

Section 8

Outcome Measures and Tools

This section has been collated to help drug and housing partners understand what outcomes and outcome measurement tools can

- help measure impact and 'real' outcomes, and
- are available as part of measuring local and national indicators that can help to achieve service user, organisational and national objectives .

It looks at the following outcome measures and tools

- **Measuring distance travelled - service user outcomes**
- **Treatment Outcome Profile**
- **Supporting People outcomes**

This Section is not intended to duplicate existing information so will seek to signpost to other sources of information Homelessness Prevention – A Guide to Good Practice: Summary (2006). highlighted that the 'monitoring of homelessness prevention outcomes was patchy though it was recognised that that this would improve.

It's important for local partnerships, organisations and service users to know what works, what's effective for whom and where possible how this might change over time.

8.1 Measuring distance travelled - service user outcomes

Outcomes can be broadly described as the effect, impact of activities, changes, benefits or learning that occurs as a result of interventions, work undertaken with the service user. Outcomes are changes that over time record something that is noticeable different for a person or target group. This maybe after a week or six months. Outcomes can describe a change for example in independent living skills, health, substance misuse, housing and offending.

Substance misuse, housing providers, homelessness and employment related organisations have explored the use of outcome measurement systems over the last few years. There are a range of outcomes measurement systems now available to assist providers and partnerships monitor changes or progress for individual service users.

With the exception of the NTA Treatment Outcomes Profile (TOP) for structured drug treatment (Tier 3 and Tier 4) described below, no one system has been accepted nationally for adoption on a distance travelled model for drug users.

Those that have been developed have been tested across a range of organisations and are in widespread use. There are some clear overlaps between these approaches and it is evident that the sectors have not always worked together to share their experiences and knowledge base. Lessons learnt alongside opportunities to maximise these experiences could be lost. Determining the effectiveness of provision relies on collecting and recording outcome data.

8.2 Tools used by some of the providers in the field work

The Outcomes Star

This was established as a paper based system of measuring distance traveled on 10 indicators for use in one to one sessions with service users over time. It was designed for use at service level. Within that it has a number of uses and benefits:

- one to one key working between service user and worker,
- supervision for managers to review case loads, and
- at project and service level to review the effectiveness of the service for different service user groups across the 10 areas measured.

The ten domains that the Star model measures are improvements (or deterioration/stagnation) in:

- Motivation/taking responsibility
- Self care/living skills
- Managing money
- Social networks/relationships
- Drug and alcohol misuse
- Physical health
- Emotional and mental health
- Meaningful use of time
- Managing tenancy/accommodation
- Offending behaviours.

The model is based on the journey of change, and behind each of the ten domains sits a ladder, describing what step one, two and so on through to ten, look like. Initially, a service user and keyworker¹ will sit down, often as part of an initial assessment, and go through each domain in turn and ascribe a score. This is usually negotiated between service user and keyworker, and the keyworker will use motivational interviewing techniques to draw out ideas for the service user to build on when developing an action plan. Service users at point one and two of any domain are not interested in change or are feeling 'stuck'. At points three to eight, service users accept they have a support need and are in an active process of changing their behaviour and thinking. At points nine and ten, a service user feels able to live independently without support around the domain.

Service user and keyworker will review progress at regular intervals, and show on the Star how much progress is being made towards independence. This can prove a powerful image as the Star gets larger. It can also help to identify areas of a service users' life which are going well and in which they do not need support – which can be an effective motivation-builder around the areas where they do. Whilst the Star differs from the Treatment Outcomes Profile (TOPS) see below, it is a useful holistic measure of service user progress on issues which may well impact upon treatment adherence or relapse. It can also be used as the basis for more creative key working than may be

¹ Key worker in the term used to describe a worker who will work with the service user to co-ordinate how best to meet their care and support needs.

traditionally encountered within drug treatment agencies. The following diagram is produced with acknowledgement to the London Housing Foundation et al.²

