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# TECHNICAL REPORT

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## Supporting independent living for disabled people

An evaluation of the  
Foundations for Living Project

Edward Nason, Lila Rabinovich,  
Tom Ling, Lidia Villalba van Dijk

Prepared for the Papworth Trust

The research described in this report was prepared for the Papworth Trust.

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Published 2008 by the RAND Corporation  
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# Preface

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Over the last 15 years, both the demand for and suitability of residential care facilities for disabled people has been decreasing steadily, as Government policy has undergone a gradual shift towards enabling disabled people to live independently in the community. Against this background, the Papworth Trust identified the need for innovative ways to provide services for disabled people wishing to lead independent lives. The Foundations for Living (FfL) initiative is the Trust's response to this need.

In October 2005, the Papworth Trust commissioned RAND Europe to support an evaluation strategy that would assess the successes and challenges of the FfL initiative, lead to strengthened accountability arrangements, and provide lessons that could then be applied to other services run by both the Papworth Trust and other providers elsewhere in the UK and beyond (Stages 1 and 2 of the evaluation). This report sets out the findings of Stage 3 of the evaluation which has focused on evaluating the impact of FfL, and on examining interventions run by other organisations which are comparable to FfL (or to elements of it) in order to draw good practice lessons that are transferable both to FfL and the Papworth Trust, and to the wider community of organisations working on disability issues and social care.

This report is likely to be of interest not only to the Papworth Trust, but also to its collaborators and partners (including local authorities, housing developers, and other service providers), as well as to other organisations delivering social care interventions not only for disabled people, but also more widely in the community.

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# Contents

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<b>Preface</b> .....	<b>iii</b>
<b>Executive summary</b> .....	<b>vii</b>
<b>Acknowledgements</b> .....	<b>xiii</b>
<b>CHAPTER 1 Introduction</b> .....	<b>1</b>
1.1 Background to Foundations for Living .....	1
1.2 Objectives of the study .....	4
1.3 Methodology for Stage 3 .....	5
1.4 Defining <i>independent living</i> .....	8
1.5 Structure of the report .....	9
<b>CHAPTER 2 FfL: Monitoring trends in independent living</b> .....	<b>11</b>
2.1 Moving towards independent living .....	11
2.2 Findings from interviews with FfL tenants in Huntingdon .....	12
2.3 Deciding to stay in Papworth Everard .....	17
2.4 Conclusions.....	19
<b>CHAPTER 3 Bringing FfL to life: collaboration with development stakeholders</b> .....	<b>21</b>
3.1 Findings from interviews with development stakeholders .....	21
3.2 Community Learning Centre (Saxongate) management views .....	24
<b>CHAPTER 4 Good practice in community-based interventions: Case study findings</b> .....	<b>27</b>
4.1 Introduction.....	27
4.2 The case studies.....	28
4.3 Drawing lessons for Foundations for Living.....	34
<b>CHAPTER 5 Conclusion and next steps</b> .....	<b>39</b>
<b>References</b> .....	<b>43</b>
References.....	45
Websites .....	45

<b>APPENDICES .....</b>	<b>47</b>
Appendix A: Interview protocol .....	49
Appendix B: Bradbury Place Survey .....	50
Appendix C: Saxongate Citizen Survey .....	57

## Executive summary

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Over the last 15 years, both the demand for and suitability of residential care facilities for disabled people has been decreasing steadily, as Government policy has undergone a gradual shift towards enabling disabled people to live independently in the community. Against this background, the Papworth Trust identified the need for innovative ways to provide services for disabled people wishing to lead independent lives. The Foundations for Living (FfL) initiative is the Trust's response to this need.

FfL is based on the principle of providing a range of services, delivered through an inclusive community-based approach, to address disadvantages experienced by disabled people. The project includes three main elements:

- Housing and independent living – covering accessible housing, technical aids and personal care and support
- Community Learning Centre – covering inclusive education and training, support into employment, and accessible information, advice and guidance.
- Community Support Team – providing support and work with external groups to improve opportunities and access to services and employment

In October 2005, the Papworth Trust commissioned RAND Europe to support an evaluation strategy that would assess the successes and challenges of the Foundations for Living initiative, strengthen accountability arrangements, and provide lessons that can then be applied to other services run by both the Trust and other providers elsewhere in the UK and beyond (Stages 1 and 2 of the evaluation). This report sets out the findings of Stage 3 of the evaluation which has focused on evaluating the impact of FfL, and to examine interventions run by other organisations which are comparable to FfL (or to elements of it) in order to draw good practice lessons that are transferable both to FfL and the Papworth Trust, and to the wider community of organisations working on disability issues and social care.

### **Experiences of independent living: FfL and Papworth Everard tenants**

As part of the evaluation of FfL, RAND Europe conducted a number of interviews with service users who had moved to Huntingdon from their own homes or from the village of Papworth Everard, home of the Papworth Trust, over the previous two years. These interviews aimed to shed light on clients' experiences of independent living, their views on the FfL programme, whether these views changed over time, and the challenges and opportunities faced by disabled people living independently. Interviews were also conducted with tenants who decided to stay in Papworth Everard, in order to identify

whether changes that were occurring in Huntingdon were paralleled in Papworth Everard and whether independence was influenced more by the individual than the intervention.<sup>1</sup> The key findings emanating from these interviews were:

- **Independent living is understood and experienced differently by different people** - Differences in people's understanding of what independent living entails can be said to account for much of why some Papworth clients chose to move to Huntingdon, and others decided to stay in Papworth Everard. The latter group did not feel unprepared for independent living or unwilling to experience it; rather, in their view they already were living independently in Papworth Everard, albeit in a different way than those in the larger town. The goal of independence in any intervention must therefore be based on a person-centred definition of independence, not a single pre-determined 'one size fits all' definition.
- **Independent living is a process** rather than an immediate outcome. The research shows that individuals who had at first struggled to adjust to a different way of living at the time of their move from Papworth Everard adapted to life in Huntingdon over a few months, and identified strategies for living independently. When evaluating any independent living intervention, it is important to look over a sustained time-period to understand the journey to independence of any individual.
- **The move to Huntingdon has been a positive experience** for the vast majority of tenants. They have learnt new skills, met new people, and feel both a greater sense of autonomy and generally happier than they had been prior to their move to Huntingdon. In general, increasing social interaction and opportunities for autonomy provides these individuals with a positive experience.
- **FfL tenants were initially concerned about the level of support they receive** - The levels of support when people first moved to Huntingdon were seen to be too low by several tenants. While people now feel more able to deal with various aspects of independent living without support, some still feel they need support with a few activities, for example with a big shop, or if something goes wrong in their flat (a burst pipe or the need to change a light bulb). Maintaining the balance in any intervention between support and independence is a difficult task, and can only really be achieved through effective monitoring and person-centred planning.
- **FfL tenants were very enthusiastic about having their own flat in the centre of town** - Most people especially liked: the space; choosing their own furniture; the privacy – 'having their own front door'; the proximity to shops and other amenities; the opportunity to cook their own meals and take more care of their own affairs. The privacy and autonomy of having their own flat is valuable in

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<sup>1</sup> It is worth noting that during the process of FfL in Huntingdon, the Papworth Trust realised that service provision in Papworth Everard would also have to change to provide more independent living opportunities. Therefore, although those living in Huntingdon have clearly moved to a more independent lifestyle, those in Papworth Everard have not necessarily remained 'stationary' in terms of their independent living situation.

itself, and the town centre location allows individuals to take part in aspects of town life that had previously been unavailable to them.

- **The relationship between tenants and staff is an important determinant of success** - FfL tenants felt that generally they were partners in the support relationship, with staff taking on board their views. By ensuring the staff-client relationship is positive, the Trust can provide a positive experience for clients, and move towards a more individualised service.

### **Bringing FfL to life: collaboration with 'development stakeholders'**

As part of its remit to understand the development and ongoing successes/challenges of FfL, this evaluation aimed to gain insights into the views and experiences of 'development stakeholders', i.e. partners who were engaged in the process of designing, developing and implementing the initiative (including local council, housing developers, support and care service providers, and others). These interviews were undertaken in order to gain insights into the Trust's relationships with stakeholders in the process of bringing FfL to life. These insights provide useful lessons about managing and optimising relationships with key stakeholders in order to improve the effectiveness and efficiency of the intervention. The key findings from these interviews were:

- **Understanding of and familiarity with the aims and mission of the FfL project ranged considerably among stakeholders** - While some indicated that they understood the aims of the initiative when they became involved with it, others said they did not know much about it at first, and only learnt about its mission and aims over time. In spite of these differences, when asked how they would describe the aims of FfL there was a considerable degree of correspondence between the different descriptions offered. Most people understood that FfL aimed to enable disabled people to live independently within a mixed community. Developing a shared understanding of the aims and objectives of a collaborative project can contribute to steer the project more effectively.
- **Most stakeholders viewed their participation in the project and their relationship with the Trust as productive and positive** - A few explained that communications were handled fairly informally, which worked well. Others had more formal communication channels with the Trust, for example through regular meetings, but even within these there was a degree of flexibility that meant these channels could respond to changing circumstances and emerging pressures. A number of interviewees suggested that improved communications at the early stages of stakeholders' involvement with FfL, about the project's aims, mission and objectives would be useful.
- **Involvement with FfL can raise disability awareness among development stakeholders** - While several of the interviewees stated that their organisations already had disability awareness and accessibility policies in place, others said that their involvement with FfL had a positive impact by stimulating further awareness of disability issues.
- **Positive perceptions of the project can strengthen collaborative relationships** - Stakeholders' commitment to the project are in part informed by their views on

whether the project has been effective. Moreover, positive reviews of the project can contribute to developing a network of collaborators for future initiatives. While most interviewees did not, at the time of the interview, have substantial evidence to support their conclusions, the majority were of the opinion that FfL was a successful initiative, informed partly by their own involvement and partly by feedback from other people. Regular feedback to stakeholders and collaborators on the outcomes of any intervention can help to reinforce these positive relationships.

- **Community learning centre management views** – As a new service, the staff team at the community learning centre are still learning about the role of the centre in Huntingdon. The need to understand the views of their own stakeholders (from the regional college to the general public and the Trust’s own clients) has been prioritised in order to ensure that the centre fulfils its potential. This kind of needs analysis is something that can be a powerful tool in providing a service that fits well with the community it is designed to serve.

### **Lessons from other community-based interventions: Case study findings**

The research team conducted case studies of organisations that provide similar interventions to those in FfL. The findings from these case studies can provide learning opportunities for the Papworth Trust and the case study organisations themselves. The case studies selected in this research are not restricted to disability interventions, since the aim is to learn from good practice in adult social care in the fields of accessible housing, community learning, support and independence, and a combination of the three. The case studies for each area (chosen in consultation with the Papworth Trust and independent experts in the field of social care) are **Habinteg** (accessible housing); **Idea Store** (community learning); **Optua** (support and independence); **Foyers** (integrated services). The key lessons arising from the case studies are:

- **Planning for sustainability from the outset of a project is crucial to ensure its continued success** - The challenges of longevity and sustainability stand out from all case studies, which involve external funding. For new projects it is possible to create a wave of enthusiasm that brings funders along with a new idea and a new way to address problems. However, maintaining the enthusiasm and interest of funders proves to be far more difficult and when interventions are no longer a ‘flagship’ this can lead to deficits in funding.
- **Stakeholder involvement is another necessary element to ensure a project’s success** – The issue of stakeholder engagement in interventions is linked to that of sustainability. The Paine’s Mill Foyer, Habinteg, Optua and Idea Store all have a number of stakeholders with whom they must interact in the long-term in order to produce a useful and integrated service.
- **The Community Learning Centre in Huntingdon (Saxongate) can learn from the experiences of the Idea Store** in providing a resource for the whole community – Three of the key attractions of the Idea Store that draw people into the centre are the availability of computers for internet and other uses, the library (which includes fiction, non-fiction, educational and reference books as well as magazines and newspapers), and the café. The interviews and focus groups

indicated that these three facilities create an open, welcoming atmosphere which attracts a wide range of users. The Idea Store believe that by attracting numerous users in the first place, many of them will then opt to also participate in some of the other activities offered, such as courses and cultural events. This highlights the importance of strategic thinking about the mix of services that an organisation such as Idea Store or Saxongate needs to provide to attract, retain and engage a wide range of users and creating an appealing, inclusive learning space within the community.

- **Habinteg provides interesting lessons about the management of an integrated housing project** -The management of the project is overseen by a designated employee who lives on/near the site, whose role is that of site management (not care or support). Residents who have higher support needs value having a close point of contact available in the development. In spite of social activities such as coffee mornings and Christmas dinners, which the site manager helps to organise, some tenants felt that independent living in the community often comes at the expense of reduced interactions amongst tenants. This sense of having reduced opportunities to intermingle with other tenants in independent living arrangements was also brought up in interviews with FfL tenants. While not necessarily part of the stated remit of independent living initiatives such as FfL and Habinteg's, it might be worth considering the importance of providing spaces to facilitate social interaction as part of the 'integrated services' available to tenants.
- **There are interesting lessons to learn from the experience of Optua homecare with support service provision** -The links between Optua homecare and the other sectors of the organisation (such as care) are formalised, leading to learning within the organisation. Since the Papworth Trust, and in particular FfL are looking to provide a similar wide variety of services, we would stress the importance of a formalised method of communication between disparate activities.

## **Conclusions**

The study has shown that, overall, Foundations for Living tenants are very satisfied with their move to independent living in Huntingdon. Many of the tenants have learnt new skills, enjoy the town-centre location and proximity to shops and other facilities, and relish having their own flat. Most report that the move to Huntingdon has exceeded any expectations they had prior to the move.

The value of co-locating the community learning centre in Huntingdon with the housing is less clear-cut. There has been a positive uptake of the facilities and courses at Saxongate by local businesses and individuals. However, tenants have tended to use Saxongate for informal support and social contact rather than for accessing formal learning courses. Similarly, the impact of co-locating accessible affordable housing with private housing is still unclear.

