

# FirstStop Warwickshire value for money case study

## Introduction

FirstStop Advice is an independent, free service offering advice and information for older people, their families and carers about housing and care options in later life, funded by the Department of Communities and Local Government. It is led by the charity Elderly Accommodation Counsel (EAC) working in partnership with other national and local organisations. FirstStop delivers information and advice through a national telephone helpline and website.

FirstStop has also seed-funded a number of local information and advice services. These local projects aim to raise the profile of housing options for older people in their area and to provide a face to face case work service to older people. The case work is a mixture of information and advice provision and more intense case work to assist older people in resolving their housing and care problems. The Cambridge Centre for Housing and Planning Research at the University of Cambridge undertook an independent evaluation of the FirstStop service between November 2009 and June 2011.

The Warwickshire project is not funded by FirstStop, it is, however, branded as FirstStop Warwickshire. As well as providing a face to face case work service to older people in the area, it also aims to raise the profile of FirstStop locally and make people aware of the national FirstStop resources. It is a DCLG funded service run by the County Council. FirstStop provides training and support.

This report from the Cambridge Centre for Housing and Planning Research analyses the value for money (VFM) of the service. It is part of an ongoing project. VFM is always based on a combination of research evidence and assumptions based on that evidence. Readers should refer to the Source Document (to be published mid January 2012) for more detailed information about the analysis.

For more information about the evaluation please contact Dr Gemma Burgess at the Cambridge Centre for Housing and Planning Research ([glb36@cam.ac.uk](mailto:glb36@cam.ac.uk) or 01223 764547).

For more information about FirstStop please contact the Director of FirstStop Daniel Pearson ([daniel.pearson@firststopadvice.org.uk](mailto:daniel.pearson@firststopadvice.org.uk) or 07907 911851).



## Analysis

### Cost of new scheme

- Cost of case work service £109,898. (see assumptions at end of report)

### Outputs

- Outputs:
  - 164 total referrals
  - Including 18 in depth cases with an evidence outcome (moved) in 12 months

### Outcomes

- Outcomes were that 17 clients did not want any assistance, 71 clients were provided with information, 22 clients were given support, 18 were assisted to move and 36 cases are still open.
- Outcomes which can be given a monetary value: Main outcome was moved to sheltered housing – in some cases preventing falls, hospital admissions, saved OT/SW time, reducing care at home needs, preventing moves to care home, eliminating need for home adaptations, downsizing and freeing up family housing.

### Direct financial cost effectiveness analysis

- Outputs = 164 clients in 12 months
- Unit cost per client = £670

### Proportional cost of different types of cases

The service deals face to face with clients with a range of needs. Some clients are referred but do not want to pursue any option. Some only need providing with information. Some clients need more support to resolve their issues. Some require intense assistance to move to more suitable accommodation. The case worker gave the approximate average time each type of case takes.

|                   |            |
|-------------------|------------|
| No contact        | 0.25 hours |
| Information given | 2 hours    |
| Support given     | 4 hours    |
| Assisted to move  | 12 hours   |

This ratio of time spent of different types of cases was used to apportion the cost of the service to each type of case.

| Time spent per case - hrs | Number of cases | Total time spent across all clients in this group | % of total time | % applied to total cost of service - 109,898 |
|---------------------------|-----------------|---|-----------------|--|
| 0.25                      | 17              | 4.25  | 0.9%            | 1037.35                                      |
| 2                         | 71              | 142   | 31.5%           | 34659.67                                     |
| 4                         | 22              | 88  | 19.5%           | 21479.23                                     |
| 12                        | 18              | 216   | 48.0%           | 52721.75                                     |
|                           | 36              |   |                 |  |
|                           | <b>164</b>      | <b>450.25</b>                                     | <b>100.0%</b>   | <b>109898.00</b>                             |

The only cases for which there are evidenced outcomes that can be ascribed a monetary value and therefore can be used in the VFM assessment are the cases where clients were assisted to move. This does not mean that there are no benefits to the other types of case work, but the caseworker was not able to follow up these cases to determine outcomes. Phase 2 of the evaluation identified a whole range of benefits of the local pilots. Here we are focusing on the VFM and potential savings to the public purse of the people who were assisted to move by the Warwickshire service. This was funded by DCLG Handypersons Part B funding but additional support was provided in kind by FirstStop. FirstStop provided an estimate of the cost of their in kind contribution for the VFM assessment.

