Establishing the Relative Need for Handyperson Services in Cambridgeshire

Cambridgeshire and its 5 constituent Districts intend to commission a county-wide handyperson service. As part of the preparation for the tender exercise HGO has been asked to produce needs estimation figures for handyperson services in each District. It is felt that the estimation of absolute levels of need is useful in itself, but the primary purpose is to produce a mechanism that can estimate relative levels of need between the Districts as a basis for dividing up the total funding available in an equitable way.

The methodology for undertaking this exercise draws on that used 4 years ago in Cambridgeshire in establishing the relative need for HIA interventions more generally. It is however informed by developments in HGO's methodological approach to needs estimation. The end result is a customised methodology for this specific commission.

This is the final report explaining the methodology used to produce the final figures. It will be revised as a result of further consultation. It sits alongside a spreadsheet that will allow the commissioners to continue modelling the end result if required; turning on and off some of the factors leading to the final result.

The methodology used can be summarised in the following 5 steps

1. Establishing the population at risk in each District

2. Calculating the proportion of this population who might be in need of a handyperson service at any particular time based on national assumptions

3. Applying weightings to this "population in need" to reflect the relative position of the 5 Cambridgeshire Districts (this is the key stage that determines the relative positions of the District funding allocation)

4. Allowing for different tenure balance within the Districts

5. Translating the need levels into volume of service required.

The bottom line at the moment is expressed in terms of the average weekly volume of service required in each District i.e. the number of hours required (NB it is acknowledged that this might be more than the volume of service that is actually affordable). It is also far from precise as explained below

A serious attempt to generate absolute estimates of service required would need an additional step which attempted to divide levels of need according to different types of jobs. It is not considered that for the purposes of this piece of work that this level of detail is.

1. **Establishing the population at risk**.

The population at risk of needing a handyperson service is taken to be the over 65 population. More specifically it is the number of households that is relevant rather than the numbers of individuals as a handyperson service would be provided to the household and not separately to each individual.

We therefore take the population at risk to be the number of households where the head of the household is over 65 in each of the Districts, using the household projections 2011-2021 by age of head of household. [1]

2. **Establishing the population in need**

In order to do this HGO uses a combination of nationally available research and a piece of secondary research it carried out analysing a range of Strategic Housing Market Assessments questionnaires. This is itself a three-stage process.

Initially we make use of the prevalence methodology used in the Wanless Report to identify the proportion of the over 65 year old population with higher support needs. This includes the notion of the *Core Activities of Daily Living* (Core ADL). These are defined as getting in and out of bed, using the toilet, getting dressed and undressed, and feeding themselves.[2]

The research identified that 18.37% of the over 65 population had difficulty with at least one Core ADL. This would include however people who are resident in residential care or equivalent settings, and so we deduct a proportion from this to identify the population with high support needs in the community.

We calculated the estimate of the proportion of people in residential care based on figures supplied by Cambridgeshire as follows ;

The Care Quality Commission recognises a total of 3,042 beds in residential or nursing homes that are suitable for caring for people over 65. Some Cambridgeshire residents will however enter homes out of county, and we therefore use the figures for the number of people paid for by adult social care as of 31st March 2014 to apply a multiplier to this figure. 1263 of 1472 funded clients were housed in-County. This generates a multiplier of 1.165. We then allow for an average vacancy rate of 90% at any one time, and the fact that 20% of beds might be occupied by individuals on a respite basis i.e. they still have a home to return to where they may require a handyperson service. Using the interim2011-based sub-national population projections for 2014 this means that we estimate 2.242% of the Cambridgeshire over 65 population may be in

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[1] OPCS Household projections for English local authority districts 2011 – Table 414 (published April 2013) https://www.gov.uk/government/statistical-data-sets/live-tables-on-household-projections

[2] Based on PSSRU model (*Wittenberg et al*, 2004) as quoted in *Wanless D, Securing Good Care*, 2006)

residential care at any one time, and this is deducted from the prevalence of those unable to manage one CDL, to generate an estimate of a higher needs group of 16.128% .

We then use the proportion of people who have difficulty with at least one domestic task as captured by the Living in Britain Survey (2001) table 37.3 as the basis for calculating the proportion falling into a lower support needs group.

Nationally this amounts to 41.4% of the over-65 population having difficulty with at least one domestic task. This would include those already counted in the higher needs groups and therefore the lower support needs group is calculated by deducting 18.37% from 41.4%, which is equal to 23.03%

The second stage is to identify what proportion of these 2 different needs groups might need a handyperson service specifically. Here we use our analysis of 7 SHMA survey questionnaires.[4] The authorities we use all used Fordham questionnaires with similar questions. For the higher-needs group we use the self-defined group of frail elderly who said they needed access to help with maintaining their home (e.g through a handyperson service). For the lower support needs group it was the number of people from the general sample for the survey who were over 65 and who said that they needed help with maintaining their home.

For the higher-needs group this amounted to an average of 60.1% of the group and for the lower needs group this amounted to an average of 34.37% of the group.

Finally we try to deflate need for the service by taking into account the fact that some people will get this assistance informally from friends and family. Data quoted in the recent Dilnot Report's Supporting Evidence has been applied. The UK Market Survey on the Care of the Elderly in 2010-11 estimated that 1.9 million people received care and support from informal sources 5, out of a total 3.586 million requiring care and support. This is equivalent to 52.9% of the total, and a deflator of 0.471 is therefore applied to need within both groups.

The need for handyperson services is therefore calculated by applying the following formulae to the household figures identified at Stage 1

(0.1613*0.601* 0.471)+(0.2303*0.347*0.471).

This means that based on national assumptions 8.33% of the older person households would have need of an handyperson service in any one year.