The research also shows that the scheme might not be suitable for everyone. The interviews with people who decided to stay in Papworth Everard reveal that different people have

different understandings of what independent living means. Many of those who stayed in Papworth Everard reported that they already feel independent in the sense of having a significant sense of autonomy in decision-making.

The study suggests that there are a number of challenges which merit further consideration. A number of suggestions based on the findings from the interviews and case studies emerge which aim to act as a springboard for discussion and planning within the Papworth Trust (and other interested organisations). They are not exhaustive, nor are they prescriptive; rather, they are intended to stimulate thinking about ways to improve, expand or strengthen existing service provision by responding to some of the challenges raised through this research.

- Prior to the move to independent living, it is important to ensure that service users have a robust understanding of what independent living entails, and the types of support and assistance they can access (particularly in the more challenging first few weeks and months)
- It would be valuable to review the role of the Saxongate Community Learning Centre, in terms of its role within the Foundations for Living initiative and within the wider Huntingdon community
- To look at how Saxongate can most effectively respond and adjust to the needs of the community, including attracting groups who are not currently using Saxongate, through careful monitoring and review.
- For future initiatives, to ensure early involvement of key ‘development’ stakeholders, and the provision of full information on the aims, objectives and mission of the project and the Papworth Trust

As the Papworth Trust continues to look for opportunities to develop other independent living schemes, the findings from this report and other learning activities undertaken by the Trust provide an invaluable knowledge base on which to build future initiatives. Similarly, policy and social changes encouraging the move towards independent living for disabled people mean that the findings and suggestions in this report can be used by other organisations as part of an evidence-base for the provision of services of this nature. In addition, in the context of an ageing population and its concomitant likely increase in the demand for accessible housing, the ability to deliver effective, efficient and sustainable independent living services takes on new relevance.

As this report aims to show, helping disabled people live independently requires coordination and collaboration among a number of diverse stakeholders. Recognising the importance of consultative, open and responsive project development is paramount to enable disabled people have greater access to housing, education, support, transport, employment and leisure opportunities within inclusive communities.

# Acknowledgements

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We would like to thank the staff and clients of the Papworth Trust who showed us great courtesy, hospitality and kindness in answering our questions and correcting our misunderstandings. In particular we would like to thank Julian Garner, from Papworth, for his constructive engagement and valuable insights throughout the research. Yvonne Pinchen, Heather Wood and Caroline Gough from Papworth also made contributions to the project.

We would also like to thank all the people who participated in interviews and focus groups during the course of this research. Both Papworth Trust tenants and people in the comparator case studies showed great willingness to be involved and to provide interesting insights, without which this report would not have been possible.

Finally, we would also like to thank the organisations that supported the research financially, for their financial support but also for their engagement and contribution through the project steering group. They include Cambridgeshire Horizons, Inspire East, Gallagher Estates and English Partnerships.



## 1.1 **Background to Foundations for Living**

Over the last few years, there has been a wide adoption of policies that facilitate independent living opportunities for disabled people in the UK. These include the *Community Care Act 1990*, which sought to improve the living conditions of those in care; and the *Community Care (Direct Payments) Act 1996*, which offered disabled people the opportunity to budget for their own care and support needs and purchase the services themselves. These developments crystallised in the 1998 White Paper *Modernising Social Services*, which clearly set out the government's policy aims in social care. These aims included helping people to live as independently as possible, improving their quality of life, creating more person-centred services, and maximising people's control over the services they receive.

More recently the government has produced several other papers on the future of social care in the UK: *Valuing People* (2001)<sup>3</sup> and *Valuing People Now* (2007)<sup>4</sup>, *Independence, Well-Being and Choice* (2005)<sup>5</sup>, *Improving the Life Chances of Disabled People* (2005)<sup>6</sup> and most recently the *Independent Living Strategy* (2008)<sup>7</sup>. These all put forward the case for an independent living solution to social care issues in Britain. Independent living in this context includes housing choice, tailoring care and support services to individual needs, opportunities for employment, increased social integration and, predominantly, the

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<sup>2</sup> Department of Health (1998) *Modernising social care: Promoting independence, improving protection, raising standards*, White Paper, UK.

<sup>3</sup> Department of Health (2001) *Valuing people: A new strategy for learning disability for the 21<sup>st</sup> Century*, White Paper, UK.

<sup>4</sup> Available at [http://www.dh.gov.uk/en/Consultations/Liveconsultations/DH\\_081014](http://www.dh.gov.uk/en/Consultations/Liveconsultations/DH_081014), last accessed July 2008.

<sup>5</sup> Department of Health (2005) *Independence, wellbeing and choice: Our vision for the future of social care for adults in England*, Green Paper, UK.

<sup>6</sup> Prime Minister's Strategy Unit (2005) *Improving the life chances of disabled people*, Joint report with Office of the Deputy Prime Minister, Department for Work and Pensions, Department of Health, and Department for Education and Skills, UK.

<sup>7</sup> Office for Disability Issues (2008) *Independent living strategy: A cross-government strategy about independent living for disabled people*, UK.

principles of choice, empowerment and control supported by the move towards more personalised services.

The Papworth Trust, along with other social care service providers who were providing mainly residential care, found that as government policy changed, both the demand for and suitability of residential care was decreasing. Thus there was a need on the ground for more innovative ways to provide services for disabled people wishing to lead independent lives. This process of change started over 15 years ago, when independent consultants McKinsey produced a report on the position the Papworth Trust would find itself in subsequent years if it continued to offer services in the existing way. The Trust was also experiencing a growing need to change the existing residential accommodation (Robert Ellis House, providing accommodation for 30 people in 2001), as it did not conform to the standards required under the *Care Standards Act 2000*. This gave Papworth the option of either building a new residential home or developing a new model of service provision. Coupled with this was the need to address issues of social isolation that the village location of Papworth Everard created. Tenants and residents within the village were feeling isolated from the local towns since transport links to and from the village are poor. Potential clients for Papworth were also being put off by the village location and the residential accommodation leading to low levels of occupation.

Over the following years, the policy changes outlined above, and the Trust's own consultation with clients and stakeholders, provided the additional impetus for the development of the Foundations for Living idea.

Foundations for Living aims to ensure that disabled people have greater equality, choice and independence through:

- The opportunity to live independently,
- The opportunity to gain new skills, and
- The opportunity to play an active part in the community.

The Papworth Trust's project draws on experience gained in housing, care, progression<sup>8</sup> and employment through years of provision for disabled people. From its inception, FfL has engaged multiple partners, including housing associations, developers and local authorities, to provide a unique, joined-up service.

FfL is based on the principle of providing a range of services, delivered through an inclusive community-based approach in Huntingdon city centre, to address disadvantages experienced by disabled people. The project includes three main elements:

- Housing, care and support – including wheelchair accessible housing, with equipment and adaptations as required and personal care and support provided on an individual basis. The housing element consists of three schemes in the centre of Huntingdon – Bradbury Place, Temple Place and Freshfields providing a total

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<sup>8</sup> Progression services are training courses run for disabled people in a variety of subjects ranging from independent living training (this encompasses cooking, money management and cleaning amongst other things) to skills training (such as carpentry, pottery, and art).

of 24 fully wheelchair accessible flats. There are also a further 20 private flats at Bradbury Place.

- Community Support Team – providing support to improve opportunities for access to services and employment
- Saxongate Community Learning Centre – which provides a range of meeting rooms, education and training opportunities, employment programmes, and accessible information and guidance on a range of issue.

**Picture 1: Saxongate Community Learning Centre**



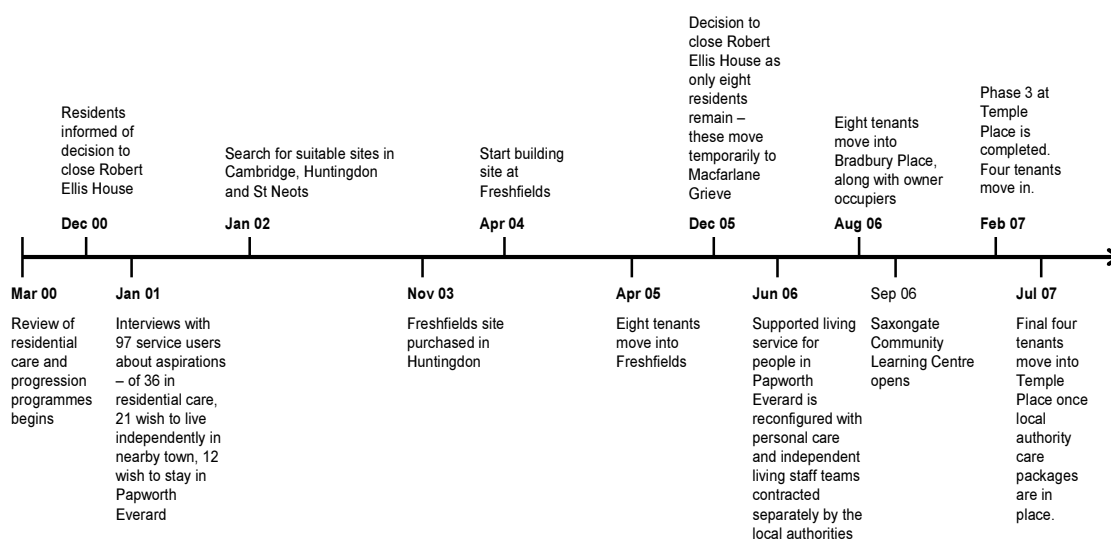
**Picture 2: Integrated housing - Bradbury Place, Huntingdon**



A number of changes were also made to the remaining flatlets in Papworth Everard to give greater independence and choice to tenants. Changes were also made to the progression services in Papworth Everard to provide greater integration with the local community.

FfL started as a concept in 2001, with the first Papworth Trust clients moving to the new independent living accommodation in Huntingdon in April 2005. Of the 25 tenants now living at the FfL scheme, eight moved from residential care in Papworth Everard, 11 moved from supported housing in Papworth Everard, and 6 came from the local area (either from residential care or having lived at home with parents or family). The age range of people living at the FfL scheme is between 19 and 64 years old.

**Figure 1-1: Foundations for Living project timeline, 2000-2007**



## 1.2 Objectives of the study

The Papworth Trust commissioned RAND Europe to conduct an evaluation that would assess the successes and challenges of the Foundations for Living initiative, strengthen accountability arrangements, and provide lessons that can then be applied to other services run by both Papworth and other providers in the UK.

The research was carried out in three stages between October 2005 and March 2008 and included the following elements:

### Stage 1

- Setting the project within the national policy context;
- Using logic modelling to capture the project aims, objectives and expected outcomes, and to develop performance indicators for each part of the project for ongoing performance monitoring;
- Capturing the views, aspirations and levels of independence of tenants before they moved;
- Early indicators of drivers and barriers for success.

The findings from Stage 1 were set out in the report ‘An evaluation Framework for Foundations for Living’.<sup>9</sup>

### **Stage 2**

- To provide a review of the research methodology used for the project;
- To identify organisational learning by Papworth from the development phase of the project;
- To map key aspects of the project, and the skills required to develop it, against the Egan framework for sustainable communities.<sup>10</sup>

This work was set out in the report ‘Review of the Evaluation Framework used for Foundations for Living – describing the processes and learning arising from the evaluation framework’.

### **Stage 3**

- Capturing the levels of independence and ‘lived experience’ of tenants shortly after they moved, after 12 months and after 24 months to track actual outcomes from the scheme;
- Comparing the approach and impact of the scheme against other projects in the UK using a case-study approach;
- Identifying project development and implementation issues by interviewing ‘development stakeholders’ (i.e. partners and collaborators who worked with the Papworth Trust in developing and implementing the FfL initiative);
- Assessing the impact of the project on the wider community including non-disabled tenants and other people living in the local community.

This report presents the findings from Stage 3.

Ultimately, this project aims to not only to inform ways for Papworth improve and strengthen the current FfL initiative, but also to provide a robust evidence-base on which both Papworth and other interested organisations can develop, implement and manage successful future interventions aimed at promoting independent living for disabled people.

## **1.3 Methodology for Stage 3**

### **1.3.1 Evaluating the experience of tenants**

Moving to supported housing in a town centre location provided a host of new opportunities and challenges for Papworth’s tenants, and it is important for Papworth to have a clear understanding of people’s aspirations and concerns in this situation. By

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<sup>9</sup> Ling, T. and Nason, E. (2006) *An evaluation framework for Foundations for Living: Supporting disabled people to live independently in the community*, report prepared for the Papworth Trust, RAND Corporation.

<sup>10</sup> Egan Review: Skills for Sustainable Communities (available at: <http://www.communities.gov.uk/publications/communities/eganreview>, last accessed August 2008).

interviewing clients prior to moving to Huntingdon, we were able to understand people's hopes and concerns regarding independence, and also create a baseline by which we can measure people's progress in terms of independent living. This will allow Papworth to provide a more person-centred service as part of FfL and ensure that improvements can be made to FfL where they are needed.

The RAND Europe research team conducted semi-structured interviews with FfL tenants to explore the role of the client in the processes of FfL and allowed us to understand what would be appropriate outcomes from the client point of view. This type of interview was chosen over focus groups as it allows individuals to speak freely and to express their own views without worrying about someone else not agreeing with them. Semi-structured interviews also give clients the opportunity to consider their responses, clarify unclear points, and explore in greater depth issues of particular interest or concern to them.

Interviews were recorded as MP3 files and as text notes taken during the interview. Recordings of the interviews were used only to aid the research team in a clear understanding of the content of the interview and were erased after transcription. Comments made by individuals in interviews have been anonymised.

The Papworth Trust provided a list of clients who moved to the new site in Huntingdon. The interviews followed a protocol used successfully in RAND Europe's creation of an evaluation framework for FfL in Stage 1. Clients were offered the opportunity to have advocates present at their interview, although no one requested an advocate. All of the interviews were performed on the same day, with two members of the research team present and were performed following the ethical guidelines of the Disability Rights Commission and the Social Research Association. The interview protocol is shown in Appendix A.

