Co-design session:

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

27 September 2018

Today's Agenda

10.00am   Welcome and introductions

10.05am   Purpose of the Day and Context

10.10am   Part 1 – Shadow PbR:

           i.   Feedback from Session 1

           ii.   Part 1 Discussion

10.50am   Part 2 – Data Payments:

           i.   Feedback from Session 1

           ii.   Revised metrics and targets

           iii.   Testing with real data

           iv.   Part 2 Discussion

11.55am   Next steps and questions

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Purpose of the day

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

- Making the prevention of homelessness everyone's business
- 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

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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

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Context

As we move away from being wholly prescriptive in our service specifications, we believe that having a greater focus on outcomes will give providers the opportunity and the incentive to be more flexible, with greater scope to be more adaptive in delivery of their existing service, to improve their programmes, or to devise a new one in pursuit of better performance.

This, in turn, should also stimulate more innovative ways of working to develop solutions to support some of our most vulnerable residents.

Longer term and learning from shadow PbR, also creates a clear financial incentive for providers to deliver better-than-expected results.

Part 1

Shadow Approach to

Payment by Results (PbR)

Thinking about the metrics for shadow PbR arrangements

Shadow PbR Pilot – Crisis Response Contracts →

Outcome priority

Access	Evictions	Move-on
Outcome: Increased access to accommodation	*Outcome*: reduction in the number of evictions	*Outcome*: positive move on to independence
Should the metrics selected link to…	*Should the metrics selected link to…*	*Should the metrics selected link to…*
rapid access to available accommodation, reduction in refused referrals, an increase in assessed and accepted referrals, no non-Gateway admits	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	compliance with move-on protocol, regular assessment of readiness and move-on into independence in suitable and sustainable accommodation, and no representations within x period

High level PbR design

Improved outcomes – Crisis Response Contracts →

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Shadow PbR – Feedback from 13.9.18 Session

Metrics:

- Is there an opportunity for some focus on distance travelled and soft outcomes such as signed up to a GP, UC claim submitted, reduced substance use, having the skills to sustain independent living? How would these be reflected in a rate/ tariff card?

- Support plans need to be more nuanced and personalised to achieve the outcomes ie, tenancy sustainment as an outcome of floating support, increasing social networks, reduced isolation.

- Indicators/ outcomes/ metrics need to be holistic and work towards breaking down silos.

- A rate/ tariff card could be differentiated based on client group being supported/ contract

- Needs to align with data payments to ensure that information to demonstrate outcomes achieved does not need to be re-entered (ie it's pulled through).

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Success dependencies:

- Move-on – will the related support for move-on that underpins this, ie, SIS packages, continue to be available

- Referrals/ access – need to ensure that requesting providers to increase the number of accepted referrals doesn't have the adverse effect of people being admitted into unsuitable placements.

Shadow PbR – Feedback from 13.9.18 Session

Concerns/ challenges:

- There is a need to ensure that risk based refusals are not penalised – but recognise that we need a collaborative approach and response to people who we are unable to offer accommodation to.

- The impact of wider system changes ie, national policy changes, and how can the PbR approach be future proofed?

- What can be done to protect the cash flow of smaller organisations (although recognise that in the shadow period there will be minimal risk)?

- Will there be any opportunity for services to directly admit people who present to specialist services (non-Gateway admits) – to ensure accommodation is offered to people who we have a duty to, confirmed our expectation that the referral route will continue to be via HAC.

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Shadow PbR Pilot

Propose that:

- Shadow PbR pilot should have a **relationship with 'data payment' metrics.**

- Our outcomes, and the associated metrics/ measurable performance indicators are **co-designed**, as **straightforward** as possible and **clearly defined,** and sufficiently **robust** to trigger a 'shadow repayment' (supplemented with a **'shadow PbR statement'**).

- Outcomes are **reliably measured** in the course of delivering the service (contract meeting) and through accessible data and reporting (scheduled and ad-hoc reporting).

- Shadow PbR is introduced as an **opportunity to learn and inform** future commissioning activity; service requirements, service delivery model and to test what works and doesn't work in preventing homelessness.