Outcomes Star Chart

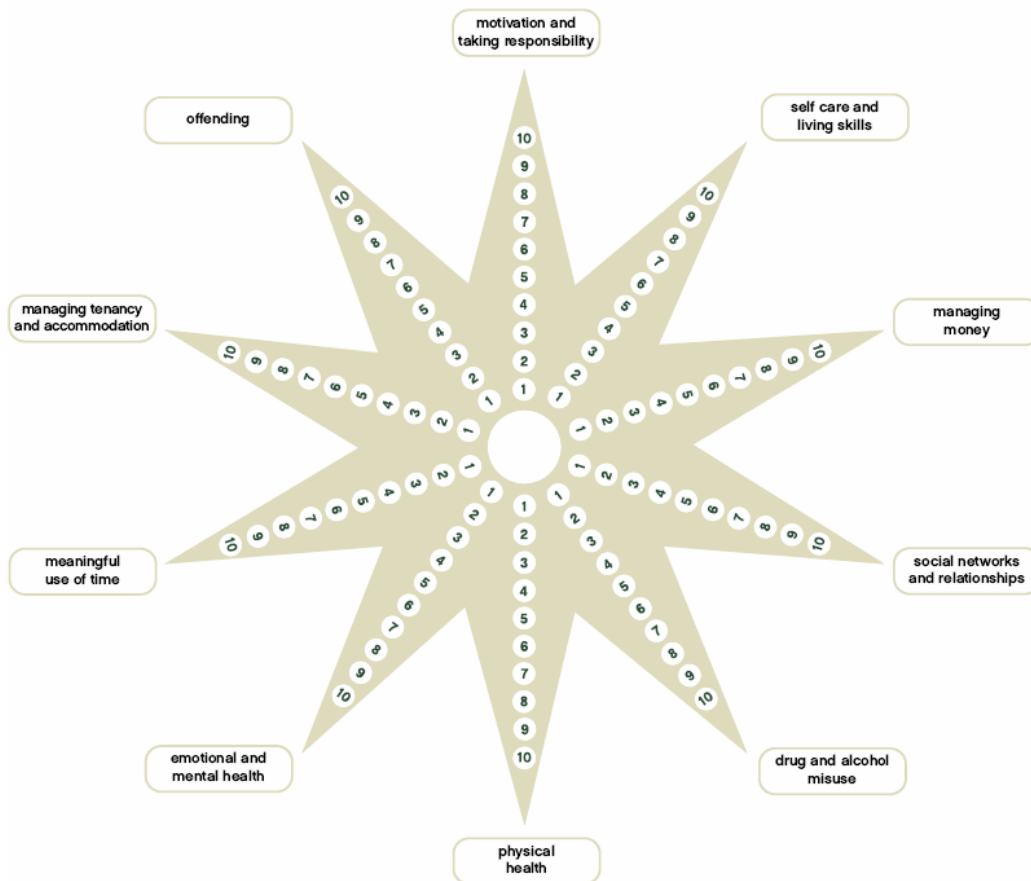
Service ID Service user/identifier

Date of completion Reading 1st 2nd 3rd 4th

Date joined project Other please specify

Is this a retrospective form?

Completed by: Worker and Service User
 Worker alone
 Service User



Service User: I was involved in completing this Star Chart _____ (signature)

² Sara Burns, Kate Graham and Joy MacKeith Triangle Consulting Copyright(cc)2006 The London Housing Foundation and Triangle Consulting Design Copyright (cc) 2006 Jellymould Creative 2006

This soft outcomes model (designed by Triangle Consulting) was initially piloted by a range of Homelessness providers in different settings including St Mungos, and the Single Homeless Project. Although it has not yet been independently evaluated it is being supported by the London Housing Foundation, and has been adapted by some partnerships to support their work with drug using service users particularly at a Tier 2 level. The tool and supporting information is available on the websites of the Housing Outcomes, Homeless Link and the London Housing Foundation. Key lessons from adoption of these approaches flag the importance of 'buy-in' from all levels of the organisation. Implementation is clearly best supported through a programme which acknowledges the management of change, underpinned by clear communication and training for workers and managers.

