

# **Bedford Borough Council Supporting People Strategy 2012 – 2017**

**A Housing Related Support Strategy for Vulnerable People in  
Bedford Borough**

## Introduction

This refreshed Supporting People Strategy for Bedford Borough builds on the previous Supporting People Strategy (2008 - 2013) for Bedfordshire. The strategy continues to focus on the provision of housing related support services and the crucial role they play in developing and sustaining a person's capacity to live independently in their accommodation. A wide range of people may need housing-related support to prevent a loss of tenancy, to develop skills to move into a tenancy, or to prevent moving to residential or institutional care. The range of services and activities can be tailored to a person's specific needs, and the length and level of the housing-related support varies from person to person.

Housing related supported services are provided through individual support packages agreed between the provider and service user, and carried out by a key worker. Services may include:

- Assistance with housing and welfare benefits;
- Advice, advocacy and liaison with other agencies;
- Peer support and befriending;
- Monitoring health and well-being;
- Developing social and life skills;
- Counselling and emotional support;
- Resettlement when setting up and managing a new tenancy;
- Advice about home improvements; and
- Provision of community alarms.

This strategy demonstrates Bedford Borough Council's continuing commitment to provide housing related support services for vulnerable people within the community, including older people, those who are homeless, young people at risk, those with substance misuse issues, those in hard to reach groups and those who may also have social care needs such as people with learning or physical disabilities, mental health problems, or sensory impairments.

Although housing-related support is different from social care, or housing management and Advice, it should complement existing Health, Housing and Social Care provision.

This strategy sets out the priorities for the commissioning and delivery of housing related support services in the Borough.

## Vision

The vision for housing related support services in Bedford Borough is;

***'To provide accessible high quality and cost effective housing-related support for vulnerable people that promotes independence, social inclusion and complements other services. Working in partnership with stakeholders and in consultation with service users, we will ensure services respond to local need, are accessible, equitable, flexible and provide the best possible outcomes for those who use them.'***

## Delivery

This strategy will be delivered through annual action plans. During the life of the strategy we will continue to consult and invite feedback to ensure the annual action plans reflect any changes to local or national priorities. Successful delivery will require that all stakeholders, partners and service providers work together more effectively in order to join-up services for the benefit of those who need them, explore new and innovative ways of service delivery and tackle the challenges facing the Borough.

The Bedford Borough Partnership is committed to:

- Increasing healthy life expectancy and tackling health inequalities
- Ensuring access to high-quality health and social care services and enabling people to maintain their independence for as long as possible
- Improving employment opportunities
- Ensuring access to high quality education and promoting skills development
- Tackling poverty
- Encouraging a high-quality natural and built environment
- Tackling drug dependency and alcohol misuse
- Supporting people and communities so that they can play a full part in the cultural, sporting and civic life of the Borough

Bedford Borough's Sustainable Community Strategy (2009-2021), outlines a series of goals organised around seven themes which will be delivered in order to make a step change in people's quality of life.

This Strategy cuts across five of the seven themes;

- An Aspiring Borough – *“where all the Borough’s children and young people are able to lead safe, healthy and happy lives and are provided with opportunities to develop their self-esteem, maximise their life chances and realise their full potential”*
  - Aim 3 – Ensure vulnerable children and young people at risk of abuse and neglect are safeguarded and supported to a better life
- A Healthy Borough – *“where everybody has access to high quality health and social care services when they need them and the help they need to lead healthy and independent lives”*
  - Aim 1 - Increase healthy life expectancy for all across the Borough
  - Aim 3 - Improve help and advice to vulnerable adults and people with mental health needs to enable them to continue living in their own homes and so maintain their independence for as long as possible
  - Aim 6 - Improve the safeguarding and wellbeing of vulnerable adults and people with mental health needs
- A Safer Borough – *“where people live safer lives”*
  - Aim 2 – Tackle the issues which increase the likelihood of re-offending and target prolific offender
  - Aims 3 – Tackle anti-social behaviour
  - Aim 4 – Reduce incidents of domestic violence
  - Aim 5 – Tackle crime and disorder by reducing drug dependency and alcohol misuse

- An Inclusive Borough – *“where all people feel part of the wider community and are proud to celebrate its rich diversity; where inequalities are reduced and all people are able to participate in the sporting, artistic and civic life of the Borough”*
  - Aim 1 – Reduce the proportion of people living in poverty and so make a positive difference to communities
  - Aim 3 – Encourage and support more people, particularly from under-represented groups, to take on civic roles and volunteer within their community
  - Aim 4 – Create more opportunities, and provide support and advice, to enable people to influence local decisions
  - Aim 6 – Ensure that marginalised and vulnerable people receive effective support, advice and advocacy, and can access key services
  
- A Growing Borough – *“where the supply and quality of housing and transport is capable of supporting the needs and aspirations of the Borough’s population now and in the future”*
  - Aim 3 – Improve housing and transport for vulnerable people to promote their independence

The goal of this strategy is to meet the aims of The Sustainable Communities Strategy through ensuring better outcomes for people with housing related support needs.

### **The Supporting People Partnership Board**

The Supporting People Partnership Board is one of six partnership boards in the Adult Health and Wellbeing structure (please see Appendix 1) and is responsible for driving through the delivery of this strategy.

## Chapter 1 – An Overview of Bedford Borough (Demographic information)

### Local Context

1.1 Bedford Borough lies within the geographical county of Bedfordshire. It is in the East of England Region but also enjoys close geographical proximity and economic links with the South East, London, and the Midlands.

1.2 The Borough's population is concentrated in the urban area of Bedford and Kempston (64%), with 36% of residents living in the surrounding rural parishes.

1.3 Population by sex

<i>Area</i>	<i>Population</i>	<i>Male</i>	<i>Female</i>
<b>Bedford Borough</b>	157,800	77,500	80,300

(Source: Mid Year Estimates 2011, ONS)

1.4 Between 2001 and 2011, Bedford Borough's population grew by 9,600 or 6.7%. This was a lower rate of growth than both the East of England (8.5%) and England (7.9%). Growth was concentrated in older age groups, including a 27% rise in the number of people aged 85+.

1.5 Bedford Borough has a slightly younger age profile than both the East of England and England with an average age of 39.2, compared to 40.7 in the region and 39.5 in England. The proportion of older people is also lower, with 15.9% of the Borough's population aged 65+ in 2011 compared to 17.6% in the region and 16.4% in England.

1.6 Within the Borough there are distinct differences between the age structures of the urban area of Bedford and Kempston and the rural area. The urban area has a much younger profile, with 55% of its population aged under 40 compared to 45% of the rural population.

1.7 Since much of Bedford Borough is situated in one of the growth areas of the former Milton Keynes and the South Midlands Strategy, significant additional residential development is planned for 2012-2021. As a result, the Borough's population is expected to grow significantly to more than 170,000 by 2021. This will have a big impact on housing related support, social care and health services.

1.8 This growth is expected to be concentrated in older age groups, with the biggest increase predicted in the numbers of people aged 65 and over. The number of older people is forecast to grow at a much higher rate than the 8% increase forecast for the total population between 2011 and 2021, with the over 65s increasing by 27% and those aged 85+ rising by more than 45%. This will represent a very significant ageing of the Borough's population and will again impact on housing related support, social care and health services.

### **Ethnicity and Diversity:**

1.9 Bedford Borough is one of the most ethnically diverse authorities in the East of England, with up to 100 different ethnic groups living within its boundaries. The largest non-White British groups in the Borough are White Other, including large

Italian and Polish communities, and Indian. There are also significant Black Caribbean, Pakistani, Bangladeshi and White Irish populations.

- 1.10 The 2011 Census indicates that 28.5% of the population is from Black and minority ethnic (BME) communities, mainly concentrated in the urban areas of Bedford and Kempston.

- 1.11 Population by ethnicity

<b><i>Ethnic Group</i></b>	<b><i>Ethnic Group Category</i></b>	<b><i>Bedford Borough</i></b>	<b><i>%</i></b>
<b><i>White</i></b>	<b><i>English/Welsh/Scottish/Northern Irish/British</i></b>	112588	71.5
	<b><i>Irish</i></b>	1683	1.1
	<b><i>Gypsy or Irish Traveller</i></b>	115	0.1
	<b><i>Other White</i></b>	12460	7.9
	<b><i>Mixed/multiple ethnic groups</i></b>	<b><i>White/Black Caribbean</i></b>	2396
	<b><i>White/Black African</i></b>	587	0.4
	<b><i>White/Asian</i></b>	1366	0.9
	<b><i>Other Mixed</i></b>	1037	0.7
<b><i>Asian or Asian British</i></b>	<b><i>Indian</i></b>	8122	5.2
	<b><i>Pakistani</i></b>	3270	2.1
	<b><i>Bangladeshi</i></b>	3225	2.0
	<b><i>Chinese</i></b>	905	0.6
	<b><i>Other Asian</i></b>	2410	1.5
<b><i>Black or Black British</i></b>	<b><i>Black African</i></b>	2741	1.7
	<b><i>Black Caribbean</i></b>	2843	1.8
	<b><i>Other Black</i></b>	618	0.4
<b><i>Arab or Other Ethnic Group</i></b>	<b><i>Arab</i></b>	331	0.2
	<b><i>Other Ethnic Group</i></b>	782	0.5

(Source: 2011 Census, ONS. Crown Copyright 2012.)

#### **Migration:**

- 1.12 The Borough has experienced significant international in-migration since 2001, particularly from the countries which joined the European Union in 2004 and 2007, and especially Poland and Lithuania. More recently, several large new migrant communities, such as those from Zimbabwe, have also developed in the Borough.

#### **Deprivation:**

- 1.13 On overall deprivation, Bedford Borough is in the mid-range of local authorities in England. However, there are pockets of high deprivation in the Borough, including 4 areas in Castle, Cauldwell and Harpur wards which are among the 10% most deprived areas nationally. Income deprivation and Education, Skills and Training deprivation are particularly high in the Borough.
- 1.14 Almost 20% of children in the Borough are raised in income deprived households, rising to more than 50% in parts of Castle, Goldington and

Kingsbrook wards. Income deprivation affects 16% of pensioners in the Borough, but twice that level in parts of Castle, Cauldwell, Harpur and Queens Park wards.