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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); or

- 'Pay' for delivery milestones reached along the way – as long as those milestones are highly correlated with the achievement of that ultimate outcome of people moved-on into suitable and sustainable accommodation and greater independence.

1. What could you do to successfully achieve the outcomes in our three priority areas?

    •   How can we include 'soft outcomes'?

    •   Should we include the financial inclusion indicators in PbR or as a data payment metric?

    •   What are the obstacles you would need to navigate?

2. Do you agree with move-on into suitable and sustainable accommodation as our 'ultimate outcome'?

    •   If not, what should be our ultimate outcome?

3. Should the shadow PbR be applied on the basis of a tariff table, or as a percentage value of contract for outcomes achieved, or as sliding scale of outcomes with the highest payment being attributed to the 'ultimate outcome ?

    •   What are the benefits and risks of each?

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Part 2

Data Payments

Why we're looking at 'data payments'

- 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.

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Why we're looking at 'data payments'

- 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.

- Collecting and recording key data that allows for 'real time' monitoring and analysis is critical to successful service delivery with outcome focussed contracting.

- This approach also supports the monitoring of performance indicators linked to outcome achievement and service quality, which in turn allows for any areas of concern to be acted upon promptly.

- 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.

Data Payments – Feedback from 13.9.18 Session

- Metrics

  - Sliding scale/ range of targets rather than hard/ specific targets?
  - Break down metrics further to get best result, but also apply some tolerance ie, "within 24 hours" or "next working day"?
  - Higher target still needs to be achievable otherwise providers may work on the basis of 'not worth trying'.
  - Still be an expectation that metrics relating to readiness to move-on are recorded. are no referrals, or no opportunities for move-on?
  - Data metrics should not be the only focus (although it was noted that the shadow PbR element will be outcome focussed and pick up on this).
  - 10% of the contract value related to data payments was too high and should perhaps be variable dependent on contracts?
  - There is a higher risk to providers of services with greater churn leading to higher levels of data inputting and therefore more risk of data quality (and payment) being affected.
  - 100% is too high a target as 1 error would jeopardise the data payment. Suggesting 95/99% would be achievable.

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Data Payments – Feedback from 13.9.18 Session

- Verification

  - The verification process needs to clearly describe:

    - Process including data quality (in addition to completion rate and timeliness)
    - Timescales - ongoing throughout the quarter?
    - Resources/ reporting
    - Need to ensure that cash flow is not adversely affected
    - Role of the lead contractor in terms of quality checking, ie, monthly review of targets.

  - Financial aspect of verification:

    - Will there be a clawback of data payments if data is found to be erroneous ie, checking moves to independence and the address is incorrect?
    - Frequency of "data payment report"?

Data Payments – Feedback from 13.9.18 Session

- Tools and Support

  - Gateway users (from a provider perspective) should be involved to understand requirements.

  - Data payment report should be produced on a contract and individual service level.

  - Data migration/ transfer options from providers' host systems should be considered.

  - Limitations for organisations that have a paper based system. What opportunities could there be to invest in technology?

  - Carry out analysis with existing data to evaluate how far away from the potential targets current performance is, and share.

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Data Payments – Feedback from 13.9.18 Session

- Other issues:
  - Contractual:
    - Would the structure of contracts and any associated sub-contract agreements need to ensure that sub-contractors are afforded some protection and an equitable division of payments, particularly that if one sub is meeting targets but the overall contract performance is not.
    - There is a need to ensure that resources are not taken away from front line service delivery.

Data Payments - Proposal

- The performance payment will be structured so as to incentivise service providers to maximise their potential contract income by meeting specific metrics and targets.

- Proposing that data payments is structured as follows:

  - In **Year 1** (first 12 months following contract commencement), the data payments element is applied to **5%** of the overall contract value in relation to data quality; the completeness, accuracy and timeliness of data recording on Gateway.

  - In **Year 2** (and any subsequent extension periods), the data payments element is applied to **10%** of the overall contract value in relation to data quality; the completeness, accuracy and timeliness of data recording on Gateway.

