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PPL

Investing in different types of housing with care and support

Cost-benefit tool for commissioners

Summary report



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Introduction

This tool has been developed to help commissioners and other local planners consider the relative cost and benefit of different models of housing with care, through the best available data and research evidence. The tool – which enables commissioners to compare the costs and benefits of four key forms of housing with care – residential care home, extra care, sheltered housing and Shared Lives – is the first of its kind and designed to help commissioners develop more robust business cases for housing investment.

This tool is part of the work being delivered by **The Commission on the Role of Housing in the Future of Care and Support**, which was launched in October 2020 with the aim of developing a vision and roadmap for housing with care and support for older people. Funded by the Dunhill Medical Trust, the Commission has reviewed progress of the 2014 Commission on Residential Care’s recommendations, taking account of COVID-19, and has considered the roles of all forms of housing services that provide care and support including care homes (both residential and nursing) housing with care (extra care, assisted living and retirement villages), housing with support (retirement housing or sheltered housing) and other forms such as Shared Lives or co-housing.

The Commission is chaired by the Rt Hon Paul Burstow, Professor Julienne Mayer CBE and Sir David Pearson CBE, and is managed by SCIE. The Commission produced an [interim discussion paper](#) in February 2021, and a [final report and roadmap](#) in November 2021.

In its early deliberations, the Commission identified a gap in evidence about the economic benefits of different models of housing with care and support, with the view that commissioners in local authorities in particular were struggling to find the evidence needed to make the case for investment in new housing with care developments, particularly those where there is currently a national undersupply, such as in extra care provision. This was one of the many barriers which have been identified as critical in inhibiting the growth in the number of housing with care and support developments.

As a result of this issue being raised, it was agreed that further work – funded by Dunhill Medical Trust – would be undertaken to develop an evidence-based resource which could support commissioners with this task.

This is now referred to as a tool. The tool is designed to enable commissioners to explore the financial costs and benefits of developing four types of housing with care and support: **extra care, residential care homes, Shared Lives and sheltered housing**. It has been developed jointly by SCIE and PPL, a social enterprise consultancy.

In collaboration with Dunhill Medical Trust and the Commission Chairs, an Expert Challenge Group was established which provided guidance throughout the modelling process (from design through to final development). The group consisted of experts in economic modelling, commissioning and development, and provision of housing with care and support (see **Appendix 1** for list of experts).

The tool was developed through a mixed-method research approach which involved:

- An extensive review of relevant data and literature (see for the list of sources)

- Interviews with 20 policy-makers, commissioners and representatives of operators or providers of different types of housing with care and support
- Two meetings with the Expert Challenge Group to discuss the outputs of the work
- Testing of the draft economic tool with a number of local authority commissioners and a representative from a major provider of extra care and residential care.

The tool brings together and applies the best available data, but as we point out later in this report, there are gaps in the data available and further research is needed to help commissioners and planners develop more robust economic models, including those which take into account a broader range of social impacts linked to different forms of housing with care.

Note on definitions

The definitions applied for housing of this nature is complicated and there are some disagreements on the best ways to describe specific types of housing. For the purposes of this work, the four types of housing covered by this tool – residential care homes, extra care, sheltered housing and Shared Lives – will be referred to as **housing with care and support**.

Purpose of tool

This tool is designed to enable commissioners to explore the cost, benefits and cost savings of investing in different forms housing with care and support. It aims to produce data which can be used to inform the development of local strategic business cases in relation to future housing with care and support developments. The primary audience for the tool is commissioners from local authorities, but the tool may also be of use to those who are seeking to develop plans for housing with care and support and want to understand the cost and benefits of different scenarios.

This tool has been developed to support commissioners make the case for investment in different models of housing with care and support, it does not seek to provide an answer about what housing you need.

