

OUTCOMES FOR SUPPORTED HOUSING

Provider Workshop 01/10/08

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Introduction & Background

The SP team recently indicated that they are researching an outcomes framework for the SP programme in NI. They are interested in provider feedback on the type of outcomes framework providers would like to see implemented for supported housing in NI. Organisations that have been developing in-house systems may wish to use this opportunity to inform SP about what they have done in order that any standard system that might be implemented is compatible. Some organisations will have not prioritised this issue to date. The message from SP is not to panic if you have not. All organisations should have a framework for needs assessment and support planning. This will be a platform for the development of outcomes measures for all providers. However we think it is correct to say that SP is moving in the direction of outcomes measurement. The SP programme has to be able to prove its worth and that it is working and making a real difference to peoples' lives. SP is currently working on drafting its new strategy and we can probably expect to see priorities focusing away from process and outputs and towards the incorporation of an outcomes-based approach for measuring the effectiveness of the SP programme. We hope to use the meeting today as an opportunity to obtain general feedback on the key issues for providers in respect of outcomes measurement.

Provider's Presentations on Outcomes Management

- 1. Lucy Campfield Triangle HA**
Monitoring tenant outcomes within Triangle HA floating support services
- 2. Eileen Dealey**
Monitoring tenant outcomes within Triangle HA accommodation-based services

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The Department for Communities and Local Government (CLG) Outcomes Model

- **Uses 5 high-level outcomes:**
 1. Achieve economic wellbeing,
 2. Enjoy and achieve
 3. Be healthy
 4. Stay safe
 5. Make a positive contribution.

- There is a set of specific **supplementary indicators** which sit under each of the five high level outcomes:
 - 1. Economic Wellbeing**
 - Maximise income, including receipt of the right benefits
 - Reduce overall debt
 - Obtain paid work/ Participate in paid work

 - 2. Enjoy and achieve**
 - Participate in chosen training and/ or education, and where applicable, achieving desired qualifications
 - Participate in chosen leisure/ cultural / faith/ informal learning activities
 - Participate in chosen work like/ voluntary/ unpaid work activities
 - Establish contact with external service/ family/friends

 - 3. Be Healthy**
 - Better manage physical health
 - Better manage mental health
 - Better manage substance misuse
 - Better manage independent living as a result of assistive technology/ aids and adaptations

 - 4. Stay Safe**
 - Maintain accommodation and avoid eviction
 - Comply with statutory orders and processes (in relation to offending behaviour)
 - Better manage self-harm, avoid causing harm to others, minimise harm/risk of harm from others

 - 5. Make a Positive Contribution**
 - Greater choice and/or involvement and/or control at service level and within the wider community

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Group Discussion – Explore Views of Providers

SWOT Analysis on the Outcomes Management Approach

Strengths	Weaknesses
What are the advantages / benefits to be derived from the outcomes management model?	What are the weaknesses of the outcomes management model?
Opportunities	Threats
What opportunities does the implementation of an outcomes approach open up for providers?	What are your concerns about the outcomes model?

Barriers to Implementation and Recommended Solutions / Options

Barriers	Solutions
What are the barriers to effective implementation?	What are the key recommendations from a provider's perspective for an outcomes management model?

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Appendix 1

An Overview of Outcomes

What are outcomes?

(Excerpt from notes by: Sara Burns, Sally Cupitt, London Housing Foundation
http://www.homelessoutcomes.org.uk/Outcomes_approach.aspx)

Outcomes are the effects of your activities; the changes, benefits or learning that occur as a result of the work you carry out. They are changes over time: something that is noticeably different for a person or target group, after a week or six months.

For most homelessness organisations, outcomes will describe a change in their service users, for example, noticeably improved independent living skills, addressing substance misuse or stabilising mental health.

Outcomes enable providers to track and measure changes over time.

In 'Managing Outcomes: A Guide for Homelessness Organisations' we (LHF) focus on outcomes for individuals. However, you may also want to effect other outcomes, such as changes within the community or in public policy.

What outcomes are not

Take care not to confuse outcomes with outputs or user satisfaction feedback.

Outputs are all the detailed activities, services and products of your organisation. Outputs might include key work sessions, group work sessions, or advice and information.

User Satisfaction usually involves asking clients what they think about different aspects of your service, for example, location, opening hours, or how helpful workers were.

