

Detailed Definitions of the Performance Indicators for Supporting People 2004/05

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Key Performance Indicators

KPI 1 Service users who are supported to establish and maintain independent living

This KPI is intended to measure the extent to which service users are being supported to establish and maintain independent living. The type of support services may include those provided within long term accommodation based services (such as sheltered housing), or those provided to people who are living independently or have recently moved to independent accommodation (such as resettlement or floating support).

This KPI calculates the number of service users who are have established or are maintaining independent living (existing service users and those who have departed) as a percentage of the total number of service users during in the period.

Living independently means people living in the following types of accommodation:

- owner occupied accommodation;
- private rented accommodation – where the service user rents the accommodation as their long-term home. This will include accommodation that is rented under Assured Shorthold Tenancies as this is the normal type of tenure in this sector;
- long stay accommodation based services (over 2 years) – where the intention of the service is to provide a home for more than two years;
- local authority/RSL tenant – a service user living in general needs social housing;
- as part of another person’s household, but where the arrangement is long stay (e.g. young person living with their family); and
- sheltered housing – accommodation that is specifically identified for older people and provided with warden services (on site or peripatetic).

It is recognised that some service users may have difficulties maintaining independent accommodation and may need to move to another type service that provides independent living with more support e.g. moving from their own home to sheltered housing. Such a move will be treated as maintaining independent living.

Some individuals may cease to require a support service as they are able to maintain independent living without support. This will be the case where a floating support or resettlement service ceases because the individual is living independently.

The following **do not** count as independent living:

- a residential care home – a care home that is registered by the National Care Standards Commission;
- a nursing care home – a care home that provides nursing care and is registered by the National Care Standards Commission;
- acute psychiatric hospital;
- long stay hospital or hospice care;
- taken into custody (where the service user has been remanded in custody or has received a custodial sentence);

- short stay accommodation based service (less than 2 years);
- direct access accommodation (less than a month's stay); or
- temporary accommodation (e.g. bed and breakfast).

Where a residential care home is in receipt of Supporting People funding it will be treated in the same way as any other care home.

The Supporting People programme recognises that some service users may need a high level of care or hospital treatment. The ODPM and Audit Commission will expect to see some movement from independent living into care homes or hospices, particularly for older people.

In sheltered housing the outcome for each household should be shown when the tenancy comes to an end. Deaths are excluded from the calculation for this indicator, apart from suicides which are not counted as an independent living outcome.

Floating support services may continue to provide a service to an individual who has been evicted or has moved into temporary accommodation. The performance indicator only measures the reason for a service ceasing. Therefore an individual could receive support continuously through an eviction process, during a period of instability, with the support ceasing once the individual is rehoused. However, where an individual is evicted, and the support ceases as a consequence, then the reason for leaving should be recorded as 'evicted'.

Data source: Quarterly Performance Return

KPI 2 Service users who have moved on in a planned way from temporary living arrangements

This indicator measures the number of service users who have moved on in a planned way as a percentage of service users who have left the service.

This indicator applies to the following types of accommodation based services:

- short term accommodation based services (less than 2 years); and
- direct access accommodation (where the intended length of stay is less than a month).

This indicator also measures the extent to which outreach services¹ are able to support people to move onto more settled accommodation e.g.:

- moving rough sleepers into hostels; or
- supporting service users to move on from unstable accommodation into supported housing or permanent housing. Unstable accommodation can include sleeping on friends' floors, staying in overcrowded accommodation, squatting, sleeping in cars.

This indicator does not include resettlement services as the outcomes for these services should be included under KPI 1 i.e. supporting service users to establish and maintain independent living. (For the purposes of KPI 1, resettlement services are defined as

¹ There are some types of outreach services that support people who live in their own permanent home. Where this is the case they should be treated as floating support (see KPI 1).

housing related support services aimed at resettlement within long-term accommodation.)

This indicator defines a **planned** move as a move to a **more independent outcome** that has been agreed with a service user as part of the support planning process. A more independent outcome may be linked to the provision of support. An independent outcome does not always have to involve a service user moving into their own flat. It can involve a service user moving back to their family home, provided that this outcome supports the individual achieve greater independence and is planned. A planned move could involve a move to any of the following:

- a supported housing scheme (short stay or long stay);
- permanent accommodation;
- back to the service user's family, or
- other types of planned move.

The indicator defines **unplanned** moves as the following:

- abandonment;
- disappearance;
- evictions or a departure due to a notice;
- taken into custody (where the service user has been remanded in custody or has received a custodial sentence);
- sleeping rough; and
- other unplanned moves e.g. friend's floor.

A move to the following options is not considered a move to a more independent outcome (and is therefore defined as **unplanned**)

- an acute psychiatric hospital;
- a long stay hospital or hospice.

Deaths are excluded from the calculation, apart from suicides which are counted as an unplanned outcome on the basis that support services are intended to help prevent suicides.

It is possible for a service user to move to a known destination which has not been planned. This move should be recorded as unplanned with management information provided on the destination.

Where a household moves on (for instance women with children moving on from a refuge or a family moving on from a homelessness hostel) only one outcome should be shown for each household.

