

**DEVELOPMENT OF THE
HOUSING SUPPORT
OUTCOMES FRAMEWORK**

A REPORT

BY

CRAIGFORTH

OCTOBER 2009

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1. INTRODUCTION

Background and Methodology

1.1. The Housing Support Enabling Unit commissioned Craigforth in early October to improve and further develop the Housing Support Outcomes Framework and to produce guidance notes to assist stakeholders in their understanding of the Framework. The Housing Support Enabling Unit has specified two aims and five key tasks for this work. These are detailed below.

- Aim 1 - Take forward and further develop the Housing Support Outcomes Framework in light of suggested improvements highlighted in the evaluation and pilot.
 - i. To identify alternative ways of demonstrating a preventative element.
 - ii. To look into ways of enhancing the matrix for longer term service use where there is little change and where the service is of a low intensity.
 - iii. To further develop the Housing Support Outcomes Framework to include broader outcomes reporting systems.
 - iv. To look into ways of extending the areas covered by the Housing Support Outcomes Framework.
- Aim 2 - Develop guidance for Local Authorities and service providers.
 - v. To develop and produce guidance for the Housing Support Outcomes Framework.

1.2. This first report will look to meet Aim 1 and the four key tasks linked to this Aim. The development of guidance for local authorities and service providers will be provided separately. This will be published after the recommended changes to the Housing Support Outcomes Framework, which are detailed in this development report, have been tested and finalised.

1.3. A number of information sources were used to inform how best to adapt the Housing Support Outcomes Framework. These are detailed below.

- A questionnaire was sent out to stakeholders to identify outcomes frameworks which stakeholders were using or were familiar with.
- Interviews were conducted with stakeholders. In total, 32 stakeholders were consulted with. This included three site visits to organisations using outcomes frameworks.
- A desk based review of relevant documents was conducted. Reports from the pilot and evaluation were used as a starting point. Documentation from other outcomes frameworks was also analysed.

- Mapping of the Housing Support Outcomes Framework was carried out to identify potential links with other reporting mechanisms.
- The findings from these methods were then used to develop the Housing Support Outcomes Framework. A draft copy was circulated around members of the Steering Group and volunteers and their comments were then used to produce a final version of the Housing Support Outcomes Framework. This can be seen in appendix one.

1.4. The recommended changes to the Housing Support Outcomes Framework are detailed in this report, and shown in a revised Housing Support Outcomes Framework in appendix one.

Structure of the Housing Support Outcomes Framework

1.5. The Housing Support Outcomes Framework consists of two parts; the client profile information and the matrix.

1.6. The client profile data is the information collected about the service and service user, and the type of support received. This was called monitoring information during the pilot.

1.7. The matrix consists of a number of different Sections. The original draft used in the pilot had four sections; which are:

- Accommodation;
- Health;
- Safety and Security; and
- Social and Economic Wellbeing.

1.8. This report will also explore adding a fifth section considering Employment.

1.9. In each Section, there are a number of Elements of Support. For example, the section on Accommodation has three Elements of Support; Accommodation (1.1), Security of Tenure (1.2), and Other Accommodation Support (1.3). Service users can be scored for each Element of Support on a 5 point scale.

1.10. For each Score on the 5 point scale there are a number of Descriptions to assist service users and service providers to score. The Descriptions are designed to be used as a guide. For example, Descriptions for 1.2 Security of Tenure include “Eviction Pending” or “I am at immediate risk of losing my home” for the highest score of 4, and “No issues regarding security of tenure” or “I am dealing with any legal responsibilities to do with my home by myself” for the lowest score of 0.

1.11. Each Element of Support is scored in three different ways.

- The baseline score is completed when a service user enters the service. For those service users who are already with a service, it is their position at the time of their first assessment.
 - The current situation with support is the service user's current position.
 - The current situation without support is the service user's position if the support was taken away (this is not the same as scoring if the service user had never received support).
- 1.12. These scores are used to make two different calculations for each service user.
- Support v baseline: this demonstrates the distance travelled by a service user since joining a service. It is calculated by subtracting the current situation with support from the baseline.
 - Support v without support: this calculation compares a service user's current situation with support to their situation if the support was to be taken away. It is determined by subtracting the current situation with support from the current situation without support. The next chapter will consider this calculation in further detail.

Structure of the Report

- 1.13. This report is divided into four further sections.
- Chapter two considers measuring the preventative benefits of housing support.
 - Chapter three considers other potential changes to the Housing Support Outcomes Framework.
 - Chapter four looks at the potential links which can be made between the Housing Support Outcomes Framework and other reporting mechanisms.
 - Chapter five looks at next steps and recommendations.

2. A PREVENTATIVE MEASUREMENT

2.1. A successful outcome in terms of providing support for an individual may not involve improvement in their independence. For some simply maintaining their current level of independence may be a realistic and positive outcome: for others, the nature of their needs may be such that their level of dependence may increase in spite of support services, even where these services are providing effective support. Prevention of decline, or slowing the pace of decline, is a successful outcome in these circumstances. A Framework which seeks to measure the impact of service intervention on the individual has also to be able to cater for situations where there is no 'distance travelled' in terms of a pathway to greater independence.

2.2. It is important to try to measure the 'preventative' role of housing support. The original Framework therefore included a method by which this was to be achieved: the counterfactual. Providers were asked to assess the position of a service user as though the service had not been in place. In the pilot, this was undertaken with or without the involvement of the service user.

Issues

2.3. The evaluation found, however, that there were difficulties in using the counterfactual.

- Providers found it to be a confusing concept.
- Providers questioned the accuracy, commenting that they felt that it is not possible to know where a service user would be without a service and that they would have to "guess" the counterfactual.
- Some service users felt anxious discussing where they would be without the service. For some, it reminded them of painful experiences before joining the service. Others felt anxious as they thought the service may be taken away from them.

2.4. Based on these findings, the evaluation recommended that:

'The Scottish Government should explore alternative approaches to assessing the preventative benefits of services and incorporate this within the revised Framework¹.'

2.5. Other than the IT system used, the use of the counterfactual within the Housing Support Outcomes Framework received the most negative feedback of any aspect of the pilot. This has remained true subsequently (for example, at the Housing Support Enabling Unit conference on 9 October 2008 and in discussion with participants during telephone interviews).

¹ Scottish Government, Evaluation of Supporting People (Housing Support) Outcomes Framework, A Report by Craigforth, June 2008.

2.6. Many services consulted during this project who were using the Housing Support Outcomes Framework in some form had dropped the current situation without support scoring element of the matrix, as they had perceived it as being of limited value.

2.7. It is also worth noting that none of the other outcomes models reviewed during the desk research and telephone interviews incorporated any preventative measure, although the importance of the concept of measuring preventative impact was acknowledged by some and other methods were being used.

Other experience of counterfactual analysis

2.8. Counterfactual analysis is an evaluative technique which has been used by historians, economists and, more recently, social policy analysts. In 2004 the Prime Minister's Strategy Unit published an on-line Strategy Survival Guide² which defined counterfactual as:

'An estimate of the circumstances that would have prevailed had a new policy or policy change not been introduced.'

2.9. An earlier report on research methods, written for the Department of Work and Pensions, looked at the counterfactual and examined 'impact evaluations' (ways of measuring the counterfactual).³ It defined the counterfactual as:

'The number of positive outcomes that would have been observed amongst the eligible population if the programme was not in place. In most evaluations the counterfactual will be measured.... using a control group who are not in receipt of the programme.'

2.10. The authors of the Department of Work and Pensions report acknowledged the difficulties of measuring impact. This is most problematic where the impact of an initiative is small, as the sample sizes needed to carry out the evaluation then have to be very large (if counterfactual cannot be estimated using organisational records and other data).

2.11. The report described a 'relatively crude method' for measuring the counterfactual, similar to the one used in the Housing Support Outcomes Framework pilot, i.e. asking the people receiving the service to say what would have happened to them if they had not received the service (the counterfactual is their response to this question). The report concluded that by itself this information cannot be seen as a reliable measure of the effectiveness of the service as it is likely to be compromised by a number of factors, including wanting to please whoever is asking the question. The response (the supposed counterfactual) is more likely to be a measure of how

² http://interactive.cabinetoffice.gov.uk/strategy/survivalguide/skills/eb_counter.htm

³ Research Methods for Policy Evaluation, Department for Work and Pensions, Research Working paper No 2, Susan Purdon, Carli Lessof, Kandy Woodfield and Caroline Bryson, National Centre for Social Research (DWP, 2001) <http://www.dwp.gov.uk/asd/asd5/WP2.pdf>

helpful the client has found the service, rather than a reliable assessment of its overall impact.

