

Age Friendly Bournemouth: Building Social Capital in Housing and Extra Care Dimensions

This case study takes a detailed look at Bournemouth Council's strategic approach to meeting the housing needs and aspirations of older people.

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Introduction

In 2007, Bournemouth Council set out to change the perception of older people from dependent, frail, isolated and in receipt of services, to active, healthy and making choices in life. This includes recognising and assisting achievement in people's aspirations for their housing, activity, occupation, and care in later life. The Age Friendly Bournemouth Strategy was shaped and informed by the priorities of local older people, identified at the 'Bournemouth Speak Out' Conference, and developed alongside other Council partners.

Principles of the strategy:

- Older people are included in all aspects of community life
- The whole community is 'age aware' to help older people
- Older people have more of a say in their quality of life
- Older people are treated with respect and dignity
- Encourage independence and health for older people
- Easy access to community resources and facilities
- Advice, guidance and support need to be available

Background

Bournemouth is a major holiday and leisure resort and a popular retirement destination. Widely regarded as an affluent area, this perception hides local pockets of inequality: compared with Bournemouth average, there are pockets of higher deprivation in Springbourne/Boscombe and West Howe which fall within England's 10% most deprived (English Indices of Deprivation, Department of Communities and Local Government, 2007). However, the general perception of affluence is regarded locally as having restricted the Council's ability to attract government funding for social and regeneration programmes.

The profile of Bournemouth permanent residents is of an ageing population. According to 2001 Census data, Bournemouth's over-50 population is 61,230, or 37% of the total population. Over-65s total 34,280, or 21% of the population. Since 2001, this proportion has risen to 22%. Key Statistics from Bournemouth's Commissioning Strategy for Older People's services (2007-2021) show that 43.6% of over 65s live alone (12,652 individuals); 1,580 people over 85 live alone; 65% own their own homes; and 25% live in rented accommodation (both social and private rented sector).

The emphasis on Bournemouth as a lively, leisure-orientated and young town has led to some older people feeling excluded from key aspects of contemporary Bournemouth life: choice in affordable housing; leisure activities; access to town centre at night. They also felt affected by other forms of exclusion eg, financial exclusion, linked to work and income. This isolation was summed up by a resident as part of the 'Speak Out' Conference in 2008: 'Old people aren't allowed out at night.' Major challenges exist for older people arising from the night time economy - not enough leisure activities that encourage the involvement of older people eg access, transport etc.

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Needs identified – building social capital

Bournemouth has developed a strategic approach that goes beyond health & social care service users. There is a corporate commitment to engaging the 85% of older population that does not use statutory services, aiming to enable them to live active, involved and fulfilled lives. This will include enabling a range of housing opportunities for older people across all tenures.

The aspiration to enable people to live active and satisfying lives within Bournemouth's communities fits with the concept of building social capital. One of the core segments of Putting People First, social capital,

'..At its simplest is about the connections between people and groups that help them to pursue common goals. The idea that more 'good' social capital can help people and groups become stronger and more self-reliant.'

'(it)..happens when people put some of their own resources (time, will power, effort etc) together with some public resources (like professional help) to produce an

outcome. The idea is that this relationship can lead to results that people appreciate more and are actually more effective and more efficient than when services are simply done to or for people.'

(source: 'Building Community Capacity to Put People First', PPF, Dept Health project 2010)

Age Friendly Bournemouth's vision encompasses the building of social capital described here; the development of an integrated housing, health and care approach to older people's housing shows its practical delivery.

Bournemouth's Housing Strategy 2008-11 shows that 117 units of rented extra care housing had been completed or were underway in 2007. The Council has developed a partnership with the PCT and Dorset Healthcare Trust to deliver joint objectives on housing with care and healthier lives. These include:

- Supporting people to pursue a healthy lifestyle into old age
- Maintaining people with dementia at home for as long as possible
- Increasing participation in preventative programmes to help older people remain physically and mentally healthy
- Easy access to help when people need it in a way that fits their lives
- Creating communities where services, facilities and information are easily accessible and supported

There are 1,226 care home places and 2,500 units of sheltered housing provided by the Council or private providers. 30 home care organisations provide services to people in their own homes in Bournemouth.

