

By: Angela Slaven, Customer and Communities Directorate,
Director - Service Improvement

To: Supporting People Commissioning Body 26 January 2012

Subject: Performance Management

Classification: Unrestricted

Summary

Performance Management task and finish has completed its work and believes that the current Performance Management framework is fit for purpose and is recommending that the Performance Management framework for Supporting People is retained with some enhancements to improve the intelligence that is gathered. The key performance indicator that relates to people maintaining or achieving independence, which is central to the programme, has been met in Quarter 2 of 2011/12. The programme has funded 10,421 contracted household units relating to community alarms. The programme has also delivered over 2360 handyperson/HIA interventions. The programme has delivered housing related support services to just under 11,000 vulnerable people within sheltered, supported and floating support services. There has also been continuous improvement in utilisation in these services compared with the previous quarter.

1. Introduction

(1) The Supporting People Performance Management Task and Finish group has now completed its deliberations and has recommended that the current performance management framework is retained but with some enhancements which will be detailed later in this report.

(2) The performance management framework for Kent Supporting People aims to ensure that the programme has an integrated approach to planning, reviewing and continuously improving its services for vulnerable people. An overview of the components of the performance management framework (Figure 1) and the basis upon which it is used (Figure 2) is available in Appendix 1.

(3) Since the last report, performance management actions have led to the following improvements within the performance of the Kent programme.

- The programme has met and exceeded its targets across Key Performance Indicators, KPI1 and 2 helping almost 11,000 people to attain or maintain independence during Q2.
- There has been a considerable improvement in the performance of floating support services that report against KPI1, and the ongoing work to secure this improvement is likely to extend this further.

- Service indicators reveal that utilisation has continued to improve on the position at the end of 2010-11.
- The proportion of programme's services that have attained quality grade B or above continues to increase, with 73% now exceeding the minimum grade

(4) As a result of these improvements, more vulnerable people are accessing better quality services and waiting less time to do so. Another report to this meeting sets out more fully the impact of these improvements on the fall in waiting times in floating support services.

2. Future Performance Management

(1) A task and finish group was set up at the request of the Commissioning Body in order to review the performance management framework for the Supporting People programme in Kent. The group included members of the Core Strategy Group and the Chairperson of the Executive Forum of providers.

(2) The first meeting took place on 9 August and the group concluded its work in October 2011. The group examined the component parts of the current framework which included

- Quality Assessment Framework
- Key Performance Indicators
- Client Records
- Outcomes
- Floating Support and Short Term Accommodation referral data
- Reconnection data

(3) The group examined each component in turn and considered them against an ideal model of performance management (Appendix 1).

Quality Assessment Framework

(4) The group found that the practice of measuring services against the five nationally recognised Quality Assessment Framework (QAF) criteria continues to be worthwhile.

It was found that the Programme's use of the QAF has been instrumental in improving service quality and the service user experience. The group drew particular attention to the improvements in safeguarding that the QAF had brought. The group felt that the QAF continued to be a powerful motivational tool in continuous improvement and that the programme should incentivise all services to reach the A grade standard. However, the group recognised that in regulating services, there is a balance to be struck between the cost and benefit to providers and users.

The five elements of the QAF are as follows:-

- Assessment and Support Planning

- Security, Health and Safety
- Safeguarding and Protection from Abuse
- Fair Access, Diversity and Inclusion
- Client Involvement and Empowerment

Key Performance Indicators

(5) The group found that the current Key Performance Indicators gathered by the quarterly performance workbook to still be relevant.

However, it was felt that there was other information gathered and utilised by the team via the performance workbook, such as the service indicator utilisation that should also be reported upon. A definition of utilisation is to be found in Appendix 3. Moreover, the group felt that some of the finer detail contained within the workbook which is again already gathered and utilised by the team, such as the tenure destination of any scheme departures would be a useful addition to future reporting. The team also gathers information in relation to the source of referrals, area of origin and area of destination upon departure from services. The group also agreed that opportunities to streamline current data collection mechanisms should be maximised to reduce the number of returns that providers are asked to make.

The Key Performance Indicators are as follows:-

KPI1 – Percentage of people achieving or maintaining independence (long term accommodation based or floating support)

KPI2 – Percentage of planned move on (short term schemes)

Client records

(6) The task and finish group wishes client records to continue to be collected by St Andrews and utilised by the team in relation to needs analysis and strategic commissioning of services. It is recognised that the client record cannot provide a substantive record of a service user's housing history. This is a particularly pertinent issue within areas of high levels of mobility e.g. Thanet.

