



social care
institute for excellence

Commission on the Role of Housing in Care and Support

Housing that facilitates care and support – Cost-benefit tool: User guide

PPL

User guide index

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Purpose of this document within package of resources

Toolkit

Gives a full introduction to the tool for commissioners, explains how it fits into the context of housing with care and support and sets out some findings from the tool.

Central Bedfordshire – case study for 'What you need to know'

Context
Central Bedfordshire

- Is predominantly rural with over half the population living in rural areas.
- Is a relatively affluent area where the majority of older residents (76.9%) own their home. Although the Council is a major procurer of services, around two thirds of older residents fund the total cost of their care and support services.
- Central Bedfordshire use the definition for specialist housing for older people as laid out in the 2012 Housing Our Ageing Population report. This considers current provision in terms of a continuum, from general houses being adapted and made more accessible – to specialist housing for older people with an element of support (e.g. extra care and sheltered housing) – to registered homes providing element of care (nursing and residential care homes).

Key Question
Over 50% of Central Bedfordshire's projected population increase over the next 20 years is for those over the age of 65. As people live longer many are living with one or more long-term conditions, and for a significant number, advancing age brings frailty. In 2015 there were roughly 20,000 people living with a limiting long term condition in Central Bedfordshire and by 2030 this is predicted to rise to over 32,000 people. Central Bedfordshire knew that to adequately meet the needs of an ageing population, it had to first understand the implications of this demographic change on the demand for care and support services, and in particular the impact on projected specialist housing needs.

Central Bedfordshire decided to conduct some research and used an independent social research organisation called Opines Research Services. The key aims were to:

- Provide statistically relevant data to demonstrate the housing needs of older people in Central Bedfordshire over the next 20 years to support and influence planning policy;
- To establish robust, evidence based, quantification of demand over the next 20 years for different types of accommodation for older people (both overall and at ward level);
- Aims to encourage older people to think about their accommodation needs and preferences.

User Guide

Gives a brief introduction to the tool and explains how commissioner can use this



Downloadable Tool

Enables the exploration of different scenarios for models of housing with care and support

Area	Scenario	2015	2020	2025	2030	2035	2040	2045	2050
Specialist housing	Scenario A	1000	1200	1400	1600	1800	2000	2200	2400
Specialist housing	Scenario B	1100	1300	1500	1700	1900	2100	2300	2500
Specialist housing	Scenario C	1200	1400	1600	1800	2000	2200	2400	2600
Specialist housing	Scenario D	1300	1500	1700	1900	2100	2300	2500	2700
Specialist housing	Scenario E	1400	1600	1800	2000	2200	2400	2600	2800
Specialist housing	Scenario F	1500	1700	1900	2100	2300	2500	2700	2900
Specialist housing	Scenario G	1600	1800	2000	2200	2400	2600	2800	3000
Specialist housing	Scenario H	1700	1900	2100	2300	2500	2700	2900	3100
Specialist housing	Scenario I	1800	2000	2200	2400	2600	2800	3000	3200
Specialist housing	Scenario J	1900	2100	2300	2500	2700	2900	3100	3300
Specialist housing	Scenario K	2000	2200	2400	2600	2800	3000	3200	3400
Specialist housing	Scenario L	2100	2300	2500	2700	2900	3100	3300	3500
Specialist housing	Scenario M	2200	2400	2600	2800	3000	3200	3400	3600
Specialist housing	Scenario N	2300	2500	2700	2900	3100	3300	3500	3700
Specialist housing	Scenario O	2400	2600	2800	3000	3200	3400	3600	3800
Specialist housing	Scenario P	2500	2700	2900	3100	3300	3500	3700	3900
Specialist housing	Scenario Q	2600	2800	3000	3200	3400	3600	3800	4000
Specialist housing	Scenario R	2700	2900	3100	3300	3500	3700	3900	4100
Specialist housing	Scenario S	2800	3000	3200	3400	3600	3800	4000	4200
Specialist housing	Scenario T	2900	3100	3300	3500	3700	3900	4100	4300
Specialist housing	Scenario U	3000	3200	3400	3600	3800	4000	4200	4400
Specialist housing	Scenario V	3100	3300	3500	3700	3900	4100	4300	4500
Specialist housing	Scenario W	3200	3400	3600	3800	4000	4200	4400	4600
Specialist housing	Scenario X	3300	3500	3700	3900	4100	4300	4500	4700
Specialist housing	Scenario Y	3400	3600	3800	4000	4200	4400	4600	4800
Specialist housing	Scenario Z	3500	3700	3900	4100	4300	4500	4700	4900