### Health:

- 1.15 Life expectancy at birth in Bedford Borough is similar to England, but is slightly below regional averages. Life expectancy at age 65 exceeds the national average both for both men and women, but female life expectancy is below the region.
- 1.16 Life Expectancy at Birth and at Age 65

	2008-10		2008-10	
	Life Expectancy at Birth		Life Expectancy at 65	
	Males	Females	Males	Females
<b>Bedford Borough</b>	78.9	82.6	18.8	20.7
<b>East of England</b>	79.6	83.2	18.7	21.3
<b>England</b>	78.6	82.6	17.7	20.3

(Source: Life expectancy at birth and at age 65 for local authorities in England and Wales, 2008-10, ONS, 2011)

- 1.17 Since 1991-93, the gap between male and female life expectancy in the Borough has narrowed from 5.5 years to 3.7 years due to faster improvement in male life expectancy.
- 1.18 There are major differences in life expectancy across Bedford Borough related to deprivation. Life expectancy for women varies from 77.2 years in the most deprived areas to 90 years in the least deprived, and from 71.9 to 86.5 years for men.
- 1.19 Residents of deprived areas in Bedford and Kempston also report far higher rates of limiting long term illness and disability, and they have much higher rates of emergency hospital admissions for long term conditions. In 2004-05, Cauldwell and Harpur wards had standardised admission rates of 191 and 150, against an average of 100 in Bedford Borough.

### Housing and Households:

- 1.20 Bedford Borough's level of owner occupation (66.7%) is higher than England (64.2%) but below the Region (68.3%). This represents a major decline since 2001 when home ownership levels were 72.4%, but is consistent with the national trend. Just over 16% of households are in social rented accommodation and 17.2% private rented. The number of households renting privately has increased by 4,000 since 2001.
- 1.21 Housing Tenure

<b>Bedford Borough Profile</b>				
<b>Housing Tenure</b>				
<i>- All Households</i>				
	Number	%	East of England %	England %
Owner occupied	42602	66.7	68.3	64.2
Social rented	10252	16.1	15.7	17.7
Private rented/rent free	10958	17.2	16.0	18.1

<b>Total</b>	<b>59600</b>	100	100	100
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**Source: 2011 Census, ONS. Crown Copyright 2012.**

- 1.22 More than half of Bedford Borough's households (52.6%) in 2011 were couple households. This is a higher proportion than in England (51.1%), but lower than the East of England (55.7%). More than half of these households had children.
- 1.23 There were 12,976 pensioner households, of which 7,616 were pensioners living alone. 20.3% of households were pensioner households compared to 20.8% in England.
- 1.24 There was also a large proportion of single person households (28.8%), of which 42% were single pensioners.
- 1.25 The majority of housing growth is forecast to be in owned and privately rented accommodation, with more limited growth in social housing.
- 1.26 Within some areas there is a shortage of suitable housing provision for single people who need to rent, with access to social rented housing generally becoming more difficult due to the reducing turnover of stock and increasing demand.
- 1.27 There were an estimated 64,800 households in Bedford Borough at the end of March 2012. This takes into account the 6,500 net dwellings built between 2001 and 2012. Almost 40% of these completions were flats and more than 17% were constructed by social landlords. A further 16% were affordable units for sale under assisted home ownership schemes.
- 1.28 An additional 8,000 dwellings are planned for completion between 2012 and 2021, most of which lie in one of the growth areas of the former Milton Keynes and South Midlands sub region which covers a large part of Bedford Borough. Households are expected to increase to more than 71,000 by 2021, an increase of 10%.
- 1.29 Households

<b>Number of Households</b>	
<b>2012</b>	64,800
<b>2016</b>	67,600
<b>2021</b>	71,200

Source: Community Intelligence Team, Bedford Borough Council, 2012

- 1.30 New developments are underway or planned around the fringes of the urban area of Bedford and Kempston, in the surrounding parishes of Bromham, Eastcotts, Great Denham, Kempston Rural, Ravensden, Renhold, Stewartby and Wootton, and in the major new settlement of The Wixams. There will also be some development within Bedford Town.

## Chapter 2 – The Current Context (Key strategic messages)

2.1 This section of the strategy will look at relevant strategies and policies at both the national and local levels, as well as the demographics for Bedford Borough.

### **The National and Regional agenda:**

2.2 The importance of housing-related supported was recognised some time ago by Central Government. They have defined Housing Related Support as;

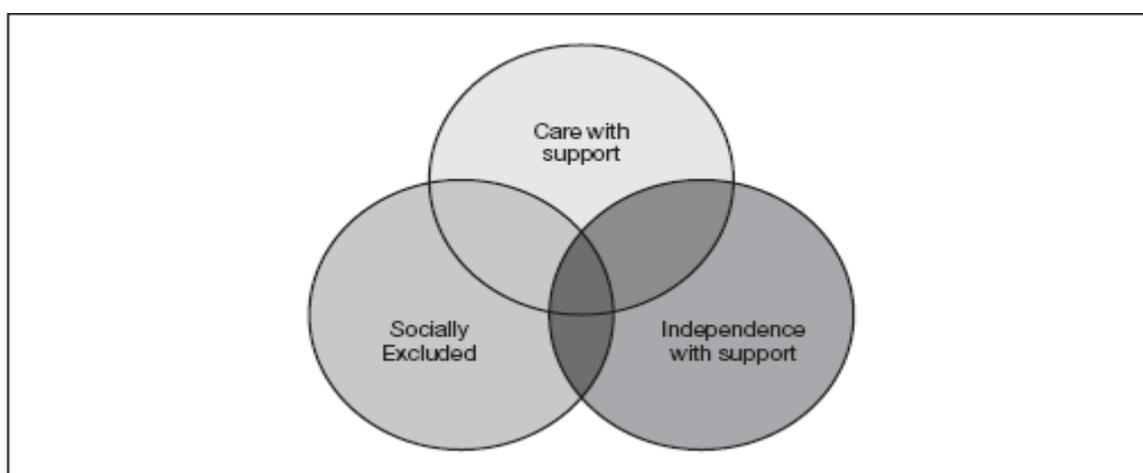
‘Support services which are provided to any person for the purpose of developing that person’s capacity to live independently, or sustaining his capacity to do so, but are not subject to registration with the Commission for Social Care Inspection’;

They also stated that;

*“For people experiencing or at risk of social exclusion, housing-related support plays an essential part in preventing or dealing with a crisis situation and restoring independence in a sustainable way.”<sup>1</sup>*

2.3 Housing related support is rooted within the government’s promotion of prevention, social inclusion and choice; although this latter aspect needs developing on order to ensure greater cohesion with the Transforming Adult Social Care agenda.

2.4 The national Supporting People strategy, ‘**Independence and Opportunity - our Strategy for Supporting People**’ (2007) identified three clusters of inter-related needs:



- **Independence with Support:** Older People, People with a Physical Disability or Sensory Impairment
- **Socially Excluded Groups:** Homelessness, Young Homeless, People with Substance Misuse issues, Single Homeless, Rough Sleepers, Mental Health (can also fall under ‘Care with support’), Offenders, Care Leavers, Teenage Parents, Victims of Domestic Abuse and Gypsies & Travellers

<sup>1</sup> *Creating Sustainable Communities: Supporting Independence: consultation on a Strategy for Supporting People*, ODPM, 2005

- **Care with Support:** People with long term conditions (including some Mental Health), and Learning Disabilities
- 2.5 This National Strategy gives a clear message around the need for service users to be at the heart of the planning of future support provision and identifies a number of other key areas for progressing including:
- Reduction in the numbers of people who re-offend
  - A reduction in the numbers of substance misusers who are not accessing treatment and achieving a degree of stability
  - Reductions in the numbers who are experiencing homelessness
  - Reductions in the numbers of teenage pregnancies and support for those who fall pregnant
  - Priorities for people with mental health, learning disabilities and for older people, related to maintenance of independence or enabling them to become more independent
- 2.6 **Estimating Housing Need** (CLG, 2010), a piece of research commissioned by the Department for Communities and Local Government, also highlights the need to consider how housing related support services may impact on housing need when undertaking Housing Needs Assessments.
- 2.7 Within health and social care the focus is on the 'Transformation Agenda', and developing new approaches to the delivery of health and social care services, both now and in the future. The **Putting People First** (DH, 2007) concordat sets out a joint commitment from the local Government Association (LGA), the Association of Directors of Adult Social Services (ADASS) and the NHS to develop the personalisation agenda, especially around giving people choice and control about how they receive support, and making sure that everyone has the opportunity to be part of a community and experience the friendships and care that can come from families friends and neighbours.
- 2.8 Part of this 'Transformation Agenda' is highlighted by the move towards 'Individualised Budgets', and although the focus for this has initially been on bringing together social care and health funding streams into a single package for the individual, as it becomes embedded, then other funding streams such as those covering housing related support needs (*previously Supporting People funding*) will also begin to be included within an individual's overall budget. This has been further emphasised in the Care and Support White Paper published in July 2012. Careful consideration will be given to the proposals that are in the white paper and how the Supporting People funded services can assist in delivering the aims and objectives that arise from it.
- 2.9 For young people, the agenda has been set by **Every Child Matters** (DCSF, 2003) which promotes an approach to well being for all children from 0 to 19 with the aim of improving outcomes for all children in the following five areas;
- Be healthy
  - Be safe
  - Enjoy and achieve
  - Make a positive contribution
  - Achieve economic well being

The 'Every Child Matters Outcomes' were also adopted for the *Supporting People Programme*.

