with Learning Disabilities	0	0	0	1,943	59	1,187,308	0	0	23	83,253	5	16,828	1,289,332	8,968			
People with Mental Health Issues	0	0	-	168,818	11	115,541	20	71,326			4	19,553	615,183				
5 People with Alchohol Issues	0	0		0	0	0	0	0	8	21,070	0	0	21,670	21,563			
People with Substance Misuse Issues	0	0	11	105,025	0	0	0	0	9	67,306	0	0	172,332				
People with Criminal Offending History	0	0	4	36,388	0	0	0	0	0	0	0	0	36,388				
People with Refugee Status	0	0	0	0	0	0	0	0	0	0	0		0				
People with Physical and/or Sensory Disabilities	0	0	0	0	1	3,409	0	0	0	0	17	25,553	28,962				
People with Developmental Disorders (ie. Autism)	0	0	0	0	0	0	0	0	0	0	0	0	0				
People with Chronic Illness (including HIV, Aids)	0	0		0	0	0	0	0	4	7,324	0	0	7,324				
2 Young people who are Care Leavers	0	0	0	0	0	0	0	0	0	0	0	0	0				
3 Young people with Support Needs (16 to 24)	0	0	-	758,110	0	0	7	49,777	35		0	-	936,365				
4 Single Parent Families with Support Needs	0	0	10	98,177	0	0	0	0	0	0	0	0	98,177				
Families with Support Needs	0	0		0	0	0	0	÷		639,075	0	-	639,075				
Single people with Support Needs not listed above (25 to 54)	0	0	4	127,470	0	0	0	0	0	0	0	0	127,470				
People over 55 years of age with Support Needs (this category must be exclusive of alarm services)	0	111,621	0	0	1,514	672,957	9	38,182	0	0	0	0	822,760				
Generic/Floating support/Peripatetic (tenancy support services which cover a range of user needs)	0	0	0	0	0	0	12	187,521	108	572,297	0	0	759,818				
Alarm services (including alarms in sheltered and extracare schem	0	0	0	0	1,760	115,125		0		0		0	115,125				
TOTALS	9	295,283	97	1,380,186	3,345	2,094,340	48	346,806	369	1,947,880	26	61,934	6,126,430	30,531			
		200,200		2,000,200	0,040	_,00 .,0 40		0.0,000		_,,		01,004	5,120,100	0			
							Total Exp	enditure					6,126,430	0			
								inistration					323,363				
							Commiss	ioned Proje	cts				6,449,793				
							Grant						6,449,793				
							Grant						0,445,793				
							Surplus						-0				
							Commiss	ioned Proje	cts				6,449,793				

Appendix 4

Time Scales for Reporting

Annex A

Supporting People Spend Plan Timetable for the Transition Year – 2012/13

Please note: Commissioning Plans including the spend plan will need to be prepared on an annual basis.

Date	Action	Actionee
August 2012	Local authorities SP Teams prepare proposed Spend Plan in	LA SP
-	consultation with stakeholders for August 2012 – March 2013 based upon indicative figures given.	Team
August 2012	Local authorities SP Teams finalise local SPPG proposed Spend Plans for the transition year for local authority political approval.	LA
August 2012 (and monthly thereafter)	First payment of SPPG to local authorities (1/8 th of remaining grant) on or near the final working day of the calendar month.	WG
September 2012	Local authorities forward proposed Spend Plans to the co-ordinating local authority for their RCC.	LA
September 2012	Co-ordinating local authority collates each proposed Spend Plan and produces a draft Regional Plan.	LA
September 2012	RCC consider draft Regional Plan. RCC forward draft Regional Plan to Welsh Government for consideration, advising whether agreed by RCC or in exceptional cases advising of areas of contention.	RCC
Sept/Oct 2012	Welsh Government considers Regional Spend Plans and decides on allocation of funds.	WG
	The Welsh Government recognise that this is a challenging timeframe. Whilst delays may occur, Regional Spend Plans should be agreed and in place no later than mid October 2012	

Supporting People Spend Plan Timetable – 2013/14, 2014/15 and 2015/16

Date	Action	Actionee
Oct/Nov 2012	Local authorities SP Teams prepare proposed Spend Plan in consultation with stakeholders for the next three financial years (2013/14, 2014/15 and 2015/16).	LA
December 2012	Welsh Government to issue indicative forward allocations to local authorities.	WG
December 2012	Local authorities SP Teams submit local SPPG proposed Commissioning Plans, including spend plan, for the following three year period for local authority political approval.	LA
December 2012	Following political approval, Local authorities forward proposed Commissioning Plans to the co-ordinating local authority for their RCC.	LA
January 2013	Co-ordinating local authority collates each proposed Commissioning Plan and produces a draft Regional Plan.	LA
January 2013	RCC consider draft Regional Commissioning Plan. RCC forward draft Regional Commissioning Plan to Welsh Government for consideration advising whether agreed by RCC or in exceptional cases advising of areas of contention.	RCC
February 2013	Welsh Government budgets are confirmed.	WG

February 2013	Welsh Government considers Regional Spend Plan and decides on allocation of funds.	WG
March 2013	Welsh Government issues 2013/14 offer packs to local authorities.	WG
	For the 2013/14 Spend Plan, the timescales above should be adhered to.	