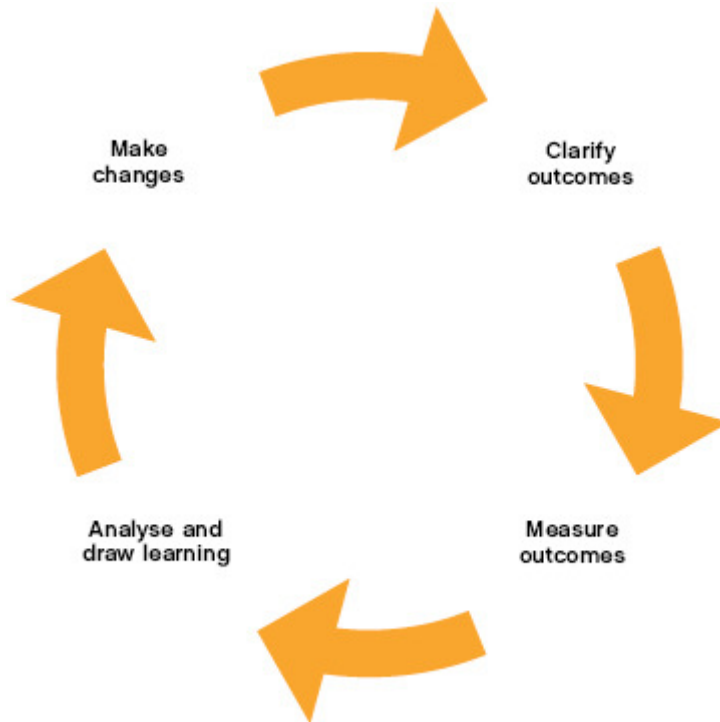
Outputs and user satisfaction are important. They may also be assessed and the information used to help improve services. However, they are not outcomes.

The outcomes approach

Taking an outcomes approach to service delivery means more than simply adding another piece of paperwork to your systems. The outcomes approach is a continuous cycle of enquiry and service improvement based on factual information about what is being achieved.

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The Outcomes Learning Cycle

To fully adopt this approach, your organisation must:

- *Clarify outcomes*
What are you trying to achieve? Agree on the intended outcomes of an activity, service, or programme. (See below for more information on how to clarify outcomes.)
- *Measure outcomes*
What are you actually achieving? Record the outcomes that you achieve in a systematic way to enable the information to be collated.
- *Analyse and draw learning*
What can you learn from the outcomes achieved? Collate the information and draw learning about what is and what is not working.
- *Make changes*
What changes should you make as a result of this learning? Plan and implement changes to service delivery.

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Outcomes information can be shared with funders to demonstrate the achievements of a service, but its primary purpose is to enable learning and service improvement.

Clarifying outcomes

Over many years Charities Evaluation Services (CES) has successfully used the Outcomes Planning Triangle to help in the process of clarifying outcomes. This was also used successfully by CES in delivering the outcomes training programme commissioned by the London Housing Foundation, in which over 220 homelessness agency staff were introduced to outcomes: what they are, how to identify and measure them.

Appendix 2

Some Issues to Consider

Compliance

We are fairly sure that SP is in the process of planning to introduce some form of outcomes model. In light of this do we need to consider what obligations legally speaking providers are under to comply.

What provisions are there in current SP contracts requiring providers to measure outcomes?

Do current SP contracts need to be amended? How long would this take? Could they issue an amendment letter / or clause for all providers to sign? Outcomes-based contracting may bring with it the possibility of SP imposing sanctions for non-compliance. The flip side of this might lead to opportunities for providers to obtain additional benefits for good performance.

If it is not in the contract and SP does not propose to amend contracts what can they do to require providers to co-operate? Would providers be prepared to co-operate on this issue?

In England CLG has no powers to force SP Administering Authorities to comply. Consequently AA's have no powers to enforce this issue on providers. But most AA's do comply. There are only 2 AA's that CLG is having difficulties with.

The vast majority of providers in England are complying. Moreover it is our understanding that providers are finding the process quite valuable.

It is our understanding that there is no provision in the SP contracts specifically requiring providers to measure outcomes.

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Standard versus 'In-house' systems

The CLG standard model has 5 outcome domains or themes and a number of supplementary indicators under each domain.

Some providers have developed their own local frameworks. In England those agencies with an established model are allowed to continue its use, alongside the CLG standard model. However providers who have developed their own framework appropriate to their client group and aims must be able to submit standard returns for the CLG framework.

