

Inspection report

July 2004



Supporting People Programme

London Borough of Enfield

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Summary

Introduction to the Supporting People Programme

- 1 'Supporting People' is the Government's long-term policy to enable local authorities to plan, commission and provide support services which help vulnerable people live independently. The programme went live on 1 April 2003.
- 2 The aim of the Supporting People programme is to establish a strategic, integrated policy and funding framework, delivered locally in response to identified local needs, to replace the current complex and unco-ordinated arrangements for providing housing related support services for vulnerable people.
- 3 The Supporting People programme brings together a number of funding streams including transitional housing benefit (THB), which has paid for the support costs associated with housing during the implementation phase, the Housing Corporation's supported housing management grant (SHMG) and probation accommodation grant scheme (PAGS) into a single pot to be administered by 150 administering local authorities.
- 4 Enfield council is among the 19 administering local authorities considered by the ODPM to have the highest service costs. This report therefore reflects the current context for the council as it continues to deliver the programme and focuses on determining the effectiveness of current service delivery, the value for money presented by the contracted services and the outcomes for vulnerable people.

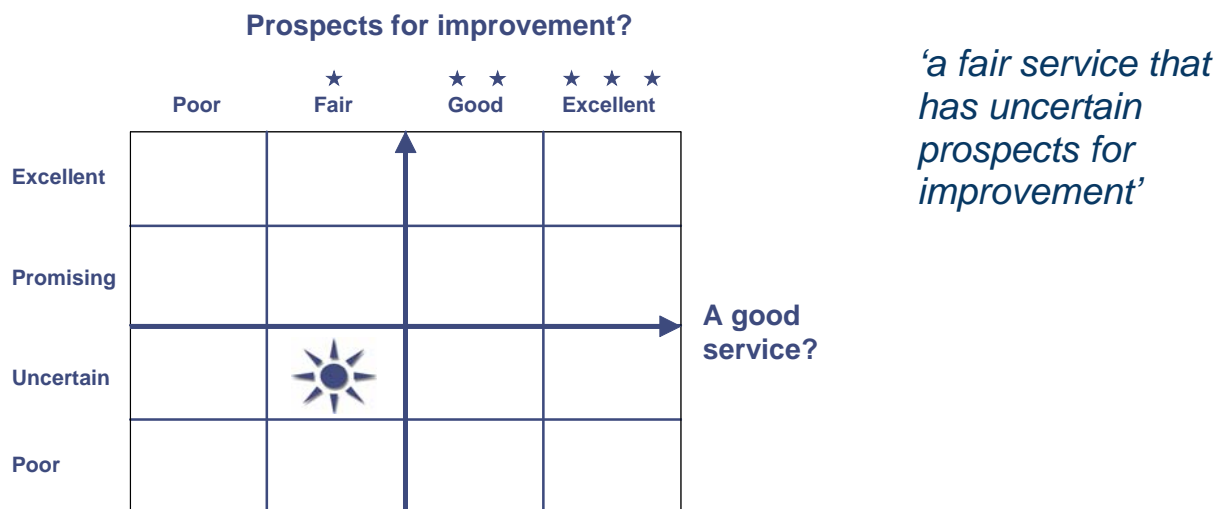
Background

- 5 London Borough of Enfield is an outer London borough council on the North Eastern edge of London. The population is 281,700 of which 38.81 per cent are from minority ethnic communities (12.5 per cent England).
- 6 The council currently comprises 63 councillors and controlled by a conservative administration with 39 seats.
- 7 The council employs 10,000 staff across all services.
- 8 The London Borough of Enfield acts as the administering authority for the Supporting People programme in its area. The council works in partnership with Enfield primary care trusts, Enfield probation service, community and social services and in commissioning Supporting People services.
- 9 The total amount of Supporting People funding available in 2003/04 is £11,952,747. The council receives £321,322.78 Supporting People administration grant to fulfil its role as the administering authority. A pipeline allocation of £569,913 was received in June 2003.
- 10 Our findings indicted that the highest cost Supporting People service in Enfield is £1529.08 per person per week for accommodation based support for people with a learning disability. The lowest cost service is less than £4 per week for support for older people in a sheltered housing accommodation scheme with support needs.