A different set of semi-structured interviews was conducted with clients who decided to remain in Papworth Everard. As discussed later in this report, the aim of these interviews was to establish a comparison group in order to assess whether independence was related to an individual's characteristics rather than to the intervention in place. These interviews also aimed to establish whether Huntingdon tenants share any particular characteristics which might explain why the Foundations for Living project works for them but is unsuitable for others.

### 1.3.2 Interviews with development stakeholders

In addition to the interviews with tenants, the project aimed to gain insights into the views and experiences of 'development stakeholders', i.e. partners who were engaged in the process of designing, developing and implementing the initiative. Semi-structured interviews were conducted over the phone with a number of development stakeholders identified by the Papworth Trust. The interview guides for these interviews was developed jointly with the Trust, to ensure that all issues of interest were covered. The aims of these interviews were to gain insights into the Trust's relationships with stakeholders in the process of bringing FfL to life, particularly what worked well and what difficulties or challenges were faced.

### 1.3.3 Case study research

Case studies are self-contained stories that can be used to illustrate effective practice and to identify what works and what does not work. The research for this case studies consisted of the following steps:

1. Setting out the research questions for the case study research – this was done jointly with the Papworth Trust, to ensure that the case study research was fit for purpose and responded closely to the specific interests of the Trust;
2. Defining the criteria for the selection of the case studies – this was done in partnership with the Papworth Trust (more on this criteria in Chapter 4);
3. Selecting the relevant organisations – for this task the research team sought the advise of individuals with expertise in the field of social care, as well as of the Papworth Trust itself;
4. Conducting field visits of the selected organisations – these visits included tours of the facilities, focus groups with clients and interviews with members of staff and management;
5. Review of relevant materials and literature – in particular materials produced by the organisations themselves.

Once the data collection on the four organisations had been completed, the research team conducted an analysis of the key findings and lessons for FfL and other adult social care interventions, paying particular attention to the issues of interest to the Trust, set out in the first step of the process.

### 1.3.4 Foundations for Living and the wider community

In addition to the interviews and case studies, RAND Europe provided guidance and support to the Trust for the development of further evaluation work, undertaken by the Papworth Trust itself. This additional research aimed to assess the impact of the FfL project on two other groups: people living in private flats at Bradbury Place, and members of the public in Huntingdon.

#### **People living in private flats at Bradbury Place:**

People living in the private flats at Bradbury Place were sent a postal questionnaire by staff at Papworth, asking them a range of questions about their experience of living there (the survey is reproduced in Appendix B). Questions covered issues such as the reason for buying these properties in particular (and the value associated with certain access features), what they liked/disliked about their property and also whether living there had changed their level of awareness of disability issues. Five of the eighteen tenants replied to the survey.

#### **Members of the public:**

Papworth commissioned a ‘citizen survey’ of 185 people living in the local town to evaluate people’s awareness and use of the Saxongate Community Learning Centre, and also whether the project as a whole had changed their level of awareness of disability issues

## 1.4 Defining *independent living*

Definitions of independent living in the context of disability are fluid, malleable and often context-dependent. As a result, it is useful to establish the way in which the concept has been used throughout this research.

*Independent living* has been defined by various organisations in different ways. Some have defined independent living narrowly to mean living in one's own home or more broadly to mean living and participating in the community,<sup>11</sup> and even more broadly to mean having choice, control and self-determination in everyday life.<sup>12</sup> While on the surface these uses of the concept may appear distinct, they share a focus on and commitment to the disabled person's right to make independent decisions about how to live their lives.

Baroness Jane Campbell, Chair of the Independent Living Review Expert Panel, has given the following definition of independent living<sup>13</sup>:

"Independent living means that disabled people have access to the same life opportunities and the same choices in every day life that their non-disabled brothers and sisters, neighbours and friends take for granted.

That includes growing up in their families, being educated in the local neighbourhood school, using the same public transport, getting employment that is in line with their education and skills, having equal access to the same public goods and services.

Most importantly, just like everyone else, disabled people need to be in charge of their own lives. They need to think and speak for themselves without interference from others."

The broad understanding of *independent living* parallels, in some respects, the social model of disability, which states that the 'major disabling features of disability are social rather than physical or 'mental''.<sup>14</sup> *Independent living* as a goal aims to enable disabled people to participate in society as fully as they wish, to bring down the barriers preventing disabled people from being active in their communities, and to ensure disabled people have control over all aspects of their lives (their care, support, employment status, leisure activities, home and so forth).

During the research process, we consciously avoided providing a specific definition of *independent living* in order to enable each interviewee to interpret and use the concept, and that of *independence*, as they themselves wished. Our use of the concept of independence throughout our analysis of the findings follows the uses of those interviewed in the course of this project. We believe it to be more appropriate to enumerate a set of criteria that

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<sup>11</sup> The Disability Rights and Independent Living Movement in the United States, based at the University of Berkeley in California, uses this definition of independent living (<http://bancroft.berkeley.edu/collections/drilm/>).

<sup>12</sup> For an example of the use of independent living in the latter sense, see the Independent Living Institute ([www.independentliving.org](http://www.independentliving.org)).

<sup>13</sup> Office for Disability Issues (2007) *Working towards disability equality: Annual Report 2007*, UK.

<sup>14</sup> Harris, J. (2000) Is there a coherent social conception of disability? *Journal of Medical Ethics* 26: 95-100.

contribute to a person's *sense* of independence and their sense that they are leading an independent life. On the basis of our interviews, these criteria include:

- Possession of one's own home, as opposed to life in residential care (where kitchens are shared and everyday activities are more regimented), or in family or friends' homes;
- Partial or full autonomy in management of one's household, including responsibility for shopping, cooking, cleaning (either oneself or with hired help), and paying bills;
- A sense that mobility is not a barrier to the extent that it was prior to a move to Huntingdon; that is, people feel independent when they can go out into town – for shopping, leisure or employment purposes – more freely than previously.

All of the above appeared to give people the sense that they have more freedom than before to make their own decisions about many aspects of their lives (although not all, as we will discuss below). This, ultimately, is an indication of progress towards independent living. Having said this, it is important to note that for most people interviewed in the context of this research, Foundations for Living constitutes a *move* towards a *more* independent life. Most people talked about having *more* freedom, in relative rather than absolute terms. That is to say, they recognised that prior to FfL they had some degree of freedom already, and that the move to Huntingdon allowed them to become *even more* independent than they already were. Independence and independent living were mostly interpreted in relative terms, i.e. relative to their situation prior to the move to FfL housing.<sup>15</sup>

Crucially, what must be avoided are assumptions regarding the level of independence and autonomy people have in arrangements other than those provided by FfL, for example people living in flatlets or warden-supported houses in small village settings like Papworth Everard. In order to prevent a one-sided view of the issue, the research team for this project also interviewed a number of people who had decided to stay in Papworth even though the option was offered for a move to Huntingdon. In those cases, people were able to make their own decisions regarding where and how they wanted to live. The ability to decide for themselves indicates that, much like their peers in Huntingdon, those who stayed in Papworth Everard are independent. What this discussion suggests, then, is that independent living is a relative concept, interpreted and experienced differently by different individuals. Taking this complexity into account was a key challenge for this research, but is similarly important for policy and decision-making in service-provision for disabled people.

## 1.5 Structure of the report

This report is structured as follows. Chapter 2 presents the findings from the interviews with Papworth Trust clients, including both Foundations for Living tenants and tenants

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<sup>15</sup> This finding is supported by those of a previous research project for the Papworth Trust which focused also on FfL (Ling, T. and Nason, E. (2006) *An evaluation framework for Foundations for Living: Supporting disabled people to live independently in the community*, report prepared for the Papworth Trust, RAND Corporation).

who decided to stay in Papworth Everard. Chapter 3 outlines the findings from the interviews with the Papworth Trust's 'development stakeholders', i.e. partners who were engaged in the process of designing, developing and implementing the initiative (such as the local council, support service providers, developers and others). Chapter 4 describes the case studies on social care interventions, and the lessons emerging from them. Finally, Chapter 5 presents the study's conclusions.

## CHAPTER 2 **FfL: Monitoring trends in independent living**

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As part of the evaluation of Foundations for Living, RAND Europe conducted a number of interviews with service users who had moved to Huntingdon over a two year period. These interviews aimed to shed light on clients' experiences of independent living, their views on the FfL project, whether these views changed over time, and the challenges and opportunities faced by disabled people living independently. This information was then used to assess the performance of FfL against its own and its clients' expectations. In order to determine the particular characteristics of clients who moved to Huntingdon, a set of interviews with Papworth clients who chose *not* to move to Huntingdon was also conducted in order to gain insights into the differences between the two groups. This chapter describes the key findings from these interviews, and the main conclusions from mapping these findings onto the stated aims and objectives of FfL.

### 2.1 **Moving towards independent living**

Prior to their move to independent living in Huntingdon, these clients were positive about the move and were looking forward to the opportunity to live more independently.<sup>16</sup> Most clients seemed to agree on the benefits anticipated from a move to living in Huntingdon, particularly increased opportunities for shopping in Huntingdon, access to public facilities such as the cinema and library, and socializing. Clients also were eager to have their own, larger space, laid out in a way that was more suited to their particular needs. There were some shared concerns about life in Huntingdon, such as the level of noise in the town, the safety of the town, the support and care levels they would receive, and the need to budget appropriately in their new homes.

Interviews conducted in Stage 1 of the evaluation, with the first group of clients who had already moved to flats in Huntingdon, revealed that clients felt that the move had increased their autonomy and empowered them to live more independent lives.<sup>17</sup> However, while having their own flats and the proximity to shops and other amenities were perceived as key advantages of living in Huntingdon, some clients expressed concern over the level of

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<sup>16</sup> Ling, T. and Nason, E. (2006) *An evaluation framework for Foundations for Living: Supporting disabled people to live independently in the community*, report prepared for the Papworth Trust, RAND Corporation.

<sup>17</sup> Ibid.

support they were receiving. Clients' experiences of unmet support needs were a key challenge in the initial stages of implementation of the FfL project.

The findings from these earlier interviews provided a useful context within which to analyze the interview data from the present research. Importantly, they also allow for a longer term view of progress towards independent living, the challenges and opportunities still facing the FfL project, and fulfillment of the project's aims and objectives.

## 2.2 Findings from interviews with FfL tenants in Huntingdon

For Stage 3 of the evaluation, two sets of interviews were conducted with FfL tenants. In the first set, in September 2007, 13 tenants were interviewed. In the second set, six months later, we interviewed 9 tenants.<sup>18</sup> As mentioned above, the aim of the two sets of interviews was to provide longitudinal information on tenants' progress towards independent living in Huntingdon, which would complement that collected during Stage 1 of the evaluation, summarised above, and the challenges and opportunities they encountered following the move.

The interviews revealed that overall, tenants in Huntingdon were satisfied with the move to the town and feel much more independent than before they moved. Tenants were asked questions about the change in particular areas of their experience since the move/last interview. For example, interviewees were asked if they felt 'more, less or equally in control of their money since moving', and were given four answer options of: less in control; about the same; more; a lot more.

One question addressed the interviewee's feelings of independence since moving. Most interviewees (73%) feel more independent now than they did in their previous accommodation (whether that be in Papworth Everard, family home, etc); of the 22 interviews, only one person felt less independent at the time of the interview.<sup>19</sup>

Some of the main reasons contributing to tenants feeling more independent include:

- the ability to get into town easily (accessing shops, cafes, restaurants etc.).
- the increased freedom of movement, compared to when they lived in residential accommodation
- having their own home and 'front door'.

Living in Huntingdon was repeatedly said to be 'more exciting' and to provide 'more opportunities', compared to Papworth Everard where 'nothing much happens'.

In the interviews conducted in September 2007, people were particularly positive about having a more independent life, and also being able to access shops more easily when they

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<sup>18</sup> Most of the tenants interviewed in the second round had already been interviewed in the first.

<sup>19</sup> Answers for individuals were scored from -1 (less) to +2 (a lot more) for each question. For the greater independence question, only one person had a negative score, with the rest having either neutral or positive scores.

wanted to (85% respondents feeling they had more or a lot more access to shops). This was still true during the interviews six months later.

In relation to people's expectations of living in Huntingdon, few people knew what to expect of life in Huntingdon, but it has exceeded any expectations that they did have and has been viewed positively by the tenants now living there.

### 2.2.1 Support

Support changes have affected some people – although most seem to be happy that they now have support on call rather than in-house. Some were worried about what would happen should there be an emergency at night (especially as they live on their own). According to the interviewees, the 'transitional' support provided to tenants by the Papworth Trust did not appear to meet clients' needs at first; a better balance between support needs and support provision took some time.<sup>20</sup> Many people feel that they are more in control (more involved) in their own support management (with 54% feeling more in control); in contrast, 22% people felt they had less access, and only one felt they had more access, to support when they needed it.

The levels of support available to tenants when they first moved were seen to be too low by several tenants. However, people reported that they are generally now at a point where they seem to be doing fine with the level of support they receive, although some did think that they could use more support. Nonetheless, while people now feel more able to deal with various aspects of independent living without support, some still feel they need support with a few activities, for example with a big shop, or if something goes wrong with the flat (a burst pipe or the need to change a light bulb).

*“For some of the tenants who used to be in residential care before, the change was too big. It didn't feel like people realised that some of the tenants might find it quite difficult...[Papworth] needs to work more closely with individuals, because the needs in a transition like this are very individual.”* (Female Huntingdon tenant)

Many tenants, then, reported that it was 'easier to get the support you needed in Papworth Everard', but they also stated that for the most part they have adapted well to the new support structure. For example, having to wait until Monday if a support need emerged over the weekend is less hard now than they thought it would be (although in some circumstances having to wait for support was said to be 'frustrating'). A few people said that in terms of support needs they just 'get on with things' if they cannot get what they need, and are just 'plodding along' with the level of support they are getting. A number indicated that even when support is needed and not available, they can call on their neighbours and friends for assistance.

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<sup>20</sup> Transitional support involved staff, families (where requested) and tenants to support tenants during and after the move to independent living. Each tenant had an individual transition plan which could include activities such as learning to cook, managing rent, using public transport, and personal safety. An outreach programme was also set up to enable people to become familiar with their new community, so people were supported to go shopping, to a bank (and for some – to open an account for the first time), post office, and doctor's surgery, and to chose furniture for their new flat.