- 2.10 **East of England Housing Statement 2010-14** sets out a vision to:  
 “Ensure that new housing, existing homes and regeneration play an integral part in the creation and enhancement of sustainable, successful places where people want to live, work and visit.”
- 2.11 A number of key messages are identified:
- Increased housing supply (including affordable) is critical to meet the needs of existing residents, address social needs, and to support the economy. However, it is important that growth is accompanied by the supporting infrastructure in order to achieve and deliver sustainable communities.
  - As well as quantity, the emphasis should be on improving the quality of new housing and its ability to meet the full range of housing needs.
  - Providing appropriate support to allow people to live independently in suitable accommodation and preventing homelessness will have significant benefits in terms of saving public expenditure elsewhere.
  - Many places in East of England, including the rural areas offer a good quality of life for residents, but could benefit economically from additional housing supply and a wider diversity of tenures to support the local economy and service provision.
  - It is important that future strategies including a Single Regional Strategy make the links between thematic areas and provides a sophisticated consideration of the role of housing in the context of places, the links between housing, economic competitiveness, employment and access to jobs, health and social wellbeing and the potential role of targeted housing delivery in dispersing development pressures and reducing economic disparities.
- 2.12 **Bedfordshire Housing Sub-Region**  
 The Bedfordshire sub-Region Housing Strategy was produced for 2005 to 2010 and had seven strategic objectives - to deal with:
- Affordability
  - Homelessness
  - Intermediate tenures
  - Diversity and community cohesion
  - Supporting People
  - Private sector renewal
  - Liveability

On Supporting People, the strategy notes:

“Bedfordshire and Luton receive very low funding per head of population compared to other areas within the East of England. Although Bedfordshire is a major growth area in terms of population and housing *Supporting People* funding is unlikely to be increased to fully reflect this. *Supporting People* funds are based on historical capital (and revenue) investment patterns and are concentrated on schemes across, which fail to meet all the existing complex needs<sup>2</sup>.”

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<sup>2</sup> Source: Bedfordshire Sub Regional Housing Group Housing Strategy 2005 -2010

**The Local Agenda:**

- 2.13 In this section we have provided a brief summary of key local policies and plans. They provide an important context for the direction of Housing Related support Services.
- 2.14 **Bedford Borough Partnership Sustainable Community Strategy 2009 - 2021**  
The Bedford Sustainable Community Strategy has seven themes:
- Thriving – with a stronger local economy delivering higher levels of growth and employment for the benefit of the Borough’s existing and future residents;
  - Greener – supporting a high quality natural and built environment which is valued and enjoyed by all; which encourages biodiversity and support the development of a low carbon community, including local businesses, capable of adapting to the impacts of climate change;
  - Aspiring – where all the Borough’s children and young people are able to lead safe, healthy and happy lives and are provided with opportunities to develop their self-esteem, maximise their life chances and realise their full potential;
  - Healthy – where everybody has access to high-quality health and social care services when they need them and the help they need to lead healthy and independent lives;
  - Safer – where people live safer lives;
  - Inclusive – where all people feel part of the wider community and are proud to celebrate its rich diversity; where inequalities are reduced and all people are able to participate in the sporting, artistic and civic life of the Borough;
  - Growing – where the supply and quality of housing and transport is capable of supporting the needs and aspirations of the Borough’s population now and in the future
- 2.15 **Bedford Borough Council – A Place Called Home, Homelessness Strategy, 2007 – 2010** has six key objectives, all of which housing related support services contribute to;
- Prevent homelessness
  - Work effectively with all agencies to deliver solutions to housing problems
  - Maximise available accommodation and support in all sectors
  - Improve information about homelessness and housing options
  - Reduce Rough Sleeping
  - Improve services to homeless people
- 2.16 The Government has recently introduced the ‘**Troubled Families**’ initiative. It identifies troubled families as households who;
- Are involved in crime and anti-social behaviour
  - Have children not in school
  - Have an adult on out of work benefits
  - Cause high costs to the public purse

In Bedford it is estimated that there are 245 families that meet these criteria. Work on priorities and objectives is still being developed at the time of writing this strategy but we will consider how we can incorporate any objectives

identified into the aims of this strategy, by assisting in the delivery of early intervention projects and joint working where this is possible.

- 2.17 The 2012/13 Bedford Community Safety Partnership Plan** sets out a number of key aims which housing related support services will be able to contribute to;
- Aim 2 - Tackle the issues which increase the likelihood of re-offending and targeting prolific offenders
  - Aim 3 – Reduce anti-social behaviour
  - Aim 4 – Reduce incidents of domestic abuse
  - Aim 5 – Tackle crime and disorder by reducing drug dependency and alcohol misuse
- 2.18 A key priority within the **Bedfordshire DAT Adult Drug Treatment Plan 2010-11** is ‘To address Recovery and Reintegration for individuals ensuring access to wrap around services’, such as housing, training and employment. The plan highlights issues around gaining access to appropriate housing and the need for support to help people maintain their accommodation.
- 2.19 **The Healthy Bedford Borough Strategy 2010-2015** highlights the need to reduce health inequalities by focussing efforts on deprived areas and increasing opportunities for healthier lifestyles. Among its aims are the development of extra care options for older people and improvement of dementia services.
- 2.20 **The NHS Bedfordshire Strategic Plan 2009-13: A Healthier Bedfordshire<sup>3</sup> – working with you for life**, has three strategic priorities which will drive implementation plans:
1. Investing a greater proportion of our money into prevention (healthy lifestyles, early intervention and promoting independence).
  2. Creating effective support in local communities to reduce the reliance on hospital care, including times of urgent need.
  3. Offering more choice and convenience, by commissioning quality services closer to home based on the needs and preferences of Bedfordshire patients.

It also includes the following strategic goals;

- To improve the health and wellbeing of the population in Bedfordshire and its local communities in a fair and transparent way
- To reduce unfairness in health and reduce health inequalities

The Plan also covers teenage pregnancy, both in terms of resources to teenage parents and a commitment to reduce teenage pregnancy levels

- 2.21 In addition to this, “**A Healthier Bedfordshire**” **Bedfordshire Primary Care Trust Strategy 2007–12** notes the importance of Extra Care housing as well as a focus on supporting people to live in their own homes, have good health and accessible local services.

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<sup>3</sup> [www.bedfordshire.nhs.uk/your\\_voice/bedfordshire\\_consultation.php](http://www.bedfordshire.nhs.uk/your_voice/bedfordshire_consultation.php)

2.22 A number of the priorities within Bedford Borough's **2010-13 Joint Commissioning Strategies** are closely linked with the provision of housing related support, as highlighted below;

2.23 The **Older People's Accommodation Strategy 2011-2016** sets out the accommodation requirements to meet both the care and support needs of older people. In terms of housing related support, there is a particular focus on reviewing and remodelling existing sheltered housing provision and significantly increasing Extra Care Housing.

There are also highlighted needs around increased options for home owners who may wish to purchase future homes that will be able to meet their as they become older, and an expressed desire for new housing developments to have 10% of homes built to lifetime standards and therefore enable people to remain in their own homes for longer.

2.24 The **2010-13 Joint Commissioning Strategies for Older People, Mental Health Services, Physical Disabilities, Sensory Disabilities and Learning Disabilities** promote common themes around choice and independence and enabling people to have control over their own lives, including being able to make their own decisions regarding the housing options that are available to them and ensuring they have access to the right services and have a say in how these service operate.

Within these strategies, housing related support services will contribute greatly to Strategic Priority 2 – *Improve quality of life*, Priority 3 - *Support people to make positive contributions to their community* and Priority 4 - *Support people to have maximum independence, choice and control*

**Safeguarding:**

2.25 All housing related support services within Bedford Borough are required to demonstrate a commitment to Safeguarding both adults, and children (where applicable).

2.26 All service providers are required to sign up to local Safeguarding protocols and the 'Quality Assessment Framework' quality monitoring tool applied to services in the Borough has a specific section around 'Safeguarding and Protection from Abuse'. Compliance with this is checked through our contract monitoring process.

## Chapter 3 – Current Supply, Needs and Identified Gaps (What we have and what the 2011 Needs Analysis told us we need)

### Existing housing related support services in Bedford Borough:

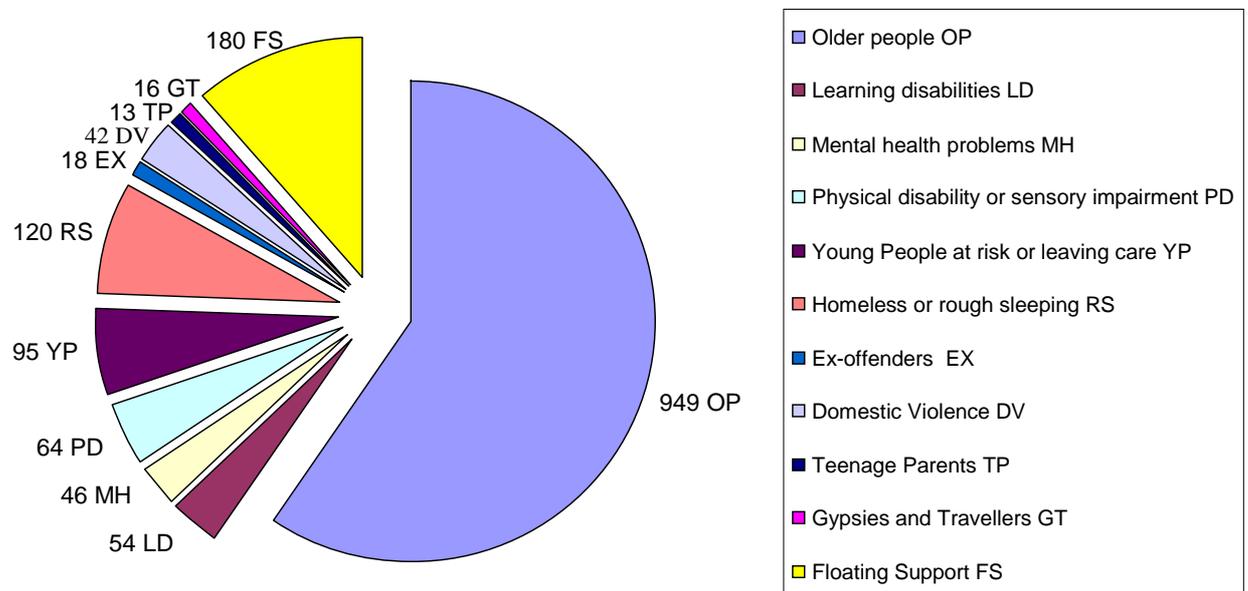
3.1 In 2011/12, Bedford Borough Council funded 62 housing related support services within the Borough through the *Supporting People* programme. These services provide support to around 1,600 individuals at any one time.