Data source: Quarterly Performance Return

KPI 3 Fair access to people who are eligible for SP services

The data for this indicator is collected using the SP client record form which is processed by the Joint Centre for Scottish Housing Research. The SP client record form and the related guidance notes are available at www.spclientrecord.org.uk.

The indicator calculates the percentage of service users from black and minority ethnic groups divided by the percentage of people living in the Administering Authority's area who are from black and minority ethnic groups (over the age of 16).

The indicator calculates the percentage of service users who are non-host referrals divided by the percentage of people from non-host areas from the cross authority baseline survey for the Administering Authority's area.

Data source: SP Client Record Database

Service Performance Indicators

SPI 1 Service availability (Accommodation based services)

This indicator calculates the number of units that are available (in weeks or days) as a percentage of the total units contracted (in weeks or days). An accommodation based unit is **available** where it is either occupied by a service user or is vacant and available for letting.

A unit is defined as a bedspace in shared accommodation, or a self contained flat, for which an individual or a household has an occupancy agreement. A household is defined as an individual, or group of people (e.g. a family), that has a single occupancy agreement.

The number of contracted units is the total number of units subject to a block subsidy contract (irrespective of the number of subsidy places) or the number of units subject to a block gross contract. The number of contracted units is shown in the contract schedule.

Where there is a weekly tenancy then the indicator can be calculated in weeks. Where there is a daily charge then the calculation needs to be made in days.

Units that are undergoing minor works prior to lettings (e.g. redecoration or normal relet work) are counted as being available. The Housing Corporation's definition of availability has been used so that housing associations do not have to keep different sets of records.

Accommodation that is vacant and **available** for letting should include units that:

- are newly acquired;
- vacated by a previous tenant (who is no longer being charged rent).;
- handed over by a contractor, development or maintenance section on completion of works;
- requiring minor repair work, repairs or maintenance to be undertaken between lets.

Accommodation that is vacant and **not available** for letting should include units that:

- require improvement, conversion or other works before a new service user can move in;
- are already undergoing improvement, conversion or other works, which must be completed before a service user can move in;
- are awaiting sale (but were not originally developed for sale);
- are decants, being held vacant to accommodate services users from other services which are due for improvement, repair or other works (once occupied by a service user from another property, it is not vacant)

Households that occupy more than one unit

Where a single household occupies more than one unit (either more than one bedspace or more than one flat), this has the effect of reducing the number of units that are available. For instance where a 10 unit accommodation based service allocates 8 units

to single people and 2 units to a family then the availability of the service would be 9 units (as 9 households would occupy the service).

There is no SPI 1 for support only services.

Data source: Quarterly Performance Return

SPI 2 Utilisation levels (accommodation based services)

Service utilisation for accommodation based services is defined as occupancy. Occupancy is defined as the number of weeks or days for which a service user is liable for rent. This indicator calculates the number of unit weeks or days that a service is occupied as a proportion of the total number of unit weeks or days for which it is available.

Where there is a weekly tenancy then the calculation should be made in weeks. Where the accommodation is charged on a daily basis then the calculation should be in days.

Data source: Quarterly Performance Return

SPI 2 Utilisation levels (support services)

This indicator calculates the number of days that support is utilised by service users (under a support plan) as percentage of the number of days support is contracted. The calculation of the total number of days that support is contracted involves multiplying the number of contracted places by the number of days in the reporting period.

The number of days that support is utilised is defined by the duration of the support plan for each service user (in days). This is calculated from when the support plan commenced (i.e. the date when the service user started to receive a support service) to when the support plan ceased (the date of case closure). In some circumstances the support service may commence prior to a support plan being formally agreed; it should be assumed that once a support service is provided then a support plan is in place. All the days within the support plan period should be counted even though the service user may not receive support every day. This includes weekends and bank holidays, even if the service is not intended to cover these days.

There may be some circumstances where a case is not closed, even though a service user is no longer in receipt support (for instance where there are concerns about making a formal case closure). These cases are often dormant for a number of weeks prior to case closure. In these circumstances the support plan should be treated as closed from the point where there is no face to face contact with the client for a period of a month (28 days). Should the support service subsequently resume then the service user can be included within the calculation (from the date when the support service re-engages with face to face contact), provided that the individual is subject to a support plan. The service should not be treated as resuming where an individual returns to the service to receive occasional advice.

The contracted number of places is the number of service users to whom a support service is normally provided at any one time. This number is shown on the contract

schedule. The contracted number of places can only be altered by the Administering Authority varying the contract.

Data source: Quarterly Performance Return

SPI 3 Staffing levels

This indicator measures the number of support hours actually worked at the service as a percentage of the support hours that staff are required to provide.

The staff team is defined as those staff who spend some or all of their time on the support service. The staff team's hours are adjusted (for average holidays, other leave, planned locum cover and actual bank holidays) and are then apportioned to support activities at the service. The result of this calculation is known as the 'adjusted establishment support hours', which provides a true reflection of the number support hours the staff team is required to provide at the service.