- Using a sliding scale and range of parameters that are applied to specific data payment targets.

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

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Data Payments – exploring potential targets

Proposing a sliding scale and tying 5% 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	90% to 95% completed with reason and date on same calendar day	0.20%	> 95% completed with reason and date on same calendar day	0.50%
	Referrals responded to within x days	90% to 95% completed with reason and date on same calendar day	0.20%	> 95% completed with reason and date on same calendar day	0.50%
	Refused referrals are evidence based with detailed information provided	90% responded to within x days	0.20%	>90% responded to with x days	0.25%
	Emergency bed voids and occupancy data fields maintained: • Admit date • Placement end date • Move to-destination	90% of refusals have supporting evidence	0.20%	>90% of refusals have supporting evidence	0.25%
	New/ updated assessment uploaded within x days of admit with mandatory fields completed (including needs and risk)	N/A	N/A	100% completed on same calendar day	0.50%

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Data Payments – exploring potential targets

Proposing a sliding scale and tying 5% 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
Evictions reduction in the number of evictions	Notification of eviction sent to HAC (immediate) via new Risk of Eviction Form (REF)	95% completed and submitted within 24 hours	0.20%	>95% completed and submitted within 24 hours	0.50%
	ABC/ checklist uploaded to client record	90% to 95% completed and submitted within x days	0.20%	>95% completed and submitted within x days	0.25%
	ABC/ checklist actions, interventions and target dates recorded on client record and maintained	80% to 90% updated every x days	0.20%	>90% updated every x days	0.25%
	NTQ uploaded to client record	90% to 95% completed and submitted within 24 hours	0.20%	>95% completed and submitted within 24 hours	0.25%
	Reason for eviction completed within x hours	90% to 95% completed and submitted within 24 hours	0.20%	>95% completed and submitted within 24 hours	0.25%
	"Move to" destination provided	90% to 95% completed and submitted within 24 hours	0.20%	>95% completed and submitted within 24 hours	0.25%

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Data Payments – exploring potential targets

Proposing a sliding scale and tying 5% 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
Move-on supported move on to independence	Move-on RAG status updated within x weeks following admit	90% to 95% completed within x weeks	0.20%	>95% completed within x weeks	0.25%
	Move-on actions and target dates recorded on client record	90% completed within x days	0.20%	>90% completed within x days	0.25%
	Move-on RAG status reviewed and updated every x weeks	90% to 95% completed every x weeks	0.20%	>95% completed every x weeks	0.25%
	Placement end date, reason and "Move to" destination completed	**PROPOSE TO REMOVE THIS METRIC AND INCLUDE IN ACCESS ONLY**			
	Financial inclusion fields completed	90% to 95% uploaded within x days of discharge	0.20%	>95% uploaded within x days of discharge	0.25%

Data Payments – Tested using real data from current Crisis Accommodation contracts

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

Potential Metrics

Access	Evictions	Move-on
increased access to accommodation	reduction in the number of evictions	supported move on to independence

Possible metrics to demonstrate availability of ...

- Placemen... availability...
  - Admit r...
  - Placeme... destina...
- Referrals
- Refused ... with detai...
- Emergen... data fields ...
- New/ updated assessment uploaded within x days of admit with mandatory fields completed (including needs and risk)

Possible metrics when an eviction has ...

- ... x hours
- "Move to" destination provided

Possible metrics to record readiness to move on:

- ... in x
- ... get dates
- ... d every x
- ... and ... ted
- ... pleted:
- ... lue)
- Budgeting advice
- Debt written off (value)
- Gained employment

Aggregated value (and performance) of Crisis Accommodation East and West contracts

Quarterly contract value (£)	£160,393
Maximum quarterly data payment available 5% of contract value (£)	£8,020
Quarterly base contract payment (£)	£152,373
Actual data payment following verification	**£ ???**

