



## Supporting People

# Bradford Supporting People 5 Year Strategy 2008 – 2013 'delivering housing related support to those in need'

## FINAL Version

The Bradford Supporting People Strategy is available on the Council's website at [www.bradford.gov.uk/supportingpeople](http://www.bradford.gov.uk/supportingpeople)

This information can be interpreted into one of the community languages or if you require it on tape, in Braille or large print, please contact the Supporting People Team on 01274 434500.

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## **Executive Summary**

The City of Bradford Metropolitan District Council's Supporting People programme aims to help people with housing related support needs achieve a better quality of life, by enabling them to live independently. We fund housing related support to prevent situations where vulnerable adults may end up hospitalised, homeless, inappropriately placed in residential care or returning to a violent partner. We fund a range of accommodation based and floating support services to adults who have support needs including for example people who have mental health problems, are homeless and in need of support, people with disabilities, misuse substances or may be older and frail.

In Bradford we receive £19.2 million a year from central government to fund over 300 services that support approximately 11,500 vulnerable adults. We have a partnership with service users, advocates, health, probation and support providers who help us to manage and deliver the programme.

### **Our priorities for delivering housing related support over the next 5 years**

#### **Resources**

The government department, Communities and Local Government (CLG) has confirmed funding to Bradford for the next 3 years. We have additional under spend that we have committed to delivering our targets for new services. In addition we are working closely with commissioners in housing to ensure that we have capital investment to deliver new supported accommodation. The sector review and

commissioning priorities table is therefore set out over 3 years to reflect the availability of funding. Our ambitions, however, are to deliver our work over the next 5 years and we will therefore update this strategy to reflect investment opportunities.

#### **Strategy development and consultation**

This Strategy has been approved by our Strategic Core Group (SCG) and Commissioning Body (CB) and the Council's Executive Committee on 9 September 2008. The strategy has been drawn together from key elements of the programme which have all been consulted on. This includes our service user strategy and move on strategy, our needs survey and commissioning priorities and our vision. We have in addition consulted on the overall strategy with key stakeholders including service users, providers, elected members, operational and commissioning partners.

#### **The future for housing related support**

In 2009 funding for the Supporting People programme will be allocated through area based grants. This means that the term Supporting People will no longer exist, but rather we will be commissioners of housing related support through the local strategic partnerships. We will consider over the next 8 months the options for decision making and assess how we can deliver the priorities of key plans such as the local area agreements. We recognise that housing related support is a cost effective preventative solution to meeting people's needs and will ensure that it remains to compliment other forms of care and support that ultimately enable people to have choice and control over their lives.

- **Increase choice through funding more floating support and introducing Individual Budgets.** Section 2.5 and 2.14
- **Prevent people from staying in supported accommodation that they no longer need, by providing solutions to help them move on including a tenancy ready scheme and move on coordinator.** Section 2.8
- **Carrying out a major review of support to older people to provide wider options to people in non traditional sheltered housing and increase the provision of extra care.** Section 2.9 and 2.15
- **Improve the options for people with learning disabilities and mental health problems to remain in their own homes through the provision of low level floating support.** Section 2.15
- **Develop support solutions to people with complex needs and substance misuse problems.** Section 2.15
- **Increase the quality of support by driving up standards in the sector and commissioning services that are a minimum of level B in the quality assessment framework only.** Section 4.2
- **Increase service user involvement with a continued commitment to funding Bradford Alliance on Community Care (BACC), employment of a dedicated service user involvement officer in the team and looking at options to employ service users on a voluntary or paid basis within the team.** Section 1.4
- **Improve access and information to ensure that housing related support is widely known as an option for enabling people to live independently.** Section 5.2

## **The Vision for housing related support in Bradford**

**We will ensure that housing related support is used as a means to successfully transform our district into a place where communities thrive and where vulnerable people are confident and supported to make a full and positive contribution. To this extent we will ensure that there is a provision of high quality integrated and sustainable housing related support services which respond to the needs, choice and aspirations of service users and the local communities across the district.**

The vision is supported by five clear aims:

1. To place the needs, choice and aspirations of service users at the centre of our vision to benefit individuals and the community as a whole.
2. To ensure housing related support services are developed and managed through effective multi-agency strategic partnerships (including the voluntary and private sectors), to ensure a strategic and integrated response across services.
3. To ensure future housing related support services are developed strategically in line with identified local need.
4. To develop and promote accessible and responsive housing related support services which aim to meet the diverse needs of all communities within Bradford District.
5. To establish and maintain cost-effective and efficient procurement, commissioning and administration of housing related support services, that do not duplicate nor increase unnecessary bureaucracy, but ensure the delivery of high quality and value for money housing related services.

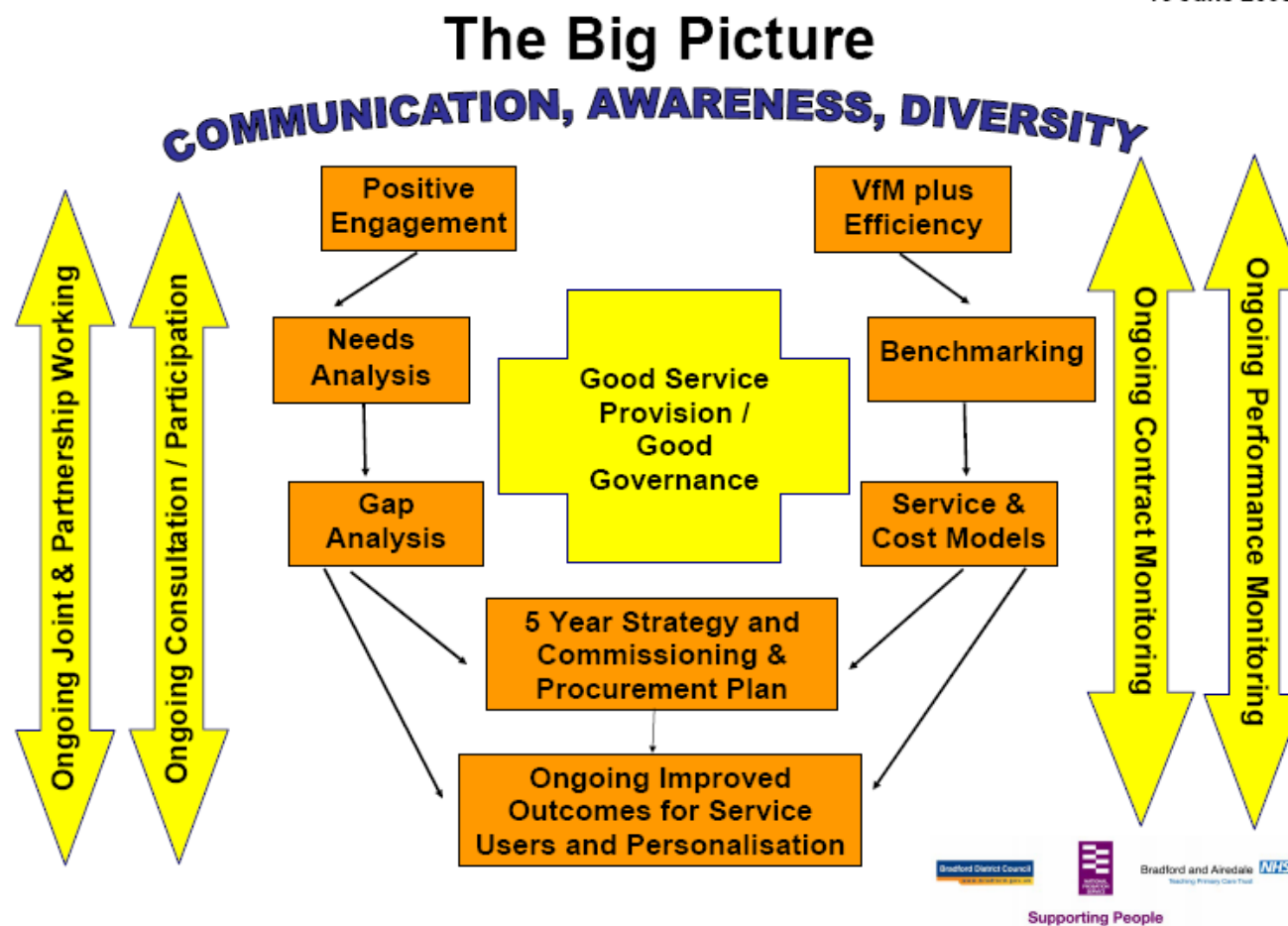
## **Introduction**

This document reviews and builds on the original Supporting People Strategy 2005-2010. The aim of the document is to outline how housing related support services will be managed over the next few years and how progress and performance will be managed. This will ensure that all housing related support services meet the needs of service users and are relevant for Bradford's partners and fit with Bradford's Big Plan. The document aims to provide the answers to five key questions which will enable Bradford's Commissioning Body (CB) to respond to the five strategic objectives:

1. How will Bradford Supporting People Commissioning Body ensure that service users continue to be central to the development, delivery and management of housing related support services?
2. How will the CB ensure housing related support services are strategically relevant, assist Bradford partners to deliver their priorities and ensure services meet the needs of vulnerable people in Bradford district?
3. How will the CB ensure the governance arrangements are in place to ensure housing related support services are developed, delivered and managed effectively in line with the Supporting People vision?
4. Does the CB have the necessary policies, procedures and resources in place to ensure that the housing related support services are procured, commissioned, delivered and managed effectively in line with the Supporting People vision, now and in the future?
5. How will housing related support services continue to respond to the diverse population and demographics of Bradford and ensure all services are easily accessible and respond to service user choice?

In June 2008 Supporting People developed a Big Picture that gives a high level overview of how the programme is managed locally and illustrates a response to the 5 main questions.

16 June 2008



## Section One – Service User Involvement

**How will we ensure that service users continue to be central to the development, delivery and management of housing related support services?**

### 1.1 Service User Strategy 2008<sup>1</sup>

#### Our vision:

*“Bradford District Supporting People programme values the knowledge and understands that service users can contribute to designing, delivering and evaluating services. Service user involvement is integral to overall delivery of high quality housing related support services. A major aim of the programme is to maximise opportunities for service users to get involved, be active and make a positive contribution”*

We have concrete actions allowing services users full participation in the development of housing related support services in Bradford. Service users contribute to achieving successful outcomes by:

- Being consulted and participating.
- Being included in decision making.
- Being involved in developing good practice.

### 1.2 The Service User Involvement Group

The service user involvement group is funded by the council and run by BACC (Bradford Alliance on Community Care). BACC coordinates the group to ensure that service users are involved with the development, delivery and management of the programme. Through this group service users influence the programme to ensure that the following key areas are addressed:

1. Choice and options.
2. Better information and communication.
3. Quality of Supporting People services.
4. Addressing housing issues.
5. Closer links with other services.

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<sup>1</sup> [Supporting People Service User Involvement Strategy July 2008](http://www.bradford.gov.uk/supportingpeople) available at [www.bradford.gov.uk/supportingpeople](http://www.bradford.gov.uk/supportingpeople) Information for service users

### 1.3 How service users have helped us change the programme

Service users have set a number of key targets that they expect SP to work toward to improve the programme<sup>2</sup>. The current response was taken from the outcome of our first Supporting People service user needs survey and will be measured annually. The following table sets out how service users have influenced the programme in accordance with the targets set out in the service user action plan.

Measure	Current response	2008/9	2009/10	2010/2011
Did you have an adequate choice of different options before choosing your current support?	44% agree	46%	49%	53%
<b>Service users have helped to change the programme by: challenging the first commissioning priorities. As a result we have prioritised the review of young persons and teenage parent services into year 1.</b>				
Did you receive sufficient amount of information on housing support services (that met your needs)?	80% agree	81%	82%	83%
<b>Service users have helped to change the programme by: contributing to the development of the new SP leaflet.</b>				
Do you think you have had sufficient opportunities to have your say about the housing support services you receive?	68% agree	70%	72%	74%
<b>Service users have helped to change the programme by: changing some of the key requirements of the new service specifications to ensure that new services meet with what is important to them. Interviewing and being involved in the selection of prospective providers.</b>				
The percentage of services achieving at least QAF (Quality Assessment Framework March 2004) level B	10%	33%	66%	90%
<b>Service users have helped to change the programme by: ensuring that SP works with providers to achieve the targets through our QAF review process.</b>				

Table 1 Targets from Service User Action Plan

<sup>2</sup>The Action Plan is set out in the [Bradford Supporting People Service User Involvement Strategy 2008](#) available at [www.bradford.gov.uk/supportingpeople](http://www.bradford.gov.uk/supportingpeople) Information for Service Users

#### 1.4 Our ambitions for service user involvement

We know that we have made great progress in service user involvement and we wish to develop and improve this.

Appendix A sets out the distance we have travelled since 2007 in strengthening and re-launching involvement. By the end of November 2009 we will have:

- In post a dedicated service user involvement officer.
- Strengthened involvement through commitment to continued funding of BACC.
- Service users making decisions that affect the programme through our governance arrangements.
- Service users involved in peer group assessments of the QAF.

- Service users employed on a paid or voluntary basis with the team to continue advising us.

We will continue to ensure that service user participation in the activities stated above is ongoing. The Service User Involvement Group will monitor the action plan against agreed targets and will be supported both by Supporting People and independent advocates. Six monthly reports on progress will be reported to both CB and the CSG.