The 2007 strategic review of housing and accommodation in Bournemouth identified the following housing related issues:

- There is a need for additional extra care units of accommodation - an indicated 500 new units
- an oversupply of care home places
- the average quality of care homes is below the national level, with some examples of poor provision
- a need to provide visiting housing related support services
- a need to expand home care delivered in the person's own home, including the use of telecare
- the majority of care home residents are self-funding, which has a financial implication for the Council when the individuals' financial resources run out

These challenges are significant for the Council. As a consequence, the Age Friendly Strategy focuses on involving older people, improving their life choices, and setting out an approach to the development of a holistic service to address the above challenges.

Developing the strategy – understanding older people’s priorities

‘Age Friendly Bournemouth’ is an inclusive policy, aiming to improve the lives of all older people, regardless of tenure or service use. The strategy is aimed at people who do not think of themselves as ‘old’ as well as those who may. Key points include: ‘to have a good quality of life and feel fulfilled, a person needs to be healthy, active, involved and valued’.

The Strategy stemmed from the government’s Opportunity Age programme (Department of Work and Pensions, 2005); it realises the key recommendation that local strategies should be developed by councils and partners in consultation with older people, putting their views at the forefront of local action.

In 2006, a local Housing and Care charity, Help & Care, organised the ‘Bournemouth Speak Out’ Conference. This was used as a forum for engaging with local older people to discover their priorities for improving their quality of life.

Priority issues identified by the attendees at the Conference:

- Safety & Security
- Community Spirit
- Being part of the local economy
- Young and old together
- Enjoying the environment
- Getting about easily

They became the foundation for the Council’s Strategy. Furthermore, they cover all Council services and services that people want to access across the town’s businesses, not just those which are the responsibility of the public sector.

Taking the Strategy forward – partnership working

The Age Friendly Bournemouth Strategy was shaped and informed by the ‘Speak Out’ priorities. The partnership for delivery is Bournemouth’s Local Strategic Partnership; Bournemouth 2026. The strategy unites all Council partners to address priorities that were set by older people themselves. A Councillor has the role of Older People’s Champion, with cross-party backing. Older People’s issues are a cross-cutting priority for the Council.

The partnership includes Fire and Rescue service and links to the commercial sector through working with the Chamber of Commerce. All partners have signed up to the principles of the strategy, also developed with older people themselves.

Principles of the strategy:

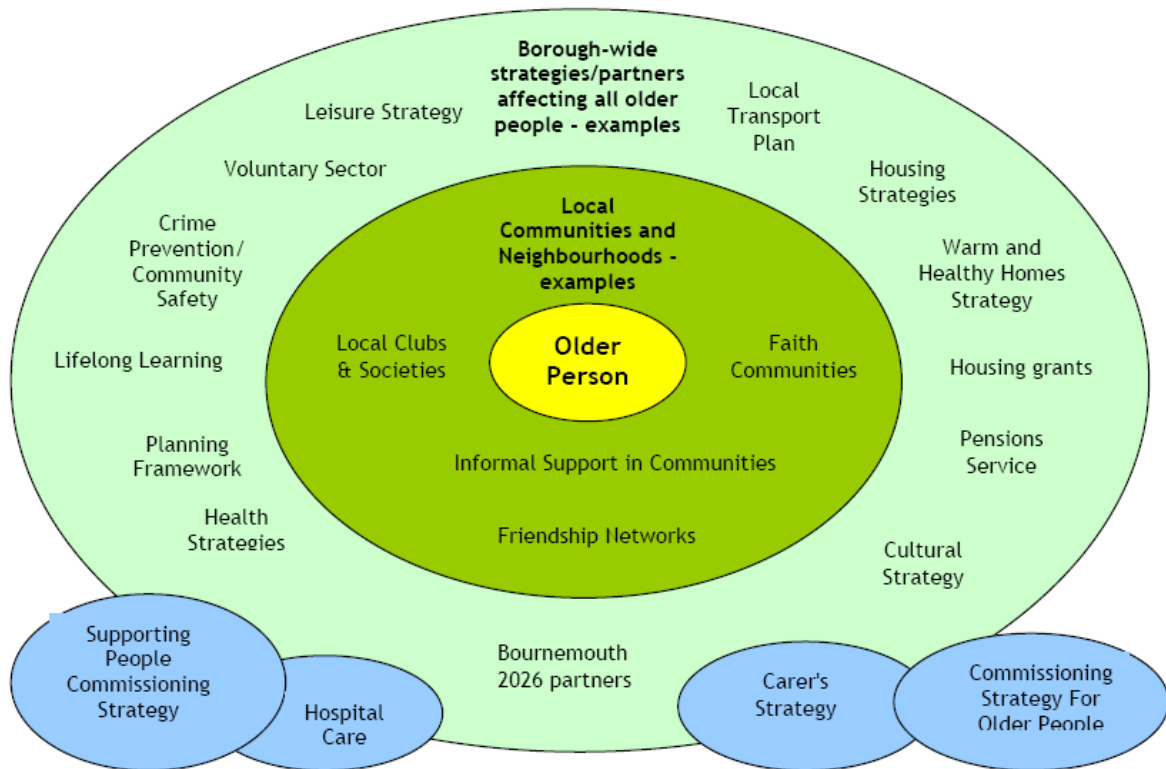
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How it works and effect on services – more than just words