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[4] The 7 Surveys covered the following 14 Authorities – Blackburn, Hyndburn, Burnley, Pendle, Bury, Sefton, Rutland, Peterborough, South Holland, Gloucester, Cheltenham, Forest of Dean, Tewkesbury and Cotswold. This produced a sample size of 11,000 plus older person households.

[5] *Care of Elderly People – UK Market Survey 2010-11*, Laing and Buisson

3. Taking account of District differences.

We calculate weightings based on arrange of indicators to apply to this proportion. The choice of indicator has to meet two key criteria.

- To measure a driver that will impact on the need for handyperson services

- To consist of data that is available at District Council level

On this basis we suggest 4 different indicators are used to generate an overall District deflator /multiplier score.

These are :

- The proportion of the over 65 population that is over 85

- The proportion of the over 65 population that lives alone[6]

- The proportion of the over 65 population that claim Attendance Allowance[7]

- The Directly Standardised Mortality Rate (DSR) per 100,000 people aged 65 to 74[8]

The first of these was included because the over 85 year old population was considered more likely to need a handyperson service and initial analysis indicated that the proportion of the over 65 year old population that was over 85 was very different in one District, namely Cambridge. It was thought however that this might be because the care home population might be so much more significant in the city. An analysis was carried out of the proportion of the population that was in each District (grossed up from the Adult Social Care figures to take into account self-funders). This produced the following results :

Cambridge	3.73%
East Cambs	1.85%
Fenland	2.74%
Hunts	1.99%
South Cambs	1.58%

It is therefore concluded that the distribution of care home places clearly has an impact (the highest proportion being more than twice of the lowest), but it is not a sufficient explanation. We have therefore dampened down the impact of this indicator by 50% to reflect this situation.

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[6] *Table KS105 2011 Census data*
[7] http://tabulation-tool.dwp.gov.uk/100pc/aa_ent/ccla/ccaaawd/a_carate_r_ccla_c_ccaaawd_nov13.html

[8] *Mortality data DSR per 100,000 aged 65 to 74 Annual Trends, NHS Compendium Indicators, Public Health Section*

The rates for each of these indicators as of a ratio of the national average is then calculated and the average value of the 4 resultant values is the multiplier / deflator applied to the national assumption in terms of the proportion of households in need of a handyperson service.

The results for each of these indicators by District is as follows :

Authority	DSR (Per 100,000)	AA Claims %	Lone Pensioner %	Propn 85+ %
Cambridge	1457.93	14.2	11.1	18.7
East Cambs	1254.25	13.0	11.9	13.3
Fenland	1525.69	14.0	14.3	13.1
Hunts	1514.54	11.2	10.7	12.2
South Cambs	1197.54	11.2	11.5	13.8
National Avge	**1582.95**	**14.4**	**12.7**	**13.7**

The consequential multipliers are therefore :

Authority	DSR	AA Claims	Lone Pens	Propn 85+[9]	Average
Cambridge	0.921	0.983	0.874	1.182	**0.990**
East Cambs	0.792	0.900	0.937	0.985	**0.904**
Fenland	0.964	0.971	1.126	0.980	**1.010**
Hunts	0.957	0.774	0.843	0.948	**0.881**
South Cambs	0.757	0.776	0.906	1.004	**0.861**

4. Taking into account tenure

On the basis that the core specification will probably focus on private sector housing rather than social rented housing an allowance at the moment is made to reduce demand by the proportion of households living in social housing in each District (it is acknowledged this this may not be the same proportion when

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[9] This figure reflects the 50% dampening applied

only households where the head of household is over 65 but it is not known if such data exists).

The proportion of households living in the private sector by District is as follows[10] :

Cambridge	76.29%
East Cambs	85.91%
Fenland	87.19%
Hunts	86.75%
South Cambs	85.88%

The Model has therefore built in a deflator based on these proportions. On the other hand some social landlords will not provide an equivalent service for their tenants.

The current service provided by Age UK does provide some jobs in social housing. In 2013/14 the proportion of assessment for social housing tenants was 8.67% whereas the social housing sector across the County represents 15.5% of households. On this basis we calculate that a social housing household on average is only 50% as likely to receive a handyperson service. We therefore moderate the deflator used by 50%. The tenure deflator applied is therefore as follows :

Cambridge	0.881
East Cambs	0.930
Fenland	0.936
Hunts	0.934
South Cambs	0.929

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[10] https://www.gov.uk/government/statistical-data-sets/live-tables-on-dwelling-stock-including-vacants

5. Calculating the volume of service required

The above 4 steps generate a number of households in need of a handyperson service during the year.

To make this truly useful we need to translate this into the volume of service required.

This can be done by entering assumptions on the number of jobs per year carried out and the average time required per job.

Based on a previous study done in Lancashire by HGO we assume at the moment that the level of repeat work undertaken is 20% so a multiplier of 1.2 is applied to the household figure.

In terms of average time per job have decided to assume a total of 3 hours per job across the board. This includes all time from assessments to signing off.

We had considered making a different assumption for Cambridge as an urban area but there is no real evidence for this at the moment. It is also possible that the poorer condition of the housing stock in some areas – in particular South Cambs and Fenland – could also impact on average time per job, but for the time being this is not reflected.

6. Final Summary

We summarise the final results of this exercise below :

District	Weekly Hours	% Allocation	Comp to Pop	% Change
Cambridge	51.92	15.62%	15.22%	0.40%
East Cambs	48.23	14.51%	14.69%	-0.18%
Fenland	69.79	21.00%	18.88%	2.12%
Huntingdonshire	85.82	25.82%	26.70%	-0.88%
South Cambs	76.66	23.06%	24.52%	-1.46%

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