**We will increase service user involvement with a continued commitment to funding BACC, employment of a dedicated service user involvement officer in the team and looking at options to employ service users on a voluntary or paid basis within the team.**

## Section Two - Strategic priorities

**How will Bradford ensure housing related support services are strategically relevant, assist in delivering priorities and ensure services meet the needs of vulnerable people in Bradford District?**

Housing related support services do not stand alone. They deliver services that meet both the needs of vulnerable users in Bradford and respond to the strategic priorities laid down by our Sustainable Communities Strategy, known as Bradford's Big Plan. This outlines the district priorities and provides a framework within which partners aim to deliver services across Bradford District, including housing related support services. A number of other local strategies, informed by national policies, outline the priorities for services provided for specific groups relevant to the delivery of housing related support services.

### 2.1 National and Local Strategies

In this section we have set out the key overarching strategies and show how housing related support will deliver their priorities. The Supporting People programme is a cross-cutting programme. It is intended to deliver services to a wide range of people. As such it contributes to the strategic aims of a number of strategic priorities. For a full list of National and Local Strategies considered in the development of this Strategy please refer to Appendix B.

### 2.2 Supporting People National Strategy: Independence and Opportunity Our Strategy for Supporting People – June 2007<sup>3</sup>

Published in June 2007 the national strategy for Supporting People aims to:

- a. Keep service users at the heart of the programme and of the local delivery of the service.
- b. Build on the already successful partnerships with the Third Sector.
- c. Deliver effectively in the new local government landscape.
- d. Work towards better efficiency and less bureaucracy.

We will address these aims of delivering housing related support through Supporting People by:

- a. Implementing the actions set out in our Service User Strategy 2008, which includes service users involvement in decision making and setting targets for service improvement.
- b. Stabilising and supporting the market through sector review and ensuring that services are funded to the right level using our local and regional benchmark data. We will provide and facilitate training to the third sector with our partners to ensure that they have the capacity to deliver and respond to changes.
- c. We will work over the next 12 months to embed commissioning decisions under the local strategic

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<sup>3</sup> [www.spkweb.org.uk](http://www.spkweb.org.uk)

partnerships to ensure that the priorities for housing related support are delivered, taking into account the potential removal of the ring fence into area based grants and the implications if the current grant conditions no longer exist.

- d. Implementing a performance management framework that addresses value for money through contract management.

### **2.3 Supporting People Regional Activity**

The SP lead officers of the 15 authorities in the Yorkshire and Humber region meet quarterly at the Supporting People Regional Strategy Group (SPRSG) which has had a track record of positive cooperation in sharing best practice and benchmarking services.

The SPRSG commissioned research with the Yorkshire and Humber Regional Housing Board<sup>4</sup> to gain a better understanding of the Supporting People picture across the region and to assess whether current local authority priorities give a sound basis on which to build a coherent and robust regional strategy. The research has made a number of recommendations, including the application of a common framework for move on accommodation. We have addressed this through out Move On Strategy 2008.

Other key themes include recommendations for Supporting People authorities to work with the Regional Housing Board to ensure that the accommodation needs of vulnerable people

are addressed in future developments and to note advice from the Housing Corporation in relation to capital funding bids. This will enable us to deliver the priorities in Bradford's Housing Strategy 2008 by ensuring the right level of investment of capital funding for accommodation based supported housing.

From November 2007 the SPRSG has had a Centre of Excellence funded project to develop collaboration across the region with a view to efficiency savings and improved service delivery. Bradford have hosted and helped to line-manage the Regional Development Officer whose remit has been to further this work. Bradford is actively involved in 2 regional projects:

- The capacity building working group is exploring ways of giving regional support to providers in competitive tendering and supporting a level playing field in procurement. This helps us to achieve our aims to build capacity in the third sector as set out in 2.2b.
- The Service User Involvement working group is seeking to encourage service user involvement in every authority area and develop a regional service user forum. Bradford's experience of consulting service users and developing a regular service user group is making an important contribution to this group and will help us evolve and improve the success of service user involvement in Bradford.

Through the regional work we will look at options for joint commissioning across authorities with a view to efficiency saving and providing wider options for service users.

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<sup>4</sup> Yorkshire & Humberside SP Regional Research available at [www.housing.org.uk](http://www.housing.org.uk)

## 2.4 Bradford's Big Plan (Sustainable Communities Strategy)<sup>5</sup>

Bradford's emerging Big Plan outlines the strategic direction of Bradford district and the priorities for the partnership boards. It is the overarching strategy for the delivery of services to the people of Bradford and as such Supporting People is a programme that contributes to its delivery.

### Big Plan Vision:

*By 2020, the Bradford district will be a vibrant, prosperous, creative, peaceful, diverse, inclusive place where people are proud of their shared values and identity, and work together to secure this vision for future generations.'*

### The Big Plan (Sustainable Community Strategy) Priorities for 2008-2011

The priorities are focused around the following themes:

- **Prosperity and Regeneration** - including the transformational priorities of regeneration and improving skills, but also covering other economic issues such as aspects of culture, housing and transport.
- **Children and Young People** - including the transformational priority of improving education outcomes.
- **Safer Communities** – building public confidence, trust and satisfaction by reducing crime and anti-social behaviour,

tackling its causes and increasing people's feeling of safety and security in their homes and neighbourhoods.

- **Health and Wellbeing for All** - dealing with the causes of major public health and life-style problems and working together to prevent illness and extend productive, independent life, especially for those groups experiencing the worst health.
- **Improving the Environment** – clean, attractive neighbourhoods; reducing and managing waste sustainably; and reducing our impact on climate change.
- **Strong and Cohesive Communities** – working with citizens to help them become actively involved and self-confident, to make their communities stronger and invest resources locally in neighbourhood improvement.

Housing related support services deliver priorities across all the agreed themes, but have particular relevance to following two: **Safer Communities and Health and Wellbeing for All**. We have for the purpose of clarity grouped all services under these two themes as this enables us to manage contract monitoring, sector reviews and decision making relating to needs and priorities in a more succinct way. However we recognise that all services can achieve and demonstrate that they are achieving outcomes that cut across all the themes in the Big Plan.

### Big Plan Outcomes

Over the next 12 months we will work to set out expected outcomes for each service. This will be done in partnership with providers through the Provider Forum. Appendix C

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<sup>5</sup> Full details of the Big Plan will be available at [www.bradford.gov.uk/communitystrategy](http://www.bradford.gov.uk/communitystrategy) autumn 2008

illustrates how housing related support can demonstrate that it achieves outcomes set in the local area agreement (LAA). We will build on the mapping of outcomes as illustrated in Appendix C and incorporate them into steady state contracts. We will align this up with the CLG outcomes monitoring framework which will be the vehicle for providers to demonstrate that outcomes are being achieved. This will provide critical evidence that housing related support is a preventative, cost effective solution to meeting the needs of the vulnerable people in Bradford and this will be used as evidence for continuation of contracting to services if the protection of grant conditions is lifted and funding allocated through area based grants.

## **2.5 Personalisation Agenda**

The personalisation agenda has implication for the delivery of care and support services across all local partnerships. In the future the social care system will allow individuals to make real choices and have greater control over the support they receive. It is envisaged that everyone with support needs will be able to design services around their own needs, within a clear budget allocation. Adult Services are currently scoping a programme to implement the policy in Bradford. Some work has already begun on some aspects including providing individual budgets to a number of people within learning disabilities and exploring how this approach could be extended to all adults. The local authority circular 'Transforming Social Care' (January 2008) described the new approach in more detail and set out the government's expectation that all councils will have made significant progress by 2011.

Government guidance makes it clear that personalisation is a Council wide issue rather than just for adult social care services and it should be explicitly linked to the delivery of the corporate agenda:

*"Shared purpose is required if the political and managerial leaders in councils are to promote the investment in preventative services and the devolution of control and the integration of wider objectives that are needed to make personalisation a reality".*

The implementation of self directed care/support will impact on a range of services, including housing related support services. It will also significantly impact on the present processes used within adult service including:

- Initial contact and assessment processes where there will be a greater emphasis on self directed assessment.
- Support planning rather than care planning and this will concentrate more on what individual want to do or change (outcomes) than the service provision.
- Commissioning of services will become more concerned with managing the market to ensure the help people seek is available rather than the council directly commissioning or providing services.

Future housing related support services and commissioning plans will need to respond to the changes resulting from self directed support. Councils are encouraged to bring together the various sources of support for people in a more integrated way. It is intended to make it easier for individuals to navigate

public services bringing together all the potential sources of support available to them to help them live their lives. Providers will need to develop services with the flexibility to be accessed at a micro level by individuals using a direct payment/personal budget.<sup>6</sup>

Bradford Supporting People is fully engaging with adult services, and the NHS and will be working with the independent and third sectors to support these changes. We will be putting in place the necessary systems to enable community care and for supporting people funding to be combined in personal budgets for individuals to use in developing support plans. They may choose to receive this in the form of a Direct Payment.

From the autumn of 2008 Supporting People will be a partner in funding the pilot to offer the option of an individual budget to young people with learning disabilities transferring to adult services. £20,000 has been earmarked to support the eligible housing support needs of people who choose to take up an individual budget through this pilot. The planning for making this option available more widely will be part of the 3 year transformation programme between now and 2011.

**We will increase choice through funding more floating support and introducing Individual Budgets**

<sup>6</sup> Further information about self directed support, personalisation, individual budgets and their implications for individuals, public services and their partners are available at [www.in-control.org.uk](http://www.in-control.org.uk) and [www.networks.csip.org.uk/personalisation](http://www.networks.csip.org.uk/personalisation)

## 2.6 Housing Strategy (2008)<sup>7</sup> Draft July 2008

The Housing Strategy is under review and in draft format at present. It is due for approval in October. Bradford Supporting People have been consulted with during its development.

The three priorities laid down in the draft strategy are:

- More housing, sustainable & affordable.
- Good quality homes across all tenures.
- Inclusion - meeting the needs of vulnerable people.

The Draft Housing Strategy sets out the priorities for immediate investment in accommodation based services. Its action plan has been revised in partnership with Supporting People to ensure that future priorities for capital are considered. This will enable us to deliver the priorities set out under 2.15. By working at a regional level through the SPRSG we will continue to influence the Regional Housing Board to continue investing in capital for accommodation based support.

## 2.7 Homelessness Strategy (2008)<sup>8</sup>

The Homelessness Strategy has been developed in line with the Supporting People Strategy and vice versa particularly in relation to the needs of service users that are socially excluded. The vision places support as a central priority in

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<sup>7</sup>[Housing Strategy 2008-2013](http://www.bradford.gov.uk/housing) will be available in October 2008 at [www.bradford.gov.uk/housing](http://www.bradford.gov.uk/housing)

<sup>8</sup>[Homelessness Strategy 2008](http://www.bradford.gov.uk/housing/accesstohousing) will be available September 2008 at [www.bradford.gov.uk/housing/accesstohousing](http://www.bradford.gov.uk/housing/accesstohousing)

assisting individuals to both maintain and move into settled accommodation.

The three main strategic objectives, housing supply, quality and vulnerable people are linked to the Draft Housing Strategy 2008. The following common priorities of the Homelessness Strategy are to:

- Increase supply and offer choice.
- Provide services for young people, those with drug and alcohol problems, women experiencing violence and growing BME communities.
- Rough sleepers tackling specialist & secondary causes & establishing numbers.
- Tenancy management and sustainability supporting vulnerable users in imaginative ways.
- Early intervention to support tenants at risk.

We will contribute to the delivery of these priorities by implementing the priorities set out in our Move On Strategy and commissioning floating support and a new accommodation based support service for people with substance misuse problems.

## 2.8 Move On Strategy 2008<sup>9</sup>

The Supporting People needs analysis clearly identified the current lack of affordable accommodation as a significant

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<sup>9</sup>[Move On Strategy 2008](http://www.bradford.gov.uk/supportingpeople) is available at [www.bradford.gov.uk/supportingpeople](http://www.bradford.gov.uk/supportingpeople) in the Strategy, Commissioning & Procurement Section

issue affecting the delivery of effective housing related support. The ability to move on users currently living in supported accommodation who could live independently is inhibited, resulting in silting up of service. The lack of suitable housing provision also limits the development of effective floating support services and service user choice.

The Move on Strategy is a joint initiative between Supporting People and Access to Housing and its outcomes are central in achieving the longer term strategic aims of Bradford Supporting People and Bradford Local Strategic Partnership. The Move on Project Protocol (MOPP) developed by Homeless Link was used to identify the major problems for service users moving from temporary accommodation into permanent housing. This work has informed the development of the Move On Strategy 2008.

The Move On Strategy has been developed in conjunction with the Bradford Homelessness Strategy 2008 and Bradford Supporting People Strategy 2008 under the over arching framework set by the Joint Housing Strategy (Draft) 2008.

The Joint Housing Strategy includes a key strategic objective which is to:

*“Ensure that vulnerable sections of our communities are helped to maintain a home and achieve independent living .....*”

#### Move On Strategy Key Actions

- Ensure support planning in short term services focuses on move on and supports service users to become tenancy ready.
- Address immediate silt up in short term services
- Improve access to accommodation across all tenures
- Increase floating support provision in the district
- Improve access to specialist services both short and long term.

The Move on Strategy action plan details a range of SMART targets over the next two years that link both with the Homelessness and Supporting People Strategies.