The aim of the Age Friendly Bournemouth Strategy is that it should have the older person at its heart and therefore at the heart of all the Council’s services. The Strategy should not look like a ‘Council plan’ first; it was developed in response to older people’s views and aspirations and its implementation retains a strong link back to the community’s priorities.

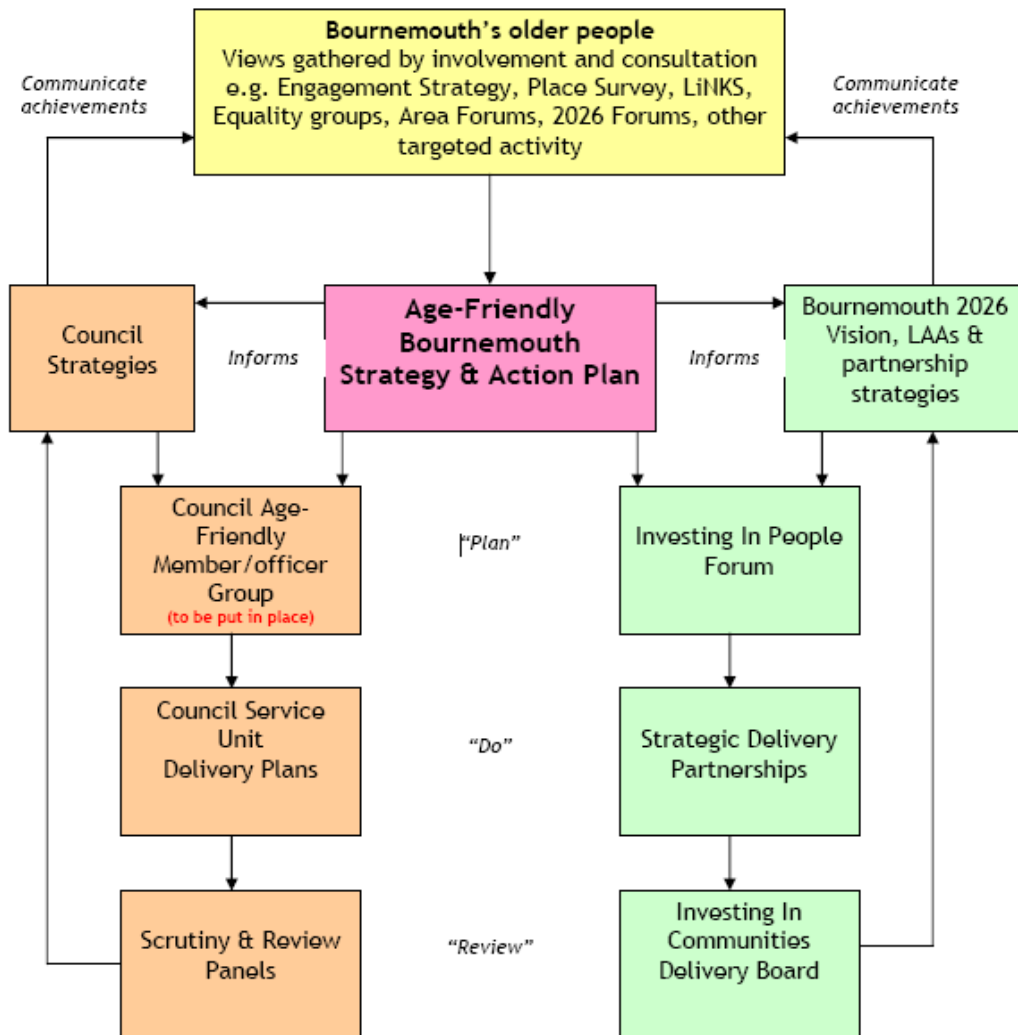
Age Friendly Bournemouth - People at the Centre



