



Co-design session:

Incentivising data quality and shadowing Payment by Results
in Crisis Response and Homelessness Prevention Contracts

13 September 2018



Purpose of the day



Opportunity to co-design incentives that **improve data quality** (contributing to our evidence base and informing our future commissioning intentions) and explore moving towards Payment by Results (PbR) approaches that **enables more outcome focussed ways of working**:

- Preventing people from becoming homeless in the first place
- Effective and rapid responses for people who have become homeless
- Solutions for people who need some form of ongoing support

Two parts:

1. Financial incentives through 'data payments':
 - what should the model look like to incentivise providers to improve data quality?
 - what metrics should be used?
 - what targets should be set?
2. Shadow PbR
 - Linked to data payments and focussed on our three priority areas (increasing access to accommodation, reducing and better managing evictions and move-on into sustainable independence)?



Today's Agenda



1.00pm Welcome and introductions

1.05pm Context

1.15pm Part 1 – Data Payments:

- Exploring potential data metrics and targets
- Payment model (scaling and process)

1.50pm Part 1 Discussion

2.30pm Part 2 – Shadow PbR – testing our hypothesis:

- PbR schemes
- Exploring potential metrics and payment models

2.45pm Part 2 Discussion

3.15pm Next steps and questions



Context



- To prevent and sustainably relieve homelessness we need to understand the causes of homelessness and the effectiveness of our responses.
- There is a contractual obligation to use Gateway, but there are still gaps in our data, which impacts our ability to analyse the needs of people at risk of homelessness and evaluate the effectiveness of our responses. The gaps in our understanding are primarily due to:
 - **Completeness** of data entered onto Gateway
 - **Accuracy** of data entered onto Gateway
 - **Timeliness** of entering data onto Gateway
- Gateway data is also used to monitor services against contract performance indicators.
- We need more complete and robust data to improve our collective understanding and develop targeted policies and responses, and to make sure that judgements on contract performance are accurate.
- By investing in this approach, we should see demonstrable and improved outcomes for Newcastle residents.



Context



Why data quality is important...

- In making effective judgements about the effectiveness and responsiveness of provision
- In making complex decisions about priorities and the use of resources
- In creating better conditions for policy and decisions to achieve desired impacts
- In identifying gaps in provision

...significant in helping achieve our collective 'shift' to more adaptive management approaches...

- Responding and adapting quicker through a better understanding of what works, what doesn't work
- Improving alignment to outcomes through deliberate processes of testing, evidence gathering and learning – increasing the chances of learning by increasing interaction
- Reflective practice that is qualitative and quantitative
- Prototyping (try, learn, iterate, adapt)



Context



Our proposal is two-fold:

- 1** Use of financial incentives (data payments) to improve the quality of data on the Gateway (completeness, accuracy and timeliness) in order to **strengthen our evidence on the causes of homelessness, people's needs and the effectiveness of our responses**
- 2** Facilitate more **outcome focussed ways of working** by shadowing 'Payment by Results' approaches

In doing the above, we would like to focus on the data that's linked to the outcomes-focused commissioning priorities:

1. Increasing **access** to accommodation to relieve homelessness
2. Reducing and better managing **evictions** to prevent homelessness
3. Improving **move-on** into suitable and sustainable accommodation





Introducing “data payments” and shadowing PbR approaches are also an opportunity to inform Gateway system improvements:

- Agreeing data fields that should be mandatory (e.g. fields that are linked to access, evictions and move on as our three priority areas)
- Review of data fields and accompanying ‘pick list’ options
- Reviewing definitions and guidance relating to data fields
- Using Gateway to record interventions agreed through support plans

But we recognise there are also challenges:

- Currently doesn’t interface with providers’ own IT case management systems



Part 1

Data Payments



Data Payments



So why do we need to increase the completeness, accuracy and timeliness of data?

- The council will have to manage with £283m less funding by 2020, this means that we have to go even further to justify the effectiveness of funding in showing that we provide value by **effectively** and **collectively** responding to the causes of homelessness.
- However missing or inaccurate information:
 - lessens our ability to clearly demonstrate this;
 - impacts on the availability of robust evidence of what services are required to respond to Newcastle's residents' needs, and how it should inform our process, policies and protocols; and
 - means that we do not get an accurate reflection of how service delivery is performing against contract performance indicators.