This performance indicator does **not** measure the actual FTE staffing input against the FTE staff shown in the contract schedules. Administering Authorities may wish to adjust contract schedules where they do not accurately reflect the staff team input to the service. This can be done at service review stage or by varying the contract.

Only those staff who provide an input to the support service should be included in the calculation. Where staff provide an input to more than one service then their time must be apportioned to each service. The calculation for the indicator should include the following paid staff:

- front line staff who are apportioned to the service and who provide housing related support;
- managers who are apportioned to the service and whose time is spent managing front line staff that provide housing related support.

Only those managers who are responsible for line managing front line staff are to be included. Senior managers who do not directly line managers of front line should not be included, nor should central office staff or staff covered by overheads.

It is essential to calculate the **support hours** that are available to the service and to exclude time spent on other activities such as housing management and care. The calculation involves the following:

- The inclusion of all staff who normally spend some or all of their time providing the support service and the weekly hours that would be shown in their contracts of employment (on all duties);
- An adjustment to their hours to take account of average holidays, normal locum cover etc;
- An apportionment of their time spent on the service;
- An apportionment of their time spent on support.

The 'adjusted establishment support hours' for the period are then compared to the actual hours of support worked. The actual support hours worked are calculated as follows:

- The total number of hours worked by staff on the service who spend some or all of their time on support (these hours include time spent on all duties);
- The inclusion of hours provided by locum staff for the service;
- An apportionment of the hours worked to support (based on the same standard apportionment for the contracted hours).

Apportioning staff to support

In apportioning staff time to **support** providers should consider the amount of time that is normally spent on eligible Supporting People activities. Obviously the level of support provided will vary from day to day, however the indicator is not intended to track the fluctuating levels of support provided to service users. Once the apportionment of time to support has been determined this figure should be applied consistently to all the calculations.

Most providers will already have been through a process of apportioning staff time to various activities e.g. for claiming THB and for rent restructuring purposes. The following may help providers review the apportionment of staff time to support:

- Housing management – Basic housing management tasks are not housing related support and should be covered by rental income. The time spent on housing management will vary depending on the number of lettings each year.
- Personal Care – Personal care is not housing related support. Personal care includes bathing, dressing and feeding service users. Services providing personal care need to quantify how much time staff spend on these activities
- General social care – general social care is not housing related support. This type of care includes providing supervision and regularly accompanying service users on activities. This type of care also involves doing things for service users such as cooking, cleaning, washing and providing general help.
- Health care – health care is not housing related support

For further details on eligibility see the ODPM's Supporting People Guidance.

What staff should be included?

This indicator includes all paid staff who are contracted to provide support at the service (i.e. those staff who spent some or all of their time on support). In measuring the actual input of staff the indicator only takes account of :

- paid staff; who were
- apportioned to the service and were at work.

Staff are **not** be counted as being at work where they are absent from work because of:

- leave;

- sickness;
- jury service;
- maternity or paternity leave;
- covering for another service; or
- absent from work for any other reason.

Staff who **are** working include:

- staff providing the face to face service;
- staff undertaking follow up work from an office;
- staff on training courses; and
- staff directly managing front line staff who provide support services.

The indicator measures the actual staffing input to the service and then apportions staff time to support. The indicator includes any other additional staff input to provide cover for support staff who are absent from work (see below).

How are locum and cover staff included?

Cover for staff who are absent due to sickness or holidays can be provided in a number of different ways including

- those contracted to another service and who provide cover;
- locum staff;
- agency staff; and
- staff cover from within the core staff team.

Where locum staff are used they should be added to actual staffing levels as they are providing an additional input. This should also be the case for staff who provide cover from another service. However, where staff from another service provide cover their input to the other service should be reduced, otherwise their hours may be double counted (where these staff are available on an ‘on call’ basis it may be appropriate to treat them as providing ‘on call cover’). The calculation for this indicator assumes that locum staff and staff from another service are apportioned to **support** in same way as the staff member for whom they providing cover.

Where a service has ‘staffed up’ its core staff to provide cover then this will not show up as additional hours of input (as in the case with locum staff). This approach to cover does not disadvantage this type of service as the ‘adjusted establishment support’ hours calculation takes account of holidays and sickness.

Another approach to cover involves a specific locum post being employed by a provider. It may be more appropriate to treat this post as locum cover and include the hours spent at each service when they are worked, rather than treating this post as part of the core team (and apportioning their time out to each service).

Data source: Quarterly Performance Return

SPI 4 Throughput

The indicator calculates the number of service users who have received the support service as a percentage of the number of units or support placements contracted. The number of units apply to accommodation based services and the number of placements to support services.

For supported and sheltered housing services the number of service users who depart is defined by those whose tenancies have ended and who have :

- moved out of the accommodation;
- been evicted/abandoned the accommodation; and
- have died (including suicides).

For support-only services the number of service users who cease to use the service is defined by:

- case closure;
- those who have died (including suicides); and
- those who no longer use the service although the case may not been formerly closed (no face to face contact with the service user for one month).

Throughputs will need to be assessed within the context of the aims and objectives of the service and the intended duration of support.

Data source: Quarterly Performance Return