Referral data from short term accommodation based schemes

(7) This data is currently gathered monthly from providers to illustrate demand and patterns of referrals into short term schemes. The task and finish group agreed that this data should be included in performance reporting, but that the method of gathering the data should be streamlined. Since the Task and Finish group has concluded its work, the Commissioning Body has agreed to implement a centralised referral mechanism for access to short term accommodation based services and the specification for this will enable the gathering of performance information that can be included in future reports.

Floating support

(8) The task and finish group agreed that continued information about the waiting times, referral numbers and sources will remain useful in a future framework.

Outcomes

(9) The task and finish group agreed that the National Outcomes Framework as designed and administered by the Centre for Housing Research at St Andrews is a useful, but broad tool, designed to cover a diverse range of service users and their support needs. For instance, there are 11,000 vulnerable people who have accessed floating support and supported accommodation in the last quarter. It may be possible through the further development of a payment by results model to further refine the outcomes for this particular constituency of the programme.

The task and finish group wished to see the continuance of the relationship with St Andrews due to the excellent value for money and the insight provided by the outcomes framework within a broad range of services. In particular they valued the competitively priced package provided by St Andrews. They also recognised the large numbers of administering authorities who are still keen to work with the University and the added value that is obtained from shared information relating to the participants.

Reconnection

(10) The task and finish group agreed that they wished to retain the data on reconnection within future reports. However the group asked that the data collection mechanism was streamlined to reduce the administration for providers. As detailed above, it was felt that the data could be collected via the performance workbook.

Performance Management (Operational Objectives)

(11) The programme intends to continue to collect the data referred to above. The programme will need to review the use of validation visits as an operational tool. The programme will look for triggers within data collection which indicate that a service needs to be visited. There are services that are currently funded that are historically low risk (alarms, extra care sheltered, sheltered, Home Improvement Agencies and Handyperson services). Supported housing is an area of higher risk and floating support needs to be assertively managed. Validation visits are pivotal in establishing whether or not service users are being appropriately safeguarded.

The programme will utilise the data that is gathered from providers in order to ensure that services are meeting the required standards and that prompt action is taken where these standards are not met. This data will also be utilised in order to give further consideration to a payment by results model via a second task and finish group. The county council's internal audit department has stipulated that the data that is collected from providers should be externally audited by the county council in order to ensure that the data is verifiable. This also includes notification of the number of people who are in receipt of housing benefit and are therefore eligible to receive a service.

The programme will seek to further enhance and refine the methodologies for data collection and interrogation adhering to the principles of minimising collection whilst maximising the uses of the data collected.

(12) The findings of the group were that the current components of the performance management framework remain relevant and moreover assist providers in ensuring that they are able to competently internally monitor their own performance. It was agreed that future improvements to the data collection arrangements would further enhance and streamline the processes required. The group expressed a wish that more of the data currently collected such as destination data and utilisation is reported and that further opportunities to integrate data collection mechanisms should be sought. The programme will define a target for these indicators and will report this to the next Core Strategy Group and Commissioning Body.

(13) Further work will be undertaken to ensure that the Supporting People performance management framework fully meets the requirements of Kent County Council's Statement of Required Practice (SORP).

(14) The conclusion of the group's work will enable work on a Payment by Results model to commence. It is anticipated that this work will also be conducted through a task and finish group and that this will include an understanding of the correlation between the impact of the programme on stakeholder targets.

3. Quarterly Performance Workbook data.

The programme illustrates performance against key performance and service indicators utilising percentages, rather than actual number of individuals. The use of percentages enables the programme to eliminate the mathematical impact of the varying sizes of the programmes services when comparing one against another. For example, for a small service of 3 units 1 person moving on in a planned way is a significant development. However for only one person to move on in a planned way from a 43 bedded units would have a representationally lower impact. Whilst it is useful to know the numbers of people involved in any individual outcome, for the purposes of fairly comparing one service with another, percentages work well to eliminate the anomalies of scale between services.

Key Performance Indicators

(1) The Commissioning Body set targets of 98% and 71% respectively for Key Performance Indicators 1 and 2 and its performance against these targets over the last 5 quarters is shown below.

