

Young People's Supported Accommodation Service

Performance & Outcome Framework

1. Introduction

This document provides an overview of a performance and outcome framework for the Young People's Supported Accommodation (YPSA) Service. It recognises that evaluating the success of any service needs to be completed through different lenses. The data framework¹ below can be used in this respect:

Quantitative data e.g. activity analysis	Qualitative data e.g. messages from research, case audits
Feedback from staff	Feedback from service users

The indicators which will be used in the YPSA performance and outcome framework monitor the recommendations made in the 2019 Service Review of the Young People's Supported Housing Pathway, as the service has been remodelled in light of these findings.

There will a range of data which will be collected to evidence performance in terms of:

- How the system is operating as a whole
- The referral process and how quickly young people are able to access the service that they need
- The legal status of young people accessing the services, including how this relates to city/district council financial contributions
- How individual providers are performing- including commissioned and in-house
- The outcomes achieved by individual young people who are/ have accessed YPSA services
- If preventative work (education work with young people, family group conferences, intensive family support whilst a young person is accessing an

¹ This data framework is used by other services such as Oxfordshire's Safeguarding Children's Board (OSCB)

e-bed) has diverted young people from entering supported accommodation services

- How much the system is costing to run and the costs of supported accommodation placements outside of the system, against costs of providing supported accommodation services prior to service remodelling

2. Context

Oxfordshire County Council's existing Young people's Supported Housing Pathway contracts finish on 30th September 2020. Prior to commissioning new services, a review of existing services was conducted to evidence how future services could be strengthened to meet demand and the needs of young people so that they are able to develop the independent living skills and access to employment, education or training whilst in supported accommodation services.

This review concluded that significant changes were required in order to deliver better outcomes as many young people were leaving services without the skills and EET in place to sustain living independently of services in suitable accommodation. Key changes to the remodelled service in light of the findings include:

- 16 and 17 year olds and over 18 year olds living in separate accommodation, with services for 16- and 17-year olds (including UASC) now being provided in-house by OCC's REoC service. Services for over 18's, parents and some out of county beds are still commissioned.
- Young person will live in shared accommodation with no more than 3 other young people (excluding the parent provision which can be provided through larger units). Therefore, no large hostel/foyer provision will be used to deliver future services.
- There will be renewed focus on keeping children and young people at home (where safe), rather than them entering supported accommodation services. Where young people are unable to live at home, staff will provide support for them to develop positive relationships/ have positive contact with family members where this is possible.
- Young people aged 18+ will not be in supported accommodation services for longer than 18 months as there will be more intensive support provided for young people whilst they are in these services. Upon exiting services, outreach support for up to a year will be available to young people to provide them with some support whilst in their own accommodation.
- Young people and their families will receive intensive support whilst in e-bed provision, to explore young people returning home (where safe).

In the new YPSA service there will be the following number of beds²:

	General Beds	E-beds	Total
In-house	76	4	80
Commissioned in-county	195	3	198
Commissioned out of county	10		10
Total in-county (Exc. 7 e-beds)			271
Total in-county (Inc. 7 e-beds)			278
Total in and out of county beds			288

The new in-house beds will be delivered by a newly recruited YPSA team and the contract to deliver the accommodation for the in-house service has been awarded to Response.

The in-house YPSA service will continue to have supported accommodation services which are already in place. There will still be the two Move On Homes within REoC which will be prioritised for young people who have been in a residential children's home or are moving back into Oxfordshire from an out of county placement. There will also be the Supported Lodgings Scheme which offers accommodation in a smaller/family environment and the House project for some Care Leavers requiring supported accommodation in the long term.

3. Measuring if Services have been Strengthened

A systemic approach was taken when remodelling services, as it was recognised that there was a high level of inconsistency within the current supported housing services and that any changes needed to be embedded across the whole system to strengthen services. There was less than 20% of young people exiting supported housing services with the independent skills and access to employment, education or training, to be able to sustain living independently of support services in suitable accommodation.

To successfully measure whole system change, data will be collected from a variety of sources, with performance indicators linked to areas identified within the service review.

The key data sources for collecting the data will be:

- Brokerage team
- In-house YPSA services (including the Move On Homes, the House project and Supported Lodgings Scheme where capacity available for data return completion)
- Commissioned providers
- OCC systems including LCS, LAS and ContrOCC
- Social Workers /Leaving Care PAs

² These figures exclude service packages 3 and 4, the in house move on homes and the Supported Lodging service, and the beds provided through the House project.

- Young people accessing services and professionals supporting them

3.1 Brokerage Team Data Returns

The Brokerage team will be required to submit a quantitative data return on a quarterly basis to the Quality and Contracts Officer using data they routinely collect. The data will cover referrals and beds in both in-house and commissioned services to provide an understanding across the system and at an individual provider and young person level of:

- Referrals received and outcome of referrals
- Speed at which young people can access beds
- Details of young people who are accessing beds
- Length of stay in the YPSA

3.2 Provider Data Returns (in-house and commissioned)

Provider's³ will be required to submit quantitative and qualitative data returns, including financial spend (individual template will be sent to each provider), on a quarterly basis to the Quality and Contracts Officer. A meeting will be held with the Quality and Contracts team and relevant officers to discuss the data for each service with each of the providers.