Purpose of tool

- To help commissioners in local authorities evaluate the potential costs and benefits of investing in different types of housing that facilitates care and support.
- To facilitate a commissioner in understanding of the implications of investing in housing with care options.
- To provide an overview of potential benefits to the NHS. It should be noted that the quality of evidence of impact is not strong, and therefore, we will place significant health warnings against any evidence we use to support this aspect of the tool.
- It is important to note that this tool should not be used in isolation to make decisions on future housing requirements. 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. It must be considered in line with the needs of the local population and the social value provided by different types of housing.

How has the tool been set up: at a glance

User inputs

Step 1: Establish the housing models you want to compare

Step 2: Define the needs mix of your population

Step 3: Input the additional population that requires housing

Output

- The cost and savings impact of changing the housing mix

Step 4: Tailor *individual characteristics* to establish the cost and savings impact per person

Who pays

assumptions User

Step 1: Customise 'who pays' & 'who saves'

Step 2: Return to commissioner inputs and select *Financial status –Funded (user)*

Who pays

assumptions: Original

Step 1: Fixed data for 'who pays' and 'who saves'

Step 2: Return to commissioner inputs & select *Financial status – Funded (original)*

Project costs and benefits

Step 1: Input the specific costs and benefits associated the new development

Step 2: Refer to the summary tab, at the top of the page, to understand the total costs and benefits

Database

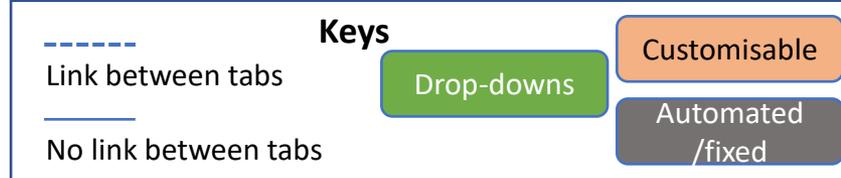
Includes source information for all fixed data points, including variations for different levels of need.

Additional tabs

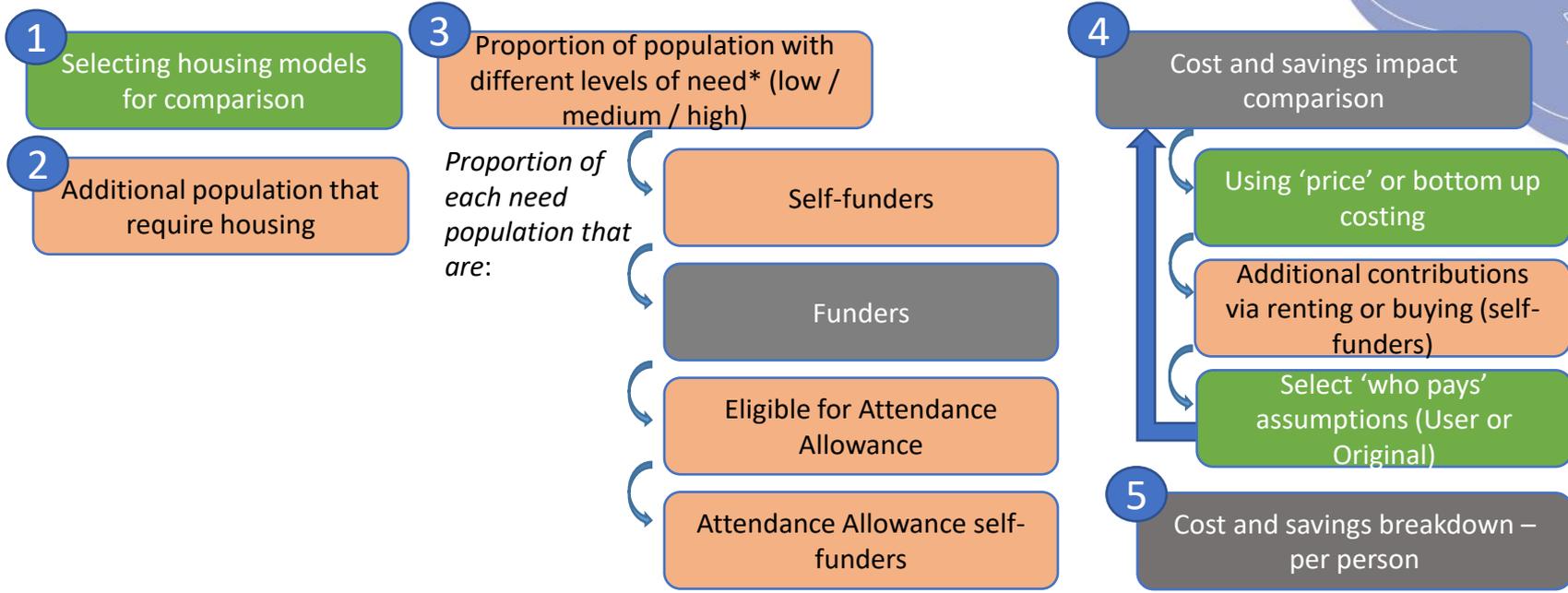
- Price assumptions tabs
- Savings analysis tabs
- Care staff costs
- Benefits assumptions tabs
- Costs assumptions tabs