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Data Payments – Tested using real data from current Crisis Accommodation contracts
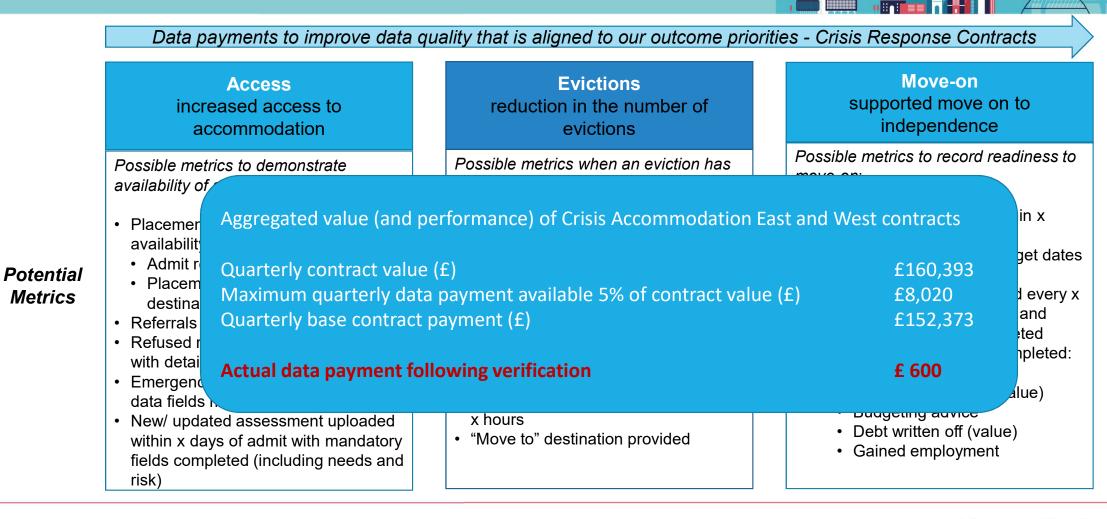
Outcome	Metrics	Target 1	Data Payment %	Target 2	Data Payment %	Total	Q4 Data (completion)	% Completion	Target Level Achieved	Verified Data Payment £	Comments
Access increased access to accommodation	Placement data maintained to ensure availability/ voids are accurate: reason for admit completed	90% to 95% completed with reason and date on same calendar day	0.20%	> 95% completed with reason and date on same calendar day	0.50%	114	92	81%	0	£0	Gap: Reason for admit tracked as we currently only monitor completion rate not timeliness
	Placement data maintained to ensure availability/ voids are accurate: reason for discharge and destination completed	90% to 95% completed with reason and date on same calendar day	0.20%	> 95% completed with reason and date on same calendar day	0.50%	114	95	83%	0	£0	Gap: Currently only monitor completion rate of destination and reason, not timeliness
	Referrals responded to within x days	90% responded to within x days	0.20%	>90% responded to with x days	0.25%	290	227	78%	0	£0	Used 14 days as the parameter
	Refused referrals are evidence based with detailed information provided	90% of refusals have supporting evidence	0.20%	>90% of refusals have supporting evidence	0.25%	136	106	78%	0	£0	Used refusals with comments provided
	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	0.50%						...ded by ...ovider
	New/ updated assessment uploaded within x days of admit with mandatory fields completed (including needs and risk)	90% to 95% uploaded within x days	0.20%	>100% uploaded within x days	0.25%	114	107	94%	1	£200	...y monitor completion rate before admit not timeliness