Figure 1 Key Performance indicator 1 – Achieving or maintaining independence Target 98%

KPI 1	Q2 2010/11	Q3 2010/11	Q4 2010/11	Q1 2011/12	Q2 2011/12
Accommodation (long term)	98.1	97.4	97.6	98.9	98.7
Floating Support	94.06	94.4	90.7	92.3	97.2
Overall KPI1	96.32	96.1	94.9	97.6	98.3

(2) As anticipated in the last report, the programme has attained its target of 98% **Key Performance Indicator 1** (KPI1) in quarter 2 of 2011/2012 (Figure 1). The most notable improvement has been made in floating support services, where the overall KPI1 figure has improved by 4.9%. Extensive work has been carried out throughout the quarter within these services to bring about this improvement.

(3) This work has centred on identifying services that are at higher risk of misreporting and those with results outside of the benchmarked tolerances. Such services have been visited in order to verify and audit reported results and to work with providers to identify practice issues in service delivery that have negatively impacted their performance. In a small number of cases, contractual action has been necessary. All floating support services are required to deliver the number of contracted units within the contract schedule but have also been required to assess potential new recipients of service in order to ensure that they maintain the level of contracted units.

(4) Despite the increase in attainment, the overall KPI for floating support services alone still falls marginally below the 98% target set. Further work is being done with all services that report on this indicator to understand, improve and sustain the performance levels achieved.

Figure 2 Key Performance Indicator 2 - Percentage of planned move-ons from short term services

KPI2	Q2 2011/12	Q3 2011/12	Q4 2010/11	Q1 2011/12	Q2 2011/12
Accommodation (Short Term)	81	80.7	79.6	83.0	79.5
Floating Support (1 service)	85.7	80.6	83.0	93.8	80.1
Overall KPI 2	82.33	80.7	80.0	85.7	79.7

(5) The Programme's performance against the target for **Key Performance Indicator 2** (KPI2, the percentage of planned departures from short term services) continued to exceed the 71% target set by the Commissioning Body. The percentage achieved in this volatile indicator has fallen since the exceptional level attained in Quarter 1 to a figure of 79.7%. Work has been carried out with the small number of services that have performed below the benchmark for this indicator. Some of these services have been visited and audited to establish and address service delivery issues that have led to low performance. These issues have included accuracy reporting and recording, support planning and engagement with users. In a small number of cases, contractual action has been necessary or will be implemented by the end of the financial year. Note this indicator can be volatile from one quarter to another due to the impact of the size of services and the consequent effect of changes within the service.

(6) The programme continues to monitor this indicator carefully and take action within services where performance falls below that expected.

(7) The workbooks reveal information about the destination of those who have left Supporting People services each quarter. As requested by the Task and Finish Group on Performance Management, this information is presented for the first time in Appendix 2 of this report. The information is displayed according to the service type and Key Performance Indicator.

(8) As reflected in the key performance indicators, the data confirms that most people left Supporting People services in a successful, planned way having been supported to achieve greater independence. Of the 326 planned moves from short term services, 48% were made into the social rented sector. Of those leaving long term and outreach services 47% entered the social rented sector.

(9) The programme has worked with providers to understand the reasons behind the eviction rates reported. A total of 3 of the evictions were on the grounds of rent arrears, 10 were for breaches of occupancy conditions including violence. Further information regarding the abandonment rates is anticipated. The programme will work with providers to ensure that occupancy conditions are fair and support successful outcomes.

Service indicators

(10) Service indicators such as utilisation are collected by the performance workbook. These indicators are used in the management of the performance of individual schemes. A full description and definition of this indicator is included in Appendix 3 however utilisation is an indication of how full a service has been through the quarter.

(11) The utilisation in Supporting People services over the last 5 quarters is summarised in Appendix 3 figure 1. The analysis is given by service type. In floating support services, both utilisation has improved in quarters 1 and 2. There are a number of factors that have contributed to this improvement, and these include

- the non-renewal of district and borough based services at the end of 2010/11,
- extensive work done with the remaining services to tackle the waiting list,
- the revised limit to the maximum term for floating support from 2 years to 1 introduced in October 2010. This limit has not resulted in an increase in extension requests and as a result, more people have moved through floating support services.

In accommodation-based service, utilisation has similarly improved on 2010-11 year end.

(12) The programme monitors utilisation and tackles poor performance where it is reported in the workbooks. During the quarter poorly performing services have been visited by the programme resulting in a variety of actions taken including contractual notices, quality assessment visits and service review. The implementation of a centralised referral mechanism in short term accommodation is likely to lead to an improvement in utilisation.