Please note, there are additional tabs included in the tool are described further in the appendix.

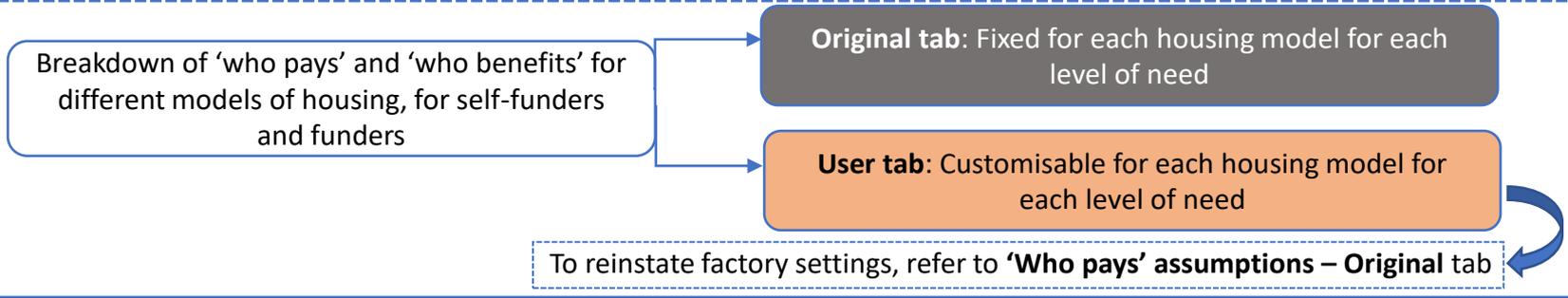
How has the tool been set up: Fixed and customisable variables



User inputs tab



Who pays assumptions user tab & original tab



How has the tool been set up: Key features

A focus on the person and their level of need with the ability to tailor

Given the challenges and sensitivities in defining need, the variables are simple: The person's ability to pay (funded/self funder) and hours of care (based on simple Housing LIN CBA model which is commonly used by commissioners). The person is assumed to be over 65. There is scope to add more data for example whether the person has dementia, but we have not found sufficient evidence to support this analysis presently. In addition, the user can add specific costs and benefits data that is tailored to their local context.

Identifying 'who pays'

The tool is underpinned by **data on who pays** for each component – either the person, the local authority, NHS or central government. The tool contains two tabs which allow the user to choose 'who pays':

'Who pays assumptions – USER': This allows the user to tailor 'who pays'

'Who pays assumptions – ORIGINAL': This allows the user to view the original assumptions

The user can choose on the *'User inputs'* tab which assumptions should be considered.

Price comparison

Variables on price, where possible, have been included for comparative purposes. For residential care this is set as a default figure for England, taken from the ASCRF 19/20 (£37,024 per annum) however this figure can be altered by the user. To update the price based on your locality and compare this, please refer to the **'Price assumptions'** tab within the model.

How do I get started?

