

Support for 'housing with care' residents

Outline of a research project
funded by the NIHR School
for Social Care Research



Improving the evidence base for
adult social care practice

How can adult social care services best meet the needs of individuals living in 'housing with care' settings?

During the past ten years, 'housing with care' (comprising extra care housing and retirement villages) has become an increasingly popular model of accommodation for older people, largely due to its ability to support independence, health and wellbeing for people from diverse backgrounds with a range of needs and aspirations.

Adult social care is a key component of the support available to residents in these settings. Local Authority adult social services have been responsible for developing strategic approaches to enhance the housing with care choices for older people, including the move towards personalisation, with varying results.

Models for commissioning care and support vary considerably within housing with care settings, and there is little evidence to indicate best practice in terms of maximising quality of life and cost effectiveness.

This project

- will explore how best to provide adult social care in 'housing with care' schemes in England in order to maximise the quality of life of residents from diverse backgrounds and with diverse needs, and make the best use of resources.

It aims to

- investigate, describe and map models of adult social care provision in housing with care settings
- determine the social, economic, political, environmental and health drivers for commissioning these models of extra care housing
- identify the advantages and disadvantages of these models in terms of quality of care and support and cost effectiveness, for people living and dying in housing with care settings
- make recommendations for improved and best practice in relation to these models and their sustainability for practitioners, commissioners and service users.

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WHAT IS THE CONTEXT?

The majority of people want to remain living independently as they grow older. Most will remain in general housing, but increasing numbers are looking to specialist forms of housing with care as an option that can fulfil lifestyle choices while also offering appropriate levels of care and support now and in the future. The Government is encouraging this type of 'downsizing' as a way of freeing up larger homes for families (see Box).

Retirement villages and extra care housing span the private and not-for-profit sectors and share several key characteristics. Both are age-restricted (usually open to those aged 55 and over), cater for a range of levels of care and support needs, have 24 hour care available and often provide on-site facilities, services and social activities. They range in size from small extra care schemes with about 10 flats, to retirement villages with over 100 apartments. Overall, those who move into extra care are younger and less physically and cognitively impaired than people moving into care homes; in retirement villages, average levels of frailty are lower still but relatively high levels of physical frailty can also be accommodated.

Housing with care is a complex model involving a range of partners and services commissioned and provided in a variety of ways. For example, the housing, support and care elements can each be provided by a combination of public, private or third sector organisations, or by a single agency. Whatever model is in use, the input of adult social care is crucial.

For many residents, care needs are assessed by the local adult social care department before they move in, along with eligibility for funding. Some residents purchase all or part of the support they need, either from the local authority or another provider, with increasing use of direct payments or individual budgets. Councils are responsible for developing strategic approaches to enhance the housing with care choices for older people. However, there is little information about how adult social care is actually provided in housing with care schemes, and levels of knowledge among

Support for housing with care

During the past ten years over £800 million of capital money has been made available through public sector grants and private sector investment, including a 'pump-priming' £227 million by the Department of Health to councils between 2004 and 2010 to seek innovative extra care housing solutions for older people as an affordable housing based alternative to residential care or costly home care.

In 2008 there were approximately 935 housing with care schemes providing 39,141 housing units, 29,552 of them for rent, mostly from Local Authorities or Registered Social Landlords, and the remainder for sale.

local authorities of the benefits and opportunities vary considerably.

There is some evidence of the positive impact of housing with care and reported levels of resident satisfaction are consistently high. For example, an evaluation of an extra care scheme in Bradford suggested that residents enjoyed increased access to health services, but used them less intensively. A PSSRU evaluation found residents who moved into extra care had better outcomes at six months than in care homes, in terms of physical and cognitive ability, and costs were slightly lower. However, there is little specific evidence on how best to provide adult social care support within housing with care schemes.

HOW WILL THE PROJECT WORK?

STAGE 1: Review of existing knowledge

A comprehensive review will explore the literature on adult social care in housing with care settings. Sources will include journal articles, policy documents and guidance from social care department and housing providers. Unpublished information and 'grey' literature will be obtained through professional networks, such as the Social Care Institute for Excellence and the Housing Learning and Improvement Network (LIN). The review will provide a historical context and will inform the survey to be carried out in Stage 2.

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STAGE 2: Survey of housing models

An electronic survey of housing providers, commissioners of adult social care, and providers of adult social care (public, private and third sector) will be carried out to identify and map models of the provision of adult social care in housing with care settings across England. Social care will be broadly defined (to include the provision of meals, social activities, housing support, personal care, domestic help and health care). Questions will be qualitative and quantitative and will identify the provider, costs and sources of payment.