**We will prevent people from staying in supported accommodation that they no longer need by providing solutions to help them move on including a tenancy ready scheme and move on coordinator**

## 2.9 Children and Young People's Plan 2006-2009

### Vision

The Children and Young People's Strategic Partnership's Vision for children and young people is that:

*Every child and young person will enjoy living in the District and will achieve as much as they can as they grow up and develop*

and

*We will work together to make the district a place where children and young people from all communities and backgrounds feel safe and have opportunities to improve and enjoy their lives*

### District Priorities<sup>10</sup>

The key priorities in Bradford drawn from the Bradford Children's Needs Analysis<sup>11</sup> that would have most relevance to housing support services:

- Reduce teenage pregnancy.
- Improve outcomes for looked after children.
- Support vulnerable groups of children and young people (including looked after children, children and young people

with learning difficulties and/or disabilities and specific black and ethnic minority groups) to enjoy and achieve.

- Reduce offending and re-offending rates.
- Children and young people who are looked after are helped to achieve economic well-being.
- Children and young people with learning difficulties and/or disabilities are helped to achieve economic well-being.

### Upfront Teenage Pregnancy Strategy

In the Upfront Teenage Pregnancy Strategy the primary goal is to reduce teenage pregnancy rates amongst under-18s by 50% by 2010. The strategy aims to achieve a downward trend in teenage pregnancy rates for under-16s and share a target with relevant partners to achieve 60% of teenage parents in education, employment and training.

We will address the issues and priorities raised in these strategies through our sector review of young people's services in Q4 2008-09.

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<sup>10</sup> More detail available at: <http://www.bradford.gov.uk/childrenpartnership>

<sup>11</sup> [Bradford Childrens Needs Analysis June 2008](http://www.bradford.gov.uk) available at [www.bradford.gov.uk](http://www.bradford.gov.uk) Services to children and young people

## 2.10 Thinking About Tomorrow': The Bradford District's Older People's Partnership Strategy 2007-2010<sup>12</sup>

The Older People's Partnership (OPP) was established in 2005 to champion and lead strategic partnership working for older people in our district. The partnership vision statement is:

*"For all people over the age of 50 to be able to maintain their independence, feel valued and lead healthy active and productive lives confident that support will be available for them when and where they need it".*

The Bradford Older People's Partnership agreed three outcomes all of which are relevant to the strategic priorities for housing related support services:

**Outcome 1:** For people to plan to maintain independence and control over their own lives, taking action on those things, which affect their quality of life as they get older.

**Outcome 2:** For all older people regardless of where they live to have a home, community and environment where they feel valued, safe, secure and able to access those activities and services which will keep them healthy, active and involved.

**Outcome 3:** For dependent older people to have a choice and an active role in deciding what services and support they need in order to maintain a good quality of life and as much independence as possible.

<sup>12</sup> [Older Persons Partnership Strategy 2007-2010](http://www.bradford.gov.uk) available at [www.bradford.gov.uk](http://www.bradford.gov.uk) adult services strategies section

- Housing Support - services that enable people to continue living in their own home.
- Sheltered Housing.
- Extra Care Housing.
- Care Home.

The following tables provide estimates of the increases in the older people population over the next four years

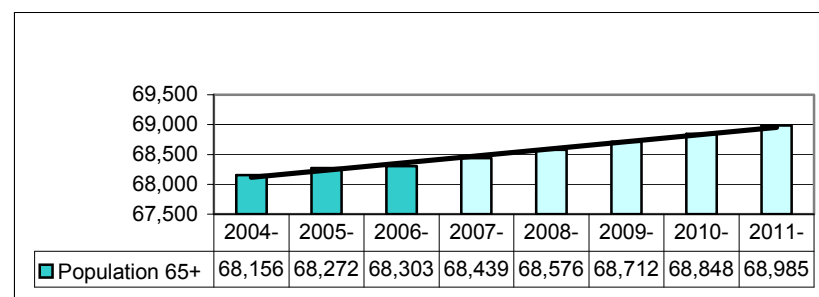


Figure 1<sup>13</sup>: Population estimates age 65

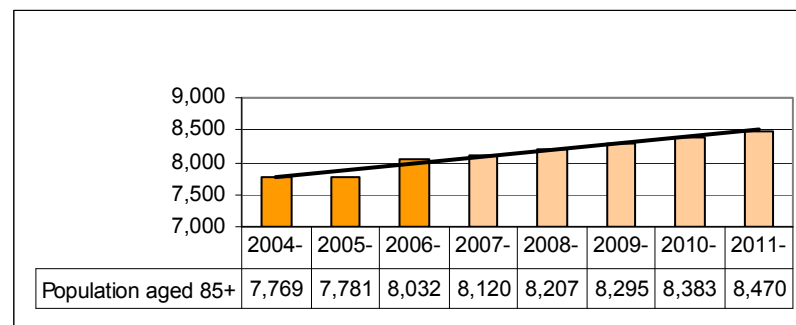


Figure 2<sup>11</sup>: Population increase estimates age over 85

<sup>13</sup> Reprinted from [Adult Services 5 year strategy 2007-2012](http://www.bradford.gov.uk) available at [www.bradford.gov.uk](http://www.bradford.gov.uk) adult services strategy section

The Supporting People needs analysis<sup>14</sup> identified that the specialist housing stock in the district is largely traditional sheltered housing. The data in the tables above show that there will be a significant increase in the ageing population and in order to address the potential demand for housing related support we will carry out a sector review.

We recognise that this is a complex piece of work that needs to consider support levels and demand for sheltered, the provision of community alarms and the demand for extra care housing for the more frail older population. In addition the review will consider the need for people who are older and have other support and care needs and how we can extend the options for housing related support to the private sector through floating support.

**We will carry out a major review of support to older people to provide wider options to people in non traditional sheltered housing and increase the provision of extra care.**

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<sup>14</sup> [Supporting People Needs Analysis 2008](http://www.bradford.gov.uk) available at [www.bradford.gov.uk](http://www.bradford.gov.uk)  
Strategy, commissioning and procurement section

## **2.11 Housing Related Support Supply Overview**

The supply of housing related support services in Bradford district has remained relatively static with little change occurring over the last five years. Financial resources have been released through partnership working, a clear retraction plan to withdraw inappropriate funding and the service review programme. These processes have allowed the development of new services as outlined in the commissioning plan. The remodelling and redevelopment of existing services will continue to be essential over the next five years and beyond to ensure services meet the needs and strategic priorities of Bradford district.

The following graphs provide an overview of present supply (June 2008). This profile will be updated and monitored annually to reflect the changes in the overall profile of housing related support services.

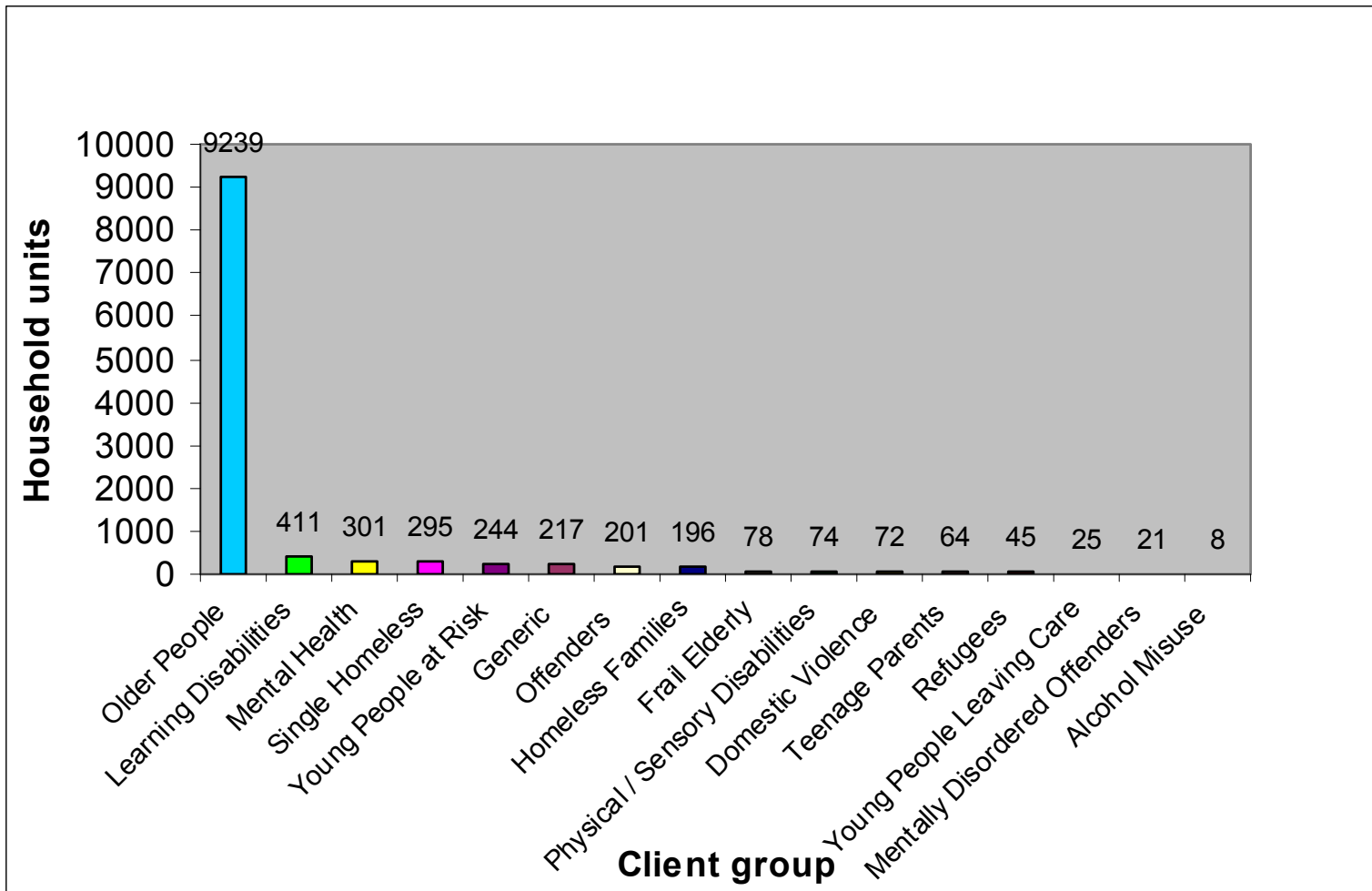
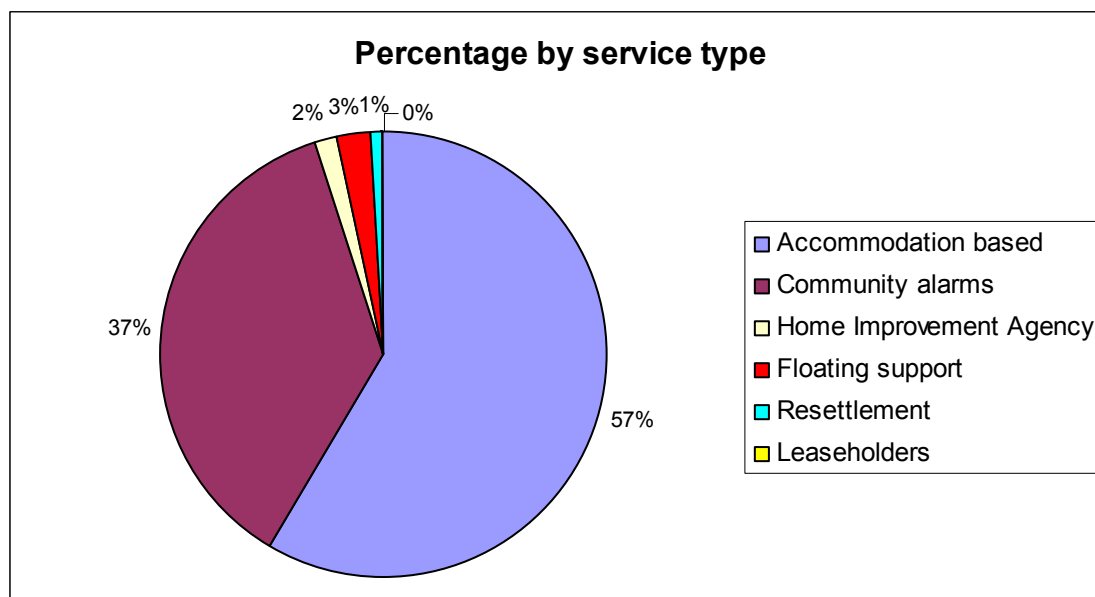


Fig. 3 Household Units by Client Group



**Fig. 4 Supply by service type**

## 2.12 Needs analysis 2008<sup>15</sup>

A detailed needs analysis was undertaken by Peter Fletcher Associates between October 2007 and April 2008. A number of key strategic gaps were identified, a number of which have already been addressed. The needs analysis is very comprehensive and the full analysis is available at the Supporting People website<sup>16</sup>.

<sup>15</sup> [Supporting People Needs Analysis 2008](http://www.bradford.gov.uk) available at [www.bradford.gov.uk](http://www.bradford.gov.uk) Strategy, commissioning and procurement section

<sup>16</sup> [www.bradford.gov.uk/health\\_well-being\\_and\\_care/adult\\_care/Supporting+People/strategy\\_and\\_commissioning](http://www.bradford.gov.uk/health_well-being_and_care/adult_care/Supporting+People/strategy_and_commissioning)

The analysis identified the need for services to respond to the diversity of the Bradford district. The analysis identified that floating support services, both generic and specialist, can respond to vulnerable users across all tenures and areas of the district providing a range of services.

Bradford Supporting People now has a clear understanding of its supply and the needs analysis identifies gaps that need addressing. In order to do this the following two approaches will be used:

- Strategic review of current services by sector.
- Development of new services.

## **2.13 Overall Strategic Direction for Type of Services**

Housing related support services are delivered across a range of service types including accommodation based, floating support, community alarms, home improvement and leaseholders. The majority of services delivered in the last three categories are delivered to older people, although the needs analysis did identify that the provision of community alarms and other assisted technology should be delivered within other service user groups.