Scoring the service

- 11 We have assessed the council as providing a 'fair', one star service that has uncertain prospects for improvement. Our judgements are based on the evidence obtained during the inspection and are outlined below.

Scoring chart¹: London Borough of Enfield – Supporting People Programme



What works well

- 12 During our inspection we found a number of positive features in the way that the Supporting People programme has been implemented to date. These include:
- ◆ Some Supporting People funded housing related support services in Enfield present value for money and provide good outcomes for service users.
 - ◆ New services have been expanded to meet the needs of vulnerable people including floating support services that are helping people to become independent or allow them to maintain independence in their own home.
 - ◆ The council has a clear vision and objectives which links to national goals and the aims of associated strategies. These include goals such as reducing homelessness, meeting the needs of the BME communities, reaching hard to teach groups and social exclusion.
 - ◆ There is good joint working at a senior level between community and social services and health service providers that has provided a foundation for the joint commissioning of housing related support services. For example, the development of housing related support for teenage parents.
 - ◆ The development of the North London housing strategy which aims to progress and collaborate across authorities on the delivery of the Supporting People programme.
 - ◆ Developments have been made with reducing the costs of some very expensive services.
 - ◆ There are positive links to the providers and on the whole providers feel supported by the Supporting People team.
 - ◆ The programme has been implemented successfully with payments to providers accurate and made on time.

¹ The scoring chart displays performance in two dimensions. The horizontal axis shows how good the service or function is now, on a scale ranging from no stars for a service that is poor (at the left-hand end) to three stars for an excellent service (right-hand end). The vertical axis shows the improvement prospects of the service, also on a four-point scale.

Areas for improvement

- 13 However, we found a number of weaknesses with the Supporting People programme that need to be addressed. These include:
- ◆ Supporting People funding is benefiting a small number of services at a very high cost. The allocation of funding in this way is preventing any expansion in the provision of housing related support services to other vulnerable people.
 - ◆ Some services have very high levels of Supporting People funding some of which is being spent on ineligible services - social care, and in one case, building repairs.
 - ◆ Supporting People services in Enfield offer poor value for money in comparison with similar councils and there is a low overall provision of services compared with London as whole.
 - ◆ Information about the range of services available is limited and not easy to access. This makes it harder for service users, their carers and potential referrers, such as care managers and housing officers, to know what services are available.
 - ◆ There are still gaps in services that were identified as areas for development in the Supporting People shadow strategy
 - ◆ Links between the vision for Supporting People services and the priorities and plans for some other strategic groups such as probation and health are not sufficiently robust.
 - ◆ Consultation and needs mapping to research the views of people who use services from the black and minority ethnic communities or hard to reach groups has not been well explored or fully utilised to date.
 - ◆ Action to ensure that existing services are sufficiently culturally sensitive to make them attractive to people from the BME groups is limited.
 - ◆ There has been limited progress in developing an effective role for the probation service and in expanding services for offenders. A full risk and needs analysis is still required to inform decisions on future commissioning priorities for this service.
 - ◆ Progress with the service review programme is slow. Service reviews have not been effectively initiated, carried out or completed.
 - ◆ As a result of lack of progress on service reviews no reports have gone to the commissioning body on actions to be taken in regard to service providers at risk or possible decommissioning.
 - ◆ Our provider visits and surveys have show that providers have mixed opinions on how effectively the council has carried out consultation, communication, training and information.
- 14 We have judged that the Supporting People programme has uncertain prospects for delivering further improvements. We found the following strengths:

What works well

- ◆ There are plans in place to guarantee that relevant information is translated for communities where English is not their main language, such as the recruitment of an additional member of staff to assist in the production of information into the councils five main community languages.
- ◆ There are corporate plans in place to make access to services easier by investing in the front end of the service with a new customer centre which will provide a single access point for a wide range of council services.
- ◆ The council has now put in place corporate leadership and support for Supporting People. There is evidence of ownership of Supporting People by senior managers and some elected members.