Data Payments - Adaptive management approaches



Data completeness and improved quality will be significant in our collective 'shift' to more adaptive management approaches, as we work with providers to enable services to become more:

- **Responsive** – what resources and support do you need to achieve this?
- **Accountable** – making the prevention of homelessness everyone's business and ensuring decisions made are outcome focussed and aligned with our statutory duties.
- **Reflective** - what's working and not working, how to use qualitative and quantitative information to learn from, and to inform working practices.



Data Payments - Proposal



- Need to ensure that the 'data payment' encourages providers to invest in high quality data entry activities, whilst limiting impact on resources to deliver front line services and support.
- A performance payment can be structured as a **reward** that is paid on top of the contact value, or as a portion of the contract value that is **withheld** if the agreed and defined standards are not met.
- Proposing that 10% of the overall contract value relates to data quality, with the amount paid directly related to the completeness, accuracy and timeliness of data recording on Gateway.
- Data payment element would be separate from non data payment element of the contract:
 - existing arrangements would continue to apply to the non data payment element which are made 3 months in advance.
 - the data payment element would be paid in arrears following verification (process tbd through consultation process).



Data Payments – exploring potential metrics



Data payments to improve data quality that is aligned to our outcome priorities - Crisis Response Contracts

Potential Metrics

Access
increased access to accommodation

Potential metrics to demonstrate availability of accommodation:

- Placement data maintained to ensure availability/ voids are accurate incl:
 - Admit reason and date
 - Placement end date, reason and destination
- Referrals responded to within x days
- Refused referrals are evidence based with detailed information provided
- Emergency bed voids and occupancy data fields maintained
- New/ updated assessment uploaded within x days of admit with mandatory fields completed (including needs and risk)

Evictions
reduction in the number of evictions

Potential metrics when an eviction has taken place, or someone is at risk:

- Notification of eviction sent to HAC (immediate) via new Risk of Eviction Form (REF)
- ABC/ checklist uploaded to client record
- Support plan actions, interventions and target dates related to prevention of eviction recorded on client record and maintained
- NTQ uploaded to client record
- Reason for eviction completed within x hours
- “Move to” destination provided

Move-on
supported move on to independence

Potential metrics to record readiness to move-on:

- Move-on status updated within x weeks following admit
- Support plan actions and target dates relating to move on recorded on client record
- Status reviewed and updated every x
- Placement end date, reason and “Move to” destination completed
- Financial inclusion fields completed:
 - Benefits advice given
 - Income maximised (value)
 - Budgeting advice
 - Debt written off (value)
 - Gained employment



Data Payments – exploring potential targets



Proposing a sliding scale and tying 10% of the annual contract value to the accuracy, completeness and timeliness of submitted data across the 3 priority outcome areas, based on agreed metrics and targets:

	Metrics	Target 1	Data Payment	Target 2	Data Payment
Access increased access to accommodation	Placement data maintained to ensure availability/ voids are accurate	95% completed with reason and date on same calendar day	0.5%	100% completed with reason and date on next calendar day	1%
	Referrals responded to within x days	90% responded to within x days	0.25%	100% responded to within x days	0.5%
	Refused referrals are evidence based with detailed information provided	90% of refusals have supporting evidence	0.25%	95% of refusals have supporting evidence	0.5%
	Emergency bed voids and occupancy data fields maintained: <ul style="list-style-type: none"> • Admit date • Placement end date • Move to-destination 	N/A	N/A	100% completed on same calendar day	1%
	New/ updated assessment uploaded within x days of admit with mandatory fields completed (including needs and risk)	90% uploaded within x days	0.25%	100% uploaded within x days	0.5%