The needs analysis identified a significant short fall in the amount of floating support provided. Presently 58% of services are linked to specific accommodation and only 3% are floating support. The lack of floating support restricts the availability of housing related support across all tenures and service user groups restricting user choice in where they live in the district. We will therefore prioritise the review of floating support and resettlement services in year 1 in order to provide solutions to the shortfalls.

Presently a proportion of floating support provision is delivered to tenants of specific landlords. This excludes private tenants, owner occupiers and tenants with other landlords. To address this we will ensure that future commissioning is non tenure specific. This will address key areas of demand such as the increasing older population.

The needs analysis has identified a proportion of supported accommodation is potentially unsuitable for a number of reasons. The majority of such accommodation is within the older person's sector and therefore will be reviewed as part of the strategic review process.

## **2.14 User Groups: supply and needs**

From 2009 funding for Supporting People services may be allocated to the authority through area based grants and Supporting People will determine its priorities through the local strategic partnership in line with the Big Plan. It is acknowledged that there are cross cutting issues relating to service provision but in order to determine priorities services will be themed in line with the Safer Communities and Health and Well Being For All partnerships. The following sets out the current supply gap

### **2.14.1 Safer Communities**

The main client groups within the Safer Communities theme are:

- Generic.
- Complex needs.
- People with substance misuse.
- Women fleeing domestic violence.
- Teenage parents.
- Young people at risk and leaving care.
- Homeless - single people and families.
- Rough Sleepers.
- Offenders and mentally disordered offenders.
- Gypsies and travellers.
- Refugees.

**Table 2 Client group supply and needs data – Safer Communities**

<b>Client Group</b>	<b>Supply (June 2008)</b>	<b>Needs</b>
<b>Generic</b>	217 units of floating support across the Bradford District delivered by 2 support providers.	Services that can respond to crisis, resettlement and longer term preventative support needs.
<b>Complex Needs</b>	No current services to meet these needs	Increase in the amount of floating support that can respond to people with complex or high level needs.
<b>People with drug and or alcohol misuse problems (substances)</b>	8 units of accommodation for men with alcohol problems.  As at June 2008 no specialist services for those with drug use issues is funded through Supporting People grant.	Floating support services.  No services for women.
<b>Women Fleeing Domestic Violence</b>	62 units of accommodation delivered by 6 providers.  10 units of floating support delivered by 1 provider.	Floating support across the district, particularly for women who do not wish to access a refuge but have moved house and left their partner.  Specialist high support provision for women who have serious drug and/or alcohol issues and/or mental health issues as current refuges, for example, would find it difficult to provide this, given that it is not 24/7 cover.
<b>Teenage Parents</b>	50 units of accommodation based	There is a small specific gap for support for teenage parents for a service that recognises teenage parents may wish/need

<b>Client Group</b>	<b>Supply (June 2008)</b>	<b>Needs</b>
	delivered by 3 providers. 14 units of floating support delivered by 1 provider.	to remain close to their family and community.
<b>Young People at Risk</b>	257 units of accommodation (20 units of high level support 20+ hours). 18 units low level support.	Smaller supported housing schemes accommodating 3-5 young people providing intensive support, either by staff on site or in close proximity, including services for care leavers who are particularly vulnerable and chaotic. Shortage of provision for vulnerable young people outside of the city areas.
<b>Care Leavers</b>	25 units of Supported Lodgings.	Provider services have given anecdotal evidence that there are significant numbers of 'hidden homeless'.  Lack of preventative floating support services working across all tenures – to prevent family breakdown which is the single largest cause of youth homelessness.
<b>Homeless Families</b>	135 units of accommodation based support delivered by 4 providers. (64 units medium level, 71 units low level). 61 units of low level floating support delivered by 3 providers.	Floating support services that will support families who are at risk of homelessness e.g. through eviction, anti-social behaviour etc. combined with more specialist floating support services that address substance misuse support needs (see section on drugs and alcohol).  Floating support across all tenures that links to a comprehensive advice service and 'early warning' system to identify the need for early intervention with landlords.
<b>Single Homeless</b>	262 units of accommodation based support delivered by 7 providers (76 units of high level support, 45 units of medium level support, 141 units of low level support). 33 units of low level floating support	More services are needed for single men, and women. Services are needed for people who are co-habiting. There is additional need for support services for homeless

<b>Client Group</b>	<b>Supply (June 2008)</b>	<b>Needs</b>
	delivered by 2 providers.	people in wheelchairs and with other physical disabilities. Services for people with complex needs.
<b>Rough Sleepers</b>	No specific provision funded by Supporting People.  Day Shelter Service through Community Funding Unit.	Need for a small specialist accommodation based development for those with complex needs.
<b>Offenders</b>	184 units of accommodation delivered by 3 providers.  17 units of floating support delivered by 2 providers.	Prevention work – for example, work on maintaining or smoothly ending tenancies held on admission to prison.  Lack of floating support services.  Difficulties in accessing to mainstream housing, both public and private sector.
<b>Mentally Disordered Offenders</b>	24 units of accommodation based support delivered by 1 provider.	There is a case for some specialist accommodation but this is a long term issue that may be addressed by re-focusing existing provision and the provision of accommodation for people with Substance misuse/alcohol problems.
<b>Refugees</b>	48 units of accommodation based support.	Floating support.
<b>Gypsy and Traveller Communities</b>	No specific provision funded by Supporting People.	Integrated approach with environmental health and enforcement officers to ensure effective and sustainable links are built with the community.

## 2.14.12 Health and Well Being for All

The main client groups within the Health and Well Being cluster are:

- Older people with support needs & Frail Elderly.
- People with mental health problems.
- People with learning disabilities.
- People with physical disabilities.
- People with HIV/AIDS.

**Table 3 Client group supply and needs data – health & well being**

<b>Client Group</b>	<b>Supply (June 2008)</b>	<b>Needs</b>
<b>Older People with Support Needs &amp; Frail Elderly</b>	<p>4863 units of accommodation based supported, predominantly in sheltered schemes. Limited Extra Care provision.</p> <p>Some accommodation based schemes in unsuitable properties.</p> <p>4204 units with community alarm provision.</p> <p>200 units home improvement agency and handypersons service.</p>	<p>Population increase of older people in the next four years.</p> <p>Balance of supply too focused on accommodation based services and lack of choice of support across tenure type.</p> <p>Provision of Extra Care services. Services using assistive technologies. Specialist services for people from BME communities.</p>
<b>People with Mental Health Problems</b>	<p>301 units of accommodation based support delivered by 8 providers.</p>	<p>Further develop dispersed housing with support.</p> <p>Lack of flexible support services including floating support and move on accommodation</p> <p>Inequitable distribution of accommodation based services across the district.</p> <p>Lack of specialist services, gaps for people with substance misuse, homeless and offending</p>

Client Group	Supply (June 2008)	Needs
		<p>histories.</p> <p>Support for older people with dementia.</p>
<p><b>People with Learning Disabilities</b></p>	<p>414 units of accommodation based support.</p>	<p>Floating support - for people with learning disabilities and low support needs, and support to improve independent living skills and for those who do not require 24 hour support.</p> <p>A range of services to enable young people who wish to leave the family home and who would be inappropriately placed in current services occupied by older people.</p> <p>Increase in supported lodgings.</p> <p>Specialist services for people with Asperger's syndrome.</p> <p>Specialist services for people with complex (physical) needs and dual diagnosis.</p> <p>Services using assistive technology.</p>
<p><b>People with HIV/Aids</b></p>	<p>No specific provision funded by Supporting People.</p>	<p>Access to good accommodation is essential as poor accommodation (dampness, climbing stairs etc) has implications for people who have</p>

Client Group	Supply (June 2008)	Needs
	Adult Services contribute funding to the OUR Project.	<p>problems with their immune systems. Assistance with access to accommodation is therefore important and will be addressed through Move On Strategy.</p> <p>A further key issue is the growing numbers in BME communities who have the infection. Service users with specific cultural needs will be considered in the development future services.</p>
<b>People with physical disabilities</b>	<p>74 units of accommodation based support delivered by 4 providers</p> <p>3 units of accommodation for people with learning disabilities and physical disabilities.</p>	<p>Lack of support for people whose needs are not permanent or substantial but who nevertheless require support in the short term.</p> <p>Services using assistive technology.</p>

## 2.15 Sector Review and Commissioning Priorities

Section 4 sets out details of the amount of Supporting People Grant available to invest in current and future services. The Grant is currently allocated to 2010/11 and so our investments are based over this 3 year period. This will be reviewed beyond 2010/11 when we have a clear indication of future funding which will enable us to continue to deliver this 5 year strategy.

Sector reviews are a way of collectively assessing service provision across a particular client group or service type to evaluate whether the district has the right level and type of

provision to meet the needs of the community. Sector reviews will be carried out in line with the Contract Monitoring Policy (July 2008). Individual services will be assessed to ensure that they are relevant to the strategic direction for the sector and that they meet with the needs as set out in this strategy. The judgement of strategic relevance within each sector will be made by the Strategic Core Group who will consider the findings of the whole sector review. Sector review outcomes will inform future commissioning priorities including identifying new and emerging needs as well as the need to remodel or extend current contracts (through procurement or extension).

In addition to the needs survey and sector reviews we will use a Strategic Assessment Matrix (SAM) for the continued

identification of priorities for investment. The aim of the SAM is to set out a process which integrates Supporting People more closely with wider strategic alliances.

All identified investments in new, existing or remodelled services will need to demonstrate that they are relevant to wider strategic alliances and as such a SAM will be completed by every service that needs funding in future. This will be done either at the end of the sector review, or when commissioners request that the SCG and CB consider new priorities for investment. This will enable us to have an ongoing process for identifying needs and priorities.

The sector reviews and commissioning priorities are based on a set of underlying principles which give us the rationale for implementation.

### **2.15.1 Principles**

1. We will aim to provide greater choice to current and potential service users by more closely matching the supply of housing based support to demand and securing a more appropriate balance between accommodation based and floating support.

The needs analysis has highlighted that there are not enough services for specific client groups such as the frail elderly, substance misusers and people with complex needs. We also recognise that there is a need to significantly increase the amount of floating support because this currently only accounts for 3% of housing related support services in Bradford, which is below the level achieved in other areas.

While the exact target for the proportion of services provided on a floating basis will need to be determined by the programme of sector reviews, this will need to increase significantly because accommodation based services may not be the most appropriate response for individual service users and linking support to specific accommodation restricts user choice.

2. Sector reviews will reinforce contract compliance by ensuring that there is a rigorous assessment of fitness for purpose for all providers who are failing to meet contract standards.
3. We will ensure that sector reviews support sustainable and responsive decision making by understanding the key drivers that contribute to a highly dynamic housing related support market. We recognise, however, that even in a dynamic environment, the development of the housing related support market may take time and we will therefore take account of the needs of current service users in the shorter term.
4. Sector reviews will ensure that there is an alignment between future commissioning decisions and our partners' current and anticipated future strategic priorities. This will ensure that housing related support services deliver to the changing needs of the wider community.

### **2.15.2 Rationale**

The rationale for a sector review and commissioning framework as set out in this strategy combines the 4 principles above. The rationale is:

- There is a need to understand how current contracts are operating and whether or not they still meet with the needs of the market. This is carried out through the sector review.
- There is a need to expand the market to meet demand and utilise under spend. This is carried out through commissioning new services to meet need.
- There is a need to balance the sector review against the commissioning of services and ensure that we do not spend on services that already meet demand or could be remodelled to meet demand. This is carried out through combining the outcomes of the sector review and the

potential to remodel, decommissioning and re-commission services.

- There is a need to understand the wider commissioning priorities of our partners and dovetail our sector reviews. The timetable aims to reflect this.