2.12. Additionally, in both the Prime Minister's Strategy Unit work and the Department of Work and Pensions report, it is stressed that the counterfactual is a one off method of evaluation for a project or policy initiative, rather than a methodology for evaluating on-going service delivery. The reason for this appears to be the stress placed on the need for a control group, which suggests the need for external evaluation to establish the counterfactual position.

2.13. The above suggests that the Counterfactual has inherent difficulties, which need to be taken into account in further development of the Housing Support Outcomes Framework.

Alternatives to Measuring Preventative Benefits of Support

2.14. A number of alternatives or adaptations to the counterfactual were considered as part of the development of the Housing Support Outcomes Framework in order to present these to the Housing Support Outcomes Framework Steering Group.

The social return on investment

2.15. Before presenting these to the Steering Group, one alternative to the counterfactual was ruled out: the Social Return on Investment.

2.16. Social Return on Investment looks at the social, economic and environmental impact of a service/organisation and assigns a monetary value to these. This allows a calculation to be made of the value of the return relative to the cost of the service. The process includes detailed interviews with a number of stakeholders, including people using the service. These discussions are used to build a picture about the difference services have made for those people using them.

2.17. Undertaking a Social Return on Investment project is a major organisational commitment which requires external advice, facilitation and validation (e.g. staff need training and briefing to allow them to carry out in-depth interviews with service users). Systems have to be in place to capture the information required for SROI. This information is then externally validated and assumptions tested.

2.18. The Scottish Government is supportive of the Social Return on Investment as a tool for measuring service impact. The Third Sector Team is currently commissioning work which will help facilitate the development and wider implementation of the Social Return on Investment across Scotland.

2.19. Given the very different and distinctive process involved in the Social Return on Investment, it would not be possible to include as part of the Housing Support Outcomes Framework, but the Social Return on Investment itself is an approach which services and commissioners may be interested in further pursuing.

Alternatives and Alterations to the Counterfactual

2.20. The following 6 options were discussed with the Housing Support Outcomes Framework Steering Group on 5 December 2008.

2.21. Three of these options were alternatives to the counterfactual

- (a) Externally devise a typical expected 'pathway', or trajectory, for client groups once involved with services. Services could report back on what pathway actual service users had followed.
- (b) Put responsibility on services to estimate distance travelled/ improvement expected across service users within an agreed period of time. (For example, the service anticipates that 70% of service users will show x% improvement over a 12 month period.). Progress expected could be agreed individually with each client, and then aggregated for the service.
- (c) Ask service users during the exit interview their view on the impact of services.

2.22. Three were modifications to the existing counterfactual component

- (d) Use the baseline interview as the counterfactual position to compare against, rather than expecting providers to complete the counterfactual at every review.
- (e) Change the current arrangements for assessing the counterfactual so that it is completed by support workers (the 'professional's view), rather than with service users. This approach was used by some providers during the original piloting of the Framework.
- (f) Address the criticism that the counterfactual tends to feel negative to service users by asking them to explain the value to them of the services they are receiving.

2.23. Of these options, most interest was expressed in options (a) and (b) (possibly in combination with each other) and also options (d) and (e).

2.24. At this point, options (a) and (b), which both look to compare individual client's scores with a pre-determined expected pathway, will not be recommended methods of calculation. However, these approaches are methods that may be of interest in the long-term future. These methods are thought to be most useful when there is data available to use to calculate the typical pathways. Providers will need to use the Housing Support Outcomes Framework for a period of time before this data becomes available.

2.25. Option (e), the professional's views, was seen as the most suitable for the testing exercise, and feedback was collected on provider's experiences.

Option (e): the professional's view

2.26. Some providers had no issues completing the current situation without support using their professional judgement. They felt that they had enough knowledge of the provider to do this confidently. Other providers fed back criticisms, but these were to do with the concept itself rather than method of completion. For example, some providers detailed how subjective they felt the measurement to be.

2.27. As a number of varying viewpoints have been collected from the different providers, it was decided by the Steering Group that providers and commissioners should be given different options on to how to calculate the current situation without support. It will then be their decision how they chose to proceed.

2.28. The following three options would form part of the revised Housing Support Outcomes Framework

1. ***The original method***, calculating the current situation without support with the service users input, will be one of the options. Some providers are happy to use this method, or are currently using it. This method has the advantage that service users can be involved, something which many services are keen to do.
2. ***The professional's judgment*** of the current situation without support, i.e. without the involvement of service users. This method was used by some providers during the pilot and was also used in the testing. This is the most appropriate method when providers wish to calculate the current situation without support but cannot, or do not think it is appropriate, to, calculate this in conjunction with the service user.
3. ***No measurement of preventative benefits***. Feedback during the pilot and the subsequent development work has demonstrated that some providers feel that the counterfactual is unhelpful, but they still want to use the Outcomes Framework and it was felt important that this option is open to them.

2.29. The guidance report will give more information on using these options so commissioners and providers can make an informed decision. Option 3 would not be recommended as it would mean the preventative benefits of support would not be calculated.

3. CHANGES TO THE HOUSING SUPPORT OUTCOMES FRAMEWORK

3.1. This chapter details recommended changes to the Housing Support Outcomes Framework.

Scoring

3.2. Each relevant Element of Support needs to be scored on a five point scale in order to calculate distance travelled. During the pilot, Elements of Support were scored from A (lowest level of support) to E (highest level of support). To calculate distance travelled, numbers using 1 (represented by A) to 5 (represented by E) were used in the original framework.

3.3. Comments made on the scoring used during the pilot included the following.

- A common inconsistency seen during the pilot was how to score an Element of Support that providers did not consider to be relevant for an individual service user. Providers could choose not to complete it at all, or they could score a section as ‘A’ which would indicate no issues. Whether a provider decided to score a section as relevant would affect the section summary scores.
- There were reservations about the use of letters. It was thought that the use of numbers would be preferable, as closer links could be made to calculations of distance travelled. The use of both letters and numbers was also thought to add an element of confusion.

3.4. The revisions to the matrix which accompanies this report therefore include

- (a) Numbers rather than letters in the Elements of Support.
- (b) A scale that ranges from 0 (no issues) to 4 (a crisis situation) rather than the range 1 to 5 in the original Framework.

Suggested changes to the scoring

Level of Support Required	Previous		Suggested Change
	Score	Number used for calculation	
Low ↓ High	A	1	0
	B	2	1
	C	3	2
	D	4	3
	E	5	4

3.5. There are a number of advantages to a scale beginning at zero. Firstly, in the framework's original form, uncompleted Elements of Support would not be counted and entered as a "0" in the data-set, whereas the lowest score that could be achieved if an Element of Support is completed is currently "1" (which for many Elements of Support indicates that there are no issues). Providers commented on this being confusing as they felt the same service user could be scored in different ways. This can be shown in the example below.

Example 1.

An older person in a sheltered housing scheme may have no domestic violence issues. In one scheme, it may be decided that this Element of Support is not relevant and this would be recorded as zero. In a second scheme, they may decide to score all Elements of Support for all service users and so would score this older person as A which represents there are no issues. This would be scored as a one.

3.6. In other words, the same circumstances can be scored in different (correct) ways and receive different scores: clearly this is problematic for comparisons across services. Starting the scale at zero removes this confusion.

3.7. Secondly, a score of zero is seen as more meaningful by providers, as illustrated by the example below.

Example 2.

There are 12 Elements of Support relevant to one service user. After the service user had been with the service for some time, a review showed there to be no outstanding issues. When scoring the 12 Elements of Support on a scale of one to five, this would mean this service user's score was 12.

A second service user had 18 Elements of Support relevant to be scored for them. After this second service user had been with service for some time, a review showed there were no outstanding issues. When scoring the 18 Elements of Support on a scale of one to five, this would mean this service user's score was 18.

3.8. Even though neither of the two service users had any issues, their scores were different. Using a zero to four scale addresses this problem.

3.9. Analysis was undertaken to ensure a change to the score would not affect the distance travelled calculation. An illustration of how distance travelled was calculated previously and would be under the revised scoring is shown below.

Calculation of distance travelled

	Previous	Suggested Changes
Baseline assessment	D (4)	3
Current Situation with support	D (4)	3
Current Situation without support	E (5)	4
Assessment Current with Support v Baseline	$(4 - 4) = 0$	$(3 - 3) = 0$
Assessment Current with Support v without Support	$(4 - 5) = -1$	$(3 - 4) = -1$

Routing

3.10. There was discussion during the development of the Housing Support Outcomes Framework of whether providers should be able to select which Elements of Support they wished to complete. It was argued that if service providers had the flexibility to adapt the Housing Support Outcomes Framework to only use Elements of Support they consider to be relevant, this would allow it to be tailored to the individual service user. For example, it was commented that the section on addictions was not relevant to the vast majority of older people and clients with learning difficulties.