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	ABC/ checklist uploaded to client record	90% completed and submitted within x days	0.25%	100% completed and submitted within x days	0.5%
	ABC/ checklist actions, interventions and target dates recorded on client record and maintained	80% updated every x days	0.25%	90% updated every x days	0.5%
	NTQ uploaded to client record	90% completed and submitted same calendar day	0.5%	95% completed and submitted same calendar day	1%
	Reason for eviction completed within x hours	95% completed and submitted same calendar day	0.25%	100% completed and submitted same calendar day	0.5%
	“Move to” destination provided	95% completed and submitted same calendar day	0.25%	100% completed and submitted same calendar day	0.5%



Data Payments – exploring potential targets



Proposing a sliding scale and tying 10% of the annual contract value to the accuracy, completeness and timeliness of submitted data across the 3 priority outcomes areas, based on agreed metrics and targets:

	Metrics	Target 1	Data Payment	Target 2	Data Payment
Move-on supported move on to independence	Move-on RAG status updated within x weeks following admit	95% completed within x weeks	0.25%	100% completed within x weeks	0.5%
	Move-on actions and target dates recorded on client record	90% completed within x days	0.25%	100% completed within x days	0.5%
	Move-on RAG status reviewed and updated every x weeks	90% updated every x weeks	0.25%	100% updated every x weeks	0.5%
	Placement end date, reason and “Move to” destination completed	90% completed within x days	0.25%	100% completed within x days	0.5%
	Financial inclusion fields completed	90% uploaded within x days	0.25%	100% uploaded within x days	0.5%



Data Payments – Example based on £100k quarterly contract value

Data payments to improve data quality that is aligned to our outcome priorities - Crisis Response Contracts

	Access increased access to accommodation	Evictions reduction in the number of evictions	Move-on supported move on to independence
	Possible metrics to demonstrate availability of	Possible metrics when an eviction has	Possible metrics to record readiness to move on:
Potential Metrics	<ul style="list-style-type: none"> Placement availability Admitted Placement destination Referrals Refused with details Emergency data fields New/ updated assessment uploaded within x days of admit with mandatory fields completed (including needs and risk) 	<ul style="list-style-type: none"> x hours “Move to” destination provided 	<ul style="list-style-type: none"> Budgeting advice Debt written off (value) Gained employment
	<p>Example - Homelessness Prevention Contract No123456</p> <p>Quarterly contract value (£) £100,000</p> <p>Quarterly non data payment element (£) £90,000</p> <p>Maximum quarterly data payment available 10% of contract value (£) £10,000</p> <p>Actual data payment following verification £ ???</p>		



Data Payments – Example based on £100k quarterly contract value



	Metrics	Target 1	Data Payment	Target 2	Data Payment	Target Achieved	Verified Data Payment £
Access increased access to accommodation	Placement data maintained to ensure availability/ voids are accurate	95% completed with reason and date on same calendar day	0.5%	100% completed with reason and date on next calendar day	1%		
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Data Payments – Example based on £100k quarterly contract value



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	Referrals responded to within x days	90% responded to within x days	0.25%	100% responded to with x days	0.5%	2	£500
	Refused referrals are evidence based with detailed information provided	90% of refusals have supporting evidence	0.25%	95% of refusals have supporting evidence	0.5%	2	£500
	Emergency bed voids and occupancy data fields maintained: • Admit date • Placement end date • Move to-destination	N/A	N/A	100% completed on same calendar day	1%	2	£1,000
	New/ updated assessment uploaded within x days of admit with mandatory fields completed (including needs and risk)	90% uploaded within x days	0.25%	100% uploaded within x days	0.5%		
						£3,000	



Data Payments – Example based on £100k quarterly contract value



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	Reason for eviction completed within x hours	95% completed and submitted same calendar day	0.25%	100% completed and submitted same calendar day	0.5%	1	
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	NTQ uploaded to client record	90% completed and submitted same calendar day	0.5%	95% completed and submitted same calendar day	1%	2	£1,000
	Reason for eviction completed within x hours	95% completed and submitted same calendar day	0.25%	100% completed and submitted same calendar day	0.5%	2	£500
	“Move to” destination provided	95% completed and submitted same calendar day	0.25%	100% completed and submitted same calendar day	0.5%	2	£500
	£3,250						