**Table 4– sector review and commissioning priorities 2008-2011**

Year 1: 2008-09	Sector type	Review	Target	Investment £
Qrt 3: Oct-Dec	Substance misuse (drug and alcohol)		30 units of floating support – <i>pilot service for 12 months.</i>	£315k*
Qrt 3: Oct-Dec	Complex needs		20 units of floating support – <i>pilot service for 12 months.</i>	£220k*
Qrt 3: Oct-Dec	Rough sleepers		Sector review – street count	
Qrt 3: Oct-Dec	Floating support		Sector review	
Qrt 3: Oct-Dec	Resettlement		Sector review	
Qrt 3: Oct-Dec	HIA		Remodelled HIA service	£95k
Qrt 3: Oct-Dec	Handyperson		Remodelled Handypersons service	£17k
Qrt 3: Oct-Dec	Individual budgets		Pilot scheme	£20k*
Qrt 3: Oct-Dec	Move on coordinator		Employment 1 Full time equivalent post	£22k*

Qrt 3: Oct-Dec	Learning disabilities		45 units of floating support	£70k*
Qrt 3: Oct-Dec	Mental health		45 units of floating support	£70k*
Qrt 4: Jan-Mar	Bond Guarantee Scheme – Move on		20 tenancies in private sector	£37k*
<b>Year 1: 2008-9</b>	<b>Sector type</b>	<b>Review</b>	<b>Target</b>	<b>Investment £</b>
Qrt 4: Jan-Mar	Floating support		Generic floating support service across all vulnerable groups.	£315k*
Qrt 4: Jan-Mar	Young people*/teenage parents		Sector review	
Qrt 4: Jan-Mar	Older people/frail elderly		Sector review	
<b>Year 1 investment (new)*</b>				<b>£1,069,000</b>
<b>Year 2: 2009-10</b>	<b>Sector type</b>	<b>Review</b>	<b>Target</b>	<b>Investment £</b>
Qrt 1: Apr-Jun	Teenage parents		10 units of floating support	£110k*
Qrt 1: Apr-Jun	Complex needs		Sector review & evaluation of the effectiveness of the pilot	
Qrt 1: Apr-Jun	Substance misuse		Sector review & evaluation of the effectiveness of the pilot.	
Qrt 2: Jul-Sept	Physical disabilities & HIV/AIDS		Sector review	
Qrt 2: Jul-Sept	Learning disabilities		Sector review	
Qrt 2: Jul-Sept	Young people		20 units of floating support	£220k*
Qrt 2: Jul-Sept	Complex needs		20 units of floating support	£220k
Qrt 2: Jul-Sept	Substance misuse (drug and alcohol)		20 units of floating support	£220k
Qrt 3: Oct-Dec	Domestic violence		Sector review	

\* Including young people at risk and care leavers

Qrt 3: Oct-Dec	HIV/AIDS		10 units of floating support	£110k*
Qrt 4: Jan-Mar	Substance misuse		20 units accommodation based support	£300*
<b>Year 2: 2009-10</b>	<b>Sector type</b>	<b>Review</b>	<b>Target</b>	<b>Investment £</b>
Qrt 4: Jan-Mar	Young people		6 units accommodation based support	£90k*
Qrt 4: Jan-Mar	Gypsy & travellers		Sector review	
Qrt 4: Jan-Mar	Offenders		Sector review	
Qrt 4: Jan-Mar	Complex needs – Move on		20 tenancies in private sector	£18k*
<b>Year 2 investment (new)*</b>				<b>£848k</b>
<b>Year 3: 2010-11</b>	<b>Sector type</b>	<b>Review</b>	<b>Target</b>	<b>Investment £</b>
Qrt 1: Apr-Jul	Learning disabilities		Commission floating support	To be identified
Qrt 1: Apr-Jul	Offenders		Commission floating support	To be identified
Qrt 1: Apr-Jul	Homeless		Sector review	
Qrt 2: Jul-Sept	Homeless		Commission floating support	To be identified
Qrt 2: Jul-Sept	Refugees		Sector review	
Qrt 3: Oct-Dec	Mental health		Sector review	
Qrt 4: Jan-Mar	Older people		Remodel of existing services	To be identified
Qrt 4: Jan-Mar	Older people		Commission floating support	To be identified
Qrt 4: Jan-Mar	Frail elderly		Commission extra care accommodation	To be identified
Qrt 4: Jan-Mar	Mental health		Commission floating support	To be identified
<b>Year 3 investment: Available funds identified in year 2</b>				<b>To be identified</b>

The sector review and commissioning priorities are reviewed on the basis of the availability of funding and further commissioning priorities that the SAM process identifies. As investment is revenue based it is necessary to provide regular

updates on investment as gains may be made from sector reviews and decommissioning decisions which will be used for investment in priority needs. Financial accountability is reported to the Strategic Core Group and Commissioning Body on a quarterly basis where investment decisions are made.

**We will increase choice through funding more floating support and introducing Individual Budgets.**

**We will carry out a major review of support to older people to provide wider options to people in non traditional sheltered housing and increase the provision of extra care.**

**We will improve the options for people with learning disabilities and mental health problems to remain in their own homes through the provision of low level floating support.**

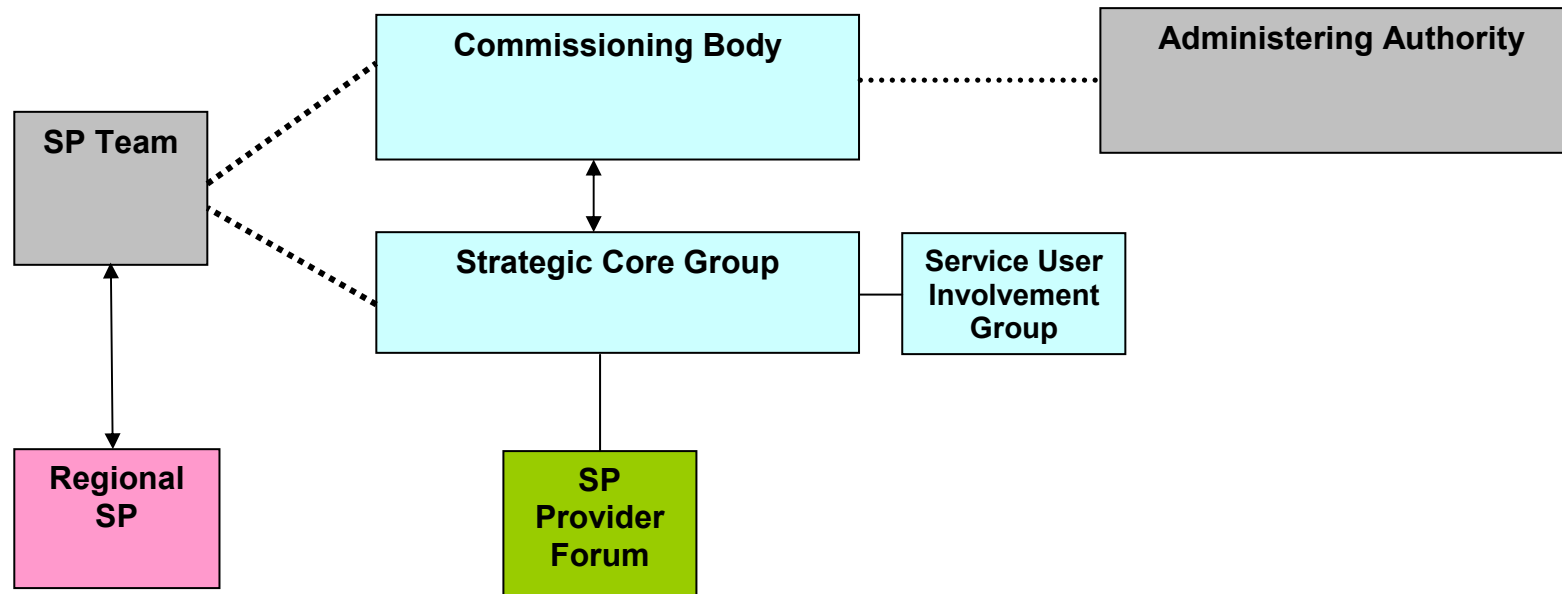
**We will develop support solutions for people with complex needs and substance misuse problems.**

## Section Three – Decision Making

How will we make decisions to ensure housing related support services are developed, delivered and managed effectively in line with the Supporting People vision?

The decision making processes have been reviewed between September 2007 to April 2008 and are outlined below. The current governance and decision making structures are related to the Supporting People Grant conditions but are being reviewed to assess the potential impact of area based grants and decision making under the local strategic partnerships.

### Current decision making structures



### **3.1 Administering Authority**

Bradford Metropolitan District Council (BMDC) is the administering authority for Supporting People. As administering authority Bradford Metropolitan District Council's elected Executive Committee is responsible for agreeing Bradford Supporting People's strategy

### **3.2 Commissioning Body (CB)**

The Commissioning Body has overall statutory responsibility for the development and agreement of the Supporting People strategy. It is constituted from the relevant statutory bodies, Bradford Metropolitan District Council, Bradford PCT and Probation.

### **3.3 Strategic Core Group (SCG)**

The aim of the SCG is to oversee the implementation and development of the Supporting People programme in the Bradford district. It has representatives from all relevant commissioners, provider representatives and service users.

### **3.4 Provider Forum**

The Provider Forum in Bradford is an open forum and acts as a platform for providers to share their views and explore common issues regarding the Supporting People (SP) programme. Regular briefings are taken to the Forum by the Lead Officer and members can share and develop issues in partnership with SP. The Forum commissions sub forums where providers and SP can develop good practice and debate and implement new policy and procedures relating to the programme.

### **3.5 Communication**

Communication is critical in ensuring effective, transparent and trusted governance arrangements. Our communication strategy ensures that communication to all stakeholders is undertaken in a clear and consistent manner.

### **3.6 Service User Consultation**

Service users are the key focus within the Supporting People programme and the CB is committed to involving service users throughout the delivery of the whole programme including decision making. Section 1 sets out detail of this.

We recognise that it is essential that members of the SCG and CB are able to provide the right strategic direction for the programme. We have worked hard to ensure that members reflect the community as a whole and to this end we include service users, advocates and commissioners who represent the key local strategic partnerships. This enables SP to have the right mix of people and provides a sound framework for decision making from 2009 when it is anticipated that funding may be allocated through area based grant and priorities determined by the Big Plan.

### **3.7 Future decision making structures**

The CLG are considering the removal of the Supporting People Grant from 2009 into allocations of funding through area based grants. This may mean that decisions relating to the delivery of the strategy will be made through the local strategic partnerships as set out in the emerging Big Plan.

Supporting People is aligning up to two local strategic partnerships (LSPs) which are **health and well being for all**

and **safer communities**. Decisions relating to commissioning will deliver the priorities set out in the sustainable community strategy which address the priorities of these partnerships. In preparation for this change we have set out how current services meet with outcomes identified in the Local Area Agreement (LAA) which are set by the LSPs (see Section 2).

By preparing early and demonstrating that services already meet the targets set out in the LAA Supporting People is confident that its current and future market will continue to be prioritised by these partnerships. We will over the next 12 months ensure that we have assessed the impact of the potential removal of the ring fence into area based grants and the implications if the current grant conditions no longer exist. We will find out and establish how we will continue to make commissioning decisions that enable us to continue to deliver housing related support services.

### **3.8 Delivery of the 5 year Strategy**

Under the existing arrangements the Commissioning Body will be responsible for ensuring that this strategy is effectively performance managed and that risks to the delivery of the programme are identified and controlled. Firstly, we will ensure that objectives and actions from this strategy are translated into the Supporting People service plan. This is used to set work objectives for individual members of the

Supporting People team which means that there is a golden thread between the work of individuals and the 5 Year Strategy.

Secondly, significant risks that may impact on the delivery of this strategy or on business continuity will be identified and managed in accordance with the programme's risk management framework.

Thirdly, there will be quarterly reports on progress against the service plan and on the risk register to the Commissioning Body and Strategy Core Group so that progress can be reviewed and actions put in place to address any areas or issues that are causing concern.

Finally, the service plan and strategy will be subject to regular review. As a key tool for the every day management of the programme, the Service Plan is already reviewed on a continuous basis to ensure that it is both responsive and can incorporate new actions as needed. It is intended that this strategy will also be reviewed on at least an annual basis to respond to significant changes in the strategic context (such as the level of future funding) and to reflect progress that has been made (for instance, in realising savings for future reinvestment).

## Section Four – Commissioning and Procurement

**Does the Commissioning Body have the necessary policies, procedures and resources in place to ensure that the housing related support services are procured, commissioned, delivered and managed effectively in line with the Supporting People vision, now and in the future?**

This section outlines the commissioning of services, contract management processes and other related areas that ensure housing related support services are developed and monitored.

### 4.1 Commissioning and procurement

Activity relating to commissioning and procurement is set out in the Bradford Supporting People Procurement Strategy 2008-2010.<sup>17</sup>

#### Definition of commissioning

Commissioning is the strategic activity of assessing need, the resources available (budget and current services) and developing a strategy and commissioning plan, as to how make best use of available resources to meet need.

#### Procurement

Procurement is not the same as commissioning although both processes can be interchangeable. Procurement is the process of acquiring goods and services from third party suppliers under legally binding contractual terms where all the

conditions necessary to form a legally binding contract have been met; this process should encompass the full life cycle of the asset or service contract.

Government guidelines require all procurement to be based on value for money, combining cost, quality and effectiveness to meet the service user's requirements and to ensure commissioner's strategic priorities are met.

Bradford Supporting People strives for continuous improvement in procurement and will optimise cost effectiveness of services whilst delivering good quality strategically relevant services to ensure Value for Money from each and every procurement decision having regard to:

- Commissioning priorities and the SP commissioning strategy.
- Total Cost.
- Quality (QAF).
- Performance.
- Service user feedback.
- Consideration of the available options.
- Corporate and SP service objectives.
- Legality, transparency and probity.
- Stakeholders.
- Service users – choice.
- Fully accountable and auditable.

Supporting People contracts will comply with Bradford Metropolitan District Council's, as Administering Authority, procurement rules and policies.

<sup>17</sup> Bradford Supporting People Procurement Strategy 2008-2010 will be available at [www.bradford.gov.uk/supportingpeople](http://www.bradford.gov.uk/supportingpeople) autumn 2008

All contracts will be assessed fairly considering the agreed strategic priorities and the value for money process agreed by the CB. We will ensure that we work toward providing certainty to Third Sector providers through meeting the full costs and reasonable overheads associated with Third Sector delivery. We have set out our approach to this in our contract management policy under section 4.2 below.

The Commissioning Body will ensure that all providers are able to compete fairly to ensure diversity e.g. small providers supported in the tendering process. This will also set out the principles of joint commissioning through partnership arrangements and how this will be addressed in the future to avoid duplicate contracts and unnecessary costly bureaucracy for the Administering Authority and providers.

## **4.2 Contract Management**

The integrated approach to ongoing review, risk management and contract monitoring will include existing services. The full process and policies will be undertaken within the Contract Management Policy 2008<sup>18</sup>.