Specialist strategies supporting 15% of older people

(source: Bournemouth Borough Council)

Age Friendly Bournemouth - Implementation



(Source: 'Age Friendly Bournemouth' Bournemouth Borough Council)

The Age Friendly Strategy sits at the heart of the Council's strategic framework, setting the agenda for older people, with clear links to the Local Strategic Partnership and Local Area Agreements. The delivery of the strategy is monitored through the Scrutiny panel and delivery Boards, feeding back to the Council's strategic decision-making bodies. The importance of consultation and communication, that shaped the Strategy in its initial phases, is maintained through a range of consultative groups and older people's forums.

The Council has an imperative to seek financial efficiencies: the aim is to realise these through working smarter by concentrating on people's actual needs, communicated through continual meaningful consultation with older people, and looking for innovative ways to meet them.

Inclusive Strategy, Holistic Service Provision

The Council is clear that it has written a strategy for the whole population; the 15% of older people who access statutory Adult Services and the 85% of older people who do not receive specialist support services. In housing terms, the Council has recognised that it has a responsibility to enable choice in accommodation across all tenures. In Bournemouth, 65%

of older people are owner-occupiers and an Age Friendly Bournemouth seeks to promote their aspirations and needs alongside those of their tenant neighbours.

A holistic approach to service provision, developing a culture that is inclusive, person-centred and assists in breaking down professional barriers has enabled Bournemouth to begin to deliver its strategic priorities and improve outcomes for local people in an integrated way. An example of this approach is the creation of a 'virtual management team', which bridges the gap between Health and Social Care, through the establishment of key joint funded posts (PCT and Council) and the effective partnership at senior level with Housing.

A key priority area within the strategy is Local Economy; encouraging opportunities for paid employment for older people to increase their income, to participate fully in society, using skills and experience to benefit the community; and leading to an increased sense of well-being and self worth.

Increased income will be beneficial in housing terms as individuals will be able to afford housing-related costs such as heating and maintenance, reducing pressure on Council services and budgets. Bournemouth Borough Council is working with local businesses and through the Chamber of Commerce, looking for ways to use the market to tailor services to older people. There will also be benefits to business from adopting and promoting the Age Friendly Strategy, as greater understanding of the older people's market will provide opportunities for businesses to grow and develop.

Using IT tools to help effective targeting of services

Bournemouth encourages organisations to use the Mosaic computer programme to identify local neighbourhood characteristics. Developed by Experian, the programme assigns each area a characteristic based on available data on lifestyle types, such as 'independent older people with active lifestyles'. This area segmentation can assist organisations to target assistance and information in the most accessible formats. Mosaic area maps have been produced for each older person priority in the strategy.