- ◆ The commissioning body and core strategy development group have an understanding of their individual and parallel roles and responsibilities in moving forward the Supporting People agenda.
- ◆ Progress has been made in putting in place an IT system and resources within the Supporting People team.
- ◆ The council and its partners have made some progress in addressing gaps in services and services that need to improve.
- ◆ The council has begun to address and review value for money issues.

Areas for improvement

- 15 There are, however, some areas in which the council needs to improve:
- ◆ The probation services is engaged in the Supporting People programme but does not have the same leverage as the other partners and has limited influence on achieving tangible outcomes for their service users.
 - ◆ The Supporting People team have been diverted off into other areas of work at the expense of strategic and equally important areas of work. As a result the council has made no significant progress on reviews and on the number of contracts signed. 64 out of 81 contracts have been signed by providers and the council (79 per cent).
 - ◆ There are no mechanisms in place for the resolution of conflicts at core strategy development groups and commissioning body levels.
 - ◆ The commissioning body has still to demonstrate its ability to resolve very challenging problems in the area of Supporting People such as those likely to arise out of the review process.
 - ◆ The council needs to ensure that Supporting People performance indicators are integrated with the corporate performance management systems, and that performance indicators are reported to the commissioning body.
 - ◆ There is a need for closer monitoring of the progress made by partners with delivering supporting people actions and improvements for which they are responsible.
 - ◆ There is no formal mechanism for holding partners to account for their contribution to delivering the programme.

Recommendations

- 16 To rise to the challenge of continuous improvement, councils need inspection reports that offer practical pointers for improvement. In this context, the inspection team makes the following recommendations:
- ◆ The council must progress the review process in a systematic, methodical and timely manner. Although the council have until March 2006 to complete the reviews a clear plan of action must be put in place to address the reviews. (Target date: September 2004).
 - ◆ Improve knowledge of providers and services that are not programmed until 2005 onwards, by undertaking a shortened validation visit and use this to assess if there are reasons to take further action or bring the service review forward. (Target date: March 2005).
 - ◆ The council must address the high costs of some services as a matter of urgency and review overall costs in order to achieve and maintain value for money and cost effectiveness. (Target date: December 2004).
 - ◆ Make sure that diversity issues for providers and service users are incorporated into the Supporting People plan, as part of service reviews. (September 2004).
 - ◆ Strengthen the arrangements with all providers for involving the people who use them in the development and improvement of the services. (October 2004).
 - ◆ Work must move forward to identify opportunities to increase the provision of floating support services as identified by the council and the ODPM. (Within five year strategy).
 - ◆ The council must ensure that groups outside the councils formal mainstream consultation mechanisms are given access to information and consulted on Supporting People and the services funded. (March 2005).
 - ◆ Improve access to information about services and make certain information is available in a range of formats and languages. Pilot designs with service users before implementing any new initiative. (December 2004).
 - ◆ Review the governance arrangements for Supporting People including the roles of the commissioning body and the core strategy development group particularly in relation to conflict of interest. (September 2004).
 - ◆ Agree priorities, achievable targets and resources for the development of the new five year strategy and make certain the current plan is robust to ensure successful delivery of the strategy. (September 2004).
 - ◆ Develop a rolling action plan that the commissioning body/core strategy development group can use to detail their responsibilities in preparing the new five year strategy, ensuring that actions have allocated responsibilities for completion within an agreed timescales and is monitored as a standing agenda item. (September 2004).
 - ◆ The council must make certain the five year strategy makes clear links with other related strategies and plans and shows how actions will help to achieve the council's aims and those of its partners; and are linked to quantifiable outcomes. (March 2005).
 - ◆ Ensure that the commissioning body has transparent and robust procedures for decision making where there are potential conflicts of interest taking into consideration best practice elsewhere. (September 2004).
 - ◆ Develop a clear agenda and action plan for the development of support services for a range of users including for people who suffer from drug misuse, alcohol dependency and HIV/AIDS. Working in liaison with the

probation service and health to play a full part in decision making and planning by identifying more clearly the contribution that the Supporting People programme can make to the development of shared priorities and services. (Include in five year strategy).