3.2 The overall profile is as follows;

<b>Service Type</b>	<b>Number of Schemes</b>	<b>Number of units</b>	<b>Number of Providers</b>
<b>Older people (OP)</b>	23	949 <sup>4</sup>	8
<b>Learning disabilities (LD)</b>	6	54	5
<b>Mental health problems (MH)</b>	6	46	3
<b>Physical disability or sensory impairment (PD)</b>	3	64	3
<b>Young People at risk or leaving care (YP)</b>	4	95	3
<b>Homeless or rough sleeping (RS)</b>	10	120	5
<b>Ex-offenders (EX)</b>	2	18	1
<b>Domestic Violence (DV)</b>	3	42	3
<b>Teenage Parents (TP)</b>	2	13	1
<b>Gypsies and Travellers (GT)</b>	1	16	1
<b>Floating Support (FS)</b>	2	180	1

3.3 The following chart demonstrates the large number of units provided to the Older People's Sector, alongside the wide variety of service types which have some funding.

**Number of Units per Service Type**

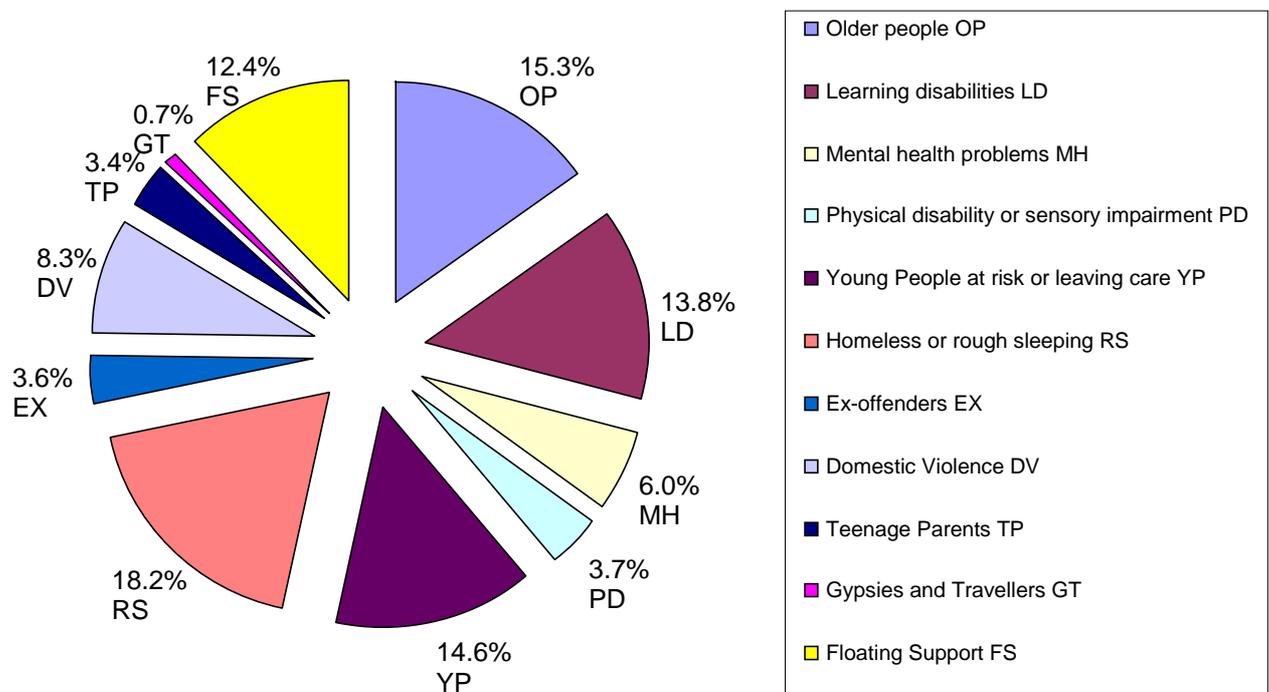


<sup>4</sup> number of SP funded units included within current contracts

3.4 The contractual values for each Service Type in 2011/12 was as follows;

<i>Service Type</i>	<i>Number of Providers</i>	<i>Contract Values</i>
<i>Older people (OP)</i>	8	£590,352
<i>Learning disabilities (LD)</i>	5	£533,257
<i>Mental health problems (MH)</i>	3	£230,556
<i>Physical disability or sensory impairment (PD)</i>	3	£142,414
<i>Young People at risk or leaving care (YP)</i>	3	£563,521
<i>Homeless or rough sleeping (RS)</i>	5	£703,156
<i>Ex-offenders (EX)</i>	1	£140,759
<i>Domestic Violence (DV)</i>	3	£320,980
<i>Teenage Parents (TP)</i>	1	£131,065
<i>Gypsies and Travellers (GT)</i>	1	£28,000
<i>Floating Support (FS)</i>	1	£477,245

**Housing Related Support Services – Annual % Contract Value 2011/12 by Service Type**



3.5 These charts demonstrate the wide variations in spend for different service types.

#### **Identified needs and gaps:**

3.6 A refresh of the 2008 Supporting People Needs Analysis was undertaken in 2011. The recommendations in terms of needs and gaps for each of the three Supporting People Groups (Independence with Support, Socially Excluded Groups, Care with Support) are summarised below.

#### **Independence with Support:**

3.7 Independence with support relates to housing related support services for older people, people with a physical disability or sensory impairment.

**Older People:**

- 3.8 There will be a significant growth in the over 65's population within Bedford Borough over the next 20 years. Alongside these projected demographic changes, the aspirations of older people are also changing. Most significantly, more people are expressing a desire to remain within their own home and receive support and care in that setting. Plans will need to include the increased availability of telecare, telehealth and reablement services, the requirement to reduce reliance on domiciliary care in the light of shrinking care budgets, and increasing pressure on budgets for aids and adaptations provided to homeowners by the Council with more people wishing to remain at home. This presents a significant challenge when projecting the future accommodation and support needs of the older person population in Bedford Borough.
- 3.9 At present, housing related support services for older people are predominantly in the form of sheltered housing schemes with visiting support from a scheme manager or support worker. The majority of these are provided by registered social landlords (Housing Associations). In addition to this there are 4 extra care schemes, a number of retirement home developments where people purchase their own property and have access to the services of a scheme or leasehold manager and community alarm services which provide people with a means of accessing immediate assistance in the event of an emergency.
- 3.10 The 2011 needs analysis highlighted that there was an over supply of sheltered housing, illustrated by the demand issues for some existing schemes and letting difficulties reported for more than a third of schemes. There are also a significant number of 'bed sit' units within schemes and issues around accessibility with poor access to enter the scheme or no lifts within schemes.
- 3.11 There is a need to dramatically increase the numbers of Extra Care units available, where the combination of purpose designed accommodation and the availability of flexible care and support services on site, will allow people to remain within their own home for longer if their levels of frailty and dependency increase.
- 3.12 There is also a need to change the way that housing related support services for older people are delivered, so that services are needs led, rather than based around sheltered housing schemes, as is currently the case.
- 3.13 Expansion of Assistive Technology (or Telecare) services could also assist some older people to maintain or increase their current levels of independence.

**People with a physical disability or sensory impairment:**

- 3.14 Overall the current level of accommodation based services providing housing related support is adequate.
- 3.15 A strong demand for support services was identified with particular gaps around access to information, social isolation, cultural awareness of service providers and accessibility of services for some people.
- 3.16 There is an identified need for more support to be available and delivered to the large numbers of people with physical disabilities and sensory impairments who live in their own homes. The needs analysis states that this support should be delivered

through visiting support services and greater use of Assistive Technology (or Telecare) services. It is estimated that between 20 to 25 units of assistive technology and visiting support are needed.

***Socially Excluded Groups:***

- 3.17 Socially excluded groups includes single homeless, homeless families, ex-offenders, rough sleepers, those with substance misuse issues, gypsies & travellers, young people at risk, teenage parents, victims of domestic abuse, people with mental health problems, refugees and those with HIV/AIDS. Within these explicit groups will be individuals with multiple needs, or groups or individuals that may be identified with other statutory services, such as Troubled Families.
- 3.18 It should be noted that the Single Homeless category is broad and may also include other groups such as ex-service personnel and migrants with housing and support needs.
- 3.19 Within Bedford Borough, services and needs generally appear to be well matched for these groups.
- 3.20 Not all the groups listed above necessarily require dedicated services. The needs analysis found that those with HIV/AIDS and Refugees were able to access support from existing services, such as hostels, and that providing staff were trained to be aware of any specific needs affecting these groups, then existing services, are able to meet their short term housing related support needs.
- 3.21 For some groups the needs analysis did determine that additional units or services were required, for others the gaps or needs were not necessarily accommodation specific.
- 3.22 Details of the needs and gaps for particular groups are shown in the table below;

<b>Service Type</b>	<b>Identified Needs &amp; Gaps</b>
Young People at Risk	Reshaping of services would help meet increasing demand. An additional 8 units of provision are recommended.
Teenage Parents	None – existing provision is currently able to meet needs.
People with Substance Misuse Issues	Need for specialist units for people engaging with abstinence based treatment programmes and a need for shared housing for those who are recovering but would benefit from peer support. Also a need for ‘women only environments’ within schemes. An additional 5 units of provision are recommended.
Ex-offenders	Identified needs around those with complex needs who are felt to present an unmanageable risk. Barriers to accessing accommodation on release.
Homeless Families	Some provision needed for families with more complex needs. An additional 10 units of provision are recommended.
Single Homeless	None – existing provision is currently able to meet

	needs.
Rough Sleepers	None – existing provision is currently able to meet needs.
Mental Health	Some evidence of unmet need. Current services are full with people who would like to move on, but who would still need a long term visiting or floating support service to maintain independent living. Need a joint review of service models to inform a strategically led re-commissioning of services.
Victims of Domestic Abuse	Specialist support needs to be provided within refuges for women with mental health problems, substance misuse issues and complex needs. Services also needed for the children in refuges. Also needs to be some provision available for male victims of domestic abuse.
Gypsies and Travellers	None – existing provision is currently able to meet needs.
People with Complex Needs	Lack of service provision for people with complex needs. Existing services can not always manage those who are very high risk or have severe complex needs. Individuals with these needs can be found within many of the service types above, particularly offenders, rough sleepers and substance misuse.

3.23 In addition to this, the Client Record Data for Bedford Borough for the 2011-12 (April to March) periods, shows that services available are predominantly used by those within the local area, with only 68 (11%) of the 575 clients recorded shown as coming into services from other areas. This figure includes 29 women who entered domestic abuse refuges.