Most said that they require less support now than they did when they moved and that they had learned new skills, for example:

- cooking
- money management
- writing cheques
- buying appropriate supplies for the week
- organising carers
- cleaning and changing bed sheets.

Those who have not learnt new skills were mostly those who already had those skills to begin with, and found adjusting to life in Huntingdon easier than those who already had such support needs before the move.

### 2.2.2 Individual flats and integrated housing

Most people were very enthusiastic about living in their own flats, and especially liked:

- the space
- choosing their own furniture
- the privacy – ‘better to have their own front door’
- the proximity to shops and other amenities
- the opportunity to cook their own meals and take more care of their own affairs

According to our interviews, 85% of tenants feel more in control of managing their own flat; 69% socialise in their flat more; and 46% feeling more in control of their money (no tenants feel less in control than they had been previously). For virtually all the tenants, the opportunity to live in their own flat, with all these facilities, appeared to be one of the key drivers for the move to Huntingdon in the first place. While a number of them indicated that the experience of having to look after their own place could be overwhelming at times (especially when they had first moved) they also said that they expected to have to face these challenges, and that this did not ‘spoil’ the experience. For a few, having to deal with the problems associated with having one’s own house was ‘part of what living independently is all about’.

*“It’s brilliant having my own flat; I do what I like and don’t have to answer to anybody.”* (Male Huntingdon tenant)

Those living in the integrated housing in Bradbury place, the mixed tenant and private flat development, have had little interaction with neighbours who are not previous Papworth Tenants. However, whether this is due to people’s general desire to keep to themselves or whether this is a particular challenge for mixed tenancy buildings remains unclear.

#### **Box 1: The views of property owners at Bradbury Place**

A survey of the views of private owners of flats in Bradbury Place was conducted by Papworth to gain further insights into both the degree of integration between FfL tenants

and private owners, and the level of satisfaction with the integrated housing scheme among the latter group. Of the 18 questionnaires sent out, five responses were received, so the findings from these are indications of owners' views rather than definitive assessments.

At the time of choosing to buy a property in Bradbury Place, respondents reported that they placed a high value on features such as the town centre location and internal design and fixtures, but less on general accessibility features such as level access to the properties and the width of corridors (both wheelchair-friendly features). All respondents agreed that the location (proximity to the centre of town) is one of the most important aspects of the properties. There was less consensus about what aspects of the scheme were regarded as most problematic, although a few agreed that parking limitations, and anti-social behaviour in the area on weekends were of concern.

Two of the respondents had been to Saxongate to attend a course or meeting; the other three had not been to the Centre, or only to deal with an issue regarding their property. Most said that a different range of courses and activities at Saxongate (such as yoga or languages) might encourage them to use the Centre.

Four out of the five respondents said they were aware of the scheme's wider aims prior to moving to their properties, and three reported that they have more contact with disabled people since moving into their flats- neighbors or others.

### 2.2.3 Social life

Most of the tenants interviewed said that they got help, support and friendship from people whom they knew prior to the move to Huntingdon, primarily others from Papworth Everard who had also moved to Huntingdon. One client in fact suggested that they support each other more in Huntingdon than when they were in Papworth Everard; links are stronger because they need each other more. They realized they should 'all stick together' after they moved.

Some people do socialise with people other than those they knew from Papworth. The socializing appears to take place in flats or pubs, occasionally restaurants. A few stated that they enjoy being around people other than disabled people ('meeting different people'), an opportunity afforded by Huntingdon which is larger and more mixed than Papworth. A few of the residents have started socialising with local people (e.g. fishing trip with people from the pub).

In the first set of interviews, a majority of tenants said that they felt they were going out more (69%) and socialising out with people (85%) more than when they lived in Papworth Everard or other accommodation. In the follow up interviews in February 2008, people were less enthusiastic about their 'new' life, with more people (55%) suggesting that they now socialised out less than at the time of the prior interview (or before the move if they had not been interviewed before, although most had been).

*"I do feel a bit isolated in my own flat sometimes, and see my carer more than I see anyone else. Maybe a 'day centre' would help with socializing."* (Male Huntingdon tenant)

*“I feel happier living here than in Papworth Everard. Living in the village was boring; now I can go out, to cafes and the pub. Still, it’s a bit more daunting than I thought it would be. It’s not that easy to arrange trips to the cinema or the theatre, for example.”*

(Male Huntingdon tenant)

*“I had some friends in Papworth but not so many here in Huntingdon. It can be a bit boring in the flat sometimes, and feel lonely.”*

(Female Huntingdon tenant)

A small group of residents reported minor issues over security and trouble with Huntingdon residents making noise, starting fights, harassing etc.

#### 2.2.4 Transport

Most people reported that they were satisfied with the transport situation in Huntingdon, where they can ‘just call a taxi and go anywhere’. A few also said public transport was easy to use ‘once they knew where they were going’.

*“It’s great to have the shops around, to be so close to the centre of town. But it’s hard to go any further than Huntingdon. It’s too expensive to travel around for social outings.”*

(Female Huntingdon tenant)

One concern reported, though, was regarding transport to Papworth Everard. Given that a few people are going to Papworth Everard on a regular basis – or wanted to do so – especially for Progression programmes, transport costs place a financial burden on them.

#### 2.2.5 Using Saxongate

Although Papworth report a good uptake of courses by the general public (including other disabled people living in the community), the use of Saxongate by tenants of the scheme has been sporadic – people often drop in to chat to staff or receive some form of ‘soft’ support (for example, help with forms or letters, or assistance with ‘emergencies’ such as power cuts) but rarely attend courses run at the centre. The very few who have taken courses seem to mainly be on courses that are for disabled people only, such as the cookery courses run as part of the Progression Programme run by Papworth, or the Job Club for people with learning disabilities.

Part of the reason for people not using Saxongate services is, according to the interviewees, that they are ‘not interested’ in what the centre has to offer; some people however claim that they would like to use it more in future (health permitting). Others said they do not ‘need’ to use Saxongate, because they have other things to do, such as shopping, cleaning, going to Papworth Everard, etc.

*“Saxongate is not used as much as it could be... I only ever took a few sessions of a course as part of progression.”* (Female Huntingdon tenant)

A few tenants reported that while they would like to take advantage of the opportunities offered by Saxongate, they cannot do so due to financial constraints (one person said that they would like to be on a Progression course but cannot because it is in Papworth Everard and they have no money to travel there).

*“I’ve used Saxongate for Job Club and Friday Club but can’t do any courses because it’s too expensive...”* (Male Huntingdon tenant)

Some people, in fact, travel to Papworth Everard regularly to take courses there, for example the summer drama and music school, or computing courses.

When asked about their use of Saxongate, most people said they do not really have any requirements or expectations regarding activities that they could do, or which should be available through Saxongate or other service providers. Nevertheless, while very few of the tenants mentioned receiving informal (‘soft’) support from Saxongate staff (such as help at the reception) or using Saxongate as a social point of contact, the Saxongate staff team informed us that this is relatively common.

### 2.3 Deciding to stay in Papworth Everard

While many people welcomed the opportunity to move to Huntingdon and into their own flats, a number of people who had the chance to leave Papworth Everard decided against a move. In this section, we outline some of the key findings from interviews with some of these tenants. This set of interviews served to identify whether changes that were occurring in Huntingdon were paralleled in Papworth and independence was related to an individual rather than to the intervention. It also aimed to establish whether Huntingdon tenants share any particular characteristics which might explain why the Foundations for Living project works for them but might be unsuitable or less desirable for others.

A number of interesting findings emerged from this set of interviews. Firstly, the reasons for deciding not to move to Huntingdon were consistent for most interviewees. These included:

- **Feeling independent already** – most of the interviewees in Papworth Everard asserted that they ‘feel independent already’ and did not need to move to Huntingdon to achieve independent living. Some indicated that they were in control of their own money or got help with money management, which would be the same regardless of where they live. Other suggested that their current accommodation in Papworth Everard was perfectly adequate and did not curb their sense of independence; for example, a tenant at Bradbury Court expressed a high level of satisfaction with his accommodation there, which allows him to ‘play music’, ‘come and go’ as he pleases, and cook for himself.
- **Security and safety** – virtually all tenants indicated that they felt ‘safe’ in Papworth Everard, and did not think they would feel as safe in Huntingdon. One interviewee said she felt Papworth Everard is a ‘secure unit’ in a nice little village with ‘people you know around you’. The interviewees assumed that the larger size of Huntingdon would entail a higher degree of anonymity, which they

were not keen to experience. ‘Nuisance neighbours’ in Huntingdon are a related concern regarding life in Huntingdon. This group seem to prefer the ‘smaller environment’ afforded by Papworth Everard, and stated that people in the village ‘are friendly’.

- **Support needs** – many of the tenants interviewed in Papworth Everard expressed misgivings about the level of support they would get in Huntingdon. While some indicated that they were very independent already and did not have high support needs, other were uncertain about whether tenants got adequate support in Huntingdon and this was mentioned as a reason for deciding not to move. One tenant, for example, said he likes the feeling of ‘confidence and security of having support at hand’ in Papworth Everard. Another said there had been reports from Huntingdon tenants that people there are not getting the support and care they need. Unmet support needs, this tenant suggested, ‘is the biggest problem for people in Huntingdon’. Another tenant ‘heard that people in Huntingdon found it different than they were told it would be’, and that they had ‘not as much help as they were told they would get’. These comments may not necessarily be the result of higher support needs amongst people who stayed in Papworth; it is possible that they instead reflect less willingness to see their levels of support reduced, or imperfect information about support levels in Huntingdon.

Second, an interesting finding was that this group of interviewees characterised communication between Papworth Trust staff and clients as inadequate some of the time. For example, a number of interviewees said that clients had been misled regarding the new living situation in Huntingdon, saying that shops ‘were closer than they actually are’, or that ‘people would get more help than they actually get’. One client stated that the limitations in the communication process meant that now there are tenants in Huntingdon who did not have ‘the courage to say to staff that they didn’t want to go’ and who ‘shouldn’t have gone there’. Communication about the initiative appears to play an important role in shaping perceptions, which can potentially be misleading for some people. An implication of this is that regular, clear communication from Papworth to all its tenants about the specific characteristics of the initiative could prevent misunderstanding and potential disappointment.

Some of the communication issues extended beyond the scope of the Huntingdon scheme. Around the same time the support arrangements at MacFarlane Grieve House (a group of flatlets in Papworth Everard) were changed from a block contract for care and support, to individual care and support packages. One tenants complained that when the changes took place tenants were not informed or consulted properly: “If they’re going to make changes, they have to come to us right at the beginning when the idea first comes up”. Aspects of the organisation of Progression Programmes, for example, were also cited as an area that would benefit from more consultation with clients.

Nevertheless, interviewees recognised that there had been improvements in communication between staff and clients, and that ‘whereas before it was “we know best”, now they [the staff] see we can work together’.

It is apparent that there are some differences between the group who decided to stay in Papworth and the group that decided to move to Huntingdon. In particular, their approach to the benefits of living in particular areas appears quite distinct; the Huntingdon group was keen to live in a bigger town and have the opportunity to meet new people and do new things, whereas the Papworth group had a stronger preference for the security and familiarity of the smaller village. Even when some of the Papworth interviewees stated that they would like the opportunity to do new activities or have a job, they prioritised the security and ‘friendliness’ of Papworth.

Nonetheless, the clients who decided to stay in Papworth Everard were satisfied with their level of independence and felt they did not need to move to Huntingdon to achieve greater independence. Even when they recognised some of the advantages of life in the independent flats in Huntingdon – more to do in the town, more privacy – they did not appear to believe that those conditions were essential for independent living. It is important to note, though, that many of the residents who stayed in the village had also undergone significant changes in their living arrangements when Robert Ellis House closed, with people moving to a supported flat or house in the village. While given the focus of this research on the move to Huntingdon, the move from Robert Ellis to the new arrangement also had important implications for residents’ independence, as enabling them to lead more independent lives was a central aim of the change.

It is worth noting, nonetheless, that there may be other significant differences between the two groups that account for why the Huntingdon scheme was attractive for some but not others. For example, the level of support and advice provided by family members and friends may be a factor influencing people’s decisions to move or stay. Perceptions about one’s own level of support needs and one’s ability to cope with the challenges posed by life in Huntingdon may also be a factor. Further research would be necessary to ascertain this.

## 2.4 **Conclusions**

These interview findings provide several viewpoints on the successes and challenges of the FfL project, although the small number of respondents and the methodological issues that arise in comparing respondents, where some have learning difficulties, sensory impairments or mental health issues, mean that findings are indicative rather than definitive.

One clear finding is that interpretations of what independent living entails vary between different people. Regardless of any definition of independence that may be used at the start of an independent living intervention, independence for one person can constitute something quite different for another person. Independence is tied to autonomy in decision making, but these interviews show that different individuals have different ideas as to what decision making is or should be. For example, although one individual was proactively making the decision to pursue routes to set up a social group for disabled people in Huntingdon, others who also identified the need for more social activities considered this to be someone else’s role.

Different understandings of what independent living entails account for much of the difference between those who wanted to move to Huntingdon, and those who decided to stay in Papworth Everard. As discussed above, the latter group did not feel unprepared for

independent living or unwilling to experience it; rather, in their view they were already living independently in Papworth Everard, albeit in a different way than those in the larger town.

A second finding from the interviews, emphasised by the fact interviewees were re-interviewed at different points in the transition process to live in Huntingdon, is that independent living is a process rather than an immediate outcome. It was clear that individuals who had struggled at first to adjust to a different way of living at the time of their move from Papworth Everard accommodation, had gradually adapted to life in Huntingdon and identified strategies for living independently in Huntingdon.

Both of the above conclusions suggest the importance of person-centred planning in putting together any intervention that aims to facilitate independence. Identifying a personalized plan of steps towards independence based on the individuals wishes and abilities could remove much of the worry and anxiety seen when applying a single intervention to a group of people.