The tool should be used in conjunction with a wider range of activities which can be deployed to build a picture of what housing with care and support is needed. In developing these business cases or investment plans, a range of activities is usually undertaken. From our review of literature and interviews with commissioners, we have identified 12 stages of activity (although the order in which these occur may vary) in developing a business case for investment in housing with care and support. As depicted, the tool can be most effectively deployed as part of stage eight in the process: to help commissioners and planners understand the costs and benefits arising from different types of housing with care and support.

Developing a business case for investment in housing with care and support

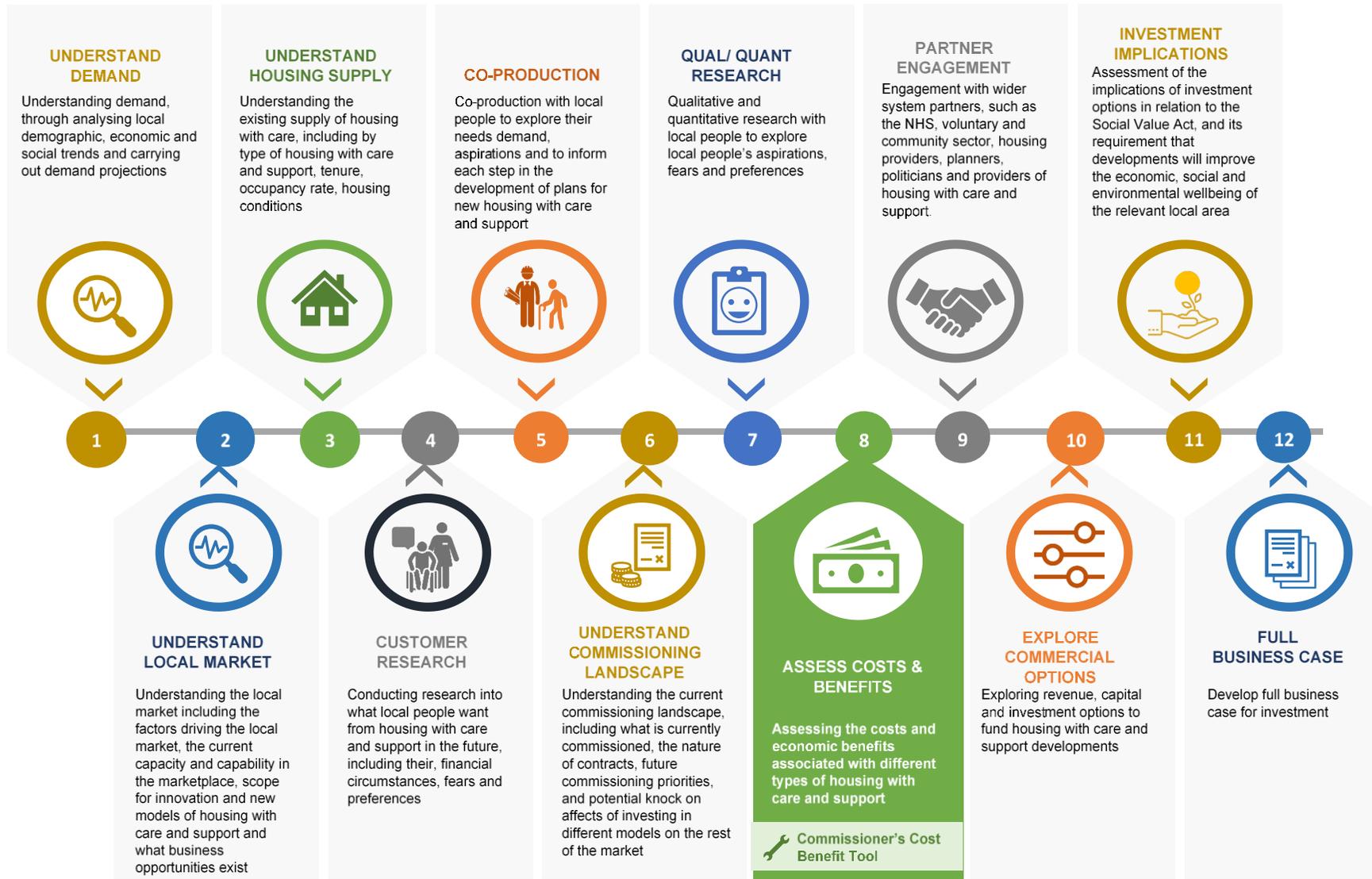
1. Understanding demand, through analysing local demographic, economic and social trends and carrying out demand projections
2. Understanding the local market including the factors driving the local market, the

current capacity and capability in the marketplace, scope for innovation and new models of housing with care and support, and what business opportunities exist