All existing services are expected to perform effectively and continue to improve, in terms of quality and effective service user engagement. The Commissioning Body will work with existing providers to re-shape/remodel existing services to achieve better strategic fit and overall value for money. All services will be expected to:

- Demonstrate that the service has reached a higher standard of quality. This will be measured and validated through the submission of an annual QAF and evidence.
- Enable SP to negotiate efficiency gains for the service based on cashable and non cashable returns. It will also enable SP to look at the price of the service in relation to managing deficit risk.
- Assess the performance of the service throughout the year and look at where performance is poor or good.
- General contract compliance.

### **Raising standards under the Quality Assessment Framework**

We will measure improvement in accordance with the expectations of services users as set out in the service user involvement action plan 2008. Service users have set standards for SP to reach in ensuring that the level of quality in services increases.

The standards are that by March 2009 they expect 33% of providers to reach level B in the QAF (QAF guidance March 2004), 66% by March 2010 and 90% by 2011. We wish to raise this even further but will do so in accordance with the new (draft) standards for the QAF which are expected to come into effect from late 2008.

The new standards raise the bar even further which mean that in essence providers currently on level B will in effect only meet level C under the new standards. Whilst at present we expect all providers to have reached level B of the current guidance at the point of their contract evaluation report (contract expiry) we will review this in light of the new

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<sup>18</sup> [Supporting People Contract Management Policy July 2008](http://www.bradford.gov.uk/supportingpeople) available at [www.bradford.gov.uk/supportingpeople](http://www.bradford.gov.uk/supportingpeople) information for providers

guidance. We will also introduce two new supplementary objectives from September 2008 and expect all services to gain a level C by March 2010 which will be the end of the first round of annual contract meetings. The two new supplementary objectives are Empowerment & Supporting independence and The Living Environment.

### **Assessing the price of the service**

The price of all services in future will be assessed using newly developed local benchmarks due for publication in October 2008. We will use a new cost analysis spreadsheet which will be read and completed in conjunction with our cost funding guidance developed with providers and from the benchmarking exercise. Completed spreadsheets will help us determine what is a reasonable cost of service. It will also help us see if there are any ineligible costs that should be paid for by another source such as housing benefit. Elements of this include:

#### **Overheads:**

Overheads include costs associated with the overall running of the organisation.

#### **Business Support:**

Business support includes staff costs only relating to Supporting People activities, but *not* frontline support staff.

#### **Direct Staffing (frontline staff):**

Direct staffing includes all frontline support workers and their managers.

#### **Holidays/training/sickness cover:**

Holidays/training/sickness cover includes costs associated with covering for direct staff when they are on holiday (annual leave only), attending a training course or on sick.

#### **Direct non staffing:**

Direct non staffing includes costs associated with providing the service but are not related to staff costs.

### **Monitoring Services Performance**

The Key and Local Performance Indicators currently reported to Communities and Local Government (CLG) are:

- Key Performance Indicator KPI 1 – Sustained independent living.
- Key Performance Indicator KPI 2 – Planned move on.
- Service Performance Indicator SPI 1 – Availability.
- Service Performance Indicator SPI 2 – Utilisation.
- Service Performance Indicator SPI 4 – Throughput.

Bradford Supporting People has agreed a set of benchmarks that will be used to measure performance and address weaknesses in performance (as part of the validation of risk process). The benchmark for KPI2 has been increased to 70% for 2008/9 in line with the requirement to set the benchmark for its Local Area Agreement indicator NI141. This has been stretched to 75% for 2010-11.

A further set of stretch targets has been approved and are set out below:

	2008-9	2009-10	2010-11
KPI1	98.5	99	99
KPI2	70	72.5	75
SPI1	96.8	97.5	98
SPI2	98	98	98
SPI4	140	140	140

**Table 6 Performance Indicator stretch targets**

The following benchmarks have been agreed for the total set of performance indicators for 2008-9:

KPI1	>98.5%	95-98.4%	<94.9%
	Good	Satisfactory	Poor
KPI2 (NI141)	>70.%	60-69.9%	<59.9%
	Good	Satisfactory	Poor
SPI 1	>96.8%	90-96.7%	<89.9%
	Good	Satisfactory	Poor
SPI 2	>98%	90%-97.9%	<89.9%
	Good	Satisfactory	Poor
SPI 4	>140%	99.9%-139.9%	<100%
	Good	Satisfactory	Poor

Benchmarks will be agreed annually and stretched to improve the performance of services.

**Table 5 Performance Indicator benchmarks**

### 4.3 General contract compliance Accreditation and qualification for the provision of services in Bradford

All providers of housing related support services will be accredited by Bradford Council as Administering Authority (AA). In addition all providers wishing to bid to deliver new or existing services in Bradford must qualify to be retained on an

approved list. Providers selected to be on the Approved List will be categorised in accordance with the type of services they are qualified to deliver and at which point may be invited to tender. The Approved List for Bradford is open which means that providers can apply to be on it at any time. Providers on the List will be reassessed through accreditation at the point when their accreditation expires. Successful accreditation will enable them to remain on the List.

### **Bradford Supporting People Outcome Monitoring**

In Bradford all providers are expected to work towards the CLG outcomes. The outcomes and outcome monitoring used for housing related support services will relate to the priorities and outcomes as set out in Bradford's Big Plan. Therefore as part of the continued strategic review process further local outcome measures will be considered in line with the Big Plan priorities. These will be developed to specific contracts and monitored as part of contract compliance.

Development and review of local outcomes and monitoring according to housing related support sectors and local strategic priorities as specific to each contract.

All current and future services will be reviewed using the following process:

- Strategic review of existing provision dovetailed with the demand for future provision as set out in our Needs Survey June 2008.
- Annual contract review.
- Validation visits based on risk.

### **Sector review of existing provision**

SP has an agreed timetable to carry out a sector review of existing provision. The sector review will be undertaken with the relevant local partnerships. Services that are no longer strategically relevant will be remodelled or decommissioned. This will work alongside the commissioning of new services to meet demand as reflected in the Needs Survey 2008. Section 2.15 outlines the timetable to 2011.

### **Annual Contract Review**

The outcome of the annual review will be to demonstrate that all services are performing to the highest standard whilst demonstrating real value for money. Where necessary a plan of action for improvement with the provider will be implemented.

### **Validation visits based on risk**

Throughout the year SP will have in place a quarterly programme of risk based validation visits. The purpose of these visits is to assess services where risk has been identified. Risk will be identified using the following criteria:

- Safeguarding.
- Complaints.
- Performance.
- Quality.
- Services that have not had a current visit.

Validation visits will enable SP to identify the cause of risk and to put in place with the provider steps to manage the risk. We will carry out more than one visit on services that are a high risk. Services failing to manage risk will be decommissioned.

Independent and appropriately trained service users will be included within all validation visits.

### **Contract end**

All SP contracts are issued for an agreed period of time. Prior to the end of the life of the contract the SCG and CB will take a decision on whether or not the contract should be re-commissioned. Services will only be re-commissioned where the service has been assessed as:

- Strategically relevant in accordance with this Strategy.
- Representing good value for money in line with value for money policy which is set out in our contract management policy 2008.

Where an existing service is strategically relevant and good value for money and before a decision on the preferred procurement route for re-commissioning an existing service is made, an options appraisal will be undertaken (Appendix D).

Services will be procured and re-let through direct negotiation without a tendering process in the following circumstances:

- Where the service is assessed as strategically relevant and offers good value for money and the options appraisal shows that it is not viable to go out to tender; and where the provider is still on the Approved List of Contractors.

In all other circumstances re-commissioning will take place through restricted tender from the approved list.

Current service providers will be prepared for this process and will have worked closely with SP to ensure that their services are fit for purpose. In some cases SP will tender out the service earlier than the contract expiry date and this may be for reasons of risk or strategic relevance.

Poorly performing services will have every opportunity to address weaknesses through the life of the contract. However the Commissioning Body will take decisions to decommission where areas of poor performance have not been addressed. CB will ensure that impact assessments are carried out to safeguard service users in any decommissioning decision. In order to ensure that service users have the best protection whilst in receipt of support we will expect all extended or newly commissioned services to have a record of demonstrating level B of the QAF core objective C1.4 Protection from Abuse and under the new QAF guidance C1.3 Safeguarding and Protection from Abuse a minimum of level C (noting no level D).

### **Contract management policy 2008**

This document sets out clear guidelines on how we manage performance, how we conduct contract reviews and how we manage contracts when they expire and is available from Supporting People at [www.bradford.gov.uk/supportingpeople](http://www.bradford.gov.uk/supportingpeople).

## **4.4 Finance and Administration**

The finance functions are managed within Bradford Supporting People. The Supporting People team exercises tight financial control over its admin and main grant budgets through: -

- Reporting of the current year's budget (and forecast spend for the year) to the Commissioning Body and the Strategic Core Group.
- Quarterly reporting to the Commissioning Body and the Strategic Core Group of latest forecasts and variances to budget, with proposed actions.
- Monthly financial monitoring meetings with a representative from the Council's Central Finance Team.
- Close monitoring of the 4-weekly payment runs and ongoing maintenance of the financial and non-financial data held on the Supporting People IT System.
- Local systems are in place to ensure that the requisition and purchase of materials is tightly controlled.

### Supporting People Budget

The Supporting People Grant allocation will remain at £19.2 million for the next two years. There has been a significant overspend over previous years and the Supporting People (2005- 2010) strategy stated: *A key short-term goal of the Bradford Supporting People programme will be to address the deficit within the Supporting People budget and it is our pledge to bring the annual spend of the programme in line with the annual SP Grant, in an inclusive and consultative way.*<sup>19</sup>

Through the implementation of a detailed retraction plan alongside the service review process this has been achieved and the Supporting People budget is no longer in deficit:

The overall spend in 2007/08 was £21 million

Bradford Supporting People Grant income	£19.2 million
Over spend	£1.8 million
Retraction/service review savings gained	£4.5 million
Allocated through rolling commissioning plan	£1.05 million
Future investment	£1.65 million

We are committed to a number of commissioning priorities which are currently being tendered. The sector review and commissioning table sets out how we will invest against these and current priorities over the next 3 years.

### Charging

The Bradford Supporting People charging policy falls in line with the principles of the CLG charging policy:

- Fair and understandable for users of services.
- As administratively simple as possible for all parties.
- Balance risk appropriately between providers and the Commissioning Body.
- Be consistent with other charging and income assessment policies locally.
- Allow as much local flexibility as is consistent with the above, particularly in relation to moving to any new charging arrangements.

To ensure that all services users are aware of and where applicable, benefit from the Fairer Charging policy the following steps will be taken:

- All providers will be supplied with leaflets and fairer charging application forms.

<sup>19</sup> Bradford Supporting People Strategy 2005-2010

- Providers will assist service users to complete the application form.
- Take up of fairer charging will be encouraged through publicity drives and monitored.

The Supporting People Fairer Charging policy will be reviewed annually.

**We will increase the quality of support by driving up standards in the sector and commissioning services that are a minimum of level B in the quality assessment framework only.**

## Section Five – Diversity and Choice

**How will housing related support services respond to the diverse population and demographics of Bradford and ensure all services are easily accessible and respond to service user choice?**

The Big Plan aims to create a district which will draw strength from its diversity - making full use of the skills, qualities and enterprise of its people - to create a vibrant community and cultural life for all. This is supported by the Council's Corporate Equality & Diversity Strategy 2008-2011<sup>20</sup> which provides the context within which Supporting People programme will respond to our diverse population and ensure that there are accessible services and user choice.

Bradford Council has a strong corporate commitment to equality and diversity and aims to:

- Meet the needs of individuals and groups, as resources allow.
- Develop a deep understanding of the needs and characteristics of individuals, families and communities.
- Create opportunities for everyone to make a positive contribution to wellbeing and prosperity.
- Promote the conditions for interaction, shared experiences, respect and good relations between communities.

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<sup>20</sup> <http://www.bradford.gov.uk/NR/rdonlyres/454EC396-AA11-443E-8946-C5F75AC01F1A/0/EqualandDiversityCEDS2008v323040E8.pdf>

The Council's approach recognises its three main roles as: community leader; service provider or commissioner; and employer. As a service provider/commissioner the Council's objective is to improve and adapt our services and information in order to meet the needs of our diverse communities by:

- Involving and consulting with communities and partners, using a range of well tried approaches, about local needs, service design and quality, complaints and ideas, and any barriers preventing take-up of services or which limit their effectiveness.
- Making information as accessible as possible and in appropriate formats.
- Promoting services using a wide range of media.
- Understanding the impact of services on different groups and taking remedial action where appropriate.
- Assessing the needs of people in an area, design and securing of appropriate services.