The survey will be sent to a random sample of approximately 30% of local authorities in England; this will produce information from 27 authorities, assuming a 60% response rate. The survey will also be sent to housing with care providers who have schemes in those areas.

It is anticipated that a number of key differences will define the typology that emerges such as: care villages vs. smaller schemes; integrated vs. separate housing and care provision; and the provision of additional services and facilities, including meals. Local authority-level and scheme-level variations will also be identified. The findings will assist in the case study selection (Stage 3).

STAGE 3: In-depth case studies

Up to 10 in-depth case studies of extra care housing and retirement villages will explore how they work with adult social care, the experiences of residents and relatives of receiving services, and the cost of different models of care. Advantages and disadvantages of each model will be assessed in terms of quality and cost effectiveness for a diverse range of residents. Schemes will be chosen to span the range of models of adult social care and to take into account other criteria e.g. size, location (urban/rural), tenure mix, and age of scheme.

Data collection will be based on semi-structured interviews with:

- *Residents and relatives* to explore service use, perceptions of the nature and quality of services, the appropriateness of services, whether or not services are delivered with respect, and impact on wellbeing.

- *Housing scheme staff* to explore the nature of care provided, whether sufficient resources are available, and arrangements for the training and supervision of care workers.
- *Housing and social care commissioners and providers* to consider strategic concerns related to the local housing with care market, relationships between housing providers and statutory and non-statutory social care providers, local commissioning arrangements and the impact of reductions in resources.

The project aims to interview up to 25 individuals at each of the ten case study sites – 20 will be with service users and family carers and 5 with professionals (managers, commissioners, etc) – leading to a maximum of 250 interviews in total.

Comprehensive information on costs (including meals and health care) and funding will be collected to explore variations between individuals and schemes, the relationships between costs and outcomes, and the comparative costs of extra care. Use of the Adult Social Care Outcome Toolkit (ASCOT) and PSSRU data from other studies will enable comparison of outcomes with other forms of provision, such as home care and care homes.

Project publications

Findings will be targeted at all relevant audiences, including residents and relatives, professionals working in social care, housing and health, and academics. Through the Housing LIN, outputs will be shared with all elements of the housing with care sector. Publications will include a report on the literature review (Stage 1); a description of the models of adult social care (Stage 2); a full report (and a separate accessible summary) of the findings (a description of how social care works with housing with care to support quality of life for residents, main research themes, cost effectiveness, etc.); and recommendations/guidelines for improving practice. Articles will be written for professional journals and peer-reviewed academic journals, and presentations made at national and international conferences.

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HOW DOES THE PROJECT FIT THE AIMS OF THE SCHOOL FOR SOCIAL CARE RESEARCH?

This research will provide evidence for the most successful models of housing with care from the residents' perspectives to all local authorities in England so that planning and policy decisions are informed with detailed and up to date information.

It will inform the development of extra care housing strategies to reflect policy and strategy initiatives, such as mutualism, localism and personalisation; improve the targeting and delivery of planned care (within higher eligibility thresholds). It will demonstrate the value of partnership working (e.g. between housing associations and the private sector) to widen the market 'offer' for extra care housing, and support future investment decisions to remodel existing sheltered housing, develop new build and make better use of assistive technologies, such as telecare. It will identify the costs and outcomes for residents of alternative ways of providing social care and improve adult social care staff competence in housing with care.

The Research Team

Dr Simon Evans, Senior Research Fellow at the University of Worcester, is overall project manager. He will carry out some of the fieldwork and lead on writing the project report. He will be supported by *Teresa Atkinson*, Research Fellow.

From PSSRU (Kent), *Robin Darton*, Senior Research Fellow, will co-manage the project, contribute to project design, and carry out research interviews, analysis and dissemination activities. *Theresia Bäumer*, Research Officer, will advise on the project design and undertake the analysis and reporting of costs and cost-effectiveness. *Professor Ann Netten*, Director, will advise on the collection and analysis of costs and outcome information.

Professor Randall Smith, School for Policy Studies, University of Bristol, will be involved in project planning and design, pilot field work, and the production and dissemination of outcomes. His colleague, Senior Lecturer *Ailsa Cameron* will support on all aspects of the research and report writing.

Jeremy Porteus, Director of the Housing Learning and Improvement Network, will provide industry 'expert' advice and lead on stakeholder engagement, communication. *Sarah Vallyly*, Intelligence Manager at Housing 21, will provide specialist advice on project planning, data collection tools and dissemination activities, including coordinating communication with the Housing and Dementia Research Consortium.

Project title:
ASSET: Adult Social Services
Environments and Settings

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