3. Understanding the existing supply of housing with care, including by type of housing with care and support, tenure, occupancy rate, housing conditions etc.
4. Conducting research into what local people want from housing with care and support in the future, including their financial circumstances, fears and preferences
5. Co-producing with local people to explore their needs, preferences and, aspirations and to inform each step in the development of plans for new housing with care and support
6. Understanding the current commissioning landscape, including what is currently commissioned, the nature of contracts, future commissioning priorities, and potential knock-on effects of investing in different models on the rest of the market
7. Benchmarking and national research to examine developments in other parts of the country and the latest innovations
- 8. Assessing the costs and economic benefits associated with different types of housing with care and support (Commissioner's Cost-benefit Tool)**
9. Engaging with wider system partners, such as the NHS, voluntary and community sector, housing providers, planners, local politicians and providers of housing with care and support
10. Exploring revenue, capital and investment options to fund housing with care and support developments
11. Assessing the implications of investment options in relation to the Social Value Act, and its requirement that developments will improve the economic, social and environmental wellbeing of the relevant local area
12. Developing a full business case for investment

Figure 1: Developing a business case

Commissioner's Cost-benefit tool



Finally, the tool does not provide an answer on the issue of what constitutes a good or high-quality housing with care and support development. The Commission has identified **seven principles of excellence** (see page 39 in report) which should be reflected in future housing with care and support developments, both new and existing. By undertaking the range of activities discussed above, it is expected that local plans will emerge that will lead to housing options that meet these principles.

Further information and examples of good practice in developing business plans for new investments can be found on the Housing LIN website, and in a recent paper by the Local Government Association and Housing LIN.¹

The tool will help you:

- produce indicative, high-level outputs about the comparative cost and benefits of different potential housing developments
- understand the different costs that need to be considered in relation to different types of housing
- explore the benefits of different models of housing for the wider health system.

The tool is *not* appropriate for helping you:

- map the current state of provision or where the gaps in supply are
- assess the extent to which the new housing development might improve the economic, social and environmental wellbeing of the relevant local area, therefore helping the Commissioning organisation meet the requirements set out in the Public Services (Social Value) Act (2012)
- understand what a good development looks like, e.g. the size of development, what the right mix of tenants or residents is, and issues around quality and the location of housing
- explore the unintended consequences of moving from one supply of housing with care to another, which might lead to short- and long-term capacity and quality problems, e.g. if one provider decides to hand back contracts during a transition to a new model

Other limitations

Paucity of data

There is widespread acknowledgement that data and evidence on housing with care is underdeveloped. There are significant gaps in the evidence base about what works and the regular, consistently collected data on costs and benefits of different housing types. This has meant that there are gaps in some of the data available, as well as inconsistent modes of data collection and timings of data collection. Some of the data we looked at has not been updated for several years.

Definitions

Several interviewees referred to the inconsistent way in which terminology is being used by different stakeholders when describing the range of housing models for older people. It is

¹ https://www.local.gov.uk/sites/default/files/documents/5.17%20-%20Housing%20our%20ageing%20population_07_0.pdf

clear that there also exist divergent views on what level and type of care should be offered by each housing with care and support type. A particular challenge can be when different models get conflated, such as sheltered housing and extra care, or when the term retirement housing is used to describe a range of different models. This has made the development of this tool significantly more challenging. There is an urgent need for clearer definitions for the different housing with care options if we are to expand a tool such as this to include other forms of housing with care.