As a general finding, it is clear that the move to Huntingdon has been a positive one for the majority of tenants. People have learnt new skills, met new people, and feel both more independent and generally happier than they had prior to their move to Huntingdon.

Finally, tenants felt that generally they were now partners in the support relationship, with staff taking on board their views. Staff are one of the most influential factors in the experience of any tenant involved in FfL, since clients interact with them often, sometimes on a daily basis.

## CHAPTER 3 **Bringing FfL to life: collaboration with development stakeholders**

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In addition to the interviews with tenants living in Huntingdon and Papworth Everard, this evaluation aimed to provide insights into the views and experiences of ‘development stakeholders’, i.e. partners who were engaged in the process of designing, developing and implementing the FfL project. These included agencies and organisations such as Huntingdon District Council, Cambridgeshire County Council, support service providers, housing developers and others. The aim of these interviews was to gain insights into the Papworth Trust’s relationships with stakeholders in the process of bringing FfL to life, particularly what worked well and what difficulties or challenges were faced. Ultimately, these insights can provide useful lessons about managing and optimising relationships with key stakeholders in order to improve the effectiveness and efficiency of the project. The lessons can help the Papworth Trust, and other similar organisations that wish to put in place comparable interventions.

### **3.1 Findings from interviews with development stakeholders**

A total of eight interviews were conducted to garner the views of Papworth development stakeholders. These included people from Huntingdon District Council and Cambridgeshire County Council, support service providers, and people working on the design and development of the flats and of the community learning centre. The findings from this set of interviews are presented below.

#### **3.1.1 Prior knowledge of FfL aims and mission**

Understanding of, and familiarity with, the aims and mission of the FfL project varied considerably among stakeholders. While some of them indicated that they were aware of the aims of the initiative when they first became involved with it, others said they did not know much about it at first, and only learnt about its mission and aims over time.

In spite of these differences, when asked how they would describe the aims of FfL as a whole there was a considerable similarity in the descriptions offered. Most people understood that FfL aimed to enable disabled people (also referred to as ‘less-advantaged’ people) to live independently within a mixed community (Huntingdon). One person said that “the project aims to develop people’s independence, choice and control” over their lives “in a community setting”. Another said that FfL aims to “give people the building blocks to enable them to live independently in a mixed community”. Some people

highlighted the importance of encouraging independence while providing adequate levels of support and of helping clients learn ‘life’ or ‘basic’ skills to achieve greater autonomy. One person explicitly located the aims of FfL in the context of wider policy agendas: “It is very much about the inclusion of disabled people, to move them to more appropriate accommodation. That is very much in keeping with government legislation and policy as well as local policy. And it is also about inclusion in that they have access to the facilities that able-bodied people also have access to, which often disabled people are excluded from”.

Nevertheless, familiarity with the role, aims and nature of Saxongate was more uneven. Most people highlighted the individual flats and the city centre location as the key features of the FfL project, and did not mention Saxongate until they were prompted. Even then, the degree of clarity about its purpose varied significantly. One person said that “Saxongate supplies services to the wider community with a specific emphasis on accessibility; the aim is to take away the stigma of disabled people having to go to ‘special’ places”. Another person expressed the view that, from a user’s perspective, the centre is a good initiative with fully accessible and convenient rooms, adding that nonetheless she was unclear about what the aims of the Centre were, according to Papworth Trust, and whether it had fulfilled them. Another person highlighted the “need to be clear about what the purpose is going to be and what it is going to achieve”. He was not clear about it, and wondered whether Saxongate was much different from a day centre.

### 3.1.2 **Communication with the Papworth Trust**

In spite of the stakeholders’ different roles in the FfL project, most of them thought that their participation in the project and their relationship with the Papworth Trust were productive and positive. A few explained that their communications were handled fairly informally, which worked well. Others had more formal communication channels with the Trust, for example through regular meetings, but even within these there was a degree of flexibility that meant they could respond to changing circumstances and emerging pressures.

Most stakeholders, however, agreed that a certain degree of formality is useful to ensure clarity and shared understandings in partnership working, and also to provide a practical ‘template’ for future communications rather than having to ‘re-invent the wheel’ each time. One interviewee said that it would be useful, as a lesson for future initiatives, to have “more written agreements between partners regarding who is going to do what, who is going to pay for what, to eliminate confusion down the line”.

In addition, many of the interviewees suggested that improved communications, at the early stages of stakeholders’ involvement with FfL, about the project’s aims, mission and objectives would be useful. This was particularly true for those who said they were not clear about FfL’s aims when they first became involved, and even more so for those who were confused regarding the aims of Saxongate. One interviewee suggested that clarity about the purpose of Saxongate, and FfL as a whole, would be achieved with a higher degree of formalization in early communications. Another interviewee said: “I believe it is all about getting a clearer picture or agreement at the outset, although understandably, it was the first time that such a project was being put together”.

One interviewee commented that Saxongate was designed as a flexible space that would accommodate different types of uses. He explained that because it was unclear at the outset what exactly Saxongate would be used for, the building needed to allow for a certain degree of flexibility and malleability. He added that it may have been more efficient to involve potential users at a much earlier stage in order to create a space that is more fit for purpose and which responds more closely to existing needs. Dialogue with the Regional College during the development process, for example, meant that specific space requirements were taken into account and incorporated into the design. As another interviewee said: “Papworth was very creative in how they engaged with the Regional College”.

### 3.1.3 **Opportunities and challenges from involvement in FfL**

While several of the interviewees stated that their organisations already had disability awareness and accessibility policies in place, others said that their involvement with FfL had a positive impact by stimulating further awareness of disability issues. One stakeholder involved in the design of the FfL housing in Huntingdon, for example, said that their participation in the project improved the way they think about the “design and ethos” of some of their new schemes. This interviewee also commented that, in addition, involvement with FfL had afforded them more credibility within the development industry. Another interviewee explained that their involvement with the project had led to the development of a new strategy to continue working in the area of accessible housing and lifetime homes. In his word, their participation in the project has enable him and his organisation to “rethink the whole process” of developing housing schemes for people with disabilities.

One of the stakeholders interviewed expressed the view that partnership working is beneficial because it creates significant leverage to procure funding and support for initiatives like FfL. He added: “I think that working in a partnership like this you can get more, for example in terms of each party getting resources through various means, including fundraising”.

### 3.1.4 **Views on the outcomes of the project**

Stakeholders’ commitment, and buy-in to the project are in part informed by their views on whether the project has been effective. Positive views of the project could contribute to developing a network of collaborators for future initiatives.

While no interviewees, at the time of the interview, have substantial evidence to support their conclusions, the majority were of the opinion that FfL was a successful initiative. Stakeholders reported having a positive impression of the project, formed partly from their involvement and partly from feedback from other people. For example, one interviewee mentioned that although he was not sure how the ‘mixed’ residential development would work out from a sales point of view, but it did not appear to have a negative impact – in fact the flats for private ownership were sold at higher prices than in the rest of Huntingdon. This is, according to this and other interviewees, was a sign of the success of the ‘mixed’ aspect of the housing development. Nevertheless, one of the interviewees added: “I’m not sure if residents have achieved integrated, mixed living in their housing scheme and the community, even though it’s clear that they spend time outside their flats”.

One interviewee stated that the housing aspect of FfL is “one of the best schemes I have ever come across for enabling people to be a part of and mix into the community”. Another interviewee explained that, based on what he has gathered from “publicity materials produced by the Papworth Trust”, the scheme has been a success. A third stakeholder argued that this project has given the Papworth Trust “huge credibility, demonstrating that they can deliver something exceptional and visionary in the community development sector”.

Two interviewees, however, expressed concerns regarding the extent to which the individual support needs of FfL clients were taken into account, and argued that in some ways, both the Trust and its clients may have had a less than “thorough understanding of what living independently in the community entails”. These interviewees recognised, and praised, the achievements of the FfL scheme in helping disabled people move towards independence, especially highlighting the merits of the independent flats in the city centre location. Nonetheless, they also stated that there was a tension between the positive aspects of accessible housing and living in the centre of town – contributing to increased independence - on the one hand, and the level of care and support still needed by clients on the other. One of the interviewees suggested that the Papworth Trust may have “overestimated people’s ability to move to independence”, and that a more comprehensive assessment of needs was required prior to and following the move into the scheme.

### 3.2 **Community Learning Centre (Saxongate) management views**

Internal stakeholders in the FfL process are also vital players in the project as a whole. Since Saxongate is a major new development, entering uncharted territory for the Papworth Trust, the viewpoints of the Saxongate staff team provide an interesting insight into the development of a new aspect of an inclusive independent living strategy.

The manager of Saxongate identified the three key groups the centre has tried to reach out to in order to be truly regarded as a community resource serving all aspects of the Huntingdon community. These are voluntary groups, community groups, and the business sector. Of these groups, the business sector are the most frequent users of the facilities on offer at Saxongate. This is mainly due to the quality of business facilities and equipment available at Saxongate that is not available elsewhere in or around Huntingdon. However, the voluntary and community groups are least engaged in Saxongate, most likely as a result of the higher cost of renting facilities in Saxongate compared to renting rooms in other facilities in Huntingdon.

In order to understand their own situation and impact on the community, the Saxongate staff team are already collecting a large amount of information on users and outputs of the centre. This includes data on centre users (both groups and individuals on courses run by Huntingdon Regional College). Saxongate also collect some data on the perceived quality of courses and facilities for users of the centre through a questionnaire given to those booking rooms in the centre. The staff team have identified the need to research the needs of groups not currently using the centre, probably focusing on the voluntary sector in Huntingdon.

In terms of the use of Saxongate by organisations and trainers, it has been interesting to note that the activity-based facilities (such as the accessible training kitchen and IT suite) are booked less than the generic meeting rooms. The staff team suggested that if they were able to identify more trainers and teachers willing to teach classes that used these facilities there would be a good uptake for these courses. Further research into the needs and interests of people in the local community may help identify courses that would make best use these specialised facilities at Saxongate.

The Saxongate staff team are aware of the need to continue to identify the needs and interests of the community that are not currently using Saxongate. There are already open days which show the facilities and courses available. A 'citizen survey' (see Text box 3-1) was carried out recently to support this evaluation, which identified some further areas for development.

**Text box 3-1: Papworth Trust's Huntingdon citizens' survey**

The Papworth Trust commissioned an external consultant to conduct a survey of residents of Huntingdon and surrounding areas, in order to establish the levels of awareness of, interest in and use of Saxongate (unpublished document by England Marketing, 2008). The survey of 185 residents indicates that while 63% had heard of Saxongate, just over half of those who had heard of it actually knew what the aims and activities of the Centre are. Of those who were aware of the Centre's activities, most said they thought Saxongate runs courses for both able-bodied and disabled people. The majority of people who were aware of the Centre and what it does also said they felt the Saxongate has had a positive impact on the community, primarily by raising awareness of disability issues and by bringing facilities to disabled people and the community as a whole.

The Saxongate staff team also raised an issue which came up in the interviews with tenants in the FfL housing development. As noted by one tenant, Saxongate is not a day centre with activities and a communal space in which to relax and meet people. Saxongate has not been designed with that concept in mind, in fact it is trying to be a community learning centre and not a day centre for the residents of FfL housing only. Striking a balance between providing for the needs of the community as a whole and the needs of the FfL tenants is a difficult task for the Saxongate team, and one that they are aware they need to manage.

The staff team also expressed the view that the many stakeholders involved in setting up and running the FfL project (including the Councils, support and care service providers and others) are important stakeholders for Saxongate too. Identifying the views of these stakeholders is important to enable the community learning centre to meet the needs of the community and its stakeholders. Formalising this interaction with stakeholders would ensure that Saxongate is more accountable to the community it works in and ensure a greater level of buy-in from stakeholders who feel they have an ongoing involvement in the direction of the centre.



### 4.1 Introduction

This evaluation included case studies of organisations that provide similar interventions to those provided by the FfL project. The findings from these case studies can shed light on the ways in which FfL has an impact and provide learning opportunities for Papworth, the case study organisations themselves and other organisations seeking to design and establish interventions supporting disabled people to live independently.

The objective of a case study is to explore, explain or describe an activity.<sup>21</sup> Case studies are self-contained stories that can be used to illustrate effective practice and to identify what works and what does not work. The main limitation of case study research is ensuring that the small number of case studies does not produce conclusions that can be usefully generalised.

We have identified four initiatives run by other organisations which correspond to elements of the FfL project, and we have focused on those rather than on the organisations as a whole. Since FfL works in a variety of areas (housing, support, community learning, and community integration), we examined case studies that address each of these areas. One of the studies looked at another organisation's integrated services initiative.

Our case study research drew upon archive (written) and oral (interview) sources within each organisation at senior management, staff and client level. A common template for the research was used across the four case studies to ensure comparability of findings. This template included questions and themes for investigation, such as issues around sustainability, collaboration with other stakeholders, involvement of staff and clients in decision-making, internal learning and monitoring processes, client satisfaction with the services provided, and so forth.

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<sup>21</sup> Yin (1994). *Case study research. Design and methods*. Second edition. Sage Publications, London.

The case study organisations were identified through consultation with both the Papworth Trust itself and practitioners working in the social care sector who provided guidance on organisations considered by them to be examples of good practice in their respective fields.<sup>22</sup> This consultation was complemented with an internet-based search of relevant agencies.

## 4.2 The case studies

The case studies selected in this research were not restricted to interventions for disabled people, since the aim is to learn about good practice in adult social care in the fields of accessible housing, community learning, support and independence, and a combination of the three. The case studies for each area are shown in Text box 4-1:

### Text box 4-1: Selected case study organisations and interventions

- **Habinteg** (Accessible housing) – Bossom Court, Crosby
- **Idea Store** (community learning) – Idea Store Whitechapel
- **Optua** (Support and independence) – Optua Homecare
- **Foyers** (Integrated services) – Paine’s Mill Foyer

The section below provides brief overviews of the case studies, identifying the key lessons from each. Section 4.3 draws together the case studies and relates the lessons to FfL specifically, comparing where FfL has been providing a service effectively and where the case study organisations have performed tasks differently with different outcomes.