***Care with Support:***

3.24 Care with support relates to housing related support services for people with learning disabilities and some people with enduring mental health problems.

***Learning Disabilities:***

3.25 There is significant social care provision for people with learning disabilities, and the services funded through Supporting People also receive social care funding and provide both care and support to clients. In order to be sure that current provision is fit for purpose a review of the current range of services needs to be undertaken.

3.26 There are identified gaps around services for older people with learning disabilities, young people who are moving from Children's Services to Adults Services, visiting support services for people with low to moderate learning disabilities, people with multiple needs which include a learning disability and those with Aspergers syndrome or are on the autistic spectrum. These needs will be identified in more detail during the strategic review.

3.27 There are also identified issues around providing cost effective services for people living within rural communities.

- 3.28 The analysis highlights the fact that some people would benefit from moving to different accommodation or would like a different level of support.
- 3.29 While there is not an identified need to increase the number of units available, there is still a need to for some re-balancing of existing support services.

**Mental Health:**

- 3.30 There is evidence of unmet need amongst people with diagnosed mental health problems who would like to access accommodation based or floating support services.
- 3.31 Although there is a fair level of housing related support for people with mental health problems, it is not playing a full part in the overall system of treatment and there is a lack of a shared vision and no clear service model.
- 3.32 There is evidence that current services are full with people who would like to move on. It is suggested that increased use of specific 'move-on' floating support could assist, but in the majority of cases, people would still need a long term visiting or floating support service in order to maintain independent living.
- 3.33 There needs to be a joint review of service models to inform a strategically lead re-commissioning of services, which should take account of factors such as those who have additional issues such as substance misuse, poor physical health or a learning disability.

## Chapter 4 – Existing Services and Future Priorities (What we have, what we need and how we intend to use our resources)

4.1 This section will look at services in the context of the three client groupings set out in Chapter 2;

- **Independence with Support:** Older People, People with a Physical Disability or Sensory Impairment
- **Socially Excluded Groups:** Homelessness, Young Homeless, People with Substance Misuse issues, Single Homeless, Rough Sleepers, Mental Health (can also fall under 'Care with support'), Offenders, Care Leavers, Teenage Parents and Gypsies & Travellers
- **Care with Support:** People with long term conditions (including some Mental Health), and Learning Disabilities

4.2 It is important to note that the priorities outlined in this chapter reflect the budgetary position of the Council looking forward over the next 4 years. The Council is undertaking a modernisation programme that will see the contracts budget for Supporting People services reduced by 23% from £3,841,000 in 2012/13 to a projected budget of £2,972,000 in 2015/16. This challenge presents an opportunity to consider what the Council's priorities are and what models of delivery need to be implemented in order to maximise the support that the Council can provide to vulnerable people with fewer resources.

### Independence with Support:

4.3 The majority of services within this category are in the form of sheltered housing for older people.

4.4 The actual services funded by Bedford Borough Council's Supporting People Programme in the 2011/12 financial year are shown below;

### 4.5 Services for Older People:

<i>Service Name</i>	<i>Service Provider</i>	<i>Service Description</i>	<i>No. units<sup>5</sup></i>
<b><i>Cuthbert Court</i></b>	Aldwyck Housing	Sheltered Housing with self contained flats and some communal facilities	31
<b><i>Hillier Court</i></b>	Association	Sheltered Housing with self contained flats and some communal facilities	28
<b><i>Dame Alice Court</i></b>	Anchor Trust	Sheltered and Frail Elderly Housing with self contained flats and some communal facilities	39
<b><i>Sir William Harpur House</i></b>	Bedford Pilgrims Housing Association	Extra Care Housing with self contained flats and some communal facilities	37
<b><i>Tavistock Court Sheltered Housing</i></b>	Bedford Pilgrims Housing Association	Sheltered Housing with self contained flats and some communal facilities	32
<b><i>BPHA Carelink</i></b>	Bedford Pilgrims Housing Association	Community alarm service for people in any housing type i.e. social rented, private rental, owner occupier	482
			97

<sup>5</sup> Figures given represent total capacity of the service, not the number of units which receive Supporting People funding

<b>Maydenbury Linden Road</b>	Bedford Citizens Housing Association	Sheltered Housing with self contained flats and some communal facilities	30
<b>Kimbolton Road</b>			11
<b>Landsdowne Road</b>			11
<b>Bedesman</b>			9
<b>Randalls Cottages</b>			31
<b>Harpur House</b>			14
<b>Warwick House</b>	Bedford Citizens Housing Association	Floating (visiting) support service provided to residents at Warwick House and The Lodge.	24
<b>The Lodge</b>			30
<b>Edward Arnold Court</b>	Housing 21	Sheltered Housing with self contained flats and some communal facilities	61
<b>Lilibet Court</b>	Lilibet Court	Frail Elderly Housing with self contained flats, some communal facilities and some meals provided	27
<b>Saunders Gardens</b>	Raglan Housing Association	Sheltered Housing for Asian elders with self contained flats and some communal facilities	18
<b>Floating Support</b>	Raglan Housing Association	Floating (visiting) support service provided to Asian elders in any housing type i.e. social rented, private rental, owner occupier	18
<b>Dover Crescent</b>	Raglan Housing Association	Sheltered Housing with self contained flats and some communal facilities	33
<b>Raglan Court</b>			32

- 4.6 Over the life of this Strategy the key actions for services for Older People will be closely tied into the actions of the Older Peoples Accommodation Strategy for Bedford 2011-2016;
- To reduce the number of sheltered housing units
  - To establish a needs based approach to services, where receipt of service is based upon assessed needs rather than where you live
  - To increase the availability of Extra Care services
  - To work with Adult Social Care to deliver shared priorities within the Older Persons Accommodation Strategy and the Joint Commissioning Strategy for Older People's Services
- 4.7 To achieve these actions there will need to be significant remodelling of services for older people. This will enable us to move away from the more traditional sheltered housing model where support is provided only to those who wish to live within a defined building or cluster of properties, towards a more needs led model, where low level housing related support can be provided on a visiting basis to people in their own home whether it is socially rented, privately rented or owned by them. The reduced demand for some sheltered housing demonstrates that the traditional model has already become a less desirable option for a significant number of people with the current aging population. Reducing the numbers of this type of accommodation will both acknowledge this fall in demand and allow people to have greater choice about how and where they access the support they need. This strategy will seek to deliver a reduction of 160 units of sheltered accommodation. However this will be

more than offset by the 159 units of Extra Care accommodation that are in development or have been delivered in Bedford, and future developments of Extra Care accommodation that are currently being planned.

- 4.8 An increase in Extra Care services is clearly needed if Bedford Borough is going to be able to continue to meet the needs of an expanding older population, particularly the predicted acceleration of those in the 80+ bracket. To achieve such an increase, development sites will need to be identified and funding will need to be made available. Any increase will be particularly challenging in the current financial climate, so all possible opportunities will need to be explored.
- 4.9 Joint working with adult social care will be an essential element in delivering all identified actions, with the 'Older People's Accommodation Strategy 2011-2016' acting as the driving force implementing the necessary changes. The Older People's Accommodation working group will assist in delivering these objectives.
- 4.10 In order to meet these objectives, we will work with providers through the Older People's Accommodation working group to consider the implementation of hours based contracts, which are initially tied to existing sheltered housing schemes, with yearly targets to expand into the community. An example of how this could work is below

Provider A is a landlord with 150 units of sheltered housing. They are given a contract for 75 hours per week – half an hour per unit per week. Not all of the sheltered housing clients need or want support, however some require more than half an hour support per week. Provider A is given a target of delivering at least 10% of their hours in the first year in accommodation that they are not the landlord of. This target rises in line with Provider A's decommissioning plan which will see the number of units of sheltered accommodation reduce from 150 to 100 in 3 years. In 3 years time Provider has a target of providing 33% of their hours in accommodation they are not the landlord of.

- 4.11 The implementation of any recommendations to the Council will take a significant amount of time. Extensive consultation with existing residents will need to be undertaken to ensure that they are fully informed of any proposed remodelling and how this may impact on them. Any impact on residents will be mitigated as much as possible. There will also be a significant impact on providers as services are remodelled. This may include a number of existing providers no longer receiving contracts or funding, with larger contracts being awarded to fewer organisations in order to maximise the efficiency that can be gained. This will depend on the exact model recommended to the Council by the Older Persons Accommodation Working Group and the Council's agreement to the changes proposed.
- 4.12 **Services for people with a Physical Disability:**

<i>Service Name</i>	<i>Service Provider</i>	<i>Service Description</i>	<i>No. units</i>
<b><i>Hollington House</i></b>	Aldwyck Housing Association	Supported Housing with self contained flats and some communal facilities. Low level support only.	14
<b><i>Maia Close</i></b>	Papworth Trust	Supported Housing for people with acquired brain injury	10

comprising of self contained flats and bedsit rooms within a shared building.

#### 4.13 Services for People with a Sensory Impairment:

<i>Service Name</i>	<i>Service Provider</i>	<i>Service Description</i>	<i>No. units</i>
<b><i>Sight Concern Floating Support Service</i></b>	Sight Concern Bedfordshire	Time limited (up to 2 years) floating (visiting) support service provided to people with visual impairments in any housing type i.e. social rented, private rental, owner occupier	40

4.14 Over the life of this Strategy the key actions for services for People with Physical disabilities and Sensory Impairments will be;

- To ensure that available services are as widely accessible as possible
- To remodel Hollington House as a visiting support service rather than an accommodation based service in 2013
- To co-ordinate with Adult Social Services in commissioning Floating Support services for those with sensory impairments.

4.15 Although the needs analysis found current services to be meeting needs adequately, there are still issues to consider around how services can assist in reducing and preventing social isolation, and how accessible and flexible services are, particularly for those living in more rural areas and those who wish to live independently within the community.

4.16 In the current economic climate there will be particular challenges in expanding or developing services, therefore more innovative ways of service delivery will need to be explored, including the possibility of remodelling existing services and joint working with external agencies such as the Bedfordshire Hearing Advisory Service.

4.17 Joint working with adult social care will be an essential element in delivering all identified actions.

#### **Socially Excluded Groups:**

4.18 The majority of services within this category are in the form of hostel provision for single homeless people or rough sleepers.