Use of national data

The data in the tool is largely drawn from national sources, such as the Adult Social Care Finance Return, which is part of Adult Social Care Outcome Framework. However, the costs associated with different forms of housing with care and support can vary hugely across the regions. The tool therefore will not automatically reflect locally sensitive data. However, there is a provision in the economic tool to populate it with local data, where this is available, and can therefore be tailored to reflect local needs.

Inconsistent approaches to data collection

Data on each of the models is not always collected in the same way or to the same standard, and in some cases is collected for some types of housing and not others. For instance, there is insufficient national data on the price of different housing options and on some of the bottom-up costs associated with some of the models, e.g. build costs and 'background' or core care costs which include the provision of 24-hour care cover.

Data on the wider social impact of different models is limited

Stakeholders told us that they would like the tool to help them understand the impact of different housing models on the wider system so that commissioning can be done in an informed way to reduce the burden on health and care services and to improve outcomes for people accessing support.

The research that informed this tool found that the data on the wider social and health impacts of different models is limited and contested – with academics and researchers in disagreement about which sources can safely be used in this model as a fair basis for comparison. While some research covers the impacts of different housing models on issues like falls, the findings from these studies are highly contested and cannot be compared between housing models. We have added some data about the impact of the models on the NHS, but this is limited. Further research is needed to establish, robustly, the impact of different housing with care models on health outcomes and their role as part of a wider prevention strategy

Structure of the tool

The tool has three key components:

- **A summary report:** gives a full introduction to the tool and key elements of the model, national estimates on potential costs and benefits nationally of investment in different models, and recommendations on how improvements to the evidence could be made in the future
- **A user guide:** gives a brief introduction to the tool and explains how commissioners can use it, using worked examples
- **The cost-benefit tool:** in the form of an Excel model which enables the Commission to explore a range of different scenarios

The tool helps commissioners assess the extent of any cashable savings and cost avoidance from different housing options when they are compared, such as extra care compared to residential care or residential care compared to Shared Lives.

The tool should be used as one method within a range of approaches to building an evidence-based case for investing in housing with care, and we provide case studies of good practice to accompany this tool.

About the tool

This tool aims to help commissioners compare the costs of different options as part of plans to change the mix of housing with care available locally. A more detailed [user guide](#) is provided with the tool.

Step 1: Defining the population needs

This requires the user to think through and define the population they want to house in different models of housing with care. The tool does not provide help for you understand current or projected future needs in your local area.

To determine the figures on current need, we suggest using one of the following tools:

- **Strategic Housing for Older People (SHOP):** Produced by Housing LIN SHOP@ and supports users to prioritise the future housing needs for older people by enabling the user to either enter local data on the demand for specialist accommodation for older people (including sheltered housing, extra care housing and residential), or benchmark against a selection of other indicators.
- **Housing for Older People Supply Recommendations (HOPSR):** Developed by Sheffield Hallam University, the Housing for Older People Supply Recommendations (HOPSR) is a new tool to help local authorities understand the requirements for older people's housing in their area.

The tool can enable you to input data on:

- The number of **people over 65** that need to live in the different housing options

- Their **level of need** in terms of low, medium and high in terms of hours of home care (this framework is taken from the Housing LIN Extra Care Resource Pack²). However, it is possible to adjust the number of hours of each level of need depending on how this is calculated locally. Presently this calculates need as high needs as 15+ hours per week with average at 18 hours per week; medium needs being between six and 14 hours per week with average at 10 hours per week and low needs: being between 0 and five hours per week with the average at three hours per week
- The person's **financial status** (does the person pay for their own care, are they eligible for all of their care to be paid for, or do they pay for part of their care)
- Whether they receive **Attendance Allowance**

The **user guide** sets out in more detail how these elements can be input.