Age Friendly Housing

The key links to the 'Speak Out' Conference priorities and Age Friendly Strategy are as follows:

- Safety & Security
- Community Spirit
- Being Part of the Local Economy
- Enjoying the Environment
- Getting About easily

Bournemouth's approach is to enable the development of new housing for older people within existing communities. Housing can play an effective role in engendering community spirit, promoting older people's inclusion and active involvement in the daily life of the town, as demonstrated by the Council's development at Vale Lodge (see below). There may also be opportunities for local businesses to offer employment for older people, or for voluntary

work in schools. Housing in areas that people recognise and already shop, work or visit helps to build a sustainable and inclusive community.

Bournemouth's neighbourhoods act as 'villages' within the Borough boundary, areas which tend to include traditional shopping arcades, with a good balance of amenities, whereas Bournemouth town centre is leisure and tourism orientated, with few places for everyday provisions and no department store. Developments which promote a good quality of life for older people, sensitively located within established communities, help to deliver the Age Friendly Strategy priorities of community spirit; being part of the local economy; enjoying the environment; getting about easily.

The high number of self-funders and owner-occupiers within Bournemouth's older population indicates that there is a market demand for extra care to purchase. There have been developments by some of the leading private sector providers, but these have not been extra care housing. More opportunities to develop private extra care schemes within existing neighbourhoods would assist in addressing pent-up demand and aspirations, when housing market conditions allow. High land values in some areas in the Borough, particularly those close to Poole, provide great challenges to the development of affordable housing for older people, where quality of location is a key factor in the success and desirability of the potential scheme.

In common with other areas, public sector sheltered stock is becoming outdated and residential care homes include those with poor standards. Locally the housing stock is older than in many other areas; a bigger proportion of homes meet Decent Homes standards than nationally. However, there is a strong correlation between physical housing problems and socio-economic disadvantage: this particularly affects older and single person households. 5,200 households include at least one family member with a disability or long term illness.

Private Sector Homes

The Age Friendly strategy aims include increasing the number of privately owned homes that are decent and occupied by people from vulnerable groups. The Council's priorities on Loans & Grants for Home Improvement include ensuring disabled people can adapt their homes so they can live independently; increasing the number of decent homes occupied by vulnerable people; reducing fuel poverty; improving security and reducing accidents in the home.

The charity 'Help and Care' offers a range of information, advice and practical services to older people in Bournemouth and runs the local Home Improvement Agency. Services offered include those targeted at the owner occupied sector, such as 'Handihelp' repairs and building services to help improve the home and make staying put more comfortable and suitable in older age. 'Moving on', an estate agency and home moves service for older people, with profits from home sales reinvested into the charity, for those who decide to move home.

Age Friendly Extra Care – maximising choice

Bournemouth aims to provide a range of housing options available for individuals at the time they need it. The provision of extra care has been identified as a priority, with an unmet need of 500 units. For the individual, Extra Care housing provides a high quality of life in a setting that allows them to maintain full independence in older age. For the Council, extra care

offers financial efficiencies through reducing the funding of residential care placements. In addition, it has been identified as a key means of reducing the Social Care spend in future years.

The Department of Health's *Use Of Resources toolkit* (2009), is a guide for Local Authorities when developing services for the future. Using case studies and examples of alternative models of housing and care, it assists commissioners to identify savings and efficiency gains through investing in prevention. The toolkit's key point is that the biggest single source of savings for Local Authorities is the reduction in residential care, as has been established in Bournemouth.

Bournemouth's extra care development programme includes a mix of new build and reconfiguring of existing sheltered housing schemes. The overall programme includes all new build to Lifetime Homes standards, which have been incorporated into Bournemouth's Local Development Framework.

Extra Care Programme – making it work locally

The extra care development programme has already been successful through utilising the 'virtual team' in joint commissioning, achieving efficient and effective use of Council land and other opportunities to deliver on joint strategic aims.

Draper Road, a partnership between Bournemouth Council and Health, has been brought forward as a successful example of a complex joint commissioning project where financial resource sharing is enabling a development addressing joint health and housing with care priorities. .