4.19 The actual services currently funded by Bedford Borough Council's Supporting People Programme in the 2011/12 financial year are shown below;

4.20 Accommodation Based Services: (these services provide accommodation with support)

<i>Service Name</i>	<i>Service Provider</i>	<i>Client Description</i>	<i>No. units</i>
<b><i>The Foyer &amp; Foyer Move On</i></b>	Bedford Pilgrims Housing Association	Hostel accommodation for young People aged 16 to 24 with medium to high support needs	49
<b><i>Perkins House (incl resettlement)</i></b>	Bedfordshire Housing Link	Hostel accommodation for homeless females aged 16 to 25 with medium to high support	10

<b><i>The Bridge (incl resettlement)</i></b>	Bedfordshire Housing Link	needs Hostel accommodation for homeless males aged 16 to 25 with medium to high support needs	11
<b><i>Bedford Project 14 (incl resettlement)</i></b>	Bedfordshire Housing Link	Hostel accommodation for homeless aged 16 to 65 with low to medium support needs	12
<b><i>Alexandra House (incl resettlement)</i></b>	Bedfordshire Housing Link	Hostel accommodation for homeless aged 16 to 65 with low to medium support needs	16
<b><i>Cornerstone</i></b>	Bedfordshire YMCA	Hostel accommodation for young people aged 16 to 25 with medium to high support needs	25
<b><i>Weaver House</i></b>	Bedfordshire YMCA	Hostel accommodation for homeless aged 16 to 30 with low to medium support needs	27
<b><i>Barton House</i></b>	Kings Arms Project	Hostel accommodation for homeless aged 16 to 65 with medium to high support needs	14
<b><i>Nightshelter</i></b>	Kings Arms Project	Open access night shelter service offering overnight accommodation for rough sleepers and single homeless	18
<b><i>Bedford Project (incl resettlement)</i></b>	Langley House Trust	Hostel accommodation and supported housing for male Ex-Offenders aged 18 to 65 with low to medium support needs, with medium to high risk of offending	18
<b><i>Stephen Ross House (incl Conduit Road)</i></b>	Mayday Trust	Hostel accommodation for homeless people with Mental Health issues aged 16 to 60 with medium to high support needs	17
<b><i>Charis</i></b>	Stonham	Supported housing for teenage mothers aged 16 to 25 with medium to high support needs	13
<b><i>Butterfly House (refuge)</i></b>	Places for People	Refuge accommodation for women with children and single women who are fleeing domestic abuse	10
<b><i>Santosh Asian Women's Refuge</i></b>	Raglan Housing Association	Refuge accommodation for Asian women with children and single Asian women who are fleeing domestic abuse	6

4.21 Support Only Services: (these services provide visiting support only and are for people who need support to help prevent them from losing their tenancy or home or to help them set up their tenancy or home)

<b><i>Service Name</i></b>	<b><i>Service Provider</i></b>	<b><i>Client Description</i></b>	<b><i>No. units</i></b>
<b><i>Generic Floating Support</i></b>	One Support	Anyone aged 16 and over with low to medium support needs	140
<b><i>Specialist Floating</i></b>	One Support	Anyone aged 16 and over with	40

<b>Support Gypsy &amp; Traveller Floating Support</b>	Luminus	medium to high support needs For gypsies and travellers aged 16 and over with low to medium support needs	16
<b>Independent Domestic Violence Advisors (IDVA)</b>	Victim Support Bedfordshire	Support, advice and advocacy for women fleeing or suffering domestic abuse	34

4.22 Other Services: (both of these services aim to assist people in accessing settled accommodation and any other services which they may need e.g. health, training etc)

<b>Service Name</b>	<b>Service Provider</b>	<b>Client Description</b>	<b>No. units</b>
<b>Rough Sleepers Outreach Service</b>	Kings Arms Project	Anyone aged 18 who is, or has recently been a rough sleeper	12
<b>Drug &amp; Alcohol Outreach Service</b>	Noah Enterprise	For clients of substance misuse treatment services, aged 16 and over, with medium to high housing related support needs	15

4.23 Over the life of this Strategy the key actions for Socially Excluded services will be;

- Assess long term viability of all services
- Establish which services are high priority (essential services)
- Explore new models of service delivery
- Work with providers to explore the feasibility of different delivery models
- Work jointly with Children's services and Adult Services to identify areas where joined up working will help to meet corporate and departmental objectives
- Re-model services through procurement exercises to deliver a more balanced market.

4.24 In 2011/12 £2,595,281 of the housing related support budget for Bedford Borough was allocated to socially excluded services. This accounted for 67% of the overall budget. This is likely to reduce to around £2 million over the life of this Strategy in order to meet the Councils modernisation programme. This will inevitably mean that changes will need to be made to the way services are delivered if we are to ensure that sufficient services continue to be available to meet current and future needs.

4.25 The 2011 Supporting People Needs Analysis refresh clearly demonstrates an ongoing need for socially excluded services, and highlights a particular gap around complex needs provision. In response to this we have identified a suitable piece of land and are actively pursuing the development of accommodation which will be used to provide a complex needs project in Bedford by April 2014. In order to achieve this we will be working with key stakeholders and partners to secure the ongoing revenue funding required to deliver a service that meets the needs of the population of Bedford Borough.

4.26 In order to meet the modernisation programme, there will need to be change in the sector, with a need to explore ways of both remodelling existing services and making changes to what we provide and how we provide it. This may result in the loss of some existing services, and some existing service providers. However there is still the opportunity within this to create new services or service models. This includes working with statutory partners to commission services that may not be funded by

the Supporting People programme but which services can work in partnership with to deliver the shared aims and objectives. An example of this is the proposal to commission an alcohol recovery unit that is registered with the CQC. This would not be eligible for funding through the Supporting People programme, but by working with partners in the Bedfordshire Drug and Alcohol Action Team, and other statutory agencies, we can create a service with dedicated pathways to independence by providing wrap around services that continue the work of the recovery unit after the client has been discharged.

- 4.27 We will also need to ensure that we work closely with providers of statutory services to ensure that we are able to maximise the use of resources. An example of this is where Children's Services may already be working with a family that has been identified under the 'Troubled Families' initiative or through early intervention work. Supporting People services may be able to provide additional support, such as in the form of, Homeless Provision or a floating support worker. This can compliment the service provided by Children's Services and may contribute to a better outcome by enabling the statutory service to concentrate on the care and social issues whilst the Supporting People service provides a more stable environment for the statutory service to deliver in.
- 4.28 One of the options that will need to be explored is whether the balance between accommodation based and floating and visiting support services needs to be changed. As at June 2012 there are 201 accommodation based units available at a contracted cost of £1,705,350 and 284 floating or visiting support units (including dedicated resettlement) at a cost of £753,998.
- 4.29 Accommodation based services with on site staff are more expensive to provide, but for some clients they are, and will remain, the best type of service to meet their needs, so there will be a need to retain services of this nature, although the option of moving some services towards a visiting or floating model will need to be explored as part of the remodelling process.
- 4.30 Over the life of this strategy, it is expected that the number of accommodation based units available for socially excluded groups will drop from 201 to 157. This takes into account the reduction in numbers already agreed by the Council in the policy consultation in the autumn of 2011. The number of accommodation based services delivered is expected to reduce from 15 to 9 as we seek to maximise the economies of scale available by procuring larger accommodation based services. We will seek to maintain the number of visiting support units as high as possible within the budgetary resources available, with a small variation from 284 units to 273 units expected over the course of this Strategy.
- 4.31 Specifically we will work with other departments and stakeholders to deliver the Complex Needs scheme in Bedford and improve the quality of accommodation by re-providing hostels where there are shared rooms, or poor quality buildings. We will also work with all stakeholders to remodel the hostel sector. This involves focussing the hostel provision on those with high needs, whilst other vulnerable people with lower or more manageable needs are given access to accommodation with visiting or drop-in support.
- 4.32 We will also specifically work with Children's Services to increase the provision of the Supported Lodgings scheme to reduce the reliance on hostel provision in

Bedford, and look to incorporate the early intervention work into all services operating with Young People at Risk and Families. This will not only improve the value for money achieved, but will also improve the range of services available to vulnerable young people.

### Care with Support

- 4.33 The few services within this category are for people with learning disabilities and people with mental health problems.
- 4.34 The actual services currently funded by Bedford Borough Council's Supporting People Programme are shown below;
- 4.35 Services for People with Learning Disabilities:

<b><i>Service Name</i></b>	<b><i>Service Provider</i></b>	<b><i>Service Description</i></b>	<b><i>No. units</i></b>
<b><i>Huddleston Way</i></b>	Bedford Borough Council	Short term accommodation for people aged 18 and over who are moving on to more independent living	21
<b><i>Floating Support (Turning Point)</i></b>	Bedford Borough Council	Floating (visiting) support for people with lower level learning disabilities aged 18 and over	14
<b><i>Papworth Visiting Support</i></b>	Papworth Trust	Floating (visiting) support service provided to people in any housing type i.e. social rented, private rental, owner occupier	13
<b><i>Bartrum Close</i></b>	Leonard Cheshire	Supported living for people aged 18 and over	4

- 4.36 Over the life of this Strategy the key actions for Learning Disability services will be;
- To review current range of services to access whether they are still fit for purpose
  - Work with Adult Social Care to ensure that funding is targeting prevention and independence, not subsidising care
  - Re-model services to provide more support to those who can achieve higher levels of independence.
- 4.37 The review of the current range of services will be undertaken in partnership with adult social care, in order to ascertain overall fit with social care provision and assist in the achievement of the modernisation programme for Learning Disabilities agreed by the Council in the policy consultation in the autumn of 2011. The outcome of the review, will determine whether services will be remodelled or re-commissioned.
- 4.38 This is a particular challenge as care must be taken to prevent the moving of costs from the Supporting People programme to the Adult Social Care budget. However, with an average unit cost of £10,054 per annum for accommodation based services, the funding is clearly supporting high needs clients rather than being used to assist clients who might gain or maintain higher levels of independence. By exploring new models of delivery it may be possible to achieve better value for money for both Supporting People budgets and Adult Social Care Budgets and achieve the target of a £100,000 reduction in annual spend across these service types.