(13) Workbook data reports on 10,393 household units in floating support and supported accommodation. The data reveals that in quarter 2 of 2011/2012, 10,851 vulnerable people in Kent were supported by the programme to achieve or maintain independence in floating support or accommodation based services within these units. The workbooks show that this was achieved as existing service users finalised the objectives within their support plans and exited the service and consequently providers were able to accept new users into their services to take their place.

4. Quality Assessment Framework

(1) Validation visits to 184 Supporting People services have now been conducted and concluded during the current contracting cycle. Appendix 4 Figure 1 shows the grade awarded as a result of these visits.

(2) The visits have led to an improvement in quality grade in 14 services, 13 of these to grade A. A total of 88 services have retained their previous grade, 76 of these at grade B or above.

(3) Appendix 3 Figure 2 below shows current quality grades, with 73% of the programme's graded services now operating at Grade B or above.

(4) There are 38 services that have yet to have their grades determined before the end of the current contract period in 2011/12.

(5) In a bid to demonstrate their continuous improvement, a small number of services have requested a further visit by the authority before the end of the contract cycle in order that their achievement of a higher quality grade can be validated.

5. Outcomes.

(1) The deadline for providers to submit their outcomes data to the Centre for Housing Research at St Andrews was 28 October. At the time of writing, the data was shortly to be passed to local authorities, following initial data cleansing by the Centre.

(2) The data will include the outcomes achieved in both short and long term services during the first two quarters of 2011 and will be presented to the Commissioning Body following circulation to Core Strategy Group members.

6. Conclusion

(1) The task and finish group has concluded its work and made recommendations for improvements in the performance management framework. Programme will work on the basis of the recommendation that have been made by the Task and Finish Group and the Core Strategy Group in order to ensure that the information that is available is pertinent, meaningful and provides real insight into what the programme is delivering.

(2) The Programme has met its overall targets for both Key Performance indicators 1 and 2, which relate to people maintaining and attaining independence. There have been notable improvements in floating support services.

(3) The improvements in performance have led 10,851 vulnerable people to be supported in quarter 2 in 10,393 SP-funded household units,

(4) The proportion of programme's services that have reached quality grade B or above continues to increase, with 73% now exceeding the minimum grade.

Recommendations

1. The Kent Supporting People Programme Commissioning Body is asked to note the report.
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Background Documents

None`

Contact details -

Claire Martin
Supporting People
01622 221179

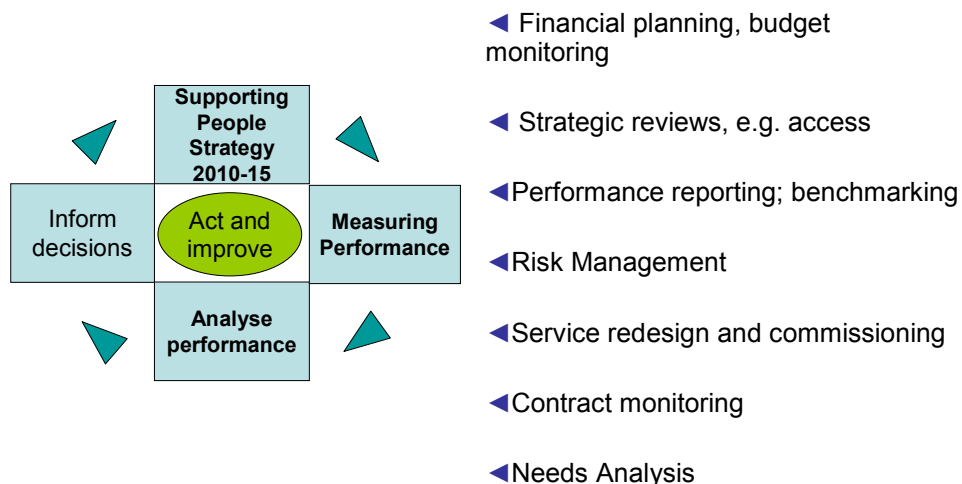
Melanie Anthony
Performance and Review Manager
01622 694937
Melanie.Anthony@kent.gov.uk

Appendix One:
Supporting People Performance Management Framework

- Quarterly workbook data – gives information on those maintaining or achieving independence, the percentage of planned move-on, the number of evictions from supported housing, and the utilisation of all services, tenure destination.
- Outcomes data – gives information on the agreed outcomes that the service has been able to assist service users to achieve.
- Quality Assessment Framework – sets core objectives for housing related support services and the standards anticipated within them
- Client record forms – gives demographic information on those who have newly accessed Supporting people services in the area including area of origin, and ethnicity.
- Reconnection returns – gives information about the where those who leave Supporting People service go on to live
- Floating support database - demographic information about those accessing the service, the number of people waiting, the length of time taken to assess users and the duration of service.