£200

Outcome	Metrics	Target 1	Data Payment %	Target 2	Data Payment %	Total	Q4 Data (completion)	% Completion	Target Level Achieved	Contract Value - Data Payment	Comments
Evictions reduction in the number of evictions	Notification of eviction sent to HAC (immediate) via new Risk of Eviction Form (REF) uploaded to Gateway	95% completed and submitted within 24 hours	0.2%	>95% completed and submitted within 24 hours	0.50%	39	10	26%	0	£0	Used NTQ as an indicator as REF not yet implemented
	ABC/ checklist uploaded to client record	90% to 95% completed and submitted within x days	0.20%	>95% completed and submitted within x days	0.25%	New indicator therefore no data to compare with					
	Support plan actions, interventions and target dates recorded on client record and maintained	80% to 90% updated every x days	0.20%	>90% updated every x days	0.25%	New indicator therefore no data to compare with					
	NTQ uploaded to client record	90% to 95% completed and submitted within 24 hours	0.2%	>95% completed and submitted within 24 hours	0.25%	39	10	26%	0	£0	Gap: Currently only monitor completion rate not timeliness
	Reason for eviction completed	90% to 95% completed and submitted within 24 hours	0.20%	>95% completed and submitted within 24 hours	0.25%	39	39	100%	2		monitor completion
	"Move to" destination provided	90% to 95% completed and submitted within 24 hours	0.20%	>95% completed and submitted within 24 hours	0.25%	39	35	90%	1	£200	monitor completion rate not timeliness

£400

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Data Payments – Tested using real data from current Crisis Accommodation contracts

Outcome	Metrics	Target 1	Data Payment %	Target 2	Data Payment %	Total	Current Data (completion)	% Completion	Target Level Achieved	Contract Value - Data Payment	Comments
Move-on supported move on to independence	Move-on status updated within x weeks following admit	90% to 95% completed within x weeks	0.20%	>95% completed within x weeks	0.25%	112	94	84%	0	£0.00	Gap: Currently only monitor completion rate not timeliness Used Q1 data for this indicator (112 current residents and of which 18 have not had a move-on RAG update within 1 month of admit)
	Move-on actions and target dates recorded on client record	90% completed within x days	0.20%	>90% completed within x days	0.25%	New indicator therefore no data to compare with					
	Move-on RAG status reviewed and updated every x weeks	90% to 95% completed every x weeks	0.20%	>95% completed every x weeks	0.25%	112	82	73%	0	£0.00	Gap: Currently don't monitor from a performance persepctive, but RAG status via the move-on panel. Used Q1 data for this indicator. 82 had a move on status within the last month
	Placement end date, reason and "Move to" destination completed	PROPOSE TO REMOVE THIS METRIC AND INCLUDE IN ACCESS ONL...									
	Financial inclusion fields completed	90% to 95% uploaded within x days of discharge	0.20%	>95% uploaded within x days of discharge	0.25%	114	67	59%	0	£0.00	...g at discharges ...ncial indicator ...eted. Gap: Currently only monitor completion rate not timeliness

£0

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

Potential Metrics

Access
increased access to accommodation

Possible metrics to demonstrate availability of

- Placemen... availabilit...
  - Admit r...
  - Placem... destina...
- Referrals
- Refused r... with detai...
- Emergenc... data fields ...
- New/ updated assessment uploaded within x days of admit with mandatory fields completed (including needs and risk)

Evictions
reduction in the number of evictions

Possible metrics when an eviction has

- ...
- x hours
- "Move to" destination provided

Move-on
supported move on to independence

Possible metrics to record readiness to move on:

- ...in x ...
- ...get dates
- ...d every x ... and ...ted ...pleted:
- ...lue)
- Budgeting advice
- Debt written off (value)
- Gained employment

Aggregated value (and performance) of Crisis Accommodation East and West contracts

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Maximum quarterly data payment available 5% of contract value (£)	£8,020
Quarterly base contract payment (£)	£152,373
Actual data payment following verification	**£ 600**

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Part 1 Data Payments - Group Discussion (30 mins)

1. How will this help us to solve the problem of access to accommodation?

2. Will this help us to make the prevention of homelessness everyone's business?

   • What workforce development is required?

3. Will this give us better insight into who is using our commissioned services and their needs, and a greater understanding of the effectiveness of those services?

Next Steps

Further sessions being planned for October:
- **Engagement with people with lived experience**
- **Social value**

Further co-design sessions on final service models to inform contract specifications:
- **Crisis Response Hubs**
- **Citywide Supported Accommodation**
- **Acommodation and Support for Young People**
- **Accommodation and Support for People with Mental Health Problems**

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

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

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Questions from today…