1) User inputs (1/2)

The aim of this tab is to help a commissioner assess the possible impact of changing the housing for care mix. For example, a commissioner who knew they had to provide housing for 100 additional people: what the costs and benefits are of placing those individuals in either extra care or residential care.



1 The user selects which two models of housing they would like to compare

2 The user specifies:

- the number and characteristics of the individuals
- price or bottom-up costing will be used.
- if 'who pays' is based on user or original assumption tabs

1) Comparison

Which models of housing would you like to compare?	Model 1 Extra Care	Model 2 Residential Care
--	-----------------------	-----------------------------

2) Defining need

	Low need	Medium need	High need
Average hours of care/week	5	10	18
Need	20%	40%	40%
Self funder	30%	30%	30%
Funded	70%	70%	70%
Funders - what % do they contribute themselves	30%	30%	30%
Eligible for Attendance Allowance (AA)	0%	5%	20%
Attendance Allowance (AA) self funders	N/A	10%	10%

Additional over 65 population who need housing: 100

	Low need	Medium need	High
Number of individuals being compared			
	20	40	40
	5	12	12
	14	28	28
	0	2	8

3) Impact of 100 additional over 65s in Extra Care compared to in Residential Care

SAVINGS/COSTS	Person	LA	NHS	Central govt	State (net)
Financial support (incl. council tax support & care staff costs)	-£ 25,561	£ 224,279	£ -	- £ 283,920	-£ 85,202
Running costs	£ 111,134	£ 253,314	£ -	- £ -	- £ 370,448
Land costs (includes cost of purchasing land, cost of capital, and site development costs)	£ -	£ 36,400	£ -	- £ -	- £ 36,400
Price	£ -	£ -	£ -	£ 148,741	£ 148,741
Benefits (value of non-cashable activity)	£ -	£ -	£ -	£ 148,741	£ 148,741
Additional contribution from part funders	-£ 245,252	£ 245,252	£ -	- £ -	- £ -
Additional income to LA via rent or buying (self-funder)	£ -	£ -	£ -	- £ -	- £ -
Total	£ 34,884	£ 1,359,222	£ 148,741	-£ 283,920	£ 1,318,927

Use price or bottom up Bottom up costing

to use price, will need to add assumptions about prices paid for different types of

If you expect to sell or rent some of your units to self-funders and expect to get additional income from that, please enter those values here. If not, please ignore

Additional contribution via rent or buying (self-funder) £ -

3 This table summarises the impact of the choice, by different cost category, and by 'who pays'

How do I get started?

1) User inputs (2/2)



The screenshot below shows the breakdown of costs and savings at an individual level for each housing model. The user can select need level, financial status, identify eligibility for attendance allowance and choose the cost / benefit assumptions for 'who pays'.

4) The user selects the individual characteristics

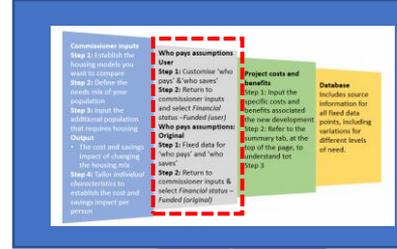
5) The cost and savings breakdown, at an individual level.

4) Costs and benefits – per person										
Individual characteristics	Need	Medium	Financial status	Funded	Eligible for Attendance Allowance?	No	Cost/benefit assumptions	User		
	Model 1	Extra Care				Model 2	Residential Care			
	Person	LA	NHS	Central govt	State (net)	Person	LA	NHS	Central govt	State (net)
COSTS										
Care costs	£ -	£ 15,090	£ -	£ -	£ -	£ -	£ 23,575	£ -	£ -	£ -
Running costs	£ -	£ 2,744	£ -	£ -	£ -	£ -	£ 6,448	£ -	£ -	£ -
Land costs	£ -	£ 6,032	£ -	£ -	£ -	£ -	£ 6,396	£ -	£ -	£ -
PRICE	£ -	£ -	£ -	£ -	£ -	£ -	£ 37,544	£ -	£ -	£ -
FINANCIAL SUPPORT COSTS										
Rental – housing benefit	£ -	£ -	£ -	£ -	£ 4,056	£ -	£ 4,056	£ -	£ -	£ -
Rental of a room in a Shared Lives scheme –	£ -	£ -	£ -	£ -	£ -	£ -	£ -	£ -	£ -	£ -
Council tax	£ -	£ 852	£ -	£ -	£ -	£ -	£ -	£ -	£ -	£ -
Attendance Allowance	£ -	£ -	£ -	£ -	£ -	£ -	£ -	£ -	£ -	£ -
Other	£ -	£ -	£ -	£ -	£ -	£ -	£ -	£ -	£ -	£ -
BENEFITS										
Hospital admissions	£ -	£ -	£ -	£ 5,055	£ -	£ -	£ -	£ -	£ 4,044	£ -
Falls	£ -	£ -	£ -	£ 379	£ -	£ -	£ -	£ -	£ 21	£ -