Step 2: Select which housing with care option you want to compare

The tool allows you to compare four different housing with care types: residential (non-nursing) care homes, extra care, sheltered housing and Shared Lives. These are described in more detail here:

- **Residential care homes without nursing care.** Residential care homes are places where personal care and accommodation are provided and regulated together as one package. People may live in this form of housing for short or long periods. While care homes are often used for respite care, for many people it is their sole place of residence and so it becomes their home, although they do not legally own or rent it.
- **Extra care housing.** These are purpose-built (or purpose-adapted) with accommodation that is owned, part-owned or occupied under a tenancy agreement. Staff are based 24 hours a day on site, with optional care and domestic services available. Individual, self-contained accommodation is in a building specifically designed to facilitate the delivery of personal care and support to older adults; with access to, when needed, extensive amenities such as shops, hair salons and restaurants on site or in the wider community.
- **Sheltered housing** (also known as retirement housing or retirement flats) consists of self-contained homes for sale, shared-ownership, or rent and have scheme managers and emergency call systems. It usually has a shared lounge and may have a shared garden, laundry facilities and a guest room. Typically, it consists of 40–60 units.
- **Shared Lives** supports adults over the age of 16 with learning disabilities, mental health problems or other needs that make it hard for them to live on their own and is regulated by the Care Quality Commission. It is also growing in popularity for older age groups and is seen as an alternative to supported living or residential care. The schemes match someone who needs care with an approved carer. The carer shares their family and community life and gives care and support to the person with care needs.

²https://www.housinglin.org.uk/_assets/Resources/Housing/Support_materials/Other_reports_and_guidance/HLIN-GMHSCP_Extra_Care_Resource_Pack.pdf

Step 3: Explore the cost and savings impacts of different models

The 'Project costs + benefits' tab allows the user to create a bottom-up costs and benefit estimate for a specific housing with care development. It is a template which captures the main categories of costs and benefits. Users can input the local cost and benefits associated with a new development. Users are prompted with expected cost-benefit categories and also have the choice to add additional cost-benefit categories not outlined on the table. The tab also provides a summary of the total cost benefits inputted by the user. Please refer to the [user guide](#) for step-by-step instructions.

Step 4: Understand the costs and benefits per person

The user also has the option on the 'User inputs' tab to assess the individual cost benefits per person. The user can further tailor the individual characteristics (e.g. level of need) to understand the cost benefits.

The [user guide](#) provides more detail of how you input this data and how you can vary your inputs.

National comparisons

As part of this study, SCIE was also asked to develop a national estimate on the cost and benefits of investing in different models of housing with care and support.

The quality and the robustness of the economic estimates depends on having high-quality data, and there are significant weaknesses with, and gaps in, the data available. Key limitations include:

- Lack of high-quality projections of future housing needs by population age, health status and characteristics
- Lack of comparable data between model about land costs and cost of care, with costs of care staff and land varying enormously between regions
- Lack of comparative costs data, with some data sets on costs collected at different times.
- Lack of data on wider economic benefits of different models of housing, e.g. on employment and inward investment.

It has not been possible given these challenges with the data and evidence base, and with the limited resources and time available, to undertake a sophisticated analysis of future costs and benefits of different model, including in making an assessment of the economic impact of supporting different population cohorts in the future, or in assessing the wider economic benefits of different models.

It is possible, however, to undertake a limited comparison of the benefits (in terms of savings to the state) for four models of housing with care and support: extra care, residential care, sheltered housing and Shared Lives. This can be done by analysing the care staff and overhead costs of each model and comparing the overall impact on the state. However, there are a number of caveats which are important to consider:

- Care staff costs for residential care homes, retirement housing and extra care are based on a combination of core staff costs and an assumed weighting of hours of care required for each level of need. For medium level of need, this is 10 hours. Core staff costs do not include planned care. If this approach to calculating care staff costs is significantly different to the approach used by local areas, this must be considered when reviewing the national impact below.
- There is a lack of national data on land costs, which anyway vary hugely between parts of England, and therefore these are not included in the modelling for any of the models.
- Evidence for running costs was significantly limited and dated for some housing models, particularly retirement housing. The user should consider this limitation when reviewing the national impact below.