- ◆ Strengthen performance management and accountability of the Supporting People programme by defining the role that councillors should play through scrutiny committee arrangements and by producing reports for the commissioning body that analyse the data submitted by service providers in their quarterly performance returns. (November 2004).

17 We would like to thank the staff of London Borough of Enfield, particularly Pauline Kettless, who made us, welcome and who met our requests efficiently and courteously.

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Report

Context

The locality

- 18 The London Borough of Enfield is an outer London borough situated on the North Eastern edge of London. It is a borough of contrasts, from the East which shares some of the characteristics of deprived inner London areas, to the more prosperous West.
- 19 According to central government research, Enfield is the 119 out of 354 most deprived boroughs in London with four wards being among the 10 per cent most deprived nationally.
- 20 The total population is 281,700. Black and minority ethnic (BME) groups are estimated to comprise 38.81 per cent of the total population. (2.6 per cent national average).
- 21 Enfield has an unemployment rate of 6.4 per cent (close to the national average of 6.6. per cent). Local jobs are mainly in the service, professionals, light industrial and retail sectors.
- 22 Relatively high house prices mean that home ownership is still beyond the reach of a number of households in the borough and consequently the need for affordable housing remains high. There is a mismatch between demand and supply with an annual shortfall of 4465 affordable homes.

The Council

- 23 The council currently comprises 63 councillors and has been controlled by a Conservative administration (39 seats) since May 2002. The Labour party has the remaining 24 seats.
- 24 A leader and cabinet model was introduced in September 1999 and there are currently eight scrutiny committees, including one for housing. The council's cabinet has nine councillors and politically proportional.
- 25 The council employs over 10,000 staff across the council. The council's balances at 31 March 2003 were £8.3 million. Current projections indicate that there is no overspend on the social services budget and is on target.
- 26 The council has aspirational vision and values as identified in its performance plan 2003/04, they are:
 - ◆ A cleaner greener Enfield.
 - ◆ High quality education and life long learning.
 - ◆ A safer Enfield to live, work, study and do business.
 - ◆ Quality health and care services for vulnerable people in Enfield.
 - ◆ Supporting the delivery of excellent services.
 - ◆ Economically successful and socially inclusive.
 - ◆ Improving quality of life in Enfield.

Supporting People – ODPM Framework for Delivery

- 27 The Office of Deputy Prime Minister (ODPM) has set out the following structural arrangements for the development and delivery of the Supporting People programme:
 - ◆ Accountable officer and the Supporting People team: drive the whole process.

- ◆ Inclusive forum: consults with service providers and service users.
 - ◆ Core strategy group: proposes strategic direction, service review procedures and timetables and work needed to secure the effective and efficient delivery and development of the programme.
 - ◆ Commissioning body: agrees strategic direction, compliance with grant conditions, outcomes of service reviews and monitors the delivery and development of the programme.
 - ◆ Elected members: approve key decisions of the commissioning body.
 - ◆ Supporting People team: delivers the local programme.
- 28 Supporting People commissioning bodies are a requirement under grant conditions and must have senior representation from the administering local authority (ALA), the local health services (usually one representative from each primary care trust) and the area probation service. In two tier ALAs each district council is entitled to one representative. Each named representative has one vote although the ALA has a veto where it can demonstrate a financial risk to the ALA.