Short-term / Long-term model

The CLG standard model is used for both short-term and long-term services. The 5 domains and supplementary indicators cover a wide range of potential outcomes.

However in England there is a difference in the frequency and timing of monitoring returns between the two service models.

For short-term services the return is sent when the client leaves the service. S/T services are up to 2 years, but it is acknowledged that some clients may remain on for longer if there is no move-on accommodation etc... In which case it is acknowledged that the returns may not be received until later than the 2-year target.

Long-term returns are sent using a sampling technique, based on the annual review of the support plan for the sampled client. For sheltered services this is done on a 10% basis – i.e. every tenth client. For other service this is done on a 50% sample i.e. every other client.

The S/T form was introduced in May 07; the L/T form was introduced in Jul 07. Monitoring is assessed on the basis of a financial year. Therefore 08/09 is the first full financial year for which CLG can expect to receive outcomes data.

Soft Outcomes

Soft outcomes are not monitored by CLG at present. It is likely that they will review this at a later date when they have sufficient data to assess the current outcomes model.

Client Record Form

In England providers have a contractual obligation to complete the Client Record Form. This form is completed at the commencement of the support service for the service user. The form asks for key data on the client's socio-economic circumstances.

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CRF forms can be viewed online at www.spclientrecord.org.uk

On-line integrated data-entry software connecting the CRF with the outcomes return reduces unnecessary duplication of data entry.

Red Tape

Outcomes can be used either concurrently with support plans or separately. The direct link to the needs assessment and support plan reduces unnecessary duplication.

However additional work is required to set up an outcomes framework and monitor it, as well as submitting the returns.

See above under short-term / long-term for info on the frequency of returns currently applied in England.

As indicated above in England on-line integrated data-entry software connecting the CRF, the CORE form and the outcomes return reduces unnecessary duplication of data entry.

Data Protection

Implementation of the CLG framework requires the application of a unique identifier reference number for each client to track clients moving between services. Clearly this has implications for data protection and sharing and client confidentiality.

It raises the question of the effective functioning of the system if there are issues between two providers sharing info or with a particular client failing to co-operate.

Resourcing Implications

Organisations need to set up a system, implement it continuously, and provide the necessary returns to SP.

Will there be any additional resources made available from SP to providers for this work?

Will the additional work be offset by reduced bureaucracy regarding other aspects of SP?

Who does the analysis of the outcomes data?

Will this be done locally to NI?

What info will be produced from the analysis?

Will providers have access to this info?

Will there be a charge to providers to access reports?

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Further Information

Guide to measuring soft outcomes

The Institute for Employment Studies (IES)

<http://www.esf.gov.uk/docs/distance1.pdf>

Supporting people outcomes management system: the provider perspective

East Training & Consultancy

http://www.etcltd.org.uk/downloads/NHF_Outcomes.pdf

SP Outcomes framework and guidance for English AA's

Also Specific Outcomes for Services users in Sheltered Housing Provision

Dept for Communities & Local Government

<http://www.spkweb.org.uk/Subjects/Outcomes/>

Homeless Outcomes

Dedicated website for homelessness agencies taking an outcomes approach to their work. It includes material to help agencies develop and deepen their understanding of the outcomes approach and includes the Outcomes Star tool for measuring the outcomes of work with homeless people.

This website is published by the London Housing Foundation as part of its outcomes programme, which began life in 2001.

<http://www.homelessoutcomes.org.uk/>

Outcomes Star - First Research Results by St Mungo's

St Mungo's have published a valuable briefing summarising the findings and recommendations of the first Outcomes Star research.

<http://www.homelessoutcomes.org.uk/OutcomesStarResearchResults07.aspx>

Linking Outcomes to Aims

http://www.homelessoutcomes.org.uk/Linking_outcomes_to_aims.aspx

Managing Outcomes – a guide for homelessness organisations.

<http://www.homelessoutcomes.org.uk/resources/1/PDFs/HomelessnessOutcomesGuide.pdf>

Report and Consultation on research into outcomes frameworks for Supporting People

Carried out for East Midlands Regional Implementation Group for Supporting People

This report has a helpful compendium of a range of outcomes models that are in place across the UK to monitor soft outcomes.

<http://www.nifha.org/research-and-policy/supporting-people/>

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Supported Housing Outcomes – Approach by Triangle Housing Association

<http://www.nifha.org/research-and-policy/supporting-people/>