Figure 1

Performance management in action



Appendix Two Departures destinations achieved in Quarter 2

Floating Support, Long Term accommodation and outreach(KPI 1)

Departure Destination	Total
Moved into Indep / completed support programme	268
Planned - Supported/Sheltered Housing	59
Planned - Rented private	56
Planned - Staying with friends/Family	14
Planned - Local Authority	7
Planned - Institutional care e.g Hospice, hospital, residential care	3
Planned - Home	3
Planned - RSL	2
Planned - Other	2
Taken into custody	10
Died	3
Abandoned Tenancy	3
Sleeping Rough	2
UnPlanned - Staying with friends	1
Committed Suicide	1
Other/Unknown	58

Short Term accommodation (KPI2)

Departure Reason	Total
Planned - Supported Housing/Sheltered Housing	68
Planned - Local Authority	62
Planned - Private rented	57
Planned - RSL tenancy	27
Other Planned Move into Indep / completed support programme	23
Planned - Owner/Occupier	3
Planned - Institutional care e.g. Hospice, hospital, residential care	2
Planned - Home	11
Planned - Other	73
Unplanned - Staying with friends/Family	27
Taken into custody	10
Abandoned Tenancy	10
Other Unknown	7
Unplanned - B&B	2
Unplanned - Home	2
Unplanned - Supported Housing	1
Unplanned -Private Rented	1
Sleeping Rough	1
Evicted	12
Died	2
Total	387

The programme collects and measures service indicators which include utilisation; the definition is described and illustrated below in Figure 1 and 2

Utilisation The service indicator on utilisation gives an indication of how well occupied a service has been during the quarter. Persistent low utilisation can indicate oversupply, poor access arrangements or other service issues.

Accommodation The number of units occupied as a percentage of the number of units available during the quarter

Floating support The number of days of support provided during the quarter to a service user as a percentage of the number days of support contracted.

Figure 1 Service Indicators Utilisation by quarter

Quarter	Floating Support	Accommodation Based Service
	Utilisation	Utilisation
2010/11 Q1	89.1	93.1
Q2	89.5	92.8
Q3	79.1	93.2
Q4	60.1	93.9
2011/12 Q1	70.2	93.7
Q2	78.6	95.1

Figure 2 Service indicators achieved in all services by primary client group

Quarter 2	Utilisation
Alcohol	94.8
Drug	80.5
Frail elderly	103.9
Generic	81.6
Homeless families	82.8
Learning disability	92.9
Mental health	92.5
Offenders	94.3
Older people	95.5
HIV / AIDS	104.0
Phys/Sens disability	99.2
Rough sleepers	96.5
Single homeless	92.7
Teenage parents	82.7
Travellers	100.2
Domestic violence	91.8
Young people at risk	91.1
Young people leaving care	100.5

Appendix Four: Quality Assessment Framework

Figure 1 Grades awarded following validation visits 2009/present

Visits conducted in current contracting cycle 2009/11	A	B	C	D	Not graded	Total
Existing Grade	77	45	14	~	48	184
Self assessed grade	89	44	13	~	38	184
Final grade Awarded	97	37	50	0	~	184

Figure 2 Current grades of live services

Service Type	A		B		C		Ungraded		Total
Short Term Accommodation	35	40%	17	20%	16	18%	19	22%	87
Long Term Accommodation	37	38%	13	13%	30	31%	18	18%	98
Floating Support	26	66%	8	20%	4	10%	2	5%	40
Total	98	44%	38	17%	50	22%	39	17%	225

Live services as at 11 November 2011

Proposed Measure	Frequency of reporting
Number in long term supported housing who have been supported to achieve or maintain independent living (KPI1)	Quarterly
Number in a floating support service who have been supported to achieve or maintain independence	Quarterly
Number and destinations of those in short term supported housing who have moved on in a planned way	Quarterly
Outcomes of people in short term schemes (including floating support)	Quarterly
Outcomes of sample in long term schemes (e.g. 10% in sheltered, 50 % in all other long term)	Six-monthly
Quality Assessment grades	Quarterly
Number of evictions and abandonments	quarterly
Safeguarding incidents	Six monthly
Reconnections from short term accommodation	Quarterly
Tenure destination	Quarterly
Referrals (including source, waiting times and outcomes) to short term accommodation	Quarterly
Referrals (including source, waiting times and outcomes) to floating support	Quarterly