## 4.39 Services for People with Mental Health Problems:

<i><b>Service Name</b></i>	<i><b>Service Provider</b></i>	<i><b>Service Description</b></i>	<i><b>No. units</b></i>
<i><b>Angel View</b></i>	Aldwyck Housing Association	Medium to long term supported housing for people 18 and over with low level support needs	8
<i><b>Shakespeare Road</b></i>	Aldwyck Housing Association	Move-on flats for people with mental health problems aged 18 to 65	4
<i><b>Sisters House Warwick Avenue</b></i>	Bedford Pilgrims Housing Association	Medium to long term supported housing for people 18 and over with low level support needs	17

4.40 In addition to the schemes listed above, there is a short term hostel for those who are homeless with mental health needs included within the listed 'Socially Excluded' services on pages 24 and 25. It should also be noted that the majority of services listed on pages 24 and 25 support significant numbers of people with mental health problems.

4.41 Over the life of this Strategy the key actions for Mental Health services will be;

- To carry out a joint review of service models
- To assess the level of support actually required
- To develop a shared vision and clear service model
- Re-model provision through procurement exercises if appropriate.

4.42 Although overall the needs analysis found that there is a fair level of mental health provision (including schemes identified within the 'Socially Excluded' service category), it is not necessarily playing a full part in the overall treatment system. To address this, there needs to be a joint review of service models to ascertain the suitability of current service models and agree what the service model for Bedford should look like, including investigation into the problem of services being unable to move on individuals ready for more independent living to better understand the level and nature of the problem. Alongside this, a shared vision for mental health services needs to be developed and clearly communicated.

4.43 It may be that closer consideration will identify that the majority of these services do not require a dedicated support service, but in fact require minimal maintenance that can be delivered through floating support provision.

4.44 The outcome of the review will identify where remodelling is needed to improve suitability of current services prior to undertaking a strategic re-commissioning of services. It is expected that this will conclude that the current set up of visiting support tied to accommodation can be successfully remodelled to provide a more accessible service that is not tied to accommodation but dependent on need. This

may reduce the number of providers and contracts to just one to enable the greatest efficiency to be obtained.

## Chapter 5 - Future Strategy

- 5.1 The priorities outlined in Chapter 4 highlight the significant challenge facing the Council in balancing the identified needs with the resources available to effectively meet these needs over the life of the strategy.
- 5.2 To deliver this strategy, the Council will work through the Supporting People Partnership and the Adult Health and Wellbeing Board, to steer its delivery, and ensure that vulnerable people in Bedford Borough are provided with the best services possible within the resources available.
- 5.3 This will include identifying efficiencies with the way contracts are administered and monitored to ensure that funding is targeted to those most in need and making the most effective use of the CAPITA Support IT system to reduce bureaucracy and maximise efficiency.

### Main Objectives

- 5.4 There is a need to remodel the provision of housing related support services within Bedford Borough Council. The Council will seek to deliver the following objectives to meet this aim;
1. Remodel the provision of housing related support services to effectively deliver key projects in line with the vision for housing related support services outlined in the Strategy (at page 1)
  2. Effectively procure, and where appropriate, amalgamate services to deliver improved economies of scale and greater efficiencies in line with the projected contracts budget of £2,972,000 in 2015/16 (compared to the contracts budget of £3,841,000 in 2012/13)
  3. Remodel services to manage a reduction in units provided through the Supporting People programme from 1,597 in 2011/12 to 1,370 in 2015/16.
  4. Develop a Complex Needs provision on Land at Elstow Road to be delivered by April 2014
  5. Procure larger accommodation based services to deliver better economies of scale and greater efficiencies
  6. Change the delivery of older persons services to transition the service to a more community based provision with less emphasis on sheltered accommodation
  7. Change the delivery of accommodation based services to those with a Learning Disability with a focus towards those with semi-independence of those who can be helped towards independence
  8. Jointly develop provision for early intervention with Children's services, such as the Independent Domestic Abuse Programme and ensure that existing provision is complimenting the aims and objectives of Children's services
  9. Maximise efficiency from effective IT investment
- 5.5 The effect of these objectives will be to transform the services delivered currently, maximising the use of the resources available. A table comparing the current position with the expected position by April 2015 is detailed below.

### Comparison of 2012/13 contracts budget and configuration of services with projected 2015/16 contracts budget and configuration

Service type	Budget 2012/13		Projected 2015/16		
	No. of Units	Total Contract Value	Proposed Contracts Start Date	No. of Units	Total Contract Value
Generic (Floating Support )	180	£477,245	01/10/14	160	£400,000
Gypsy and Traveller	16	£28,000	N/A	0	£0
Ex-Offenders	18	£140,758	01/06/13	18	£126,000
Older People	949	£570,352	01/04/14	789*	£375,000
Physical and Sensory Disability	64	£142,414	01/04/14	64	£132,000
Learning Disability	54	£533,257	01/04/15	58	£392,000
Mental Health	46	£230,556	01/10/13	49	£207,000
Single Homeless & Rough Sleeper	120	£703,156	01/10/14	81**	£620,000
Teenage Parents	13	£131,065	01/10/13	13	£131,000
Domestic Abuse	42	£320,980	01/09/13	63	£335,000
Young People	95	£563,521	01/10/14	75***	£254,000
<b>Total</b>	<b>1,597</b>	<b>£3,841,304</b>		<b>1,370</b>	<b>£2,972,000</b>

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The exact sum to be spent on each category will be determined following a procurement exercise, thus the breakdown for 2015/16 is a guide within the overall projected budget of 2015/16

\* Although there is a reduction of 160 units shown here, this will be more than offset by the current developments of 159 units of Extra Care at Cardington Court and St Bedes and future developments of Extra Care that are currently being planned.

\*\*Although there is a reduction of 39 units shown here, we are in discussions to offset this by increasing the provision of accommodation only services with appropriate providers.

\*\*\*Although there is a reduction of 20 units shown here, this will be mitigated by providing a wider range of services that can better meet the individual needs of clients.

### Older Peoples Projected Position 2014/15

Service Name	No. of Units	New End Date	Procurement Date	Comments
Alarm Service	60	TBC	TBC	Tied into joint commissioning with Central Bedfordshire Council
Extra Care	111	31/03/19	01/04/18	Full procurement exercise for contract commencing 01/04/2014 for 5 years with option to extend for 2 years depending on performance. Review after 3 years.
Asian Elders Floating Support	18	31/03/19	01/04/18	Full procurement exercise for contract commencing 01/04/2014 for 5 years with option to extend for 2 years depending on performance. Review after 3 years.
Older Peoples Support 1	300	31/03/19	01/04/18	Full procurement exercise for contract commencing 01/04/2014 for 5 years with option to extend for 2 years depending on performance. Review after 3 years.
Older Peoples Support 2	200	31/03/19	01/04/18	Full procurement exercise for contract commencing 01/04/2014 for 5 years with option to extend for 2 years depending on performance. Review after 3 years.
Older Peoples Support 3	100	31/03/19	01/04/18	Full procurement exercise for contract commencing 01/04/2014 for 5 years with option to extend for 2 years depending on performance. Review after 3 years.

### Single Homeless and Rough Sleepers Projected Position 2014/15

Service Name	No. of Units	New End Date	Procurement Date	Comments
Rough Sleeper Outreach Worker	12	31/03/19	01/04/18	Remodelled and incorporated into Complex Needs provision as outreach service.
Single Homeless Hostel	27	31/03/19	01/04/18	Full procurement exercise for contract commencing 01/04/2014 for 5 years with option to extend for 2 years depending on performance. Review after 3 years.
Nightshelter	18	31/05/18	01/09/17	Full procurement exercise for contract commencing 01/06/2013 for 5 years with option to extend for 2 years depending on performance. Review after 3 years.
Complex Needs Unit	24	31/03/19	01/04/18	Full procurement exercise for contract commencing 01/04/2014 for 5 years with option to extend for 2 years depending on performance. Review after 3 years.

### Young People Projection Position 2014/15

Service Name	No. of Units	New End Date	Procurement Date	Comments
Direct Access Scheme	25	31/03/19	01/04/18	Contract for 5 years tied into other accommodation based hostels with option to extend by 2 years depending on performance.
Early Intervention Project	20	31/03/18	01/04/17	New service to be jointly commissioned with Children's Services
Supported Lodgings	30			New Contract for Supported Lodgings commencing April 2014 to be operated on a spot purchase basis with minimal contract supporting it

## Bedford Borough Supporting People Strategy 2012-2017

### Action Plan

#### Independence with Support

	Objective	Baseline	Outcome	By Who	By When	Non-Officer Costs	Progress	Status
1	Review the existing conventional sheltered housing stock for rent with landlords to identify potential schemes for decommissioning, or upgrading	Existing Provision	<ul style="list-style-type: none"> <li>Reduction in the number of sheltered housing units with support attached</li> <li>Schemes with the potential to be upgraded to Extra Care Housing identified</li> <li>Asset strategy for improvements/reductions developed</li> </ul>	Older Peoples working group	June 2013	None		
2	Work in partnership with adult social care and housing to Increase the availability of Extra Care Services	Allocations and designation plan	<ul style="list-style-type: none"> <li>Increased level of Extra Care housing available to meet current and future demand</li> <li>Joined up approach to service provision</li> </ul>	Andrew Kyle, George Hunt	June 2013	None		
3	Work with providers and residents to develop a new model for the delivery of housing related support to older people	Best Practice models	<ul style="list-style-type: none"> <li>Shared model and vision which all are signed up to</li> <li>Services are needs led and more accessible</li> <li>Clear understanding of what will be delivered and how</li> </ul>	Older Peoples working group	June 2013	Provider time		
4	Undertake a strategic review of current Physical Disabilities and Sensory	Existing Provision	<ul style="list-style-type: none"> <li>Clear understanding of whether services are still delivering what is needed</li> </ul>	Lisa Sparks, Alison	June 2013			

	services to ascertain effectiveness in terms of meeting needs, delivering outcomes, accessibility and strategic fit		<ul style="list-style-type: none"> <li>• Strengths &amp; weaknesses in provision identified</li> <li>• Good/innovative practice identified</li> <li>• Client preferences/views are recorded</li> <li>• Clarity on outcomes being achieved</li> </ul>	Shepherd				
5	Commission or re-commission existing services through procurement	Existing Provision	<ul style="list-style-type: none"> <li>• Greater efficiency</li> <li>• Value for Money</li> <li>• High quality providers/service provision</li> </ul>	Andrew Kyle	April 2015	£1,000 procurement costs, £25,000 contingency for start up costs		