3.11. Being able to route and focus on the sections most relevant to a service user should reduce the time needed to complete the Framework. This would be an advantage to providers who reported during the pilot that completing the Framework could be time consuming.

3.12. There are some potential disadvantages, but these can be overcome. It would be harder to compare responses across services, potentially a concern for commissioners. Commissioners could however specify if there are any particular sections that they require to be completed. Suggested changes to the scoring to use "0" would also reduce the risk of inconsistencies.

3.13. Some providers prefer to complete all sections. This allows them to use the Housing Support Outcomes Framework as an assessment tool, picking up issues, for example substance misuse and domestic abuse, that previously may have been missed. Providers will continue to have the flexibility to do this.

3.14. We recommend that individual providers using the Housing Support Outcomes Framework for their own internal purposes are able to adapt the Framework to omit any Sections or Elements of Support which they are certain are not appropriate. However, commissioners choosing to recommend the Housing Support Outcomes Framework could decide what sections they wish providers to complete. As Local Authorities may wish to use the Framework as part of its contract monitoring arrangements, they may wish to discuss with providers which outcomes should be measured as part of these arrangements.

Redraft of Elements of Support

Terminology

3.15. The evaluation reported some difficulties with the terminology of some Descriptions of the Housing Support Outcomes Framework. This included some of the terminology being too complex for service users and, in some instances, being ‘insensitive’. The evaluation recommended:

‘Development of the terminology used in the Framework (in conjunction with providers) so that it is more appropriate for client groups but does not lose the ‘read across’ between different services.’

3.16. The Descriptions in the Housing Support Outcomes Framework have been redrafted based on comments received during the pilot as well as feedback received during the consultation for this project. A revised framework was sent to a number of providers who had volunteered to give comments, as well as to members of the Steering Group. The redrafted Descriptions can be seen in full in appendix one.

3.17. As part of the testing, providers were asked if they would like to see different versions of Elements of Support for different client groups, and were shown some examples of what sections might look like for different client groups. Feedback was mixed on which approach would be most useful. A small majority favoured one standardised version: given the wide range of issues encountered, having all descriptions was most useful for them. Others felt that different versions should be available as this would be most useful for their clients.

3.18. In order to meet the varying needs of providers, one standardised version will be produced. However, providers will be given the opportunity to choose the most appropriate descriptions as well as to draft their own so that specialist issues relevant to them can be included.

3.19. The guidance report will provide assistance for those wishing to edit the matrix. It will be recommended that providers edit their descriptions within a fixed template of levels of support, as shown below. The aim of this will be to reduce the risk of different interpretations of the scale 0 to 4.

Template

HIGH LEVEL OF SUPPORT REQUIRED LOW				
4	3	2	1	0
SECTION				
Crisis	High risk with or without support	Addressing issue with intensive support	Addressing issue with support	No support needed

3.20. The IT contractor will be crucial in further developing this and discussions will take place with the contractor on progressing these issues.

An Employment Section

3.21. A Section aiming to measure outcomes in looking for and sustaining employment has been added to the revised Housing Support Outcomes Framework.

3.22. Employment was not included as a separate Section in the original Housing Support Outcomes Framework, although it could potentially be measured within the Element of Support which considered Wellbeing and Meaningful Use of Time. Since the removal of ring fencing from Supporting People funding, there is more flexibility to extend the types of support provided as housing support. Service providers consulted were enthusiastic to see this section included as many services do important work in this area.

3.23. The Employment Section is intended to be used as a 'bolt on' by services if they consider it to be relevant: it is recognised that it will not be appropriate for some services or client groups, for example, services for older people. Routing would mean services could omit this section as discussed above.

3.24. The suggested Employment Section is based on a framework prepared and used by Frontline Fife with the Outcomes Partnership. Frontline Fife have chosen to use the Housing Support Outcomes Framework but wanted also to measure outcomes for employment. The four Elements of Support proposed for this section – Core Skills, Into Training or Education, Looking for Work, and Sustainability – are the same as those used by Frontline Fife. Some of the individual Descriptions have however been adapted to make them applicable to a wider range of services and to ensure the terminology is similar to the rest of the Housing Support Outcomes Framework.

Expansion of Wellbeing and Self Esteem/ Confidence and Meaningful Activity/ Use of Time

3.25. There was enthusiasm to see the Element of Support 4.3 (Wellbeing and Self Esteem/ Confidence and Meaningful Activity/ Use of Time further) developed as many services do important work in this area and wished to measure this work in greater depth. Feedback received during the evaluation had stated that this was a very broad category which made it difficult to use. Therefore this Element of Support has been sub divided, and is now three Elements of Support: Leisure, Social Interaction, and Self-esteem.

Hospital Admissions

3.26. During the evaluation, there were particular difficulties reported in completing the Element of Support considering hospital admissions. Providers did not have issues completing the baseline as the responses could be based on actual experience. However, support workers were then asked to identify how many hospital admissions would have occurred if the service had not been in place in order to calculate the current situation without support (counterfactual), whether 1 or 2 hospital admissions in the last 12 months.

3.27. A number of support workers felt that there was no way to know this, and therefore were not able to answer the question. There were additional difficulties in relation to those service users who were receiving reviews more frequently than annually.

3.28. It is recommended that references to hospital admissions is removed from the Framework, given the particular difficulties in assessing the impact of housing support in reducing or removing the need for such admissions.

Informal Carers

3.29. The original Housing Support Outcomes Framework included a section looking at informal carers. As other Elements of Support consider the role of formal and informal carers within the Descriptions, the inclusion of this section largely duplicates information collected elsewhere. Therefore, it is suggested that this section is taken out. Element of Support 4.4: Social Networks, has been extended to capture increases in the amount of quality time service users can spend with family or friends because they require less support from their social network.

Frequency

3.30. For the purposes of the pilot, the Housing Support Outcomes Framework was completed twice; a baseline assessment was completed followed by a review 3 months later. Feedback received during the pilot was that, although this frequency was suitable for some clients, it was not always suitable for others. For example, a more frequent assessment would be more useful for those service users whose needs change relatively quickly. This might include homeless households and those who have experienced domestic abuse. While for those whose needs change slower, a less frequent assessment would be more appropriate. This might include older people or those with learning difficulties.

3.31. The evaluation recommended that:

'The frequency of assessment should differ, depending on the client group. With greater frequency for those whose needs change quickly and reduced frequency for those whose needs change more slowly.'

3.32. Those consulted for this project indicated that the decision on frequency at which reviews are undertaken should be person centred. This would mean a frequency of assessment would be chosen based on the individual's needs. The approach to assessment needs to be adaptable to an individual's circumstances. If a service user's circumstances were to change, an additional review would be beneficial. For example, if a service user was discharged from hospital, an additional review after their release would be beneficial to ensure the package of support in place was still the most appropriate. Also, for those services opting for an annual assessment, it may be worth doing an assessment shortly after a service user joins a service, for example after they have been with a service for up to 3 months. This would allow a service to determine if the package of support is the most appropriate.

Involvement of Service Users

3.33. It is important to involve service users fully in the process wherever possible and this certainly is increasingly accepted as an essential component of person centred services and a focus on individual outcomes. Service providers did however consider that there were some circumstances in which involvement of the service user would not be feasible, and that service providers should be able to use their judgement to identify where it might not be useful to involve the service user in the assessment.

3.34. Interviewees also thought that that all service users within a service should be assessed, and not just a sample of a service's clients. This was on the basis that all service users should have the opportunity to discuss with their service provider how their needs had changed and what consequential changes in services might be appropriate.

3.35. The development work also considered how best to engage service users with the Housing Support Outcomes Framework. The evaluation recommended that:

'Alternative formats of the Framework and the matrix in particular, should be available so that it can be understood by those with differing communication skills.'

3.36. There are a number of changes have been incorporated.

- (a) A space for the service user to sign the completed matrix has been added for services that plan to use hard copies of the Housing Support Outcomes Framework.
- (b) It will be highlighted in the guidance report that service users could be given a completed hard copy to keep.
- (c) The terminology within the matrix has been changed to the first person. This follows testing of alternative versions, one version in the first person, and the other in the third person. Feedback received indicated that the version in the first person was most popular, particularly among service users.
- (d) For client groups with learning difficulties, it is suggested that a copy of the Housing Support Outcomes Framework is compiled in pictures or symbols. We would suggest that the Housing Support Enabling Unit commission an agency to develop to adapt the Housing Support Outcomes Framework with pictures and symbols.
- (e) Displaying scores visually may be beneficial for service users in all client groups and also to service providers. Displaying the overall results in a circular shape may be most beneficial as this is a neutral way to display result, as opposed to, for example, a ladder which shows progress in a more linear fashion.
- (f) Any visual way to display Scores will need to be flexible. It has been suggested throughout this report that Sections can be used as bolt-ons,

services can use routing where appropriate, and there are Elements of Support to measure any other support needs (for example, 1.3 other accommodation support). If these recommendations are approved, any method of visually displaying results will need to be adaptable. Therefore, a circle, wheel or spider gram would be appropriate. Discussion with IT contractor will be important to see what can be produced through the IT package. It may also be possible to select a number of different methods, and providers would have the flexibility to use the method or methods most appropriate to their service users.