Data Payments – Example based on £100k quarterly contract value



Move-on supported move on to independence

Metrics	Target 1	Data Payment	Target 2	Data Payment	Target Achieved	Verified Data Payment £
Move-on status updated within x weeks following admit	95% completed within x weeks	0.25%	100% completed within x weeks	0.5%		
Support plan actions and target dates recorded on client record	90% completed within x days	0.25%	100% completed within x days	0.5%		
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Data Payments – Example based on £100k quarterly contract value



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Financial inclusion fields completed	90% uploaded within x days	0.25%	100% uploaded within x days	0.5%	1	



Data Payments – Example based on £100k quarterly contract value



Move-on supported move on to independence

Metrics	Target 1	Data Payment	Target 2	Data Payment	Target Achieved	Verified Data Payment £
Move-on status updated within x weeks following admit	95% completed within x weeks	0.25%	100% completed within x weeks	0.5%	1	£250
Support plan actions and target dates recorded on client record	90% completed within x days	0.25%	100% completed within x days	0.5%	2	£500
Move-on RAG status reviewed and updated every x weeks	90% updated every x weeks	0.25%	100% updated every x weeks	0.5%	2	£500
Placement end date, reason and “Move to” destination completed	90% completed within x days	0.25%	100% completed within x days	0.5%	2	£500
Financial inclusion fields completed	90% uploaded within x days	0.25%	100% uploaded within x days	0.5%	1	£250

£2,000



Data Payments – Example based on £100k quarterly contract value



Data payments to improve data quality that is aligned to our outcome priorities - Crisis Response Contracts

	Access increased access to accommodation	Evictions reduction in the number of evictions	Move-on supported move on to independence
Possible Metrics	<ul style="list-style-type: none"> Placement availability Admission Placement description Referral Refusal with details Emergency data fields New/updated within x days of admit with mandatory fields completed (including needs and risk) 	<ul style="list-style-type: none"> "Move to" destination provided 	<ul style="list-style-type: none"> Best written off (value) Gained employment
	<p>Example - Homelessness Prevention Contract No123456</p> <p>Quarterly contract value (£) £100,000</p> <p>Quarterly non data payment element (£) £90,000</p> <p>Maximum quarterly data payment available 10% of contract value (£) £10,000</p> <p>Actual data payment following verification £8,250</p>		



Part 1 Data Payments - Group Discussion (35 mins)



1. When considering 'data payments' and attaching a % of contract value to the accuracy, completeness, timeliness of data entered:
 - a. do you agree that 10% of the contract value should be related to data payments or should we apply a different proportion?
 - b. are these the right key metrics (data elements / fields that align to our 3 priority measures)?
 - c. are the targets being explored appropriate, and are they achievable?
2. What tools and resources would be required, and/ or support do you need from us to make this approach to improve data, a collaborative one?
3. What should the verification process around data payments look like?





Part 2

Shadow Approach to Payment by Results (PbR)





So why do we want to look at shadowing 'Payment by Results' in our Crisis Response and Homelessness Prevention contracts?

- We have been considering opportunities that PbR presents for supported accommodation contracts, alongside other system changes (e.g. smaller scale accommodation provision) over the past year.
- Further focus the system towards rapid access and move-on.
- More rigorous monitoring and evaluation (including internally by providers themselves) leading to better and more reliable outcomes.
- Greater transparency and accountability

PbR Services - what's happened elsewhere....



1. Supporting people services

- 10 LA-led pilots in Supporting People services, c. 20% of contract value attached to person outcomes. Birmingham and Trafford introduce PbR for sustained move-on accommodation outcomes in 2011
- Well received by providers, citing greater flexibility to vary level of support and take a personalised approach. However, additional clerical responsibilities a drawback

2. Social Impact Bonds

- GLA Rough Sleeping SIBs (2), DCLG Fair Chance Fund (7), and DCLG Rough Sleeping SIBs (7, incl. NCC & Gateshead)
- Evaluations published for first two programmes. Providers valued the increased focus on performance management to drive accountability and better management information