Spotlight on Draper Road-Dementia Care

A development in Partnership between Bournemouth Borough Council and Bournemouth PCT in the Kinson area. It includes:

19x 1-bed units for dementia care and 1x 2-bed unit for Intermediate Care

- Bournemouth Council has provided the land from Housing Revenue Account assets
- PCT has contributed £1m capital costs.
- Bournemouth Council has won £1.4m from the Homes and Communities under the 'LA New Build' programme
- Bournemouth Council has funded the remaining capital costs by prudential borrowing;
- Telecare is an integral part of the development

Completion due March 2012

Extra Care Hubs in the Community

In developing new extra care schemes, the Bournemouth approach is, from the outset, to create a vibrant community hub, linking with existing networks. This promotes an outward-looking approach, where extra care residents are included in the neighbourhood; other local residents can participate in activities and the amenities offered by the new scheme. The role of a new extra care scheme as a valuable employment provider and potential community centre brings additional benefits to a neighbourhood, as well as a housing scheme for the tenants and leaseholders. All of these aims link to Age Friendly Strategy priorities.

Vale Lodge, managed by the Council's Landlord Service, exemplifies the benefits obtained from setting a new scheme within an existing community. The Age Friendly Strategy's emphasis on the importance of healthy lifestyle choices is part of the activities available to both tenants and members of the local community.

Spotlight on Vale Lodge-the role of Extra Care in promoting healthy lives

A partnership between Bournemouth Borough Council and PCT, delivering benefits in Health, Housing and service improvements for the wider community

Extra Care housing

Reconfigured social rented sheltered housing scheme managed by the Council's Housing Landlord Services.

Initial design work undertaken to establish possible scope and associated costs for 2nd phase of development.

Originally the scheme provided 72 units, including studio flats. Over Phases 1 and 2 the overall scheme numbers will reduce to 66: this is to reflect the conversion of unpopular units into 1 or 2-bedroomed accommodation and the overall improvement in the services and facilities that will be provided.

Phase 1: conversion of existing 27-unit building to provide 17x 1-bed units; 3x2 bed units.

Health provision: mini gym/well being clinic and assessment rooms. Care staff office, assisted bathroom, small meeting room and an extra care assessment flat managed by Bournemouth & Poole NHS.

Staffing: one sheltered housing officer and two support assistants partially funded through Supporting People. Care staff support the residents according to their needs.

Design: four blocks around a central hub consisting of the communal lounge / restaurant and central control and sheltered office above.

Healthy Lifestyles Programme

Individual health & fitness checks are carried out by an Occupational Therapist, who devises a 6-week individual Healthy Living programme. This includes a mix of exercise and nutritional advice; progress is monitored weekly and health staff provide support and ongoing advice.

The scheme also provides a Chiropody Clinic; District Nurse clinic and falls prevention. The Healthy Living programme started with Vale Road's 72 tenants, and has now rolled out to the wider population. The programme has proved to be very successful- members bring friends along to a variety of group activity sessions in the mini-gym.

Telecare service

Bournemouth's telecare service is run from the office above the lounge in Vale Lodge: it provides 24 hour Central Control, covering all sheltered housing schemes; dispersed alarms; carers' support. Supports full range of peripherals, from any company. Telecare provision includes wander alerts, bed sensors.

The service has run extensive programme of demonstrations, training sessions, seminars at day centres and other venues. The client base is over 4,500 individuals across Bournemouth and across all tenures. The success of the telecare programme is pointing the way to how telehealth might be developed in Bournemouth, using the same person centred and cross-service team approach.

Age Friendly Housing Futures: Strategic Review of Older People's Housing

Bournemouth Borough Council is moving its housing strategy for older people beyond the current extra care programme. The future shape of Bournemouth's older people's housing is being considered during 2010 through a Strategic Review of Older People's Housing Needs, drawing together a project group consisting of

- Executive Director, Service Director - Adult and Community Support,
- Service Director – Adult Social Care,
- Strategic Housing Services Manager,
- Housing Enabling Officer,
- Service Director – Housing Landlord Services,
- Service Manager – Older People Adult Social Care,
- Supporting People Manager
- Joint Strategic Commissioning Manager

Learning from the success of the virtual team in commissioning, the project group brings cross-profession expertise around housing and care for older people, with a remit to determine the future of older people's housing in Bournemouth. It is an exemplar in the South West.