The assessment is based on the evidence from the 18 clients who were assisted to move. Nine in depth case studies were analysed which were chosen by the caseworker as representative of the total 18. Following the methodology detailed in Phase 2 of the evaluation, the outcomes for each client were identified and where possible ascribed a monetary value. The alternative outcomes which were likely to have occurred without the case work intervention were then costed for comparison. The difference between the two represents a saving/cost to the public purse. The cost of providing this part of the service is then deducted to give an estimated saving/cost to the public purse of this part of the service. Clearly this is based on a number of assumptions and has limitations as detailed in the Phase 2 evaluation reports, but is based on available information of client outcomes.

### Actual and alternative outcomes by client

Based on the 9 case studies provided, the actual outcomes were identified for each client and based on the in depth case notes, an informed assumption about the likely alternative outcomes was made for each client.

|   | <b>Actual Outcome</b>                 | <b>Alternative outcome without intervention</b> | <b>Alternative outcome without intervention</b> | <b>Alternative outcome without intervention</b> |
|---|---------------------------------------|---|---|---|
| 1 | Moved to SH                           | Entry into residential care                     |   |   |
| 2 | Moved to residential care             | Increased care needed                           | Over occupy 3 bed                               |   |
| 3 | Moved to SH                           | OT/SW time                                      |   |   |
| 4 | Moved to SH                           | No info   |   |   |
| 5 | Moved to SH from family               | No info   |   |   |
| 6 | Moved from OO large to 3 bed          | Would have needed adaptation                    |   |   |
| 7 | Moved to self-funded residential care | Increased care needed                           | Hospital admission                              | Fall  |
| 8 | Moved OO                              | Entry into sheltered housing                    |   |   |
| 9 | Moved from 3 bed SH to 2 bed          | Would have needed adaptation                    | Over occupy 3 bed                               |   |

**1) What did it cost the public purse to fund the case work service outcomes?**

The actual outcomes for each client were then costed to assess what cost they will have to the public purse over one year.

**With intervention by case worker: outcomes by client**

| <b>With intervention</b> |   | Main outcome                          | Cost to LA of outcome per yr | Average rent and service charge | Overall cost to public purse |
|--------------------------|---|---------------------------------------|------------------------------|---------------------------------|------------------------------|
|                          | 1 | Moved to SH                           | 8476                         | 4148.56                         | 4327.44                      |
|                          | 2 | Moved to residential care             | 24336                        |                                 | 24336                        |
|                          | 3 | Moved to SH                           | 8476                         | 4148.56                         | 4327.44                      |
|                          | 4 | Moved to SH                           | 8476                         | 4148.56                         | 4327.44                      |
|                          | 5 | Moved to SH from family               | 8476                         | 4148.56                         | 4327.44                      |
|                          | 6 | Moved from OO large to 2 bed          | 0                            |                                 |                              |
|                          | 7 | Moved to self-funded residential care | 0                            |                                 |                              |
|                          | 8 | Moved OO                              | 0                            |                                 |                              |
|                          | 9 | Moved from 3 bed SH to 2 bed          | 0                            |                                 |                              |
|                          |   |                                       |                              |                                 | <b>41645.76</b>              |

Cost to public purse of providing actual outcomes £41,645.76

As this was a representative sample of 9 cases out of a total of 18, this figure can be doubled, estimating the cost to the public purse of the moves made by the 18 clients to be £83,291.52.

**2) What would it have cost the public purse over that year without the case work service?**

The cost to the public purse of the identified alternative outcomes for each client if there had been no case work intervention were then costed to estimate what they would have cost the public purse over one year.

**Without intervention by case worker: likely outcomes by client**

|   | <b>Alternative outcome without intervention</b> | <b>Cost</b> |         |
|---|---|-------------|---|-------------|---|-------------|---|-------------|---------|
| 1 | Entry into residential care                     | 24336       |   |             |   |             |   |             |         |
| 2 | Increased care needed                           | 23608       | Over occupy 3 bed                               | 346         |   |             |   |             |         |
| 3 | OT/SW time                                      | 442.5       |   |             |   |             |   |             |         |
| 4 |   |             |   |             |   |             |   |             |         |
| 5 |   |             |   |             |   |             |   |             |         |
| 6 | Would have needed adaptation                    | 6000        |   |             |   |             |   |             |         |
| 7 |   |             | Hospital admission                              | 298         | Fall  | 2108        | Increased care needed                           | 23608       |         |
| 8 | Entry into sheltered housing                    | 4327.44     |   |             |   |             |   |             |         |
| 9 | Would have needed adaptation                    | 6000        | Over occupy 3 bed                               | 346         |   |             |   |             |         |
|   |   | 64713.94    |   | 990         |   | 2108        |   | 23608       | 91419.9 |

Cost of the alternative outcomes without intervention £91,419.9.