### 4.2.1 Accessible housing: Habinteg

Habinteg is a housing provider with a reputation for producing both accessible housing and integrated neighbourhoods. They have been building and managing homes since 1970 and during this time they have tried to develop communities in which anyone can live independently. Habinteg do not specifically build communities for disabled people; rather, they develop schemes that integrate housing for disabled people with those of non-disabled people to create inclusive communities, break down the isolation and segregation that many disabled people experience, and tackle negative stereotypes. Habinteg now has 2,120 homes, of which 530 are fully wheelchair accessible.

All of Habinteg’s homes built after 1994 meet the Lifetime Home standards of accessibility. Lifetime Homes is a concept developed by Habinteg and the Joseph Rowntree Foundation, setting out 16 design criteria for an accessible, adaptable home. Lifetime Homes aim to accommodate the changing needs of a household over time. Habinteg’s Lifetime Homes in inclusive communities ultimately aim to promote residents’ independence. Their housing schemes include Community Assistants (CA) who contribute to day to day housing management, and a call centre service is in place to deal with

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<sup>22</sup> These practitioners were Maggie Wishcombe, an independent consultant with experience of working with the Department of Health as well as with voluntary sector organisations, and David Ellis, Social Care Institute of Excellence Principal Adviser, Department of Health.

emergencies when the Community Assistants are off duty. Within the housing schemes, tenants of the self-contained flats for disabled people have individual support plans, implemented with the CA. Specifically, the CA assists with home maintenance, filling out forms for example for housing benefit, liaising on care packages, aids and adaptations, collecting prescriptions, and reminding tenants to take their medications if necessary.

Habinteg works in partnership with local councils and public and private developers to design, develop and manage integrated housing schemes across England. It also has alliances with the Disability Rights Commission and the Joseph Rowntree Foundation, and is the only housing association with corporate membership of the British Council of Disabled People. In partnership with some of these organisations, Habinteg is involved in research, lobbying and advocacy activities, for example to promote the adoption of Lifetime Home standards in new housing developments.

Habinteg also develops support services that enable disabled tenants to live as independently as they choose, and offer services to other organisations to help them improve their performance in delivering housing opportunities to disabled people.

For the purpose of this case study we visited one of their community developments in Liverpool, Bossom Court, which has undergone a number of changes over the thirty years it has been there, with additional developments added to the first houses and progressively more modern and accessible housing as the years brought a greater understanding of the requirements of disabled people and how to deliver solutions for them.

#### 4.2.2 **Community Learning Centre: Idea Stores**

The Idea Store is a combined library, community centre and learning centre in central London. There are four Idea Stores in Tower Hamlets, all run by Tower Hamlets council. The Idea Store is internationally recognised for providing innovative, successful learning and community services, and has been the subject of a number of previous studies. This case study provides an opportunity for learning about how to successfully encourage groups and individuals into an inclusive, dynamic learning environment.

Research for this case study included visits to Idea Store Whitechapel, interviews with staff, focus group with users and a review of published materials about the centre. The interviews with staff and users provided insights into the concept behind the project, its development and implementation, and its successes and challenges.

The Idea Store has its origins in the public policy agenda of the last few years for tackling employment skills, educational achievement and regeneration in Tower Hamlets which has adult literacy and numeracy skills below the national average, and high levels of poverty and unemployment. The Idea Store aims to provide an integrated response to three different themes in the national agenda for employment skills, educational achievement and regeneration:

- Library renewal – initiatives supported by the Department for Culture, Media and Sports to modernise the library network
- Lifelong learning – whereby the (former) Department for Education and Skills encourages the development of a national grid for learning, homework clubs and distance learning

- Community renewal – in which the Department for Transport, (former) Local Government and the Regions working through the Government Office for London encourages a community-focused approach to the regeneration of inner-city areas.

The Idea Stores were designed to integrate these three themes together in an innovative way that is responsive to the particular needs and characteristics of the area. They intend to turn a visit to the library/lifelong learning centre into a regular feature of lives of people in the community, becoming a focus and a resource for the whole community, a process that would be facilitated by their strategic location within Tower Hamlets. Ultimately, the primary objective of the Idea Store is to empower individuals by providing a resource for them to develop new skills, learn about healthy living or seek a job. At the same time, the Idea Store aims to be a place where people can pursue leisure activities such as participating in cultural events, meet friends and ‘relax’, and thus act as a catalyst for community cohesion.

The concept for the Idea Store was developed on the basis of a nationwide public consultation on libraries, and in cooperation between Tower Hamlets Council and Tower Hamlets College, the borough’s main provider of further education. The design process also drew on the findings from another extensive consultation conducted within the Borough. This consisted of: questionnaires to existing library users (prior to development of Idea Stores) and to every household in the Borough; an in-depth independent market research study, and; a Road Show (touring exhibition of materials and graphics designed to stimulate debate about the priorities and possibilities for the future of the library and learning service). It uses the architectural, interior design and other ideas from the retail and leisure industries, developing strong style branding and image.

The Idea Stores contain not only lending and children’s libraries, and reference and information services; they also include facilities such as classroom and lecture space, adult education workshops, homework clubs, study space, public IT suites, employment and career information, a café, and art exhibition/performance space among others. An important element in the delivery of the Idea Store vision is a move towards seven day opening at all seven of the Idea Stores in Tower Hamlets. In spite of the success they have experienced in terms of numbers of visitors per year,<sup>23</sup> the Idea Stores have also faced a number of challenges since their establishment, notably around the maintenance and improvement of infrastructure, and the need to introduce savings in response to the Council’s budgetary constraints.

#### 4.2.3 Support and independence: Optua

This case study organisation provides a wide range of support services in a similar context to the Papworth Trust in East Anglia. Optua is a Suffolk-based disability charity that has been providing services for disabled people in the region since the early 1980s. They have now created a portfolio of services from advice and advocacy through to homecare for

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<sup>23</sup> According to the official newsletter of the Idea Stores, visitors to Idea Stores have gone from 500,000 in 1998, to over 2 million in 2008. The Idea Store Whitechapel is the busiest ‘library building’ in Central London, attracting over 700,000 visitors per year (only Croydon Central Library, located in Outer London, is busier).

disabled and older people. Optua also run a care home and three supported housing schemes so have a similar profile to the Papworth Trust in that respect. However, one difference between Optua and the Papworth Trust used to be that Optua do not separate out care and support as different functions performed by different staff.

Originally, FfL provided an integrated housing management and floating support system, with personal care contracted out separately on a one-to-one basis. However, the County Council decided to commission a contract for the support and personal care element. Under this new arrangement the Papworth Trust provides just the housing management function as the landlord. This means that FfL no longer has its own support service in place in Huntingdon. However, having a case study for comparison is still valid for two reasons: Firstly, in order to provide useful information to the organisation that have taken over support in the FfL project; and secondly to provide the Trust with information that can be of use to their support services in Papworth Everard and in any future developments.

This study focuses on the role of Optua Homecare, the section of Optua that is involved in providing care to those who are in their own homes (or living with parents or carers) – since this provides the most directly relevant comparison to the provision of support services for those in Huntingdon.

We interviewed the manager of Optua homecare and performed a desk based literature search to identify relevant supporting information. This has provided some insights into the way that staff are trained, supported and have a say in the organisation. It has also provided useful insight into how to join together management teams from disparate parts of the organisation.

Optua Homecare forms part of the wider Optua group, and as such has a significant task in sharing information between the homecare and other parts of the organisation. This information sharing has been formalised within Optua, with the senior management team for Optua Homecare reporting to the Optua board every two months on progress within their sector of the organisation. This report includes the number of people being cared for, the number of visits, staff progress and financial reporting on Optua Homecare's recent performance. For the manager of Optua Homecare, there is also a monthly meeting with a line manager for discussion of progress and how to implement any required changes.

Information sharing with clients is also formalised, with clients actively involved in setting their own care and support needs, as well as providing feedback to Optua Homecare on the performance of care and support staff. This includes performing a quality assurance survey of clients and staff, providing information to the management of Optua Homecare, providing buy-in to the management process for often overlooked stakeholder groups. These 'bottom up' measures provide one source of information for management, and Optua also perform spot checks on staff, and have meetings for staff and management every two months to provide a complementary 'top down' approach to information gathering.

Optua Homecare is growing since its start in 2005 as part of the wider Optua group.<sup>24</sup> The organisation has four administrative staff and 15 carers – however there is an acknowledged need for further staff since there is more work available than currently undertaken. Part of the reason for this success is the reputation that Optua already has in mid Suffolk as a provider of care, albeit in a different context with three supported housing schemes and one care home. The reputation and the expertise of Optua in providing care has been key in the growth of Optua Homecare, with the ability to transfer care staff from one part of Optua to another part of the organisation allowing flexibility for staff members and a large number of highly trained professionals in the organisation. This transfer of staff also leads to a transfer of skills from the experienced staff in other parts of Optua to newer staff taken on in the expansion of Optua Homecare.

#### 4.2.4 **Combination intervention: Paine’s Mill Foyers**

Foyers are a charity that runs temporary housing and learning and training opportunities for young people who do not have homes. Foyers have a mission to provide opportunities to young people by integrating the services that can help them get on in life.

This case study is of Paine’s Mill Foyer in St Neots, which has been cited as an example of how to integrate IT learning services for a community with a housing and support network for young homeless people. On a site visit we interviewed the manager of the Foyer and also the manager of the community IT learning centre on site. They have provided us with a lot of information on the pressures that face the different aspects of the Foyer and how to deal with the multiple stakeholders involved in their work.

Foyer have been providing joined up interventions for homeless young people since 1992 in the UK.<sup>25</sup> Since Foyer provides accommodation, support in life development and education for homeless young people, there are similarities with the goals of FfL. These include creating inclusive communities, providing opportunities for vulnerable people to live independently, and ongoing education for often overlooked groups.

Paine’s Mill Foyer is run by Axiom, an East Anglia housing association. Axiom are just one of the many stakeholders involved in the Foyer; the others include the town and county councils, the benefits agency, housing benefits, the Foyer Foundation and the local Connexions group.<sup>26</sup> Paine’s Mill has taken an informal approach to promoting stakeholder engagement by building up personal relationships with stakeholders in the councils, funders and the community learning sector so that there is more flexibility to deal with issues when they arise. This method of interaction provides Paine’s Mill with a quick way to flag up challenges as they emerge, and a route to problem solving (since all stakeholders feel informed about the project). However, this method relies upon low

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<sup>24</sup> Optua was initially established as Mid Suffolk Rethink for Disabled People in 1981 as a response to the lack of facilities for disabled people provided in mid Suffolk. In 1996, the organisation became Rethink Disability, and in recent years has become Optua (About Us: Our History, [www.optua.org.uk/About\\_Us-OurHistory.asp](http://www.optua.org.uk/About_Us-OurHistory.asp), Optua Website).

<sup>25</sup> The concept is a French one and has been in existence since the end of the Second World War. (See [www.foyer.net/mpn/story.php?sid=62](http://www.foyer.net/mpn/story.php?sid=62) – accessed 29<sup>th</sup> January 2008).

<sup>26</sup> Connexions is a multi-agency government initiative to provide support and advice to young people. For more information see [www.connexions-direct.com/index.cfm](http://www.connexions-direct.com/index.cfm)

turnover in both the Foyer and in the stakeholders themselves. Some parts of this informal relationship have structure to them, in order that the Foyer can get a full picture of how it fits with its stakeholders. For example, Paine's Mill sends out a SWOT analysis<sup>27</sup> evaluation form to their stakeholders to ensure feedback fits into their own evaluation framework.

Foyers are funded primarily by Supporting People funding from the (former) Office of the Deputy Prime Minister, who have their own reporting requirements for any funding given out. This means that Paine's Mill must use specific evaluation tools in order to maintain funding. The SWOT analysis mentioned above provides different information to the Foyer, namely learning for improved service delivery and effective partnership. The Learning and Skills Council (LSC), the funders of the IT suite that forms part of the Foyer, also have specific reporting requirements.

The other stakeholders involved in Paine's Mill are the staff of the Foyer and the clients living in the Foyer. The staff members have generally been trained as teachers, with the majority having taught in the St Neots area prior to joining Foyer. Because Foyers have an ethos of moving young people towards independence by equipping them with skills (educational, employment and life skills), having staff that are qualified teachers means that staff are equipped to deal with this aspect of service provision.

From the clients' point of view, there is an opportunity for them to identify the particular skills they want to learn and pursue them (within the range of courses offered through the Foyer). Paine's Mill Foyer have also begun using a tool for identifying progress by clients that has been developed to track learning and personal development of the young people staying in the Foyer. This uses the "Rickter Scale",<sup>28</sup> which builds on a number of evaluation and psychological techniques to create a multi-dimensional scoring system. This evaluation is used to allow a more personalised program for each individual client in the Foyer, to ensure that people develop skills at the pace most appropriate to them.

Clients are also involved in the running of the Foyer as a whole, with resident meetings and surveys that aim to involve people as much as possible in identifying how to make the Foyer more successful in its aim of creating greater independence for clients. Resident views are fed into staff meetings and the outcome of those meetings is fed back to residents at the next resident meeting.

The IT learning suite that forms part of Paine's Mill was originally put in place for the benefit of the clients, but rapidly was recognised as an important community resource. This served two purposes, firstly to provide members of the community with a chance to improve IT skills, and secondly to break down perceived barriers between the Foyer residents and the local community.<sup>29</sup> The IT centre also has a role as a community advice organisation.

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<sup>27</sup> Strength, Weakness, Opportunities and Threats (SWOT) analysis

<sup>28</sup> For details on the Rickter Scale, see the website of the company that created and market the scale: [www.rickterscale.com/0103.htm](http://www.rickterscale.com/0103.htm)

<sup>29</sup> Foyer Federation case studies, Paine's Mill Learning Centre, available at: <http://www.foyer.net/mpn/story.php?sid=875>

Managers at the Foyer and the IT learning centre both emphasised the importance of staff in providing a quality service to the clients and community; staff were the first thing mentioned as facilitators for delivery. The main barriers in both cases was the renewal of funding from their key funders (Supporting People and LSC), since these funds are not guaranteed.