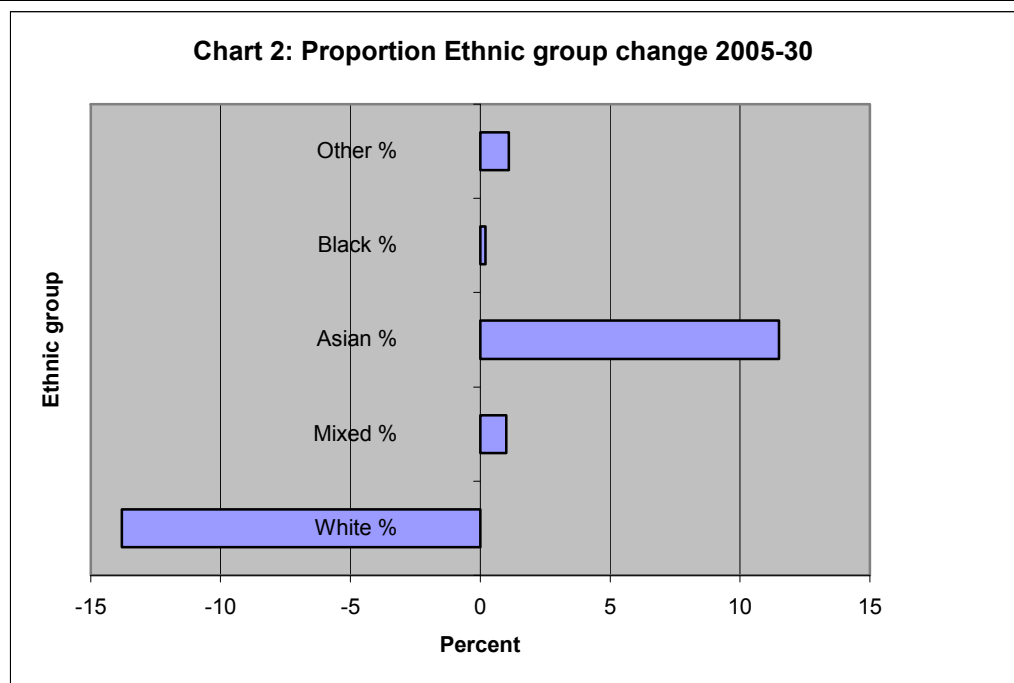
The Supporting People programme fits within this approach by commissioning services on the basis of extensive consultation, engagement and extensive understanding of local needs; working to improve the availability and range of information resources; aiming to share best practice around provision of culturally appropriate services and planning to undertake an Equality Impact Assessment in October 2008 to ensure that services address the diverse needs of the population in relation to access and staffing. We will also assess service user satisfaction in relation to diversity as part of the measurement of overall general satisfaction of service users, through the CLG outcomes framework.

## 5.1 Diversity of the Bradford Metropolitan District

The following table shows the population for the Bradford District.  
**Bradford longer term Projection: Ethnic Group Populations 2005-2030**

	White	Mixed	Asian	Black	Chinese & other	Total
2005	366,767	8,439	98,694	6,816	4,284	485,000
2030	364,803	16,377	187,978	9,456	11,491	590,104
Change	-1,964	7,938	89,283	2,640	7,207	105,104
%age change -	0.5	94.1	90.5	38.7	168.2	21.7

### Bradford Projection: Ethnic Group Proportions 2005-2030



Source: University of Leeds, School of Geography; Yorkshire Futures Population Projections

Figure 3: Reprinted from [Adult Services 5 year strategy 2007-2012](#) available at [www.bradford.gov.uk](http://www.bradford.gov.uk) adult services strategy section

Bradford faces a number of specific issues in relation to the diversity of the area. The commissioning of housing related support services will respond to these challenges to ensure that vulnerable users have consistent access to and choice of services regardless of where they live within the district, the tenure of property and their cultural background.

### Location of services

Bradford is a metropolitan district within West Yorkshire and is the fourth largest council of this type in England and is geographically diverse. The district covers the city of Bradford, the towns of Bingley, Keighley, Ilkley and Shipley, with numerous outlying villages. The district covers 141 square miles, two thirds of which is rural. This profile presents a number of problems in the provision of housing related support services. Whilst 80% of the population live within the urban centre and the majority within the city of Bradford, vulnerable users in the rural localities have unmet needs for housing related support services. There is predicted to be a 21.7%<sup>21</sup> increase in overall population by 2030. This will increase the need for housing related support services over the coming years and in particular within the older population. For example the number of people over 85 is expected to rise during the same period by 81.4%, the 80-84 group with a +57.2% change, and the 60-64 group at +42.8%.

### Tenure of Property

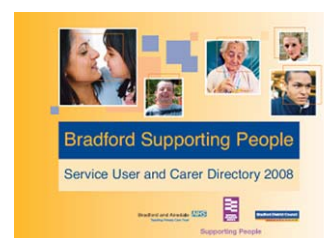
74% of the housing stock is owner occupied (31% of these owning their homes outright), representing the second largest

<sup>21</sup> Source: Yorkshire Futures/University of Leeds, Yorkshire and Humber Population Projections: age and ethnicity, September 2006. [www.yorkshirefutures.com](http://www.yorkshirefutures.com)

private stock in the Yorkshire and Humber region. 17% of the stock is managed by a social landlord, including former local authority stock which has now been transferred to Incommunities. 9% is privately rented. The housing stock is generally older than the national average, with the bulk of the private rented stock at the lower end of the market. 21% of private rented stock is unfit.

## 5.2 Access

In order to ensure that service users have every opportunity to access services we will use a range of methods to improve communication and joint working arrangements. Service users have set stretch targets in the service user strategy action plan with satisfaction levels being stretched to 83% by 2010-2011 in relation to information and access. We will remodel the market to ensure that there is an increase in the type of support services available across all client groups (as set out in the commissioning table) and ensure that service users have a greater choice in who and how their support is delivered.



We have produced a service user and carer directory that lists all services funded by us. It provides information about how to access services and whether or not services have access to people with disabilities. In addition to this there

is also information about other advice and referral agencies. The directory has been widely distributed through voluntary sector agencies and through our service user involvement group. It is also available on our website to download and we

are developing a new interactive online version due in October 2008.

We undertook a mystery shopping exercise in September 2007 and this highlighted some key front line information points within the council have very limited or no knowledge of the SP programme. As a result of this report a programme of awareness raising sessions has been undertaken which have aimed to increase knowledge of housing related support and how people can get access to services. We have developed new leaflets, the service user and carer directory and updated our website and continue to promote housing related support through forums and groups. A further mystery shopping exercise is currently being carried out with the results due in early September 2008 which will tell us what progress we have made and what steps we need to take if any to increase awareness and access to services.

### **Access Points**

The Homelessness Strategy 2008 has identified the need for Housing Options Centres to improve access to housing advice and support services. The contract for the Choice Based Letting scheme is under review and will be tendered over the coming months. This system offers an opportunity to develop a single and consistent access point across all services; in particular floating support for users within the socially excluded needs cluster and generic floating support services.

### **Adult Services Access Points**

Equal access for all adults is a key priority in the Adult Services 5 year strategy 2007-2012<sup>22</sup>. The proposed actions to secure **Equal Access for All** are:

- Ensuring needs of client groups are fed into the development of the Sustainable Community Strategy and Local Area Agreement.
- The inclusion of Adult Service client groups issues into new partnership arrangements.
- Promote the need for Equal Access for All with all key partner agencies.

Improving access to services for older people and people with disabilities, and people with mental health problems will be considered during sector reviews.

The overall strategic direction for adult services proposed Equal Access for All dovetails with the strategic delivery of housing related support from 2009.

### **5.3 Exclusion Policies**

At present service providers adhere to a restriction on exclusions as set out in their contracts. However, there are key areas that need to be addressed, to remove barriers to access such as tackling exclusion on the grounds of rent arrears. This will be addressed through the Move On Strategy and the Contract Monitoring Policy that have been referred to elsewhere in this strategy.

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<sup>22</sup> [Adult Services 5 year strategy 2007-2012](#)

## 5.4 Safeguarding

We will ensure that people in receipt of housing related support are safeguarded by including the principles of safeguarding children and adults in the overall management of the programme.

We will be involved in the following way:

- Regular attendance at both Safeguarding Adults and Children's Board.
- Review of the Safeguarding Adults Board protocol (No Secrets).
- All Providers to have up to date policies on safeguarding
- All Providers staff to be trained on safeguarding procedures.
- SP to be involved in the delivery of safeguarding training programmes.
- SP to be involved in multi agency case conferences.
- SP to be involved in the multi agency public protection agreements (MAPPA) led by Probation.

## 5.5 Good practice on Diversity and Inclusion

In November 2008 we will produce a diversity and inclusion good practice guide on different ways of supporting people who have diverse needs. It will include supporting people in key areas such as customs and traditions, enjoying and achieving, communication and beliefs and give good examples of where people are being supported if for example

they are disabled, do not speak English as a first language or come from a black or minority ethnic community.

This guide is being developed with service users, providers and other stakeholders including the homeless equality and diversity working party (examples of extracts in the guide Appendix E). The guide will be shared amongst services to raise standards and raise levels of satisfaction with how services address the needs of the different communities. The diversity and inclusion good practice guide will assist service providers by:

- Supporting services to meet their obligations under Supporting People programme, particularly in relation to Quality Assessment Framework objective of fair access, Diversity and Inclusion. This will be cross referenced with the new QAF framework due for publication in autumn 2008.
- Identifying a range of support options to improve responses to diverse needs which acknowledge that there are many different pathways to equitable, high quality service provision.

**Improve access and information to ensure that housing related support is widely known as an option for enabling people to live independently.**

## Appendix A

<b>Service user involvement: past, current and future ambitions</b>		
<b>Date</b>	<b>Involvement.</b>	<b>Outcome.</b>
May 2007	Service user awareness event.	Strengthening and re-launching service user involvement in Bradford.
June 2007	Appraisal of approaches to involving service users.	Approach set out.
July 2007	Approach submitted to SCG/CB for approval.	SCG/CB agreed approach to future involvement of services users.
October 2007	Commission organisation to implement approach to involving service users.	Commissioning framework agreed.
November 2007	Tender for contract to deliver service user involvement.	Tender awarded to BACC.
December 2007 - January 2008	Milestones set for implementation of the approach.	Service users identified to be involved in the first group meeting.
February 2008	1 <sup>st</sup> service user involvement meeting.	20 service users attend and knowledge of SP increased. Meetings held monthly since February 2008.
February – April 2008	Service user survey.	Issues, actions and outcomes identified by service users to form the basis of the strategy and action plan.
April 2008	Service user engagement event.	Identification of what service users value about their support and where there are gaps. Attended by 105 service users.
April 2008	Service users attend special commissioning away day with SCG/CB members.	Feedback used to inform commissioning intentions.
May 2008	Service user survey feedback to providers.	Increases awareness of service delivery satisfaction levels and areas of weakness to be addressed by providers.
July 2008	Service User Strategy 2008 complete.	SCG/CB approve strategy and action plan.
July 2008	Targets set in strategy action plan used to develop 5 year strategy.	SP adopt and stretch targets set by service users.
July 2008	Service users trained and involved in developing new service specifications.	Service specifications amended to account for service user feedback.
August 2008	Service user trained to be involved in governance.	Service users able to attend SCG/CB meeting in September 2008 to be involved in governance.
August 2008	Service users interview prospective provider of new HIA service.	Outcome of interviews used to score prospective providers as part of the tender award. This continues as part of ongoing involvement for newly commissioned services.
September 2008	Service users attend first SCG/CB meeting.	Service users influence decision making.
September 2008	BACC contract renewed to November 2009.	Consistent delivery of the service user involvement.
October 2008	Service user events held and run by service users as part of the focus week.	Widen the involvement and promote involvement to date.
October - November 2009	Service users trained to be involved and commence involvement in peer reviews as part of the QAF validations.	Service users able to inform quality assessment outcomes and affect change to improve service delivery.
March 2009	SP employ service user involvement officer as a member of SP team.	Dovetail with engagement group to further strengthen and widen

		service user involvement.
May 2009	SP carries out an appraisal to employ on a paid or voluntary basis up to 2 service users in the team.	Strengthen knowledge from service users in the delivery of the programme.
June 2009	1 <sup>st</sup> service users employed in the team.	Strengthen knowledge from service users in the delivery of the programme and dovetail with the newly appointed service user officer.
July 2009	Service user survey carried out and complete.	Update to Strategy Action Plan and measure against targets.
November 2009	Option appraisal for BACC contract.	Extend or discontinue contract.

## Appendix B

### National Strategies:

- The New Performance Framework for Local Authorities & Local Authority Partnerships.
- Single Set of National Indicators (CLG October 2007).
- Stronger Prosperous Communities – The Local Government White paper and related publications (CLG 2006 onwards).
- The National Strategy in an Ageing Society (CLG February 2008).
- Five Year Strategy for Protecting the Public and Reducing Re-offending (2006).
- [Sustainable Communities: Settled Homes; Changing Lives](#) (ODPM 2005).
- National Service Framework for Mental Health (DoH 1999).
- Valuing People (DoH 2001).

### Local Strategies:

#### 1) Housing and Substance Misuse Strategy (25<sup>th</sup> September 2007)

The Housing and Substance Misuse Strategy provides strategic framework within which to develop and deliver housing related support services. Strategic Priorities:

- Theme 1: Providing for housing and support needs before, during and after treatment.
- Theme 2: Meeting the needs of different groups of substance users.
- Theme 3: Breaking down Barriers.
- Theme 4: Addressing issues of housing supply.

This strategy is itself designed to ensure the delivery of the housing and accommodation aspects of the Bradford alcohol harm reduction strategy and to compliment the Bradford drug treatment plan.

#### 2) Domestic Abuse Strategy 2007 -2010

The Domestic Abuse Strategy outlines what priorities and objectives the Partnership wants to address and actions required to achieve these objectives. Three main priority areas are identified:

- Accommodation and support services for adult survivors

- Safeguarding children and young people
- Prevention protection and criminal justice

### 3) Learning Disability

#### **'Changing lives through real partnership' Commissioning Framework for Learning Disability Services (November 2007)**

The Learning Disability Partnership laid down the following values within which the framework for the development of all services, including specialist housing related support services, will be delivered:

1. The right to be full and included members of our communities.
2. Have the ability to make a contribution to the communities in which they are engaged.
3. The right to be listened to and to be taken seriously.
4. Have the right to be treated as citizens.
5. Have the rights to health and well-being.