Extra care provision is part of a continuum of older people's housing provision and is a key part of the Strategic Review. The project group will set the future direction of extra care provision with a strong partnership between stakeholders. A key priority will be agreeing a common model for extra care schemes in Bournemouth, including factors such as the care package delivered, access arrangements, ethos of care and partner input required. As part of the review, decommissioning of existing category 1 and 2 sheltered housing schemes will be considered where extra care provision is likely to be realised.

The scope of the review is cross tenure and cross service, seeking effective ways to share resources: Council land and opportunities arising through its Planning role; financial resources and bids to HCA; potential to develop initiatives within the owner occupied sector such as equity release. Future developments, building on Bournemouth's current achievements, could include 'virtual extra care', providing an extra care service to people in their own homes through the use of telecare.

This offers potential to develop services in the context of Personalisation. The knowledge gained by the Council of their client base will provide support to their role in enabling market development and the ability to tailor services in response to individual aspirations and needs. Continued community engagement and consultation will contribute to this: the Council's strategy monitoring processes capture the outcomes of consultation to feed back into service development.

Age Friendly Bournemouth : Learning Points for Housing

- The Strategy expects all services to value the contributions of older people in the community, putting people at the heart of the service, including housing services. Effective engagement of older people and consultation leads the development of strategy.
- Working closely with older people to provide activities they want and to learn what services they need.
- Involving older people in housing development plays a key role in shaping the local area. Always put people first: design services and support around the individual, with agencies working together
- Building or developing new affordable housing for older people in established neighbourhoods helps to extend choice and options in retirement. The Council actively considers a range of opportunities, including some remodelling of existing schemes such as Vale Road, some opportunities for new development.
- Housing has a key part to play in building social capital: the community gains from Vale Lodge's Healthy Living programme are making valuable contributions to creating shared values and successful networks, beyond the value to the individual. Joint Commissioning and working across professional boundaries has been a successful and fruitful management approach for Bournemouth.
- Developing internal joint working that delivers measurable benefits and effective use of resources
- Responding to the personalisation agenda requires professionals to understand more about their residents , in order to tailor services to respond to their needs and aspirations. Continued consultation and community engagement is essential; breaking down professional barriers is a key component.
- Continual communication between professionals creates a successful 'virtual team'. The importance of developing and sustaining a positive relationship with Health to look for ways to share resources to deliver joint strategic aims, as in Draper Road, being developed with £1m Health funding.

- Prepared to take risks in crossing professional boundaries and try alternative ways of working.
- Look for ways to realise financial savings and efficiencies through joint working and service reconfiguration
- Bournemouth is taking the learning from the development of Vale Lodge and telecare provision into future service design, assessing the potential to develop 'virtual extra care' that could be rolled out into older people's own homes, cross-tenure. Two bases in the community, at Boscombe and Kinston, provide hubs from which services are delivered and potential for more.
- Telecare supports over 4,500 older people across the Borough, cross-tenure. Success in this area is pointing the way to the development of telehealth.
- Effective engagement of wide partnership and looking beyond the obvious. For example, by seeking opportunities to work with businesses to promote better outcomes for the individual (improved services, employment opportunities, increased income), for businesses (new business creation, retain staff with experience) and Council (less impact on finances, wider service provision, innovative and vibrant commercial sector).

Acknowledgements

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Links

Bournemouth Borough Council: www.bournemouth.gov.uk

Draper Road: Housing Dementia Research Consortium: www.h-d-r-c.info/bournemouth.html

The full list of Housing LIN Case Studies can be seen and downloaded at our website: www.dhcarenetworks.org.uk/housing

The Housing LIN welcomes contributions on a range of issues pertinent to Extra Care housing. If there is a subject that you feel should be addressed, please contact us.

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