Finally, from the point of view of evaluation, it is interesting to note that the Paine's Mill Foyer does not follow a rigorous standard set by the Foyer Foundation centrally. Each Foyer has slightly different procedures, policies and funding streams for support in place. This means that the Foyer can be tailored to the context in which it sits, thus city centre Foyers can address the challenges they face differently to the way a more rural Foyer will face the very different challenges set by their environment.

### 4.3 **Drawing lessons for Foundations for Living**

The case studies above provide information on the ways that other organisations develop, initiate, manage and experience interventions. Their purpose here, however, is to link the learning from the case studies to the FfL intervention and inform further development of the scheme. We can begin to identify the issues that are essential for an intervention aiming to facilitate independence.<sup>30</sup> This learning can also highlight good practice by FfL, those areas where FfL has been successful in achieving its goals. We begin by identifying the major themes that are most pertinent to the delivery of FfL, and then go on to identify where FfL has been particularly successful.

The first set of lessons are those that are cross-cutting, that is, that apply to the Foundations for Living project in its entirety. Following those, we present the recommendations and lessons that arise for specific elements of FfL.

#### 4.3.1 **Cross-cutting issues and lessons**

The first set of lessons apply to FfL as a whole. Following those, we present the recommendations and lessons that apply to specific parts of FfL.

##### **Longevity and sustainability**

One issue seems to stand out from all of the case studies involving external funding, and that is the concept of longevity and sustainability. For new projects it is possible to create a wave of enthusiasm which engages funders in a new idea and a new way to address problems. However, maintaining the enthusiasm and interest of funders proves to be far more difficult; when interventions are no longer the priority of a funder the budget may need other inputs. For example, the Idea Stores in London are still considered one of the best ways to redesign library and information services (as shown by the level of national

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<sup>30</sup> Although the findings will be directly related to interventions that facilitate independence for disabled people, they will also be relevant to other types of intervention – for example creating inclusive communities; accessible learning; and creating better life chances for disadvantaged groups. On a more general note, since some lessons relate to interactions with a variety of stakeholders or how to maintain stability through an intervention, the lessons can be applied to any organisation that has to work with outside stakeholders.

and international consultation they are involved in), yet five years after opening they have to reduce their staffing levels in order to remain within a tightening budget.

This issue is relevant for FfL as it has clear implications for Saxongate. The concept of a new fully accessible learning centre has been embraced in Huntingdon, but once it is considered part of the town's make up, it is possible that current funders of Saxongate will reduce their support. Taking the challenges of sustainability into consideration can help ensure that the budget is built to accommodate likely downturns in funding, for example through costing of rooms for use by commercial organisations and businesses.

### **Stakeholder engagement**

The Paine's Mill Foyer, Habinteg, Optua and Idea Store all have stakeholders with whom they must interact in order to produce useful and integrated services. Idea Store, for example, carries out outreach activities with other organisations in the community, such as local businesses and schools and other public services. Collaboration in a range of projects and initiatives is premised on the understanding by all involved that there are mutual benefits to be drawn from the co-operation. The Idea Store is also concerned that the links formed in this way are sustained in the long-term. Paine's Mill has taken an informal approach to promoting stakeholder engagement by building up personal relationships with stakeholders in the council, funders and the community learning sector so that there is more flexibility to deal with issues when they arise. This method of interaction provides Paine's Mill with a quick way to flag up challenges as they emerge, and a route to problem solving (since all stakeholders feel informed about the project). However, a weakness of this method is its reliance upon low turnover in both the Foyer and in the stakeholders themselves. Habinteg and Optua Homecare have taken a more formal approach to dealing with their stakeholders (from the council to other parts of the same organisation). This provides a framework for dealing with issues but does not lead to the same level of involvement as that seen with Paine's Mill.

Stakeholder engagement also has important implications for the day-to-day running of the organisation and the success of its activities. Of particular importance here are staff and users. In Idea Store, for example, it is apparent that one of the key reasons for its vibrancy and continued success in attracting and retaining users (as evidence by their growing numbers) is the organisation's openness to the ideas, preferences and opinions of its staff and users. In terms of staff, flexible and horizontal management structures are in place to ensure 'fluid' internal communication about the Idea Store's aims, targets, priorities, challenges and opportunities. Regular discussions between management and staff, who by virtue of working amongst clients on the floor develop awareness of their needs and wants, contributes to the development of innovative improvements to the organisation's services. These discussions are also forums where staff and management exchange views about hard-to-reach groups in the community and ways to make the Idea Store more appealing to them. Users, on the other hand, feel that frequent contact with friendly staff helps the Idea Store deliver services that cater to their preferences and needs. In general, the Idea Store uses an 'unstructured approach to feedback from users and staff'.

The case studies, then, suggest that ensuring regular and flexible communication with stakeholders at all levels can help build a responsive 'infrastructure' allowing organisations to deal with challenges as they arise. This infrastructure is also a means for organisations to

engage in continuous, informal learning and improvement of their services and activities and contribute to the provision of a dedicated, coherent service.

#### **Evaluation for learning and accountability**

Since its inception, FfL has been committed to evaluation for learning and accountability. All the case study organisations have to report to funders/government on specific aspects of their work. For example, Habinteg have to report on their work to Supporting People, using specific criteria set out by Supporting People for the process. Outside of the required reporting, Optua Homecare have set up a 360 degree review of their staff on an annual basis; Idea Stores survey their users formally on a three year basis, as well as ongoing informal feedback processes; and Paine's Mill send out a SWOT analysis evaluation form to their stakeholders to ensure feedback fits into their own evaluation framework. For FfL, it is important to maintain the commitment to hearing the views of others in their evaluation, and by building feedback into the processes (in parallel with the formal required reporting).

#### **Joined-up interventions**

One of the central tenets of the FfL project has been the intention to produce a joined up intervention to facilitate independence for disabled people. Although we do not know of other attempts to do this in the disability arena, Foyer have been providing this kind of joined up intervention for homeless young people since 1992 in the UK.<sup>31</sup> Since Foyer provides accommodation, support in life development and education for homeless young people, there are similarities with the goals of FfL, including the creation of inclusive communities, providing opportunities for vulnerable people to live independently, and to develop skills to successfully live independently in society ranging from independent living skills to training and transferable skills for the workplace.

However, there are differences between the two interventions. One is the skill set of staff. In the Paine's Mill Foyer, the staff members are generally trained as teachers, the majority having taught in the area prior to joining Foyer. As teachers, staff are generally able to deal with all aspects of the Foyer's services ranging from dealing with the issues young people face in growing up to training and teaching people new skills. FfL's Saxongate staff have different training and skills to those providing support services. Given the differences in training and focus, it is possible that ensuring joined up thinking in FfL could prove a challenge for the Papworth Trust. This is partly linked to the issue of communication discussed above; open, regular discussions between all staff and management about the aims and activities of an organisation can help provide a stronger, more coherent service.

As mentioned above, Paine's Mill Foyer use of a tool to track learning and personal development of the young people staying in the Foyer, similar in aim to FfL's indices of independent living. This highlights the importance of a tracking system that can take into account the various aspects of the intervention in place.

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<sup>31</sup> The concept, however, is actually a French one that has been around since the end of the Second World War. (See [www.foyer.net/mpn/story.php?sid=62](http://www.foyer.net/mpn/story.php?sid=62) – accessed 29<sup>th</sup> January 2008).

#### 4.3.2 Lessons for specific sections of Ffl

##### **Community learning centre**

Saxongate can learn many things from the successes and challenges experienced by the Idea Store. The design and strategic location of the Idea Store has led to been one of its most noteworthy features. This is illustrated by the popularity of the building, with the Idea Store Whitechapel now the second busiest Library in central London, with over 700,000 people attending in 2006. Saxongate has a different remit to the Idea Store, but it would be prudent to take on board the innovative approach to staffing and marketing used by Idea Store, especially since Saxongate does aim to create a more inclusive community within Huntingdon.

It is apparent from the case study research that the three aspects of the Idea Store that draw people in are the availability of computers for internet and other uses, the library (which includes fiction, non-fiction, educational and reference books as well as magazines and newspapers), and the café. The interviews and focus groups indicated that these three facilities create an open, welcoming atmosphere which attracts a wide range of users. The nature of these facilities means that they are adaptable to the varying interests, abilities, backgrounds and needs of different types of users. It is possible that by attracting numerous users in the first place, many of them will then opt to also participate in some of the other activities offered by the Idea Store, such as courses and cultural events. One of the aims of the Idea Store is to provide 'integrated services' which enable people to come in to use several facilities and services provided by the organisation. This highlights the importance of strategic thinking about the mix of services that an organisation such as Idea Store or Saxongate needs to provide to attract, retain and engage a wide range of users and create an appealing, inclusive learning space within the community.

The IT centre section of the Paine's Mill Foyer provides a comparator to Saxongate, since it is a resource designed for the full community but with a particular stress on the needs of those in the Foyer. Perhaps the key lesson from the Foyer case study is that the IT centre's funding is not secure, and that although Foyer has a desire to reach out to the community and widen participation, the contractual requirements of the centre to deliver to specific priority learning groups means that resources tend to be focused on those groups. It is important for Saxongate to understand that the need for accessibility may cause resource conflict with the need for wide community involvement (even though these two wishes need not be conceptually mutually exclusive).

##### **Integrated housing**

Habinteg provides some lessons about how to manage an integrated housing project for the Papworth Trust. The management of the project is overseen by a designated employee who lives on/near the site. Their role is one of site management (i.e. their remit does not include providing care and or formal support). Those residents who have higher support needs value having a point of contact available in the development to deal with problems with their flats as they arise.

The concept of integration and independence are at the heart of the Habinteg mission, and the Bossom Court development certainly provides a more independent living prospect for those with lower support needs. However, those tenants with higher support needs are more isolated since their flats are in a separate building with its own communal area that

requires a key to get into. The lack of more open and accessible communal areas has left some residents feeling cut off from the community around them. This is especially true of those residents who have been in Bossom Court for many years and have experienced the collegiality of the development, including the time when accommodation was in the form of a residential home. However, it is difficult to show whether this alleged decrease in social capital is caused by the development of the newer housing specifically for people with higher support needs, since communities in general are seen to have become less cohesive in recent years.<sup>32</sup>

A few initiatives are in place in Bossom Court that provide opportunities for tenants to interact. This is recognised as important by both tenants and staff, who believe that as a community they should encourage people to network and communicate. Coffee mornings, for example, were first set up by a site manager, and are now an established ritual amongst tenants. In spite of coffee mornings and other activities such as Christmas dinners, some tenants felt that independent living in the community often comes at the cost of reduced interactions amongst tenants. This was also brought up in interviews with FfL tenants. While not necessarily part of the stated remit of independent living initiatives such as FfL and Habinteg's, it might be worth considering the importance of providing spaces to facilitate social interaction as part of the 'integrated services' available to tenants.

### **Support**

Although the role of providing support has been taken away from the Papworth Trust within FfL, there are still interesting lessons to learn from the experience of Optua homecare – specifically in the area of staff development where they are very strong. The introduction of the review system for their staff, which includes input from the clients as well as input from line-managers and other staff, has allowed clients a greater say in the way they are supported. This naturally fosters more independence and decision making and we would argue that the concept of 360 reviews for staff could help FfL – particularly in Papworth Everard where the Papworth Trust are still providing support to tenants.

The links between Optua homecare and the other sectors of the organisation (such as the care and access sectors of Optua) are also well formalised, leading to learning and growth within the organisation. Since the Papworth Trust, and in particular FfL are looking to provide a similar wide variety of services, we would stress the importance of a formalised method of communication between disparate activities. For example, there are many things that the progression team can learn from those who are providing support in terms of how best to provide access to learning and skills for individuals.

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<sup>32</sup> See the ESRC Society Today UK Factsheet on Social Capital for more details: [www.esrcsocietytoday.ac.uk/ESRCInfoCentre/facts/UK/index54.aspx?ComponentId=12726&SourcePageId=18133](http://www.esrcsocietytoday.ac.uk/ESRCInfoCentre/facts/UK/index54.aspx?ComponentId=12726&SourcePageId=18133) (accessed on 29<sup>th</sup> January 2008)

This report has presented findings from the final stage of the evaluation of the Foundations for Living project, and from case studies of four organisations whose aims, structure and processes may provide relevant lessons for the Papworth Trust and other service providers for people with disabilities.

The study has shown that, overall, Foundations for Living tenants are very satisfied with their move to independent living in Huntingdon. Many of the tenants have learnt new skills, enjoy the town-centre location and proximity to shops and other facilities, and relish having their own flat. Most report that the move to Huntingdon has exceeded any expectations they had prior to the move.

The value of co-locating the community learning centre in Huntingdon with the housing is less clear-cut. There has been a positive uptake of the facilities and courses at Saxongate by local businesses and individuals.

However, tenants have tended to use Saxongate for informal support and social contact rather than for accessing formal learning courses. The use of Saxongate primarily as a source of informal support for tenants is in some ways at odds with wider aim of Saxongate to be a learning resource for both Foundations for Living tenants and the whole community, and balancing these issues will need to be considered as the centre develops.

Similarly, the impact of co-locating accessible and private housing is still unclear. While the aims of co-location were to foster inclusion and integration between disabled and non-disabled people, further research would be needed to determine whether this has actually taken place. This may be difficult to assess however, since social capital is said to be declining in the UK<sup>33</sup> and this may mean that interactions between neighbours in general are declining rather than for any reason related to disability.

Foundations for Living has so far been a positive experience for tenants. However the research also shows that the scheme might not be suitable for everyone. The interviews with people who decided to stay in Papworth Everard rather than move to Huntingdon reveal that different people have different understandings of what independent living means. For most, independent living entails having a significant degree of autonomy in

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<sup>33</sup> ESRC Society Today, 2007, Social Capital in the UK Factsheet, ESRC, Available at <http://www.esrcsocietytoday.ac.uk/ESRCInfoCentre/facts/index54.aspx?ComponentId=12726&SourcePageId=20615>; last updated 27/07/07. Accessed 15<sup>th</sup> July 2008)

decision-making, and many of those who stayed in Papworth Everard reported that they already feel independent in this way.