3. Central government programmes

- Typically large-scale programmes led by central government e.g. Troubled Families (complex families delivered by LAs), Work Programme (employment programme with large private providers)
- Evidence for this approach more mixed: weaker relationship between providers and commissioners so not aligned to local priorities, and larger providers may not commit to the spirit of the approach like smaller organisations





Key findings for PbR design, mobilisation, and service delivery:

- **Consultation** - involve providers from the earliest stage as in the main, where providers played an active role in defining the scope of the Payment by Results pilot, they reported more positive experiences of Payment by Results
- **Mobilisation and flexibility** – an initial transition period allowed providers to start reporting against agreed PbR indicators without financial risk during the early stages of contracts was welcomed by providers
- **Volume of outcome evidence** – additional clerical responsibilities a drawback for all providers, especially when information is required from external organisations (e.g. evidence of tenancy sustainment from social housing, engagement with health services)

Evaluations of PbR



Effect of PbR on performance:

- **Greater flexibility** in approach – previous contracts specified delivery approach in detail (e.g. number of hours of support provided). PbR afforded greater flexibility to vary level of support and work in different ways
- **Progression** through services – some tension at first with accommodation outcomes as providers no longer needed to follow strict protocol for every client. Led to more flexible approach over the longer term
- **Tightening aims** – Staff focused on communicating the support offer and their aim(s) to clients, colleagues and other partners, which led to clients receiving more targeted support to achieve their personal goals: *“Payment by Results makes you more on the ball to support clients and to meet client goals”*



Shadow PbR Pilot



Thinking about the different approaches that could be applied to the shadow PbR approaches:

- Outcome payments – ‘rate card’ setting out the value of each outcome achieved (similar to Social Impact Bonds); or
- Indicators and targets – payments attached to % of specific outcomes achieved (which may include a sliding scale)



Shadow PbR Pilot



Propose that:

- Shadow PbR pilot should have a **relationship with ‘data payment’ metrics;**
- **No payment transaction** but performance monitoring based on results;
- Regular reporting that tracks how the contract is delivering against data quality and outcomes, supplemented with a **‘shadow PbR statement’;**
- Leading to adaptive, responsive and accountable **ways of working;** and
- Learning by testing effectiveness and impact on 3 priority outcome areas and **informing future approach.**



Thinking about the metrics for shadow PbR arrangements



Shadow PbR Pilot – Crisis Response Contracts

Outcome priority

Access

Outcome: Increased access to accommodation

Should the metrics selected link to...

High level PbR design

reduction in refused referrals, an increase in assessed and accepted referrals, no non-Gateway admits, all leading to increased access to accommodation

Evictions

Outcome: reduction in the number of evictions

Should the metrics selected link to...

compliance with PEP, ensuring a more collaborative approach to responding to risk of eviction, sharing preventative action taken and reducing number of people rough sleeping due to eviction

Move-on

Outcome: positive move on to independence

Should the metrics selected link to...

compliance with move-on protocol, regular assessment of readiness and move-on into independence in suitable and sustainable accommodation

Improved outcomes – Crisis Response Contracts



Part 2 Shadow PbR Discussion (30 mins)



1. Do you agree with focussing on these 3 priority outcome areas? If not, what else should we focus on?
2. How should providers and the Council work together going forward to design and agree a possible Payment by Results framework?
3. What tools and resources do you think would be required, and/ or support would you need from us to enable us to implement a shadow PbR approach?
4. Are there any other risks or challenges that we need to consider together?



Next Steps



27 September

Co design session on 'data payments' and shadowing Payments by Results

Further sessions being planned for October:

- Engagement with people with lived experience
- Social value

Further information on these to follow...see **NEPO tendering portal** and **AIN information updates**.

Next steps

- Feedback from sessions currently being analysed and will be published on the council's website <https://www.newcastle.gov.uk/business/tenders-contracts-and-procurement/market-position-statements>
- Final written proposals incorporating feedback from the engagement activity to be published for consultation
Autumn
- Further co-design sessions on final service models to inform contract specifications

Indicative procurement timescales

- Tender: late autumn 2018
- Award: early 2019
- Contracts commence: spring 2019



Questions from today...