The data will provide an understanding across the system, at an individual provider and young person level of:

- Referrals received and outcome of referrals
- Bed usage and turnaround times
- Incidents, safeguarding issues, compliments and complaints
- Intervention information
- Outcomes for residents during and upon leaving services⁴
- Outcomes for residents accessing outreach support (in independent accommodation) during and upon outreach support ending⁵
- Equality monitoring data
- Detailed staff and accommodation information
- Learning and case study examples
- Spend on service delivery against the budget provided

³ Providers are also required to submit weekly vacancy data to the Brokerage team to ensure that vacancy data held by Brokerage is accurate, to identify where accommodation placements can be made.

⁴ This will include using a scaling system to measure a young person's perspective of various areas of their lives to monitor and measure the change from initial entry into the service and at various intervals whilst accessing the service and then upon leaving. The scaling system will mirror that used through the needs assessment tool used by Children's Service, similar to outcome star.

⁵ See footnote 4.

Providers will also be required to submit weekly vacancy data to the Brokerage team to ensure that vacancy data held by Brokerage is accurate, to identify where accommodation placements can be made.

Group meetings will be arranged with both in-house and commissioned providers as well as partners, on a quarterly basis⁶ to discuss headline data, successes and challenges and collective solutions to evolve service delivery where required.

The property management contract for the in-house accommodation has been commissioned to a provider and they will need to submit a quarterly return to the Quality and Contracts team to demonstrate that they are meeting contractual requirements and to celebrate success and explore challenges within contract monitoring meetings.

3.3 Prevention work

It is recognised that once a young person enters supported accommodation services that they rarely return home and can become reliant on the service, struggling to maintain living independently of services upon leaving.

The remodelled service included creating additional capacity for specific interventions based upon national best practice learning around prevention. These areas of intervention include:

- Family group conferences prior to entry into supported accommodation services
- Intensive family support whilst a young person is accessing an e-bed to get them living back home (where safe)
- Education work with young people in schools
- Housing training for professionals to increase their awareness and confidence around housing related issues.

The FGC service will make a return on a 6 monthly basis and details are laid out via a working agreement with the service. The impact of the intensive family support whilst a young person is in an e-bed will be measured through the Brokerage and provider returns. Delivery volumes and outcomes from education work and housing training will be monitored via feedback and evaluation forms, alongside delivery volume data.

4. Financial Monitoring

The service needs to demonstrate that it is working within the budget identified for delivery of the new model and if there is any unplanned spend or savings.

⁶ Contract monitoring meetings for the Property management contract will only be held on a 6 monthly basis, but reports will be produced and submitted on a quarterly basis.

4.1 Supported Accommodation Placements for 16-24 year olds outside of YPSA Services

When the service model was developed, the spend across all placements for 16-24 year olds was identified and then used to understand which beds could be delivered through a remodelled service and the costs of this. Work was also completed to understand the likely level of placements that would still be required for young people whose needs could not be met by the remodelled service as they require more specialist intervention to have their needs met. The spend on supported accommodation placements for 16-24 year olds outside of the YPSA service will be monitored⁷ to identify if the reduction in placements forecasted outside of YPSA has been achieved.

4.2 Commissioned Services

Payment for the services being delivered by commissioned providers will be set up and processed via ContrOCC. Where there are accommodation payments linked to young people under the age of 18 years (or asylum seekers with no recourse to public funds), then accommodation payments will be generated/terminated via LCS/LAS by the Brokerage team.

Financial returns on the template provided will be made on a quarterly basis and form part of the data they are required to submit prior to the contract monitoring meetings.

Financial contributions from city/ district councils will be made via a payment plan as laid out in the partnering agreement. There will be an annual review cycle of the level of financial contribution based upon volumes of young people aged 18+ who are not care leavers accessing the service from each locality area. Where young people are identified as having been assessed as eligible for adult social care support services, then children services will request a recharge from adult's social care to cover the contract support costs.

5. Reporting Arrangements

The in-house service was phased in from 1 August 2020 and commissioned service contracts started on 1 October 2020 (excluding the property management contract for in-house accommodation which started on 1 May 2020). The performance, outcome and budgetary findings from prevention work and the delivery of YPSA services will be presented on a six monthly basis (or more frequently as required) to the Placement Sufficiency and Third Party Spend Programme board, with the first report presented for the period October- December 2020. Placement Programme board may request high level findings to be presented to the Directorate Leadership Team.

⁷ Confirmation required on which manager will be required to support with identification of the young people accessing placements outside of the YPSA, to monitor placement spend with the support of finance colleagues.

5.1 In-House and Commissioned Services

The Quality and Contracts team will receive quality monitoring information from both in-house and commissioned providers a quarterly basis on an agreed return format. There will be contract monitoring meetings to discuss the data and contract delivery with each individual provider. The Brokerage team will be asked to make a quarterly return in an agreed format.

In-House and commissioned provider data and the data from the Brokerage team will be sent to the Commissioning lead who will work with the data and performance team to collate and interrogate the data.

The commissioning lead will work with finance to review budgetary information about the delivery of YPSA services and the costs of supported accommodation placements made outside of YPSA services. The commissioning lead will prepare a report, with required data and input from colleagues⁸.

5.2 Prevention work

A return will be made by the FGC service on a 6 monthly basis and data from education work and training will also be reviewed on a 6 monthly basis to measure level of delivery and impact⁹. This information will be included in the performance report for Placement Programme Board.

⁸ The commissioning service will be restructured over the coming months, so once the outcome of this is known, data recording, contract monitoring and reporting arrangements will need review to ensure that new arrangements are put in place where required.

⁹ Need to determine which team will receive this return.