Treatment Outcome Profile (TOP) 2007

The National Treatment Agency (NTA) has developed a treatment outcome monitoring instrument (the Treatment Outcome Profile or TOP) to be used at the start of treatment and in care plan reviews and reported through the National Drug Treatment Monitoring System (NDTMS)

Up until now the NTA has used process and proxy outcome measures, such as waiting times and retention in treatment to indicate the effectiveness of treatment. The Agency, treatment providers and commissioners have shared a long term goal to establish real outcome monitoring systems and committed to their development during 2007/8

Drug treatment outcomes in the UK are grouped in four key domains

- Drug and Alcohol use
- Physical and Psychological Health
- Social Functioning
- Offending and criminal environment

The TOP includes looking at whether service users in drug treatment have housing problems and whether these change over time. Information for the TOP is collected by drug workers and submitted through the National Drug Treatment Monitoring System. After a substantial process of validation the TOP was rolled out nationally in October 2007.

The TOP will support the drug treatment sector locally, regionally and nationally to manage the drug treatment system on the basis of outcome evidence of effective treatment. For more information
http://www.nta.nhs.uk/publications/documents/top_keyworker_guide_100807.pdf
http://www.nta.nhs.uk/publications/documents/top_service_users_guide_070807.pdf

Supporting People Outcomes

Work has been progressed following Communities and Local Government (CLG), Supporting People team announcement in 2005 of their intention to work towards an outcome approach to monitoring of the Supporting People Programme (SP). They have also worked to develop a framework which consists of 4 elements

- A High level set of outcomes
- A national outcomes monitoring form

- A basket of additional indicators
- Distance traveled tools for service providers

From May 2007 CLG requested initial collection of national outcome measures from providers of short term services when the service user leaves. A monitoring form gathers top-level outcomes which can be collated nationally to provide evidence of the effectiveness of the SP programme, as well as highlighting areas needing attention. Common themes and key success factors for outcomes measuring distance travelled:

- Drivers for adoption of outcomes are both external (national and local) as well as internal to the organisation or partnership i.e to improve quality and practice of provision for service users
- Process and focus for implementation of outcome approaches is best informed by some form of an organisational analysis with buy-in from all levels of the organisation/partnership to the arising solutions to ensure that change can be appropriately managed
- A more detailed analysis or 'diagnosis' of the organisation will help to ensure that service users, workers and managers are consulted and understand the reasons why change, if required, is needed and the benefits.
- Communication is a key feature with clear rationale of purpose, benefits and challenges.
- Training and ongoing review is essential to support implementation of approaches
- Development of a structure which captures and monitors progress see note below

The CLG outcomes form is designed so that the information needed to answer the questions can be drawn directly from assessments and support plans, without the need for a service level outcomes tool. Using the Outcomes Star does give ready access to some of the information requested on the CLG form. Other CLG outcomes requested are hard/ end outcomes such as getting a job or receiving the correct benefits. These are not specifically measured by the Outcomes Star, though it is assumed that such information is recorded by services.

From a local authority perspective, information on SP outcomes locally is needed to both learn about and evidence the effectiveness of the programme overall and also for contract monitoring. This information can be drawn from a combination of:

- Findings from the CLG outcomes form, collated nationally but then reported quarterly to local authorities by primary service user group and by service
- Drawing on findings of the Outcomes Star or other distance travelled tool, where used by a service, to provide additional information on progress as part of contract monitoring. The Star will show where there has been progress even where hard outcomes such as achieving paid work have not been achieved and may not be appropriate
- Drawing on additional outcomes from a basket of outcome indicators, where specific additional information is required.

For more information go to the Supporting People Knowledge Web www.spkweb.org.uk
http://www.spkweb.org.uk/your_local_area/gowm/staffordshire/information_for_providers/New%20Supporting%20People%20outcomes%20framework.htm

Challenges

Achieving real outcomes will mean collaborative partnership working between housing, health and social care commissioners and providers with a range of criminal justice agencies in joint needs assessment, aligned commissioning, performance management and governance. The issues are often complex, cutting across organisation and service boundaries and potentially raising issues about prioritisation and resources.

For more information about outcomes try the following websites:

Homeless Link

<http://www.homeless.org.uk/developyourservice/topics/outcomes>

Treatment Outcome Profile go to

http://www.nta.nhs.uk/publications/documents/top_keyworker_guide_100807.pdf

http://www.nta.nhs.uk/publications/documents/top_service_users_guide_070807.pdf

Supporting People Outcome Framework

www.spkweb.org.uk

http://www.spkweb.org.uk/your_local_area/gowm/staffordshire/information_for_providers/New%20Supporting%20People%20outcomes%20framework.htm