Supporting People – housing related Support Services in Enfield

Management Arrangements

- 29 The council's Supporting People team operates within the social services arm of the joint directorate that includes housing and community services. The team is managed by the head of commissioning and strategic development who reports to the assistant director (adults). The Supporting People team members include a manager supported by six officers covering policy, finance, contracts and administration.
- 30 The commissioning body is chaired by the director of community and social services who is also the Supporting People accountable officer. The commissioning body members are all senior officers of the council and key managers from a number of sectors; and It is our view that the commissioning body are aware of their full role and accountabilities concerning the discharge of the Supporting People grant.
- 31 The core strategy group includes commissioning body members, representatives of Enfield PCT and community provider representatives. They have adopted a terms of reference agreement, although this does not clearly outline a conflict of interest resolution policy.
- 32 Although an inclusive forum was originally established in 2003, the council found it difficult to sustain its existence and to ensure that it had the relevant representation as this forum was not well attended by users or user representative groups.
- 33 There is a separate provider's forum in place and voluntary sector organisations continue to attend this forum. The council also utilises existing forums such as the single homeless and domestic violence forums, and the health and social care voluntary sector meetings.

Strategy

- 34 The Office of the Deputy Prime Minister (ODPM) required all Supporting People administering local authorities to submit a shadow strategy in the autumn of 2002. The shadow strategies were required to demonstrate clear vision and strategic steer for the programme and to set out the map of existing related support provision.

- 35 The ODPM assessed the Enfield's shadow strategy as 'fair' overall. The strategy provides detailed appraisal of the needs of most areas and highlights gaps in service provision for particular user groups.
- 36 The council attempted to link other strategies such as the Enfield community strategy by identifying the needs of vulnerable people that can be supported within their own communities. The community strategy also links Supporting people to promoting social inclusion.
- 37 A number of draft strategies such as the housing strategy for people with learning difficulties, the housing domestic violence strategy and older people strategy underpin the Supporting People shadow strategy.
- 38 The ODPM also requires all administering local authorities to produce a five year plan. Work has progressed slowly in the strategy and the council and its partners are at the early stages. A plan has been agreed by the core strategy development group (CSDG) for how the plan will be progressed and produced.

Services

- 39 The total amount of Supporting People funding in 2003/04 is £11,952,747. The council received £321,322.78 Supporting People administration grant to fulfill its role as the administering authority. A pipeline allocation, to fund the revenue costs of housing related support for new capital projects, of £569,913 was received in June 2003.
- 40 The data appendix at the end of this report shows the overall level of services funded through Supporting people grant and the share of provision between client groups. These figures are based on information submitted to the ODPM in 2003 as part of the financial reconciliation exercise known as the 'platinum cut'.
- 41 The Supporting People shadow strategy illustrates that 80.9 per cent of the total number of units of supported housing are provided for older people with support needs. Of this figure 40 per cent are linked to accommodation based services with the remaining 60 per cent being provided by the community alarm service. There is currently no floating support for older people with support needs other than a handyman service for twenty frail elderly clients.
- 42 People with mental health problems represent the second largest client group with a total of 346 household units (5.5 per cent). Of these 255 (76 per cent) are accommodation based services, 54 (16 per cent) are accommodation with floating/resettlement/outreach support linked to tenure.
- 43 There is limited provision of household units of offenders or people at risk of offending (10 units), people with drug problems, 49 floating support, teenage parents 14 units, women at risk of violence 34 units (10 floating support).
- 44 There are limited services for homeless families with support needs, and no services for people with a mental disorder who are offenders, and people with HIV/AIDS, those with alcohol problems, rough sleepers, refugees or travellers.
- 45 In addition Enfield has a very low number of services that are specific to cultural groups. The ethnicity profile of the council indicates that Cypriots, Black Caribbean, Indian and Black African are the largest cultural groups. The BME community make up over 38 per cent of the population in Enfield.

How good is the service?

Are the aims clear and challenging?

- 46 Inspectors look to see how a council has agreed the key aims for the service being inspected, how clear these aims are to the people that receive the service and whether these reflect the corporate aims of the organisation as a whole.