The scenario explained

It is estimated that 250,000 older adults will require housing with care and support by 2030. This figure was taken as a basis for future national demand housing requirements. Of this number, it is estimated by Age UK that 16% of the over-65 age category have medium needs, which equates to 40,000 people if we assume that the level of needs by 2030 remains the same.

The following costs for each model of housing are compared:

- Care staff costs
- Running costs
- The total of care staff costs and running costs

The scenarios then calculate the overall costs or saving to the state resulting from investing in one model compared to another. The table below shows the four models compared to one another.

Housing model comparison		Impact in £ millions for future national demand with medium needs		
Chosen model	'Rather than'	Care staff costs	Running costs	Care staff costs & Running costs
Extra care	Residential care	339	148	488
Extra care	Shared Lives	-5	88	83
Extra care	Retirement housing	0	-20	-20
Residential care	Extra care	-339	-148	-488
Residential care	Shared Lives	-344	-60	-404
Residential care	Retirement housing	-339	-168	-507
Retirement housing	Extra care	0	20	20
Retirement housing	Shared Lives	-5	108	103
Retirement housing	Residential care	339	168	507
Shared Lives	Extra care	5	-88	-83
Shared Lives	Residential care	344	60	404
Shared Lives	Retirement housing	5	-108	-103

Note: figures in red represent a net saving to the state, and figures in black represent a net cost to the state

Key findings

If the state were to fund 40,000 people over 65 with medium need to live in extra care as compared to residential care (care staff costs and running costs only), it would create a net saving of £488m.

If the state were to fund 40,000 people over 65 with medium need to live in residential care as compared to retirement housing (care staff costs and running costs only), it would create a net loss of £507m to the state.

If the state were to fund 40,000 people over 65 with medium need to live in Shared Lives compared to residential care (care staff costs and running costs only), it would create a net saving of £404 net saving to the state.

Recommendations

This research has demonstrated that there is a paucity of high-quality data and evidence available about the costs and economic impact of different models of housing with care and support. While it has been possible to generate from this data a useful model with a specific role which is to help commissioners consider the relative costs and benefits of different models, the data was insufficient to develop a tool that includes other models of housing, such as supported living, and examine the broader societal and economic impacts of different models. Furthermore, while we have been able to develop some basic models which compare the costs and savings to the state of different models, further research, and in our view, better quality data sets on each model would be required to develop a more sophisticated national economic analysis. There is, for instance, a significant gap in the nationally available data about the costs of different staffing models in extra care.

We recommend that the following next steps could be taken to improve the evidence base, and the ability to undertake even better cost-benefit analyses of housing with care:

- Agreeing a consistent definition of terminology when describing the range of housing models for older people
- Gathering additional evidence around extra care, particularly on the staff costs involved
- Gathering additional evidence around the social impact of housing models
- Carrying out more analysis around the impact of housing models on the wider system through prevention (e.g. reduction in falls, GP visit, or hospital admissions), with particular thought to the comparator group when assessing impact
- Conducting additional research exploring how the Public Services Social Value Act can be utilised as a lever for investment in housing with care and support that has a greater impact on society and the local economy.

Appendix 1: Members of the Expert Challenge Group

- Sir David Pearson CBE, Co-Chair for Commission on Role of Housing in the Future of Care – Chair
- Iain Baines, Director Adult Services and Wellbeing, Calderdale Council
- Ian Copeman, Director of Operations, Housing LIN
- Nicholas Bungay, Director of Strategy & External Affairs, Habinteg
- Aileen Evans, Chief Executive, Grand Union Housing
- Dr José-Luis Fernández, Director Care Policy and Evaluation Centre, LSE
- Alex Fox, Chief Executive, Shared Lives Plus
- Sam Monaghan, Chief Executive, MHA Housing

Appendix 2: Literature sources

The following documents were reviewed and used as part of gathering and interpreting information used in this report and tool.

For a full list of the references used for each aspect of the tool, please see the tab 'Database' on the [Cost-benefit tool spreadsheet](#).

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