- (g) Text boxes should also be added to allow qualitative information to be recorded. This might include any personal outcomes or any information that service providers or users think will be useful in interpreting the scores would be usefully recorded here.

Client Profile information

3.37. Client Profile information is required both for individual identification purposes and to enable analysis of data collected about service users overall and their 'pathways' linking this with socio-economic data and other key variables.

3.38. During the pilot, feedback was received that information collected as part of the Client Profile information (then called Monitoring Information) was a duplication of what had been collected by providers by other means. Some providers also pointed out ethical concerns about collecting information that they that no use for. It was decided that Client profile information should be kept to the minimum, with as few mandatory information requests as possible.

- 3.39. The mandatory information requests have been identified as
- client ID,
 - date of assessment,
 - date of entry to the service,
 - date of exit from the service (where applicable),
 - provider name or ID,
 - service.

3.40. These information requests are seen as the very minimum required in order that the Housing Support Outcomes Framework can function. The IT supplier will be asked to include 'defaults' so that, for example the providers name, will be entered automatically and individual support workers will not need to key in this information each time.

3.41. Some information requests have been included as suggested options for providers depending on which reports they wish to produce. Full details of all information requests are provided in the appendix.

Sheltered housing

3.42. The evaluation found that there were particular concerns amongst sheltered housing providers about the suitability of the Housing Support Outcomes Framework for their service users. However, it is particularly important to consider sheltered

housing residents as this group represents the greatest proportion of service users of Supporting People/housing support funding.

3.43. A number of the recommendations already made to modify and develop the Framework will make it more suitable and usable for sheltered housing residents, in particular.

(a) *'The frequency of assessment should be flexible and person centred wherever appropriate. Local Authorities who wish for a consistent approach could consider assigning a frequency per client group.'*

3.44. During the pilot the review was completed 3 months after the baseline assessment. For the vast majority of clients in sheltered housing, this was too frequent. It meant the Housing Support Outcomes Framework was very labour intensive for providers. It also was thought that the assessments were too frequent to capture any distance travelled by service users. Flexibility of frequency would allow providers to select a more suitable frequency. It has been suggested that annual assessments would be most appropriate for the vast majority of this group.

(b) *'The Section in the original matrix titled "Wellbeing and Self Esteem/ Confidence and Meaningful Activity/ Use of Time" should be expanded into three Sections titled leisure, social networks and self-esteem.'*

3.45. During the pilot, it was suggested by providers of sheltered housing that some of the Sections of the Housing Support Outcomes Framework were not appropriate for their clients. By expanding this Section, this gives providers more opportunity to score outcomes relevant to the work that they do.

(c) *'Providers wishing to achieve a person centred approach should be encouraged to omit Elements of Support which are not appropriate for individual service users. Commissioners wishing to use the Housing Support Outcomes Framework should consider what is most appropriate for their purposes and make a recommendation.'*

3.46. As stated above, it was suggested by providers of sheltered housing that some of the Sections of the Housing Support Outcomes Framework were not appropriate for their client. Recommendation (c) would give providers the flexibility to not include Sections they did not consider appropriate. It would also mean that providers could make changes to the Descriptions written in the matrix so that they are more relevant

3.47. It was agreed by the Steering Group that these changes would mean the model was now more suitable for sheltered housing, and the opportunities for further tailoring by individual providers and commissioners could be utilised by these providers.

Developing an appropriate IT system

3.48. During the pilot of the Housing Support Outcomes Framework, the use of an excel spreadsheet to record and report on outcomes proved problematic. The evaluation found that not all staff in housing support services had IT knowledge. The development of the Housing Support Outcomes Framework includes the commissioning by the Housing Support Enabling Unit of an IT system, which must be simple and easy to use and have the capacity to be used in a wide range of services and organisations.

3.49. Evidence from the evaluation of the pilot plus feedback from telephone interviews and discussions during the first stages of the current development work on the Housing Support Outcomes Framework has led to the following key requirements being identified for the IT system:

- User-friendly – including the use of graphics or any other visuals which will guide the user through the process of completing the matrix.
- Flexible as possible – for example, allowing users a degree of choice in what Sections and Elements of Support they can complete for each service user.
- Safe – data protection is important to both providers and service users, and it is important that information held by IT system is secure.
- Able to produce detailed reports - to enable organisations to run a series of reports (for management and other purposes) on progress against outcomes at an individual service level. Local authorities should be able to access and amalgamate data from services across their area
- Linking to other databases - the IT system should be capable of importing information from other sources, where appropriate (e.g. other databases, excel spreadsheets).
- Guidance - the guidance produced for users of the IT system should be clear and easy to use, as it will be used by some people who have minimal IT experience.

4. LINKS TO WIDER REPORTING MECHANISMS

4.1. There are five reporting mechanisms that were considered for links. These were:

- National Performance Framework;
- Community Care Outcomes Framework;
- User Defined Service Evaluation Tool (UDSET), now Talking Points;
- National homelessness return (HL1);
- Care Commission.

4.2. Each of these will be considered in turn.

National Performance Framework

4.3. Links between Housing Support Outcomes Framework and the National Performance Framework. Primarily links can be made primarily to 4 outcomes. These are:

- National Outcomes 6. We live longer, healthier lives;
- National Outcomes 7. We have tackled the significant inequalities in Scottish Society;
- National Outcomes 8. We have tackled the life chances for children, young people and families at risk;
- National Outcomes 9. We live our lives safe from crime, disorder and danger.

4.4. This development report proposes to include employment as an additional Section. This addition would allow the Housing Support Outcomes Framework to contribute to an additional outcome, which is;

- National Outcomes 2. We realise our full economic potential with more and better employment opportunities for our people.

4.5. The evaluation found that the Housing Support Outcomes Framework could be usefully used as a management tool. It can be used to inform development of the service through, for example, identifying staff training needs or managing workers' caseloads. By using the Housing Support Outcomes Framework as a management tool, it can potentially be used to meet National Outcomes 15.

- National Outcomes 15. Our public services are high quality, continually improving, efficient and responsive to local people's needs.

4.6. Local Authorities can also draft local indicators appropriate to their own local area, so there may be other local indicators which are relevant to Housing Support and areas where the Housing Support Outcomes Framework can contribute.

Community Care Outcomes Framework

4.7. The Community Care Outcomes Framework details 16 measurements for Community Care. Of these 16 measures, there are three which the Housing Support Outcomes Framework can usefully contribute to. The three measures all aim to measure experience of service users. These are:

- % users of community care services feeling safe;
- % users of community care services and carers satisfied with involvement in their health and social care packages (note that the Housing Support Outcomes Framework can only contribute when considering service users rather than carers);
- % users of community care services reporting satisfaction with the opportunities provided for meaningful interaction.

UDSET (Talking Points)

4.8. UDSET provides evidence for these three measures but also contributes to a fourth outcome: the percentage of carers who feel supported and capable of continuing in their role as carer.

4.9. UDSET aims to gather information from service users and carers on the outcomes that are important to them. The information collected is used for performance management, planning, commissioning and service improvement⁴. The UDSET differs from Housing Support Outcomes Framework in a number of ways, but one key difference is that the Housing Support Outcomes Framework is a measurement tool whereas UDSET is not. However, despite this difference there are some similarities between the two outcome frameworks. In particular, a number of the topics covered by UDSET are also included in the Housing Support Outcomes Framework.

National Homelessness Return (HL1)

4.10. Links between the information collected by the Housing Support Outcomes Framework and homeless information gathering had been considered. Potentially, links using the ID number from the HL1 on the Housing Support Outcomes Framework will allow the links to be made between the two. The link can then be used to ensure information is not collected twice, and allow in-depth analysis.

⁴ JIT, Do Health and Social Care Partnerships Deliver Good Outcomes to Service Users and Carers? Development of the User Defined Service Evaluation Toolkit (UDSET), December 2007

Care Commission

4.11. Finally, in relation to the Care Commission, providers see the Housing Support Outcomes Framework as a useful source of evidence for the Care Commission and would wish to use it (in part) for this purpose. The Care Commission for their part here stated that they see the Housing Support Outcomes Framework as an acceptable evidence source.