- 47 Aims need to be challenging, address local needs and support national objectives. This requires the council to consider and demonstrate how a service contributes to its wider corporate aims and community plans.
- 48 The aims of the service are set out in the shadow strategy and can be summarised as:
- ◆ Services that are strategically planned to encourage social inclusion, allow for choice and increased independence.
 - ◆ Services of a high quality and that will provide equal access for all vulnerable groups. Priority will be placed on increasing accommodation and support for black and minority groups, people who are homeless, vulnerable young people, ex-offenders and people at risk of offending and those with substance misuse problems.
 - ◆ Services developed in partnership and consultation with service users and providers of support services and will reflect the wider strategic objectives set out in local and national plans.
 - ◆ The council will remain committed to the quality and improvement of housing related support services through on-going review and commissioning services that provide value for money and reflect future needs and priorities of all vulnerable people.
- 49 The council approach to strategic planning for supporting people in Enfield has been weak. The aims seek to cover a number of issues for the Supporting People programme. However, these aims are not prioritised and it is unclear how suggested outputs will be achieved. The action planning process for Supporting People has not been robust and is only recently gathering momentum.
- 50 The council have developed a number of key strategic documents that are intended to link into the Supporting People strategy. Such as the following:
- ◆ The homelessness and single homeless strategies.
 - ◆ Draft housing domestic violence.
 - ◆ Draft housing strategy for people with learning difficulties.
 - ◆ Draft black and minority ethnic housing strategy.
 - ◆ There is also a new vulnerable person's housing strategy.
- 51 A number of these strategies are still in draft form and it is not obvious how the council will ensure that the linkages are maintained, monitored and outputs will be achieved as there are few action plans with responsibilities and timescales except in a few areas.
- 52 The council has acknowledged that the number of policies in place across the department requires rationalisation. It is the council's view that this is a legacy of the old departmental structures. The new departmental policy function will be undertaking an exercise to identify and rationalise this situation, by managing a cycle of policy reviews.
- 53 The council have involved a number of key partners such as health and probation in the development of the five year strategy. Providers were given the opportunity to contribute and comment on the proposed aims and priorities. In addition they attended two away days designed to look at the future direction of Supporting People. However, there was very little involvement of service users or carers.
- 54 Within the five year strategy the council will join with partners and providers to improve the range or of housing support services available for groups of individuals who have access to housing support services. The aim is to :
- ◆ Expand the availability of floating support.
 - ◆ Address the gaps in housing support, for example BME elders.

- ◆ Widen access for excluded groups and improving standards.
- 55 Although the strategy is being developed, the timetable for the production of the new strategy has slipped with all the end dates being outside of this inspection. This does reflect the extended deadlines from the ODPM that have seen the original submission date of March 2004 extended to March 2005.
- 56 The council is endeavouring to increase its links to a wide range of both local and national strategies for housing, health, social care and community safety. This is through the North London regional housing strategy and the housing strategy. The latter is still under discussion between the council and the Government Office for London (GOL).
- 57 Further work is now needed to make the priorities more specific and the needs assessment process needs to be carried out in a systematic and timely way. The commissioning body and core strategy development group will need to look closely at the spending priorities for the period of the five year strategy. This will involve hard choices, as it may be necessary to reduce funding for some user groups.

Does the service meet these aims?

- 58 Having considered the aims that the council has set for the service, inspectors make an assessment of how well the council is meeting these aims. This includes an assessment of performance against specific service standards and targets and the council's approach to measuring whether it is actually delivering what it set out to do.
- 59 The assessment was based upon the following key issues:
- ◆ Commissioning services to meet local needs.
 - ◆ User involvement.
 - ◆ Diversity.
 - ◆ Partnership working.
 - ◆ Quality and monitoring.
 - ◆ Value for money.
 - ◆ Outcomes for service users and carers.

Commissioning services to meet local needs

Implementing the programme

- 60 A key priority for the council has been the smooth implementation of the Supporting People programme and this has been achieved. However, the Supporting People team is relatively small and this has had an impact on the team's ability to achieve a number of key tasks.
- 61 Relationships with the providers are good and the contract schedules reflect the services being delivered. Payments to providers have been accurate and on the whole providers are content with this aspect of delivery.
- 62 From our service provider visits, postal and telephone surveys it is clear that external providers view the Supporting People administered by the council programme very positively and see the team as providing support. There is a view from some providers that communication, consultation and training by the team needs to improve.
- 63 The council have implemented a charging policy for Supporting People services which was agreed by the cabinet in March 2003. The policy is in line with the social services fairer charging policy. The current policy is under review. The council produced a service user's fairer charging leaflet which has been available

since early 2003 and is currently being updated. Providers expressed mixed views on the question of whether they were consulted on the charging policy.