These findings suggest that, overall, the Foundations for Living initiative has been successful in supporting disabled people to live independently. Some of the effective approaches and actions of the Papworth Trust within the FfL scheme have included:

- A recognition of **the importance of person-centred planning** within infrastructure-based interventions – providing the opportunity to move to Huntingdon for those who wanted it, and the chance to stay in Papworth Everard for those who preferred it;
- **Town-centre location** for accessible housing, which was considered one of the most positive aspects of the Foundations for Living scheme;
- **Regular and meaningful consultation** with clients and staff, which ensured both a high degree of buy-in and project responsiveness to existing and emerging needs and constraints;
- The establishment of **flexible, open communication channels**, which ensured continued buy-in and that FfL continues to address the needs of the multiple stakeholders involved (for example, by taking into account the needs of Huntingdon Regional College in the design of Saxongate)
- Regular **communication of outcomes and achievements** of the project to clients and other stakeholders (especially ‘development’ stakeholders), as this can strengthen engagement with the initiative;
- **Optimal use of opportunities for awareness raising** on disability issues amongst ‘development’ stakeholders through engagement during the development of the project.

Nevertheless, as would be expected in any new intervention, there are a number of challenges which merit further consideration. This final chapter provides suggestions for future action in some of these areas, which may be useful for the Papworth Trust as a whole, the FfL project specifically and any other similar initiatives the Trust may undertake in the future, and more widely for other organisations providing services for disabled people.

These suggestions are based on the findings from the interviews and case studies, and aim to act as a springboard for discussion and planning within the Papworth Trust (and other interested organisations). They are not exhaustive, nor are they prescriptive; rather, they are intended to stimulate thinking about ways to improve, expand or strengthen existing service provision by responding to some of the challenges raised through this research:

### **Preparing service users for the move to independent living**

Prior to the move to independent living, it is important to ensure that service users have a robust understanding of what independent living entails, and the types of support and assistance they will be able to access (particularly in the more challenging first few weeks and months).

This arises from concerns expressed by some Huntingdon tenants that prior to the move; they had expectations of the level of support and assistance they would get as they adjusted to independent living which were not met. While most of them were eventually able to settle in successfully, the fact that the support they received immediately after the move was lower than expected proved difficult for many of them.

### **Reviewing the role of Saxongate**

A review of the role of the Saxongate learning centre, both within the Foundations for Living initiative and within the wider Huntingdon community, could help re-consider the strategy for Saxongate as an inclusive community resource for learning.

As discussed in Chapter 2, most of the Huntingdon tenants reported very low use of the services offered at the Saxongate community learning centre. In addition, some of the tenants in Huntingdon indicated that they did not have many opportunities to socialise with others, as there were no open, communal spaces in Huntingdon where they could congregate. It was felt that Papworth Everard provided this opportunity more effectively. It is possible, in fact, that the provision of more communal spaces could create an additional incentive to people who otherwise would prefer to stay in the village. As discussed in the case study research, one of the most attractive elements of the Idea Store to its users was the availability of spaces they could use for leisure, including a library and a café (rather than only having courses there). Idea Store users and staff both argued that these spaces, as well as the learning opportunities available, made the Idea Store an effective community resource promoting integration. This might provide interesting lessons for the Papworth Trust should it decide to go forward with a review of the role and aims of Saxongate.

### **Monitoring use of Saxongate**

It would be useful to carefully monitor how Saxongate can best respond and adjust to the needs of the community, including attracting groups who are not currently using Saxongate, to ensure the centre's continuous effectiveness.

This is linked to the point above, about the need for a review of the role of Saxongate within FfL and within the wider Huntingdon community. Saxongate management reported that they face the challenge of identifying, and targeting, groups in Huntingdon who do not currently use the centre. The questions facing Saxongate management now are: who does Saxongate aim to attract, and is it succeeding in this? How does this fit within the wider aims and objectives of Saxongate both as part of the FfL initiative, and as an inclusive community learning centre?

### **Early involvement of 'development stakeholders'**

For future initiatives, early involvement of key 'development' stakeholders, and the provision of full information on the aims, objectives and mission of the project and the Papworth Trust should be planned to ensure buy-in and a shared understanding of the initiative.

This emerges from the 'development stakeholder' interviews, where a number of interviewees reported a limited awareness of the aims of the FfL initiative when they first became involved. While it is clear that most of them eventually understood the wider aims of the FfL project, it is possible that earlier involvement and discussion about the aims and

objectives of the project could engender a more productive and fluid dialogue on the requirements, needs, opportunities and challenges of the development among all stakeholders involved at different stages. However, without a counterfactual in which stakeholders were fully aware from the outset, it is difficult to suggest that doing so would make the implementation of any intervention easier, rather that it would make relationships with the stakeholders more open and accountable.

As the Papworth Trust continues to look for opportunities to develop other independent living schemes, the findings from this report and other learning activities undertaken by the Trust provide evidence on which to build future initiatives. Similarly, policy and social changes encouraging the move towards independent living for disabled people mean that the findings and suggestions in this report can be used by other organisations as part of an evidence-base for the provision of services of this nature. In addition, in the context of an ageing population and the resulting likely increase in the demand for accessible housing, the ability to deliver effective, efficient and sustainable independent living services takes on new relevance.

Helping disabled people live independently requires coordination and collaboration among a number of diverse stakeholders. Recognising the importance of consultative, open and responsive project development helps to enable disabled people have greater access to housing, education, support, transport, employment and leisure opportunities within inclusive communities.

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## **APPENDICES**

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# Appendix A: Interview protocol

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**Confidentiality arrangements** – Any comments made will not be attributable to a single person, there will be anonymity of views. Recording of interviews is for RAND Europe use only. **Voluntary interview** –you are not obliged to answer questions

**What is your experience of current situation in Papworth Everard?**

- Housing
- Community
- Skills, act work
- Support and Autonomy

**How did you make the decision to move?**

- Discussions with other clients
- Questions to staff
- Discussions with family

**What are your hopes and expectations of your new home?**

- Housing
- Participation in the Community
- Skills and work
- Support and Autonomy

**Do you have any concerns regarding the move to Huntingdon?**

- Housing
- Neighbours and Community Money Management
- Transport

**What will be particularly good about it?**

- These may include things such as access to shops, bars, cinemas, ability to work, access to training and education, opportunities to make new friends, etc...

## **Appendix B: Bradbury Place Survey**

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### **5.1.1 Introduction**

Bradbury Place and the Saxongate Community Learning Centre were developed by the Papworth Trust.

This survey will help us understand how well the scheme is working, whether there are any improvements we can make, and any lessons that can be applied to future projects of this type.

You can find out more about Papworth Trust from our website [www.papworth.org.uk](http://www.papworth.org.uk)

#### **This survey**

This survey is anonymous so please feel able to give us genuine feedback.

The survey will help us improve our services and we value your feedback. However, it is entirely voluntary and if you would prefer not to complete it that is fine.

We have included a separate sheet for your contact details which we will need if you agree to be contacted with a short follow-up phone call OR if you would like to be included in the prize draw.

**Please return the survey by Wednesday 30 April 2008**

Thank you for your cooperation.

## Bradbury Place Survey

1) **When did you move into Bradbury Place?**

Date (month and year) .....

2) **Do you own or rent your flat?**

Own                       Rent

3) **How important were the following factors in choosing a property at Bradbury Place?**

	Very important	Quite important	Not important
Town-centre location .....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Internal fixtures and fittings .....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Internal design and space .....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Communal facilities (corridors, courtyard etc)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Security .....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
General accessibility (level access, width of corridors) .....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Lift to upper floors .....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Parking .....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Price .....			
Other factors which were important to you (please specify) ..... ..... .....			

4) **What are the three things you like most about living at Bradbury Place?**

a .....

b .....

c .....

4) **Is there anything you dislike about living at Bradbury Place?**

a .....

b .....

c .....

5) **Is there anything you would like to see improved?**

.....

.....

6) **Have you been into the Saxongate Community Learning Centre ...**

To deal with an issue regarding the your property

For local information

To attend a course or meeting

Other (please specify)

.....

I haven't been into Saxongate

7) **Which of the following factors would increase your use of Saxongate?**

Better information about what courses and facilities are available

Different courses, such as: .....

A more comprehensive website

Lower costs for booking a meeting room

Longer opening hours during the week

- Longer opening hours at the weekend
- A café facility
- Informal space for using the internet, reading papers and magazines etc
- Wireless computer networking facility
- Other (please specify)

.....

.....

**8) Bradbury Place was developed to provide a range of properties together in a convenient town-centre location, some of which are fully accessible for disabled people who want to live in Huntingdon and be part of the local community**

- a) Were you aware of the scheme's wider aims when you decided to move in?
  - Yes    No
- b) Do you now have more contact with disabled people than you did before you moved into Bradbury Place?
  - Yes    No

**9) Would you say that living at Bradbury Place has changed your awareness or perception of disability issues?**

- Yes    No

**If Yes, can you identify anything specific which might have contributed to this?**

.....

.....

**10) Is there anything else that you think could be improved in schemes like this in the future (either in a Community Learning Centre or the housing element)?**

.....

.....

**Finally, please complete the following information about yourself**

**11) Your gender**

- Male       Female

**12) Your age**

- 18 – 24
- 25 – 35
- 36 to 45
- 46 to 55
- 56 to 65
- 65+

**13) Which of the following ethnic groups would you say you belong to?**

- White (British, Irish or any other white background)
- Mixed (White and Black Caribbean, White and Black African, White and Asian or any other mixed background)
- Asian or Asian British (Indian, Pakistani, Bangladeshi or any other Asian background)
- Black or Black British (Caribbean, African or any other Black background)
- Chinese
- Any other ethnic group .....

**14) Which of the following best describes what you are doing at present?**

- Paid employment (full or part-time)
- Unemployed
- Student
- Retired
- Looking after house or family
- Other

**15) Do you have a disability or long term health condition?**

- Yes    No



## **Appendix C: Saxongate Citizen Survey**

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See below.



# Saxongate Citizen Survey

Good morning afternoon my name is xxx from England Marketing, we are carrying out some research amongst local residents to understand their awareness of community facilities in the area.

Do you live in Huntindon or one of the surrounding towns or villages?

If YES - Continue

If NO - END

The research will be carried out in accordance with the Market Research Society code of conduct. May I ask you a few quick questions?

**Q1** Have you heard of the Saxongate Community Learning Centre?

Yes .....

No - Read statement below .....

Saxongate provides a range of training courses and meeting rooms for local individuals and groups. It is based at the end of Huntingdon High Street. Can I give you some details on the centre and please feel free to pop in next time you are passing. (Hand out Saxongate postcard). Thank you for your time - Record demographics **END**

**Q2** Are you aware of what Saxongate does?

Yes (*What*).....

No - Read statement below .....

*What sorts of things are you aware of?*

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Saxongate provides a range of training courses and meeting rooms for local individuals and groups. It is based at the end of Huntingdon High Street. Can I give you some details on the centre and please feel free to pop in next time you are passing. (Hand out Saxongate postcard). Thank you for your time - Record demographics **END**

**Q3 Have you ever attended a course or used any of the facilities at Saxongate?**

Yes (specify below)  Go to Q5 No.....  Go to Q 4

*Which course did you attend or facilities use?*

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**Q4 Can I ask why you haven't used the centre? (Unprompted - tick all options that apply)**

- I don't really know what they offer.....*
- Non of the courses or facilities offered at Saxongate are of interest to me .....*
- The room hire is too expensive .....*
- The courses are too expensive .....*

*There is no parking* .....

*Too far to walk and no other means of transport to get there* .....

*Other (specify what)* .....

*Other*

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**Q5** **Have you attended a course or booked any meeting room facilities at any other venues in the Huntingdon area over the last 18 months?**

*Yes (specify)* .....       *No*.....

*Specify course and venue*

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**Q6** **How likely would you be to use Saxongate/ use Saxongate more frequently if it offered...** (For each suggestion that I read out please answer with either not likely, quite likely or very likely or tell me that the suggestion is not applicable to you).

*Not likely*                      *Quite likely*                      *Very likely*                      *N/A*

- Different courses
- More comprehensive website information
- Accessibility by public transport
- Lower costs for booking meeting rooms
- Longer week day opening hours
- Weekend opening
- A coffee shop
- Informal space for using the internet, reading papers etc
- Wireless networking

*Is there anything else that Saxongate could do/ offer that would encourage you to use it more.*

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**Q7 Saxongate is part of a bigger development which has led to an increase in the number of disabled people living in Huntingdon over the last few years. Have you noticed this?**

Yes .....  No.....

**Q8 Have you had more contact with disabled people locally in the last 18 months in the street, in shops or on courses?**

Yes .....  No.....

**Q9 Would you say that Saxongate has had an impact on the community as a whole?**

Yes (How).....  No .....  Don't know .....

*How has it impacted the community?*

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Can I finally ask you a few questions about yourself

**Q10 Are you aged..**

18 - 24.....  45 - 54 .....  Not prepared to say .....

25 - 35.....  55 - 64 .....

35 - 44.....  65+ .....

**Q11 Which of the following ethnic groups would you say you belong?**

White (British Irish or any other White  Chinese.....   
background).....

- Mixed (White and Black Caribbean, White and Black African, White and Asian or any other mixed background) .....*
- Asian or Asian British (Indian, Pakistani, Bangladeshi or any other Asian background)..*
- Black or Black British (Caribbean, African or any other Black background).....*
- Any other ethic group.....*
- Not prepared to say .....*

**Q12 Which of the following activities best describes what you are doing at present?**

- In paid employment (either part or full-time) .....*
- Student .....*
- Looking after house/children*
- Unemployed.....*
- Retired .....*
- Not prepared to say .....*

**Q13 Do you have any disability or long-term health condition?**

- Yes .....*
- No .....*
- Not prepared to say .....*

**Q14 Gender (Don't ask - just record)**

- Male .....*
- Female .....*

**Thank you very much for your time today**