5. CONCLUSIONS

Next Steps

5.1. The amended matrix has been tested, and the comments and feedback generated used to finalise the revised matrix which is contained within Appendix 1.

5.2. A guidance document will also be produced for Local Authorities and service providers who wish to use the Housing Support Outcomes Framework and an IT tool will be developed for use.

Conclusions and Recommendations

5.3. This report has highlighted a number of recommendations and raised points to be tested in the next steps. These points are summarised below.

- Calculating the Current Situation without Support will be recommended but optional. Providers will also be able to decide whether to consult with service users or to use their own judgement. Providers may also wish to consider measuring a typical pathway that can be used for further evidence of a service's work. However, this would be most useful after a service has used the Housing Support Outcomes Framework for a period of time, and has built a body of evidence to assist them in calculating a likely pathway.
- Scoring is calculated on a scale from 0 to 4.
- Providers should be encouraged to take a person centred approach and only omit Elements of Support which are wholly inappropriate for individual service users.
- Providers will be able to choose from a range of descriptions. Individual descriptions can also be edited.
- The matrix itself will be in first person.
- Employment should be included as a Section to be used where appropriate.
- The Section in the original matrix titled "Wellbeing and Self Esteem/ Confidence and Meaningful Activity/ Use of Time" should be expanded into three Sections titled leisure, social networks and self-esteem.
- Hospital admissions will not be included as an Element of Support.
- The Element of Support considering informal carers is now included as part of the Element of Support looking at Social Networks.

- The frequency of assessment should be flexible and person centred wherever appropriate. Local Authorities who wish for a consistent approach could consider assigning a frequency per client group.
- Wherever possible service users should be involved in completion of the Housing Support Outcomes Framework. All service users should be involved, not simply a sample of service users.
- A version for service users with learning difficulties should be developed using pictures and symbols.
- There should be an option to display results visually, and this should be in a non-linear way (for example, a circular shape). Text boxes have been added to allow more person specific information to be recorded.
- Considering client profile information, there should be as few mandatory information requests as possible. Providers should be able to choose what information they wish to collect. Defaults will be put in place to minimise the amount of information users will have to input each time.
- The format and appearance of the Matrix will be reviewed. It is important the Matrix will be user friendly both on paper hard copy and on a computer screen, and therefore it will be essential to have input from the developers of the IT tool when considering this.

APPENDIX ONE - THE HOUSING SUPPORT OUTCOMES FRAMEWORK

Core Client Profile Information

This should be the minimum amount of information required to allow the Housing Support Outcome Framework to operate.

Client profile	Notes	Reason
Client ID	Should be collected in such a form that will allow providers to continue to use any current methods they have to identify clients	This will allow any analysis to look at individual clients
Date of assessment		This will allow any analysis to compare different assessments for the same client, or will allow service to take a snapshot of the level of need at a particular point across a number of different clients
Date of entry to the service	Some service users may enter a service more than once, client profile information should take this into account	Will allow any comparison to when a service user first joined a service
Date of exit from the service	Where applicable. Some service users may exit a service more than once, client profile information should take this into account	Will allow any comparison to when a service user exits a service
Provider name or ID		Will allow analysis across different providers Suggestion that the IT tool will allow user to 'default' where appropriate
Service (within provider)	This is for any providers providing any more than one type of service (e.g. accommodation based support, floating support)	Will allow analysis by service Suggestion that the IT tool will allow user to 'default' where appropriate
Postcode	To enable analysis of need by area	Where sensitive then use of PO Box number possible

In addition to this, the HSOF collects information that allows analysis's by:

- Score – for example, how many service users score a 4
- Element of support – for example, what clients' current scores are for 1.1
- Section – for example, what clients' current summary scores are for Section 1 Accommodation

We would also suggest a text box is included for any additional comments providers may want to include. It would be, however, optional for providers whether or not they wish to use this or not.

Additional Information

This is additional information clients may wish to collect, however will be optional.

Client profile	Notes	Reason
Hours input		Will allow analysis by client hours input
Client group	This should allow for clients belonging to more than one group	Will allow any analysis by client group
Support worker	This may be useful to monitor case loads	Will allow any analysis by support worker
Hospital admissions	Previously an element of support, now suggested to measure as a hard outcome	Will allow links to be made between hospital admissions and any other sections
Type of Support Provider	RSL, local authority social work, local authority housing, voluntary organisation, health, private	Allow analysis by type of support provider This may be more useful for commissioners rather than individual organisations using internally
Support package	If service user received only housing support or if any other types (e.g. care) Could also collect information to how many providers are involved	Allow analysis by support package
Who completed the assessment	Service user, Service provider or completed jointly	Useful as record to who completed the assessment in its self as well as allowing analysis by this - it should be noted that some services may use the same method for every client
Gender		Allow analysis by gender
Date of Birth		Allow analysis by age Is useful when considering if client is vulnerable because of old age or young age
Ethnicity		Allow analysis by ethnicity
Circumstances/ needs	Rough sleeping, leaving institutional settings, risk of violence/ unsafe circumstances	Allow analysis by circumstances and needs

Client profile	Notes	Reason
Accommodation Arrangements	No fixed abode, temporary accommodation, sheltered housing, mainstream housing, house in multiple occupation To include SCORE categories	Allow analysis by accommodation Useful for commissioners and floating service but not as useful for accommodation based service where all service users will be the same
Previous Accommodation Arrangements	No fixed abode, temporary accommodation, sheltered housing, mainstream housing, house in multiple occupation To include SCORE categories	Allow analysis by previous accommodation
Reason for departure	Could be recorded as planned/unplanned To include SCORE categories	Allow analysis by reason for departure
First language		Information is often requested by LAs
Service user has been provided with information about confidentiality and information sharing and consent form has been signed		
SCORE ID	If not used in core as Client ID	

Distance Travelled

The Housing Support Outcomes Framework is made up of five sections. A number of elements of support are considered within each of these sections.

1. Accommodation
 - 1.1 Suitability of Property
 - 1.2 Security of Accommodation
 - 1.3 Other

2. Health
 - 2.1 Physical health
 - 2.2 Mental health
 - 2.3 Addictions
 - 2.4 Other

3. Safety and security
 - 3.1 Domestic abuse
 - 3.2 Legal issues
 - 3.3 Safety from harassment and abuse
 - 3.4 Safety risks and emergency procedures
 - 3.5 Use of technology
 - 3.6 Other

4. Social and economic wellbeing
 - 4.1 Life skills
 - 4.2 Money matters and personal administration
 - 4.3 Leisure
 - 4.4 Social interaction
 - 4.5 Self-esteem
 - 4.6 Other

5. Employment and Meaningful Activity
 - 5.1 Core skills
 - 5.2 Training and education
 - 5.3 Looking for work
 - 5.4 Sustaining employment
 - 5.5 Meaningful activity
 - 5.6 Other

Section 1: Accommodation

1.1 Suitability of Property

This section aims to measure outcomes about the suitability of an individual's accommodation.

ELEMENT OF SUPPORT	HIGH	LEVEL OF SUPPORT REQUIRED			LOW
	4	3	2	1	0
SECTION 1 – ACCOMMODATION					
1.1 – Suitability of Property	<ul style="list-style-type: none"> I have been rough sleeping 	<ul style="list-style-type: none"> I have been staying with friends and family on a short term basis 	<ul style="list-style-type: none"> I am currently in temporary hostel accommodation which is not supported 	<ul style="list-style-type: none"> I have moved into new accommodation but require some essential furniture 	<ul style="list-style-type: none"> I am in good quality permanent or long-term accommodation, which meets any particular needs I have
	<ul style="list-style-type: none"> I am in hospital but cannot be discharged until accommodation is found for me 	<ul style="list-style-type: none"> I need to move house as my home is not suitable for my particular needs 	<ul style="list-style-type: none"> I need a number of adaptations to my home as it is not suitable for my particular needs 	<ul style="list-style-type: none"> I am waiting for a number of planned adaptations to be carried out to make my home suitable for my particular need 	
	<ul style="list-style-type: none"> It would be unreasonable for me to remain in my house (see Code of Guidance on Homelessness) 	<ul style="list-style-type: none"> I am in accommodation which is very unsuitable because of poor physical condition – I need to move or do extensive work <p>Only limited adaptations can be carried out to my home. This limits my ability to be independent.</p>	<ul style="list-style-type: none"> I am in accommodation which is unsuitable because of poor physical condition – it requires much work <p>Adaptations are being carried out to my home which will enable me to return home and to remain as independent as possible.</p>	<ul style="list-style-type: none"> I am in accommodation and have some issues with its physical condition – it requires some work <ul style="list-style-type: none"> I am currently living in supported short or medium term accommodation 	
				Adaptations have been carried out to my home which will enable me to return home and to remain as independent as possible.	