i Care staff costs is based on 2 variables: unit cost (per hour) of care for each level of need and the assumed wrap-around care costs. In the tool, it is assumed the unit cost (£17.48 per hour) is the same for residential care, retirement housing and extra care however the wrap-around care costs assumed are different. For residential care, this is £14,485 per person / per year, for retirement housing £6,000 per person / per year and for Extra Care this is £6,000 per person / per year. Shared Lives care staff payments are based on NHS Agenda for Change pay rates. If you wish to tailor the care staff costs, you can refer to the 'Care staff costs' tab within the model.

How do I get started?

2) Who pays assumptions (User and Original tab)



The screenshot below shows the 'who pays' assumptions. This is represented in 2 tabs in the tool:

1. User: This tab allows the user to customise the payments and 'who pays'
2. Original: Figures are fixed and cannot be changed

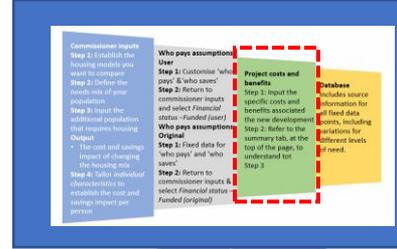
Needs assumption			Housing model				Funded versus self-funded payments and allocations			
*Please see needs assumption sheet to understand how needs change costs and benefits			Residential care	Residential care	Residential care	Residential care				
Low			Self funder	Self funder	Self funder	Self funder	Funded	Funded	Funded	Funded
Cost detail			Who Pays				Who Pays			
Cost theme	Cost category		Person	LA	NHS	Central Govt	Person	LA	NHS	Central Govt
Care costs	Care staff costs	Production costs	19,030					19,030		
Board and lodgings payment	Running costs	Production costs						0		
Housing management cost	Running costs	Production costs	6,448					6,448		
Running costs	Running costs	Production costs	6,448					6,448		
Land costs	Land costs	Capital costs		6,396					6,396	
Financial support										
Rental of a room in a Shared Lives scheme - housing benefit	Production cost	Financial support						0		
Rental - Housing benefit	Housing benefit	Financial support						4,056		
Attendance Allowance	Attendance Allowance	Financial support						0		
Equipment and adaptations	Other	Financial support								
Disability and Facilities grant	Other	Financial support								
Other	Other	Financial support						0		
Council tax	Council tax	Financial support						0		
Benefits										
Falls	NHS Benefits	Benefits								-11
Reduction in loneliness	NHS Benefits	Benefits								14
Hospital admissions	NHS Benefits	Benefits								2,022
GP visits	NHS Benefits	Benefits								0
Community nurse visits	NHS Benefits	Benefits								0
DTOC	NHS Benefits	Benefits								0
Fire-related fatalities	Social Benefits	Benefits								93
Price			0						0	

These payments can be edited on the USER tab

How do I get started?

3) Project costs and benefits

The screenshot below shows the project costs and benefits tab. This aims to help a commissioner to assess the costs and benefits of a specific new development. For example, *a commissioner who wants to create a bottom-up costing of investing in an extra care development for 50 individuals.*



Summary	Costs per year
Care staff costs	£ -
Running costs	£ -
Land costs	£ -
Financial support	£ -
Savings to the NHS	£ -
Savings to the LA	£ -
Savings to society	£ -
TOTAL	£ -

This table summarises the costs and benefits for the specific development

CARE STAFF COSTS (per year)	0
Care costs	0
Cost per care worker	
Number of care workers (FTE)	
Cost to recruit per care worker	
CQC regulatory fee	
Care costs: other	0
Other (please enter as required)	