As this was a representative sample of 9 cases out of a total of 18, this figure can be doubled, estimating the cost to the public purse of the likely alternative outcomes of the 18 clients to be £182,839.9.

### ***Saving to public purse of outcomes***

The saving to the public purse can be found by deducting the cost of the actual outcomes from the cost of the likely outcomes if there had been no case work intervention.

*Cost of alternative outcomes without intervention - cost of outcomes with intervention = £99,548.36.*

£182,839.9 – £83,291.52= £99,548.36.

The cost of providing this part of the service must then be deducted.

£99,548.36 - £52,721.75 = £46,826.61

### **£46,826 saving to public purse over one year**

This is the estimated saving to the public purse in one year of assisting the clients to move, once the cost of providing this part of the service has been deducted. This leaves £57,176.25 of the total cost of the service with no ascribed monetary benefits which can be used to assess the VFM of the other types of case work, although there are likely to be benefits, we have no evidence of outcomes to assess this part of the service.

### **Assumptions used in the analysis**

#### **Moved to residential care**

One outcome of the case work was that some clients moved into residential care. This has a cost to the public purse.

The cost to a local authority of providing residential care for older people is £24 336

<http://www.pssru.ac.uk/pdf/uc/uc2010/uc2010.pdf>

Median costs were £468 per week.

£24 336 annual

#### **Moved to sheltered housing**

One outcome of the case work was that some clients moved into sheltered housing. This has a cost to the public purse.

The cost to a local authority of providing sheltered housing over one year is £8476.

- Based on Curtis, L. (2010) Unit Costs of Health and Social Care 2010. Personal Social Services Research Unit: University of Kent.

Average rent and service charge paid for sheltered housing by occupants 2009 is £4148.56.

- Based on averages from Dataspring.
- Assumed older people paid an average rent towards the sheltered housing. Some will get HB but some were owner occupiers so made assumption that cancels each other out.

Overall cost to a local authority of providing sheltered housing over one year is £4327.44.

- Cost of providing SH minus income in rent.

### **Adaptations**

One outcome of the case work was that clients avoided home adaptations. The average cost of a major housing adaptation is £6,000 (Heywood and Turner, 2007).

### **Increased care needed**

Without the case work intervention one alternative outcome was that some clients would have required a more intensive care package. This would have a cost to the public purse.

Assumed increase from a median care package to a high cost care package (£677-£223= £454 per week).

- Based on Curtis, L. (2010) Unit Costs of Health and Social Care 2010. Personal Social Services Research Unit: University of Kent.

### **Hospital admission**

Without the case work intervention one alternative outcome was that some clients would have made a hospital admission as a result of their housing and care problems sometime in the year period. This would have a cost to the public purse.

Assumed one additional hospital admission over a one year period £298.

- Based on Hospital Episode Statistics 2009-10.

### **Fall**

Without the case work intervention one alternative outcome was that some clients would have fallen at least once during the following year. This would have a cost to the public purse. This assumes double the average cost of a fall which results in A&E attendance as many of the local pilot clients had a history of serious falls.

Assumed one fall in a one year period £2108.

- Based on Hospital Episode Statistics 2009-10.

**OT/SW time**

Without the case work intervention one alternative outcome was that some clients would have required further assistance from OTs or social workers. This would have a cost to the public purse.

Assumed without intervention a further three hours of OT/SW time would be required at £147 per hour.

- Based on Curtis, L. (2010) Unit Costs of Health and Social Care 2010. Personal Social Services Research Unit: University of Kent.

**Under-occupy family housing**

Continuing to under-occupy family housing where housing benefit is being paid has a higher costs. Where client moved from a 3 bed to a 2 bed there is a saving in the difference between the housing benefit costs. Annually a 2 bed costs £3,461 and a 3 bed £3,807 so there is a saving of £346.

<http://www.cchpr.landecon.cam.ac.uk/Downloads/EHO%20Trailblazers%20final%20report.pdf>

**Cost of the service**

Includes one caseworker salary for 12 months and one for 9 months. Does not include the budgeted Joint Project Implementation Manager or any in kind cost for Rachel Norwood. It does include the in kind cost of the publicity and telephone service provided by FirstStop (assumed 50% for Year 1).