1.2 Security of tenure

This section considers legal matters relating to accommodation.

ELEMENT OF SUPPORT	LEVEL OF SUPPORT REQUIRED				
	HIGH 4	3	2	1	LOW 0
SECTION 1 – ACCOMMODATION					
1.2 - Security of tenure	<ul style="list-style-type: none"> I am at immediate risk of losing my home 	<ul style="list-style-type: none"> I could lose my current home in the next few months due to action being taken against me 	<ul style="list-style-type: none"> I need support to keep my home 	<ul style="list-style-type: none"> I am able to manage my home assisted by my support worker 	<ul style="list-style-type: none"> I am dealing with any legal responsibilities to do with my home by myself
			<ul style="list-style-type: none"> Support is helping me to deal with any issues that may put the home at risk 		

1.3 Other

ELEMENT OF SUPPORT	HIGH	LEVEL OF SUPPORT REQUIRED			LOW
	4	3	2	1	0
SECTION 1 – ACCOMMODATION					
1.3 - Other Accommodation support	•	•	•	•	•

Section 2: Health

2.1 Physical health

This section measures outcomes around physical health and an individual's ability to access services for physical health.

ELEMENT OF SUPPORT	LEVEL OF SUPPORT REQUIRED				
	HIGH 4	3	2	1	LOW 0
SECTION 2 – HEALTH					
2.1 - Physical Health	<ul style="list-style-type: none"> I have health problems but do not have a GP or any other doctor in place 	<ul style="list-style-type: none"> I do not have any health problems I am aware of but I do not have a GP 	<ul style="list-style-type: none"> My support worker helps me to set up health appointments and/or reminds me about them. My support worker may accompany me to appointments 	<ul style="list-style-type: none"> My support worker sometimes reminds me to make and/or attend appointments. 	<ul style="list-style-type: none"> I am registered with a GP/ other health services
	<ul style="list-style-type: none"> I have chosen not to deal with my health problems 	<ul style="list-style-type: none"> I have health problems and have support in place now so that I can begin addressing these problems 	<ul style="list-style-type: none"> My support worker is assisting me to register with a GP as well as with other health services I may need 		<ul style="list-style-type: none"> I can make and attend health related appointments when necessary and do not need support to assist

2.2 Mental Health

This section measures outcomes for service user's mental health needs and, where appropriate, considers a person's links to specialist mental health services.

This section aims to measure service users' perceptions about their mental health rather than a tool to diagnose mental health problems. In addition the extent to which a person's mental health impacts on their everyday life should be considered when deciding on the score.

ELEMENT OF SUPPORT	LEVEL OF SUPPORT REQUIRED				
	HIGH 4	3	2	1	LOW 0
SECTION 2 – HEALTH					
2.2 - Mental Health	<ul style="list-style-type: none"> I feel I have serious mental health issues but have no contact with mental health/psychiatric services 	<ul style="list-style-type: none"> I have had repeat admissions or emergency contact with mental health or psychiatric services 	<ul style="list-style-type: none"> I need support to attend mental health related appointments 	<ul style="list-style-type: none"> I am able to attend appointments and/or make contact with mental health/psychiatric services with some assistance from a support worker 	<ul style="list-style-type: none"> I have good mental health - OR -
	<ul style="list-style-type: none"> I have been prescribed medication but have not been taking this 	<ul style="list-style-type: none"> * My mental health condition is managed with regular support from mental health services 	<ul style="list-style-type: none"> I have been experiencing mild mental health problems but have not discussed this with a GP or any support worker 	<ul style="list-style-type: none"> I am been experiencing mild mental health problems and have support in place to address or assist with this 	<ul style="list-style-type: none"> I am able to make and attend mental health related appointments when necessary
	<ul style="list-style-type: none"> I have been recommended a treatment course but have not being going for treatment 		<ul style="list-style-type: none"> * I feel stable and I am receiving medication or other treatment which is managed by my support worker 	<ul style="list-style-type: none"> I feel stable given the medication or treatment I am using which I manage independently 	

2.3 Addictions

This section measures outcomes for service users who experience addiction problems. It also measures the extent to which services users make use of specialist services.

ELEMENT OF SUPPORT	HIGH	LEVEL OF SUPPORT REQUIRED			LOW
	4	3	2	1	0
SECTION 2 – HEALTH					
2.3 Addictions	<ul style="list-style-type: none"> • My addiction is putting current situation (such as accommodation, health etc) at risk but I don't want to address addiction • My addiction is putting my current situation at risk, I wish to receive support but struggle to do so 	<ul style="list-style-type: none"> • My addiction is putting current situation at risk and I wish to receive support for my addiction • My addiction is putting current situation at risk and I wish to receive support for my addiction. I am currently on a waiting list or awaiting input from an additional support team. • My addiction does not put my current situation at risk and I do not want to address my addiction 	<ul style="list-style-type: none"> • I am attending at least one specialist service (e.g. counselling, detox, rehabilitation) to assist with my addiction 	<ul style="list-style-type: none"> • I am successfully managing my addiction and I sometimes access support if I need to 	<ul style="list-style-type: none"> • I have no issues regarding addictions - OR - • I am successfully managing my addiction on my own

2.4 Other health support

ELEMENT OF SUPPORT	HIGH	LEVEL OF SUPPORT REQUIRED			LOW
	4	3	2	1	0
SECTION 2 – HEALTH					
2.4 - Other Health support	•	•	•	•	•

Section 3: Safety and Security

3.1 Domestic abuse

This section measures outcomes where a person is experiencing or at risk of experiencing domestic abuse.

Domestic abuse (as gender-based abuse), can be perpetrated by partners or ex-partners and can include physical abuse (assault and physical attack involving a range of behaviour), sexual abuse (acts which degrade and humiliate women and are perpetrated against their will, including rape) and mental and emotional abuse (such as threats, verbal abuse, racial abuse, withholding money and other types of controlling behaviour such as isolation from family or friends).

ELEMENT OF SUPPORT	LEVEL OF SUPPORT REQUIRED				
	HIGH 4	3	2	1	LOW 0
SECTION 3 – SAFETY AND SECURITY					
3.1 - Domestic abuse	<ul style="list-style-type: none"> I am experiencing domestic abuse and feel I am unsupported to address this 	<ul style="list-style-type: none"> I am experiencing domestic abuse but I know where to access support if I need it and am aware of my rights 	<ul style="list-style-type: none"> I feel I am potentially vulnerable to domestic abuse (I was recently threatened or harassed) I use support to help address any practical issues arising from domestic violence My support is assisting to deal with impact and effect of domestic abuse on self and any children 	<ul style="list-style-type: none"> I am concerned about domestic abuse and am unclear about my rights for protection from domestic abuse I am developing a safety plan for me and any children I am developing my own support network within the community 	<ul style="list-style-type: none"> I feel I am not at risk of domestic abuse I feel safer and more protected from partners abuse I have developed a safety plan for me and any children I have developed my own support network within the community

3.2 Legal issues (offending)

This section aims to measure outcomes for legal issues. This may include any offending behaviour as well as any other legal issues to be addressed.

ELEMENT OF SUPPORT	LEVEL OF SUPPORT REQUIRED				
	HIGH 4	3	2	1	LOW 0
SECTION 3 – SAFETY AND SECURITY					
3.2 - Legal Issues	<ul style="list-style-type: none"> I have offended more than once (since last review if applicable) I have convictions pending or an active warrant (or warrants) I have been imprisoned more than once (since last review if applicable) I have not attended court when required 	<ul style="list-style-type: none"> I am on a probation order, but I have not met it's conditions I have been imprisoned once (since last review) I have offended once (since last review) I am required to attend a police station/ court as a witness but I have not done so 	<ul style="list-style-type: none"> I am currently supported to address my offending behaviour I am on probation and being supported to meet conditions I am being supported to attend police station/ court as witness 	<ul style="list-style-type: none"> I am keeping appointments with probation officer I am paying any outstanding fines or have put a payment plan in place 	<ul style="list-style-type: none"> I have no offending or legal issues

3.3 Safety from Harassment and Abuse

This section looks to measure outcomes in terms of safety from harassment and abuse. Abuse can include physical abuse, racial abuse, sexual abuse, mental and emotional abuse and financial abuse and can be perpetrated by family, friends, neighbours, carers or others (but not intimate partners or ex-partners as this would be termed domestic abuse) and can happen at any stage in life. It can affect men and women.