The tool includes a range of guideline cost 'types' to consider. The user will be able to add costs specific to their own area

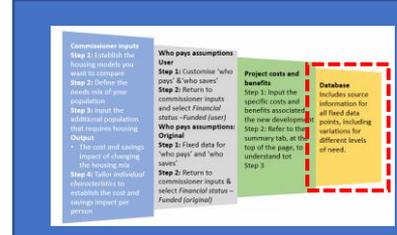
Production costs

RUNNING COSTS (per year)	0
Rental of a room in a scheme (Shared Lives) – Housing benefit	
Board and lodgings payment (Shared Lives)	
Housing management cost	0
<i>Housing management cost</i>	
Catering	
Cleaning	
Laundry	
Management	
Administration costs	
Reception staff	
Non-staff current expenses (food, utilities, capital)	
Maintenance	
Scheme manager service	
Emergency alarm	
Running costs: Other	0
Other (please enter as required)	

Note there are more cost categories in the tool, but not included here for brevity

How can I find out more about the data that underpins the model?

3) The database



The screenshot below represents the database tab. This sets out the specific costs and savings for each variable that informs the outputs in the model. The database identifies:

- how each cost / cost-saving variable has been categorised (e.g. Falls is categorised under *Savings to the NHS*)
- the sources for each variable
- how each cost / cost-saving changes depending on level of need (not pictured below for brevity)

Index	Reference	Housing type	Cost / Benefit	Metric type	Metric sub-type	Raw Data	Data unit	Description	Year	Source	£/per item/ per year
2.7	BenefitSavings to the	Extra Care	Benefit	Savings to the NHS	GP visits	36	£/per person/per year	Annual savings per person per year GP visits	2019	https://www.local.gov.uk/sites/default/files/documents/GM_Housing_LIN_Extra_Care_Resour	36
2.71	BenefitSavings to the	Extra Care	Benefit	Savings to the NHS	GP visits	72	£/per person/per year	Annual savings per person per year GP visits	2019	https://www.local.gov.uk/sites/default/files/documents/GM_Housing_LIN_Extra_Care_Resour	72
2.72	BenefitSavings to the	Extra Care	Benefit	Savings to the NHS	GP visits	181	£/per person/per year	Annual savings per person per year GP visits	2019	https://www.local.gov.uk/sites/default/files/documents/GM_Housing_LIN_Extra_Care_Resour	181
2.73	BenefitSavings to the	Extra Care	Benefit	Savings to the NHS	Community nurse visits	363	£/per person/per year	Annual savings per person per year on community nurse visits	2019	https://www.local.gov.uk/sites/default/files/documents/GM_Housing_LIN_Extra_Care_Resour	363
2.74	BenefitSavings to the	Extra Care	Benefit	Savings to the NHS	Community nurse visits	91	£/per person/per year	Annual savings per person per year on community nurse visits	2019	https://www.local.gov.uk/sites/default/files/documents/GM_Housing_LIN_Extra_Care_Resour	91
2.75	BenefitSavings to the	Extra Care	Benefit	Savings to the NHS	Community nurse visits	181	£/per person/per year	Annual savings per person per year on community nurse visits	2019	https://www.local.gov.uk/sites/default/files/documents/GM_Housing_LIN_Extra_Care_Resour	181
2.76	BenefitSavings to the	Extra Care	Benefit	Savings to the NHS	Community nurse visits	453	£/per person/per year	Annual savings per person per year on community nurse visits	2019	https://www.local.gov.uk/sites/default/files/documents/GM_Housing_LIN_Extra_Care_Resour	453
2.77	BenefitSavings to the	Extra Care	Benefit	Savings to the NHS	DTOC	465	£/per person/per year	Annual savings per person per year on DTOC	2019	https://www.local.gov.uk/sites/default/files/documents/GM_Housing_LIN_Extra_Care_Resour	465
2.78	BenefitSavings to the	Extra Care	Benefit	Savings to the NHS	DTOC	116	£/per person/per year	Annual savings per person per year on DTOC	2019	https://www.local.gov.uk/sites/default/files/documents/GM_Housing_LIN_Extra_Care_Resour	116
2.79	BenefitSavings to the	Extra Care	Benefit	Savings to the NHS	DTOC	233	£/per person/per year	Annual savings per person per year on DTOC	2019	https://www.local.gov.uk/sites/default/files/documents/GM_Housing_LIN_Extra_Care_Resour	233
2.8	BenefitSavings to the	Extra Care	Benefit	Savings to the NHS	DTOC	582	£/per person/per year	Annual savings per person per year on DTOC	2019	https://www.local.gov.uk/sites/default/files/documents/GM_Housing_LIN_Extra_Care_Resour	582
2.81	CostMeans-tested	Retirement housing	Cost	Means-tested financial support	Council tax support	959	£/per person/per year	Mid-point council tax support of 15% for £42,601 per annum council tax	2014	https://www.housinglin.org.uk/_assets/Resources/Housing/OtherOrganisation/Final_McCarthy	959
2.82	CostMeans-tested	Retirement housing	Cost	Means-tested financial support	Council tax support	959	£/per person/per year	Mid-point council tax support of 15% for £42,601 per annum council tax	2014	https://www.housinglin.org.uk/_assets/Resources/Housing/OtherOrganisation/Final_McCarthy	959
2.83	CostMeans-tested	Retirement housing	Cost	Means-tested financial support	Council tax support	959	£/per person/per year	Mid-point council tax support of 15% for £42,601 per annum council tax	2014	https://www.housinglin.org.uk/_assets/Resources/Housing/OtherOrganisation/Final_McCarthy	959
2.84	CostMeans-tested	Retirement housing	Cost	Means-tested financial support	Council tax support	959	£/per person/per year	Mid-point council tax support of 15% for £42,601 per annum council tax	2014	https://www.housinglin.org.uk/_assets/Resources/Housing/OtherOrganisation/Final_McCarthy	959
2.85	BenefitMeans-tested	Extra Care	Benefit	Means-tested financial support	Equipment and adaptations	125	£/per person/per year	Used to calculate equipment and adaption savings to local authorities	2016	https://www.housinglin.org.uk/_assets/Resources/Housing/OtherOrganisation/Valuing-	125