#### **4) Adult Mental Health Commissioning Strategy 2008-2011 Draft May 2008** (Bradford and Airedale teaching PCT and City of Bradford Metropolitan District Council)

The strategic direction for 2008 – 2011 for adult mental health services is guided by the needs identified in the Strategic Review of Bradford and Airedale's mental health services. There are 4 key priority areas:

- **Commissioning and Governance functions.**
- **Improving Mental Health and Wellbeing** – including improving access to and quality of information regarding Bradford & Airedales mental health services and ensure the work of the LAA contributes to making significant improvements in the mental health of the population.
- **Cross Cutting Themes** – including putting people in control through personalisation and Self Directed Support, redesigning care pathways, ensuring the availability of culturally sensitive services.
- **Direct Service Provision Issues** – including commissioning a crisis facility to service Bradford and Airedale to avert inappropriate hospital admission, promoting the criminal justice mental health pathways to ensure that people returning to Bradford and Airedale from prison/custody receive optimal services.

## Appendix C

### Bradford Supporting People: Delivering targets to support the Local Area Agreements Draft v1 22 July 2008

<p><b>NI141: Percentage of vulnerable people achieving independent living</b></p>	<p><b>NI 5: Overall/general satisfaction with local area</b></p>	<p><b>NI 130: Social Care clients receiving Self Directed Support</b></p>
<p style="text-align: center;"><b>Cross Cutting Indicators</b></p> <p>NI 112: Under 18 conception rate: NI 120: All-age all cause mortality rate: NI 115: Substance misuse by young people:</p> <p>11. Provide appropriate support to pregnant teenagers and teenage parents across the district. 13. Improve mental health and well being in the district. 1. Increase the number of attendances by young people at drug education and awareness sessions by increasing capacity 3. Increase the number of young people who receive a care planned intervention through a specialist young persons substance misuse service</p>		
<p style="text-align: center;"><b>Prosperity &amp; re-generation</b></p>	<p style="text-align: center;"><b>Strong &amp; Cohesive</b></p>	<p style="text-align: center;"><b>Safer communities</b></p>
<p><b>NI 166: Average earnings of employees in the area:</b> 1. Give support for actions to tackle low pay <b>NI 151: Overall employment rate (working-age)</b> 3. Increase access to local employment: <b>NI 164: Proportion of population aged 19-64 for males and 19-59 for females qualified to at least Level 3 or higher:</b> 1. Work with employers to increase awareness of benefits from training and opportunities available and develop appropriate and relevant level 3+ training. <b>NI 151: Overall employment rate (working-age):</b> 13. Support volunteers and paid voluntary sector staff working with older people to become NVQ accredited.</p>	<p><b>NI 153: Working age claiming out of work benefits in the worst performing neighbourhoods:</b> 1. Connect people to employment targeted on disadvantaged individuals/areas (e.g. concentrations of social housing/rural areas etc) through Jobs Brokerage. <b>NI 11: Engagement in the arts:</b> 6. Increase opportunities for volunteering &amp; participating in community activity – includes links to events &amp; cultural programmes. <b>NI 4: Percentage of people who feel they can influence decisions in their locality:</b> 12. Ensure that disabled and older people continue to be actively involved in the planning and delivery of a more inclusive environment within the District</p>	<p><b>NI 16: Serious Acquisitive crime rate:</b> 7. Ensure that those experiencing domestic and sexual violence and abuse can access services. <b>NI 16: Serious Acquisitive crime rate:</b> 3. Seek opportunities where appropriate to secure the properties of vulnerable residents through an accredited small repairs scheme. <b>NI 20: Assault with Injury crime rate:</b> 5. Increase the number of offenders accessing and completing compulsory and self referral perpetrator programmes. 6. Improve routes to follow on accommodation for victims leaving refuges and temporary accommodation.</p>

## Appendix D

### Criteria for options appraisal on existing services

- For accommodation-based services does the support provider own the accommodation?
  - If not, what is the relationship between the accommodation owner and support provider?
  - Is the accommodation likely to be withdrawn if the support service is subject to open competition resulting in loss of the service (and service users losing their homes)?
- Are the support staff also providing other services (such as housing management), which would not be part of the SP contract?
  - Would this service still be viable if the support element is withdrawn?
- Are there other contracts/funding streams linked to the service where the continuation of the service is dependant on more than one funding stream e.g. adult social care funding? In these instances it will be necessary to work with the other funding body and agree on a common approach.
- Are there major TUPE implications if the service is taken over by another provider?
  - Will the requirements of TUPE negate any value for money gains to be made from opening the service to market competition?
- Has the service been relatively recently market tested?
- Is the service provided by a specialist provider with skills that cannot easily be replicated by other providers?
- Are there potential alternative providers active in the local area or known to be interested in moving into the area?
- Is this an emergency situation where the existing provider intends to or has withdrawn from providing the service leaving vulnerable people at risk and quick action is required to maintain continuity of service provision?

## Appendix E

“Homekey project provides accommodation and support for homeless people, including a service specifically for refugees who come from different backgrounds and cultures are one of the client groups. We provide these clients with pans and plates to cook their own traditional food; however some of them used a pan to make a cup of tea instead of using a teapot as they use to do back home. The service user was supplied with a pan for this purpose. This has made us realise we may need to adapt our standard package or utensils supplied to meet the needs of service users from different cultures.”

“I came to the UK as a refugee. I now work for the Homekey Project as a housing support worker supporting people with similar circumstances. Sometimes I take my clients to Bradford city centre to introduce them to the new environment by showing them around the town as an orientation session. I show them how to use the transportation system and explain how it works, I have also taken them to the post office and shown them how to follow a queue and understand the automated calling system that tells you which cashier window to be served at, this is a lot different to the system they have in their home country. This has helped our client group to integrate with British culture quicker than others who are unable to access our support.”

## Appendix F

### Glossary of Terms (Supporting People Jargon Explained)

Supporting People uses a lot of terms and phrases that are unfamiliar. Sometimes it can seem like an entirely new language and for those who aren't 'clued-up' it can be confusing.

The following list should help to untangle some of the mysteries surrounding Supporting People jargon.

<b>Accommodation Based Support</b>	This is support linked to a particular unit of accommodation.
<b>Accreditation</b>	This is the process that we go through to check that a service provider is able to provide a quality service. We check the provider is competent, capable and financially viable.
<b>Administering Authority (AA)</b>	The local authority– responsible for administering the Supporting People Grant and ensuring the structures are in place to meet the grant conditions. The Bradford District Council is an Administrating Authority.
<b>BACC</b>	Bradford Alliance on Community Care
<b>Benchmarking</b>	Similar services are compared in terms of quality, performance and cost.
<b>Black and Minority Ethnic Groups (BME)</b>	BME promote good relations between people of different racial groups and to make sure council services meet the diverse needs of the community.
<b>Communities and Local Government (CLG)</b>	CLG is the government department that promotes community cohesion and equality and is responsible for housing, urban regeneration, planning and local government
<b>Commissioning</b>	This is the process of specifying, securing and monitoring services to meet people's needs at a strategic level. This applies to all Supporting People services, whether they are supplied by the local authority, public, private or voluntary sectors.
<b>Commissioning Body (CB)</b>	The Commissioning Body is made up of representatives from the council, health and probation services. Its role is to strategically direct and scrutinise the programme.
<b>Community Alarm Services</b>	This are usually provided in sheltered and purpose built disabled person's accommodation. Basic community alarm services enable people to call for assistance. Local authorities provide the majority of community alarm services but RSL (Registered Social Landlord) and private sector firms also provide them.

<b>Contract Reviews</b>	Supporting People will regularly review provider contracts to ensure quality services are being delivered and provide value for money.
<b>Core Strategy Group (CSG)</b>	A group that considers operational matters around the delivery of the programme and make recommendations to the Commissioning Body. Member representation includes council officers, probation and health.
<b>Extra care</b>	The term includes a mix of facilities and services covering a range of sheltered housing with additional personal and domestic care services, sometimes with dedicated on site teams, and also includes purpose built facilities designed to support people with a significant disability.
<b>Floating Support</b>	Support that is provided to tenants and homeowners in a number of different places, rather than in one specific property. Floating support is low-level support which can be provided to vulnerable tenants living in ordinary accommodation.
<b>Grant Condition</b>	Produced by CLG, these set out how the money is to be spent and how the programmes are to be managed.
<b>Home Improvement Agency (HIA)</b>	An agency that provides help and advice to ensure that vulnerable people can maintain the fabric of their homes for the foreseeable future and remain independent.
<b>Key Performance Indicator (KPI)</b>	A key performance indicator (KPI) is a tool for business improvement, focusing upon significant measurements within a company that indicate success or failure of that particular business. A set of KPIs are not a one size fits all, since even between two businesses in the same industry there will be subtle business differences that need measuring.
<b>Local Area Agreement (LAA)</b>	Local Area Agreement (LAA) set out the priorities for a local area agreed between central government and a local area (the local authority and local strategic partnership) and other key partners at the local level.
<b>Local strategic partnerships (LSPs)</b>	LSPs, a single body that: brings together at a local level the different parts of the public sector as well as the private, business, community and voluntary sectors so that different initiatives and services support each other and work together and are responsible for developing and driving the implementation of Community Strategies and Local Area Agreements.
<b>MOPP</b>	Move on Plans Protocol toolkit developed by Homeless link to assist local authorities in tackling issues around move on
<b>Move on Strategy (MOS)</b>	The Move On Strategy has been developed in conjunction with the Bradford Homelessness Strategy 2008 and Bradford Supporting People Strategy 2008 under the over arching framework set by the Joint Housing Strategy.

<b>National Indicators(NI)</b>	As part of the Comprehensive Spending Review announcement the Government recently published the single set of 198 national indicators that will underpin the new performance framework. The national indicators will be the only measures on which central Government will performance manage outcomes delivered by local government working alone or in partnership. They replace all other existing sets of indicators including Best Value Performance Indicators and Performance Assessment Framework indicators.
<b>Needs Mapping</b>	The AA has systems in place to update the housing related support needs of all vulnerable groups and at appropriate intervals analyse the outcomes of reviews and the implementation of the five years strategy or the programme.
<b>PCTs</b>	Primary Care Trusts. PCTs are the cornerstone of the NHS, responsible for the planning and securing of health services and improving the health of the local population. For example, PCTs must make sure there are enough GPs to provide for their population and that they are accessible to patients. PCTs must also ensure the provision of other health services including hospitals, dentists, mental health care, walk-in centres, NHS Direct, patient transport (including accident and emergency), population screening, pharmacies and opticians. In addition, they are responsible for integrating health and social care so the two systems work together for patients.
<b>Performance Indicator (PI)</b>	Performance indicators are data, usually quantitative in form, that provide a measure of some aspect of an individual's or organisation's performance against which changes in performance or the performance of others can be compared.
<b>Provider</b>	Provider is an organisation providing housing related support services, including Registered Social Landlords, voluntary sector organisations, local authorities, and the private sector.
<b>Quality Assessment Framework (QAF)</b>	The Quality Assessment Framework (QAF) was introduced in 2003 by CLG and sets out the standards expected in the delivery of Supporting People services. The QAF also identified methods of evidencing their achievement and has been a successful practical tool for ensuring continuous improvement in services delivering housing-related support over the past five years.
<b>Registered Social Landlord (RSL)</b>	A non-profit making group formed to provide affordable housing. May also be referred to as a housing association.
<b>Risk Assessment</b>	Risk assessment is the identification and analysis of relevant risks and provides a framework for determining how the risk should be managed.
<b>Service User</b>	Service user is a person who receives or who may receive the services, which the service providers provide under a Supporting People contract and includes people who are presently receiving housing related support funded through the Supporting People programme.

<b>Service User Involvement</b>	The Administering Authority (AA) needs to have mapped relevant established groups for involvement and consultation. Service users and their carers are consulted during the service review process and their views are sought. The AA needs to be able to show the outcomes for service users and that it is reaching individual user groups who have not previously been involved.
<b>Sheltered Housing</b>	Housing aimed at older and disabled people. It enables people to live independently knowing that help is available if needed. A warden may visit every day or live on-site.
<b>Short-term service</b>	Short-term service is a service with an intended stay of less than two years, the aim of which is to provide accommodation based support for vulnerable people that allows them to maintain their tenancy, encourages independence and prepares them to move on to more independent way of life.
<b>SMART</b>	Specific, measurable, achievable, realistic, timed.
<b>Stakeholder</b>	Stakeholder is someone who has an interest/stake in SP. For example the staff, elected members or board members, volunteers, service users, potential service users, neighbours or the wider public.
<b>Supported Housing</b>	Supported housing means that the accommodation and support are both provided as an integral part of the service.
<b>SP</b>	The Supporting People programme helps vulnerable people by funding organisations who can support people to live or move on to independent living.
<b>Supporting People Grant</b>	The money paid to the local authority by the CLG from 1 April 2003 to fund housing-related support services.
<b>Support Plan</b>	Support Plan is a written agreement between the service provider and the service user detailing the support that is needed by the service user and how it will be delivered.
<b>Steady State Contract (SSC)</b>	Awarded in place of an interim contract once a service review is successfully concluded.
<b>Support Provider</b>	Organisation providing housing-related support services - could include Registered Social Landlords, voluntary sector organisations, local authorities and the private sector.
<b>Support Service</b>	A service eligible for funding through Supporting People that provides housing related support to help vulnerable people achieve or maintain their independence.
<b>Validation Visit</b>	Supporting People Service Development Officers visit will visit a service provider to check that the provider is achieving the standards they have been contracted to deliver. The Service Development Officer also talks to staff and users to find out their opinions of the service.