ELEMENT OF SUPPORT	LEVEL OF SUPPORT REQUIRED				
	HIGH 4	3	2	1	LOW 0
SECTION 3 – SAFETY AND SECURITY					
3.3 - Safety from harassment and abuse	<ul style="list-style-type: none"> I have major and immediate concerns about my safety because of harassment or abuse by others 	<ul style="list-style-type: none"> I have significant security concerns as I feel harassment or abuse by others is placing my accommodation at risk 	<ul style="list-style-type: none"> I need support to help me deal with the harassment or abuse I am experiencing 	<ul style="list-style-type: none"> I am able to deal with issues surrounding harassment or abuse mainly by myself but I have access to support if I need it 	<ul style="list-style-type: none"> I am not facing any harassment or abuse

3.4 Safety Risks and Emergency Procedures

This section looks to measure outcomes for safety and security outcomes. This includes safety of actual accommodation and use of emergency procedures

ELEMENT OF SUPPORT	LEVEL OF SUPPORT REQUIRED				
	HIGH 4	3	2	1	LOW 0
SECTION 3 – SAFETY AND SECURITY					
3.4 - Safety risks and emergency procedures	<ul style="list-style-type: none"> I have major and immediate concerns about my safety as I do not feel I am able to manage any safety and security risks 	<ul style="list-style-type: none"> I have significant security concerns as I do not feel I am able to manage safety and security risks and need assistance with this 	<ul style="list-style-type: none"> I have support in place to help me manage safety and security risks 	<ul style="list-style-type: none"> I am able to manage safety and security risks with prompting/supervision 	<ul style="list-style-type: none"> I am able to manage any security risks independently
	<ul style="list-style-type: none"> I would not know what to do in case of a fire or other emergency I require special rescue procedures to be in place eg through the Fire Brigade 	<ul style="list-style-type: none"> I am uncertain what to do in a fire or other emergency 	<ul style="list-style-type: none"> I need regular reminders of the safety procedures in my accommodation (e.g. fire safety, emergency response equipment) Because of safety and security concerns, I received a daily visit from a support worker 	<ul style="list-style-type: none"> I need a reminder of the safety procedures in my accommodation (e.g. fire safety, emergency response equipment) Because of safety and security concerns, I received a daily call from a support worker 	<ul style="list-style-type: none"> I have a good knowledge of the safety procedures in my accommodation (e.g. fire safety, emergency response equipment)

3.5 Use of Technology

This section looks to measure outcomes for safety and security outcomes. This includes use of assistive technology and alarm services.

ELEMENT OF SUPPORT	LEVEL OF SUPPORT REQUIRED				
	HIGH 4	3	2	1	LOW 0
SECTION 3 – SAFETY AND SECURITY					
3.5 – Use of technology	<ul style="list-style-type: none"> I need technology for my particular needs to remain safe but do not have this in place 	<ul style="list-style-type: none"> I have technology for my particular needs in place but I do not know how to use it I have technology for my particular needs but I do not think this is sufficient to keep me safe 	<ul style="list-style-type: none"> I have technology for my particular needs in place but I feel I need reminding on how to use it every so often I have technology for my particular needs in place but I still have concerns about my safety 	<ul style="list-style-type: none"> I have technology for my particular needs in place and I am able to use it appropriately 	<ul style="list-style-type: none"> I do not need any technology for my particular needs

3.6 Other Safety and Security Support

ELEMENT OF SUPPORT	LEVEL OF SUPPORT REQUIRED				
	HIGH 4	3	2	1	LOW 0
SECTION 3 – SAFETY AND SECURITY					
3.6 - Other	•	•	•	•	•

Section 4: Social and Economic Wellbeing

4.1 Life skills

This section aims to measure outcomes relating to life skills. Life skills are skills a person requires in order to live independently. These include shopping, cooking, cleaning, laundry, and personal hygiene.

ELEMENT OF SUPPORT	LEVEL OF SUPPORT REQUIRED				
	HIGH 4	3	2	1	LOW 0
SECTION 4 – SOCIAL AND ECONOMIC WELLBEING					
4.1 - Life skills	<ul style="list-style-type: none"> I have never managed my own accommodation before 	<p>* I need assistance with a large number of life skills (eg shopping, cooking, cleaning, laundry and personal care tasks)</p>			<ul style="list-style-type: none"> I am able to carry out my daily living tasks independently
	<ul style="list-style-type: none"> I have minimal skills in the following; shopping, cooking, cleaning, laundry and personal care needs I need assistance to shop, cook, clean, do my laundry and with personal care needs 	<p>* I would benefit from learning to undertake some life skills for myself such as cooking.</p>	<ul style="list-style-type: none"> I need assistance with a number of life skills to shop, cook, clean, do laundry and personal hygiene 	<ul style="list-style-type: none"> Although I have some life skills, I need to be informed and learn more minor life skills (for example, shopping and laundry) * I need advice and prompting to help me with life skills (eg shopping and laundry) rather than actual assistance. 	
	<p>*I would benefit from learning many life skills so I could carry out simple and more complex daily living tasks myself I have lost many life skills due to illness</p> <ul style="list-style-type: none"> I have chosen not to address my shopping, cooking, cleaning, laundry and personal care needs 				

4.2 Money matters and personal administration

This section looks at outcomes for money matters and personal administration. It includes dealing with benefits, money management, and dealing with correspondence.

ELEMENT OF SUPPORT	LEVEL OF SUPPORT REQUIRED				
	HIGH 4	3	2	1	LOW 0
SECTION 4 – SOCIAL AND ECONOMIC WELLBEING					
4.2 - Money Matters and Personal Administration	<ul style="list-style-type: none"> I have no benefits or income Rent arrears and debts are putting my accommodation at risk I am not dealing with my finances I am not dealing with my correspondence I have an active power of attorney or am in the process of putting a power of attorney in place I have social work guardianship in place 	<ul style="list-style-type: none"> I have difficulty managing money I do not have a bank account (but wish/ need to get one) I have difficulty dealing with my correspondence 	<ul style="list-style-type: none"> I am receiving support to assist me deal with my benefits I have a bank account but need assistance in accessing money I have a budget plan in place and I am receiving support to assist me to stick to the plan My support is assisting me to deal with my correspondence 	<ul style="list-style-type: none"> I have payment/ budgeting plan set up and can adhere to it with some assistance I have a bank account but sometimes need assistance in accessing money I am able to deal with my correspondence mostly myself but sometimes need assistance 	<ul style="list-style-type: none"> I can cope independently with money matters and personal administration

4.3 Leisure

This sections aims to measure outcomes for leisure activities. This assesses service users' ability to engage with leisure activities if they wish.

ELEMENT OF SUPPORT	LEVEL OF SUPPORT REQUIRED				
	HIGH 4	3	2	1	LOW 0
SECTION 4 – SOCIAL AND ECONOMIC WELLBEING					
4.3 - Leisure	<ul style="list-style-type: none"> I wish to take part in leisure activities but am never able to take part 	<ul style="list-style-type: none"> I wish to take part in leisure activities but I am rarely able to take part <p>* I can only take part in activities taking place on the premises (supported accommodation)</p>	<ul style="list-style-type: none"> Many leisure opportunities are available to me and I am being supported to attend I need assistance to find leisure activities to suit me 	<ul style="list-style-type: none"> Support service encourages me to participate in activities within and out with my home 	<ul style="list-style-type: none"> I am able to pursue leisure opportunities independently
				<ul style="list-style-type: none"> I find it easier to take part in activities conducted on the premises (supported accommodation) 	

4.4 Social networks

This section looks to measure outcomes surrounding social contact and social relationships.

ELEMENT OF SUPPORT	LEVEL OF SUPPORT REQUIRED				
	HIGH 4	3	2	1	LOW 0
SECTION 4 – SOCIAL AND ECONOMIC WELLBEING					
4.4 - Social networks	<ul style="list-style-type: none"> I am not able to see my friends or family 	<ul style="list-style-type: none"> I am having difficulty sustaining relationships 	<ul style="list-style-type: none"> I need support to help me to develop or maintain my social network 	<ul style="list-style-type: none"> I need support sometimes in order to maintain social networks 	<ul style="list-style-type: none"> I have good social networks
	<ul style="list-style-type: none"> I am unhappy with my current relationships with friends or families because they are abusive I have problems with my neighbours which could be resolved 	<ul style="list-style-type: none"> I wish to address my problems with my neighbours (e.g. change any problem behaviours) 	<ul style="list-style-type: none"> My friends and family give me a large amount of support which reduces the amount of quality time spent with them Support is assisting me to address issues with my neighbours 	<ul style="list-style-type: none"> My family and friends give me some support but we are still able to enjoy some quality time I am working to resolve any issues with my neighbours with some help from support 	<ul style="list-style-type: none"> Support enables me to maximise the amount of quality time I have with my family, as they do not need to support me I have good relations with my neighbours

4.5 Self-esteem

This section looks to measure outcomes for self-esteem.