Key sources that will help you to generate useful and accurate outputs from the tool

- Gathering information about your local area, determining the level of need that exists and current stock. Please see the case studies highlighted in the toolkit for more information on how other local areas have undertaken this research previously.
- Download the excel tool from the [SCIE](#) website.



Appendix

Glossary of terms

- **Price:** This refers to the price local authorities charge for residents using specific housing models.
- **Bottom-up costs:** Specific cost variables that inform each cost category e.g. Capital costs refer to land costs and building development costs.
- **Level of need:** This refers to the level of assistance or care requirements for a resident. This model considers three levels of need: low, medium and high.
- **Self-funder:** A resident who can fund their own supported housing facility.
- **Funder:** A resident who receives funding from local authorities / central government / NHS in order to live in supported housing facilities.
- **Attendance Allowance:** is a state benefit paid to disabled people who require constant care.

Additional tabs

- **Reference data tab:** This contains data that was used to inform the benefits calculated in the model.
- **Who pays assumptions – merged tab:** This tab allows the user to make further analysis on the ‘who pays assumptions – original’ tab and the ‘who pays assumptions – user’ tab.
- **Savings analysis tab:** This tab allows the user to work out the costs and benefits which are then summarised in the ‘user inputs’ tab.
- **Benefits assumptions**
 - **NHS Falls tab:** Falls savings calculations for each housing model.
 - **Savings to the NHS Extra Care tab:** GP visits, community nurse visits and DTOC savings for extra care housing. Please note, due to a lack of availability, calculations could only be carried out for Extra Care housing.
 - **NHS Hospital admissions tab:** Savings calculations for a reduction in hospital admissions for each housing model.
 - **NHS Loneliness tab:** Savings calculations for loneliness for each housing model.
 - **Societal Benefits tab:** Savings calculations for a reduction in the cost of fire-related fatalities for each housing model. Please note, due to a lack of data availability, we were limited in the extent to which we could explore societal benefits.
- **Cost assumptions**
 - **Care staff costs tab:** Calculation breakdown for the cost of care staff. Please note, users can tailor this data to the local area.
 - **EQUIP&DFG tab:** Calculation breakdown for the cost of Equipment and the Disability and Facilities Grant for each model of housing.