### Socially Excluded Groups

	Objective	Baseline	Outcome	By Who	By When	Costs Involved	Progress	Status
1	Undertake a strategic review of current Single Homeless and Rough Sleeper services to ascertain effectiveness in terms of meeting needs, delivering outcomes, strategic fit and accessibility	Existing Provision	<ul style="list-style-type: none"> <li>• Clear understanding of whether services are still delivering what is needed</li> <li>• Strengths &amp; weaknesses in provision identified</li> <li>• Good/innovative practice identified</li> <li>• Client preferences/views are recorded</li> <li>• Clarity on outcomes being achieved</li> </ul>	Andrew Kyle, Dawn Parker	April 2013	None		
2	Undertake a strategic review of current Offenders/Ex-Offenders services to ascertain effectiveness in terms of meeting needs, delivering	Existing Provision	<ul style="list-style-type: none"> <li>• Clear understanding of whether services are still delivering what is needed</li> <li>• Strengths &amp; weaknesses in provision identified</li> <li>• Good/innovative practice</li> </ul>	Andrew Kyle, Katie Morgan	Dec 2012	None		

	outcomes, strategic fit and accessibility		<ul style="list-style-type: none"> <li>identified</li> <li>Client preferences/views are recorded</li> <li>Clarity on outcomes being achieved</li> </ul>					
3	Undertake a strategic review of current Young Peoples services to ascertain effectiveness in terms of meeting needs, delivering outcomes, strategic fit and accessibility	Existing Provision	<ul style="list-style-type: none"> <li>Clear understanding of whether services are still delivering what is needed</li> <li>Strengths &amp; weaknesses in provision identified</li> <li>Good/innovative practice identified</li> <li>Client preferences/views are recorded</li> <li>Clarity on outcomes being achieved</li> </ul>	Lisa Sparks, Lao Cooper	April 2013	None		
4	Undertake a strategic review of current Teenage Parents services to ascertain effectiveness in terms of meeting needs, delivering outcomes and strategic fit	Existing Provision	<ul style="list-style-type: none"> <li>Clear understanding of whether services are still delivering what is needed</li> <li>Strengths &amp; weaknesses in provision identified</li> <li>Good/innovative practice identified</li> <li>Client preferences/views are recorded</li> <li>Clarity on outcomes being achieved</li> </ul>	Lisa Sparks, Lao Cooper	April 2013	None		
5	Undertake a strategic review of current Domestic Abuse services to ascertain effectiveness in terms of meeting needs, delivering outcomes and strategic fit	Existing Provision	<ul style="list-style-type: none"> <li>Clear understanding of whether services are still delivering what is needed</li> <li>Strengths &amp; weaknesses in provision identified</li> <li>Good/innovative practice identified</li> <li>Client preferences/views are recorded</li> </ul>	Lisa Sparks, Claire Churchley	April 2014	None		

			<ul style="list-style-type: none"> <li>• Clarity on outcomes being achieved</li> </ul>					
6	Undertake a strategic review of current Substance Misuse services to ascertain effectiveness in terms of meeting needs, delivering outcomes and strategic fit	Existing Provision	<ul style="list-style-type: none"> <li>• Clear understanding of whether services are still delivering what is needed</li> <li>• Strengths &amp; weaknesses in provision identified</li> <li>• Good/innovative practice identified</li> <li>• Client preferences/views are recorded</li> <li>• Clarity on outcomes being achieved</li> </ul>	Andrew Kyle, Barbara O'Rourke	Sept 2013	None		
7	Work with providers, partners and clients to explore alternative models of delivery that provide value for money and high quality services	Best Practice Models	<ul style="list-style-type: none"> <li>• Services are able to support some higher needs clients who may currently be excluded due to high risk</li> </ul>	Andrew Kyle	March 2013	Provider time		
8	Commission or re-commission existing services for Socially Excluded groups through procurement	Existing Provision	<ul style="list-style-type: none"> <li>• Greater efficiency</li> <li>• Value for Money</li> <li>• High quality providers/service provision</li> </ul>	Andrew Kyle	April 2015	£10,000 procurement costs £100,000 contingency costs		
9	Work to integrate services to socially excluded groups within the drug and alcohol recovery hub model	Existing Services	<ul style="list-style-type: none"> <li>• Greater efficiency</li> <li>• Value for Money</li> <li>• High quality providers/service provision</li> </ul>	Andrew Kyle, Barbara O'Rourke	June 2014	None		
10	Enable better access to appropriate accommodation and support for people with drug/alcohol problems	Existing referral pathways	<ul style="list-style-type: none"> <li>• Better engagement with treatment services</li> <li>• Improved recovery rates</li> <li>• Reduced re-offending rates</li> </ul>	Andrew Kyle, Barbara O'Rourke	June 2014	None		
11	Work in partnership with housing and social care	None – existing	<ul style="list-style-type: none"> <li>• Those with complex/high needs have access to an</li> </ul>	Andrew Kyle,	April 2014	Capital – up to £967,000		

	colleagues to deliver the Complex Needs accommodation and service	hostel provision does not cover complex needs	<p>appropriate service that can meet their needs</p> <ul style="list-style-type: none"> <li>• Reduction in rough sleeping</li> <li>• Reduction in anti social behaviour</li> <li>• Reduction in non elective hospital admissions</li> </ul>	Jim Pollard		£2,000 procurement costs		
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### Care with Support

	Objective	Baseline	Outcome	By Who	By When	Non – Officer Costs	Progress	Status
1	Jointly undertake a strategic review of current Learning Disability services with Adult Social Care (ASC), to ascertain effectiveness in terms of meeting needs, delivering outcomes, accessibility and strategic fit	Existing Provision	<ul style="list-style-type: none"> <li>• Clear understanding of whether services are still delivering what is needed</li> <li>• Strengths &amp; weaknesses in provision identified</li> <li>• Good/innovative practice identified</li> <li>• Client preferences/views are recorded</li> <li>• Clarity on outcomes being achieved</li> </ul>	Lisa Sparks, Marek Zamborsky	April 2014	None		
2	Work with ASC, providers and residents to ensure that Learning Disability services are aligned with the Council's 'Joint Commissioning Learning Disability Strategy – 2010-13)	Best Practice Models	<ul style="list-style-type: none"> <li>• Social care and housing related support services are aligned and delivered in a joined up way</li> <li>• Services will be delivered in a way that most effectively meets identified needs</li> <li>• Shared model and vision which all are signed up to</li> </ul>	Lisa Sparks, Marek Zamborsky	April 2013	None		

			<ul style="list-style-type: none"> <li>• Clear understanding of what will be delivered and how</li> </ul>					
3	Work with all stakeholders to identify levels of need and explore models of delivery of housing support for people with autism that provide value for money and high quality services	Best Practice Models	<ul style="list-style-type: none"> <li>• All adults with autism are able to live fulfilling and rewarding lives within a society that accepts and understands them.</li> <li>• They can get and access housing support if they need it, and they can depend the housing services to treat them fairly as individuals, helping them to live independently.”</li> </ul>	Lisa Sparks, Marek Zamborsky	April 2014	None		
4	Work with SEPT to undertake a strategic review of current Mental Health services to ascertain effectiveness in terms of meeting needs, delivering outcomes, strategic fit and accessibility	Existing Provision	<ul style="list-style-type: none"> <li>• Clear understanding of whether services are still delivering what is needed</li> <li>• Strengths &amp; weaknesses in provision identified</li> <li>• Good/innovative practice identified</li> <li>• Client preferences/views are recorded</li> <li>• Clarity on outcomes being achieved</li> </ul>	Lisa Sparks, Gail Dearing	Dec 2012`	None		
5	Work with providers, partners and clients to explore new/alternative models for the delivery of housing related support, which maximise availability and complement statutory	Best Practice Models	<ul style="list-style-type: none"> <li>• Shared model and vision which all are signed up to</li> <li>• Clear understanding of what will be delivered and how</li> <li>• Services will be delivered in a way that most effectively meets</li> </ul>	Lisa Sparks, George Hunt, Gail Dearing	Mar 2013	Provider Time		

	service provision		identified needs <ul style="list-style-type: none"> <li>• Joined up approach to provision across the mental health sector</li> </ul>					
6	Commission or re-commission existing services through procurement	Existing Provision	<ul style="list-style-type: none"> <li>• Greater efficiency</li> <li>• Value for Money</li> <li>• High quality providers/service provision</li> </ul>	Andrew Kyle	June 2013	£3,000 procurement costs £25,000 contingency costs		

### Business Processes

	Objective	Baseline	Outcome	By Who	By When	Non – Officer Costs	Progress	Status
1	Revise and update the Supporting People contract model to provide a high quality framework within which the Council contracts	Supporting People Regional Contract	<ul style="list-style-type: none"> <li>• Greater efficiency</li> <li>• Improved monitoring of services</li> <li>• Robust legal framework</li> </ul>	Lori Dyke	Dec 2012	£5,000 Legal Costs contingency		
2	Implement a new outcomes monitoring framework using the CAPITA IT system	Excel based collection and monitoring	<ul style="list-style-type: none"> <li>• Improved monitoring of services</li> <li>• Improved service for clients</li> <li>• Clear link between resources and outcomes</li> </ul>	Andrew Kyle, Lori Dyke	April 2013	£5,000 IT costs contingency		
3	Introduce Digital Pen Technology and Tablet PC technology to front line staff which is delivered on a net nil	Existing systems	<ul style="list-style-type: none"> <li>• Greater efficiency</li> <li>• Improved customer experience</li> <li>• Reductions in bureaucracy</li> </ul>	Andrew Kyle, Lori Dyke	Oct 2013	£30,000 capital costs with at least £30,000 reduction in		

	financial basis					revenue costs		
4	Monitor out of area placements within Bedford to ensure resources are targeting Bedford residents	Client Record Forms data	<ul style="list-style-type: none"> <li>Improved value for money</li> <li>Reconnections opportunities are identified</li> </ul>	Lori Dyke, Lisa Sparks	Annual in June			