ELEMENT OF SUPPORT	LEVEL OF SUPPORT REQUIRED				
	HIGH 4	3	2	1	LOW 0
SECTION 4 – SOCIAL AND ECONOMIC WELLBEING					
4.5 - Self-esteem	<ul style="list-style-type: none"> • I have very low self-esteem • I have no future plans • I have no control over decisions affecting my life 	<ul style="list-style-type: none"> • I have low self-esteem • I wish to address my self-esteem • I wish to receive support to identify my future plans • I have little control over decisions affecting my life 	<ul style="list-style-type: none"> • I have support which is assisting me to address my self-esteem • Learning new skills and support has enabled me to feel more positive • I have support which is assisting me to identify my future plans • I am being encouraged and supported to take control over decisions affecting my life 	<ul style="list-style-type: none"> • Although I am becoming more confident, there are some self-esteem issues I would still like to address • With some support when I need it, I am taking control of decisions affecting my life 	<ul style="list-style-type: none"> • I am confident and positive about my future

4.6 Other social and economic wellbeing support

ELEMENT OF SUPPORT	HIGH	LEVEL OF SUPPORT REQUIRED			LOW
	4	3	2	1	0
SECTION 4 – SOCIAL AND ECONOMIC WELLBEING					
4.6 - Other Social and Economic Wellbeing support	•	•	•	•	•

Section 5: Employment and Meaningful Activity

5.1 Core skills

This section looks to measure outcomes in achieving core skills for employment. Core skills include anger management, oral communication, written communication, numeracy, ability to work with others, personal hygiene, reliability, time keeping attendance, positive attitude to work, motivation, budgeting, decision making, IT skills and team building (as defined by Frontline Fife).

ELEMENT OF SUPPORT	LEVEL OF SUPPORT REQUIRED				
	HIGH 4	3	2	1	LOW 0
SECTION 5 – EMPLOYMENT AND MEANINGFUL ACTIVITY					
5.1 Core Skills	<ul style="list-style-type: none"> I feel I have no or few skills that I would need for employment 	<ul style="list-style-type: none"> I need to address major skills needed for employment (this might include numeracy or written skills) I need to address a number of the skills needed for employment 	<ul style="list-style-type: none"> Support is assisting me to develop the skills needed for employment 	<ul style="list-style-type: none"> I need to address some minor skills needed for employment I need to address one or two skills needed for employment 	<ul style="list-style-type: none"> I have the skills necessary for employment or education

5.2 Into training or education

ELEMENT OF SUPPORT	LEVEL OF SUPPORT REQUIRED				
	HIGH 4	3	2	1	LOW 0
SECTION 5 – EMPLOYMENT AND MEANINGFUL ACTIVITY					
5.2 Into training or education	<ul style="list-style-type: none"> I am not ready or prepared for education or training but would like to receive education in the future (e.g. benefits not in place, health restrictions) 	<ul style="list-style-type: none"> I am willing and able to engage in education or training 	<ul style="list-style-type: none"> I am in education or training, and require support to assist me to attend and remind me to prepare 	<ul style="list-style-type: none"> I am in education or training, and require prompting from my support worker to attend and to prepare 	<ul style="list-style-type: none"> I am attending education or training which I am committed to completing - no support is required
		<ul style="list-style-type: none"> I have identified a course and am applying for this 			<ul style="list-style-type: none"> I do not require any training or further education
		<ul style="list-style-type: none"> I am addressing issues in order that I can engage in education or training 			

5.3 Looking for work or work placement

ELEMENT OF SUPPORT	LEVEL OF SUPPORT REQUIRED				
	HIGH 4	3	2	1	LOW 0
SECTION 5 – EMPLOYMENT AND MEANINGFUL ACTIVITY					
5.3 Looking for work or work placement	<ul style="list-style-type: none"> • I am not ready to work or undertake placement (for example, health restrictions) • I do not have the required skills 	<ul style="list-style-type: none"> • I am willing to begin to look for work or a placement • I am addressing issues that restrict employment (e.g. treatment for any health problems) 	<ul style="list-style-type: none"> • I am actively seeking work or a placement with support 	<ul style="list-style-type: none"> • I am actively seeking work or a placement with support when necessary 	<ul style="list-style-type: none"> • I have found work or a placement

5.4 Sustainability

ELEMENT OF SUPPORT	LEVEL OF SUPPORT REQUIRED				
	HIGH 4	3	2	1	LOW 0
SECTION 5 – EMPLOYMENT AND MEANINGFUL ACTIVITY					
5.4 Sustainability	<ul style="list-style-type: none"> I am at a high risk of losing my job 	<ul style="list-style-type: none"> I have received a warning 	<ul style="list-style-type: none"> I need support to sustain my job 	<ul style="list-style-type: none"> I need occasional support or prompting to sustain my job 	<ul style="list-style-type: none"> I can sustain my employment independently
	<ul style="list-style-type: none"> I am in employment which is very unsuitable for my needs 	<ul style="list-style-type: none"> I am in employment which is unsuitable for my needs 	<ul style="list-style-type: none"> I am unhappy in employment 		

5.5 Meaningful activity

ELEMENT OF SUPPORT	LEVEL OF SUPPORT REQUIRED				
	HIGH 4	3	2	1	LOW 0
SECTION 5 – EMPLOYMENT AND MEANINGFUL ACTIVITY					
5.5 Meaningful activity	<ul style="list-style-type: none"> I feel aimless and do not have things to do with my time but do not know how to start changing this 	<ul style="list-style-type: none"> I feel aimless but would like to find more things to do with my time. 	<ul style="list-style-type: none"> I feel I need a lot of help to find things to spend my time on. 	<ul style="list-style-type: none"> I would like some help to find voluntary work to do, learning new things or other sorts of activities 	<ul style="list-style-type: none"> I feel my time is well occupied with voluntary work or learning new things

5.6 Other

ELEMENT OF SUPPORT	LEVEL OF SUPPORT REQUIRED				
	HIGH 4	3	2	1	LOW 0
SECTION 5 – EMPLOYMENT AND MEANINGFUL ACTIVITY					
5.6 Other	•	•	•	•	•

APPENDIX TWO – ALTERNATIVES AND ADAPTATIONS FOR THE COUNTERFACTUAL

Possible alternative preventative measure	Advantages	Disadvantages
<p>(a) Externally devise a typical expected ‘pathway’ for client groups once involved with services (e.g. homeless people). Services could report back on how many achieved the expected distance travelled.</p> <p>Similarly a typical pathway could be devised by individual services</p>	<p>Pathway is produced for comparison and analysis – for use by service providers and commissioners.</p> <p>Could be used to track how many service users follow pathway (in broad terms).</p> <p>Could take account of the ‘journey of change’ for specific client groups.</p>	<p>No direct service user input.</p> <p>How easy/accurate will it be to produce a typical pathway?</p> <p>Would not be specific for the individual service user.</p> <p>Relies on ‘distance travelled’ so less applicable for long term services where there is little change.</p>

	Possible alternative preventative measure	Advantages	Disadvantages
(b)	<p>Put onus on services to estimate distance travelled/improvement expected across service users within an agreed period of time. (For example, the services anticipates that 70% of service users will show x% improvement over a 12 month period.)</p> <p>Progress expected could be agreed individually with each client, and then aggregated for the service.</p>	<p>Comparison and analysis is possible once service expectations are agreed.</p> <p>If required and managed by commissioners, knowledge will build about what likely improvements should be. (And services would not be able to choose too easy a target.)</p> <p>Has client input.</p>	<p>As above, assumes there will be some 'distance travelled' therefore may be best suited to services with quicker through put.</p>
(c)	<p>Use exit interviews to assess preventative benefits.</p>	<p>Will show distance travelled from point of view of service users.</p>	<p>Not all service users will exit service.</p> <p>Some will make unplanned exits.</p> <p>May be a 'halo effect' as happy to be moving on.</p>

Alternative methods to calculate counterfactual		Advantages	Disadvantages
(d)	Use the baseline interview as the counterfactual position to compare against.	Will be easy to calculate. Would avoid having to ask service users direct question about where they would be without the service.	Will not show increased work done by service to counteract any decline. Baseline is not always “true” (i.e. service users may present an over-positive picture initially).
(e)	Keep current measurement but completed by support workers, rather than with service users (the ‘professional’s view).	Counterfactual is produced for comparison and analysis.	No service user input. No analysis of the counterfactual will be possible whilst service user is within service
(f)	Criticism that measurement is currently too negative – investigate how measurement could become positive e.g. service users able to explain the value to them of service.	Service users can be involved.	May not achieve same aim as original counterfactual. May not be as straightforward as current counterfactual to devise.

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