- 64 The processing of transitional housing benefit was delayed at the end of May 2003. The council, however, put considerable resources into the housing benefit section to address this. This injection of resources ensured almost 100 per cent accurate payment of THB.
- 65 Despite the process of planning and reporting to the commissioning body and core strategy development group the council have experienced problems with ensuring all contracts are signed and returned. The resources within the Supporting People team have been utilised in tailoring contracts to individual providers and working with the legal team to resolve queries. There are now 64 contracts out of 81 that have been signed by the provider and the council (79 per cent).
- 66 Examples of changes made include clauses on hospitalisation and requiring providers to pay any higher costs resulting from termination of a contract. This work is now complete for most providers. The delays still being experienced at the end of July 2003 in signing contracts should have led to immediate service reviews and this failure to act is a potential breach of grant conditions.
- 67 There is a project plan for the Supporting People programme and a Gantt chart of tasks using the Prince 2 methodology². The project plans and progress of Supporting People are monitored at each core strategy development group meeting. The council have also implemented an issues and risks log arising from the project plan which identifies where risks become unacceptable or to remove obstacles in the way of progress.
- 68 There is a separate Supporting People IT phase 2 project plan and this is monitored by the IT project board and the core strategy development group. Supporting People administration grant co-funds an IT project manager with community services to work specifically on Supporting People IT development.
- 69 Monitoring the project plan includes provision for escalating issues to the commissioning body and to other management boards such as departmental management team (DMT) and corporate management board (CMB). There is also a mechanism for reporting to members where necessary decisions are required or where a major risk to the authority has been identified.

Identifying Needs

- 70 In 2003 the council commissioned a consultancy firm to carry out a comprehensive housing needs and special needs survey specifically to identify unmet needs within the borough. The development of the survey was conducted in partnership with key housing, social services and Supporting People representatives. The intention of the survey is to determine housing and support needs for those people who are not known to the council. It is close to completion and the council are in discussion with the consultant to finalise the report. Further housing needs information is being supplied by the Enfield observatory which is a part of the Enfield strategic partnership (ESP).
- 71 As part of the development of the shadow strategy, the council compiled a comprehensive list of users and existing consultation forums in the borough. In addition, a considerable amount of work was done in mapping the supply of existing services.
- 72 The council have already recognised that there a number of gaps in the service such as floating support provisions for a whole range of users such as the homeless, young people and frail elderly. To address this the council have

² Project management based system by which the council monitors the Supporting People project.

worked with some of their key providers and partners in providing several innovative schemes:

- ◆ A 'young runaway's' project has been developed, building on an existing scheme. Enfield youth outreach scheme was the only one in the country to receive funding through the bidding round. The youth outreach scheme is linked into the single homeless forum and the single parents group.
- ◆ A new 16 bed-space housing service has been developed in partnership with Christian action housing, with funds attached of £1.5 million. The borough was proactive in their support of the scheme, in spite of fierce opposition from local residents. The scheme will have additional training facilities and extensive floating support for vulnerable teenagers.

73 The council have also been undertaking capacity building with providers of institutional care to encourage them to re-engineer their businesses, for example, to more to respite care of which there is a shortage. The council as part of its capacity building have also put in place a number of other initiatives and resources such as:

- ◆ Providing an additional resource to bring about change for vulnerable people to develop independent living options since November 2002 through a housing options post.
- ◆ Appointing a project officer who is dedicated to looking at housing options for people with substance misuse. Funded until Mar 2006. This officer is mapping needs in great detail and gets involved in looking at the potential breakdown of all tenancies and has developed strong links with homelessness colleagues.
- ◆ The council provide support for a wide range of client groups through their community alarm system including those being rehabilitated from drug and alcohol abuse, domestic violence victims and on behalf of registered social landlords (RSLs) in the borough.

Commissioning Services

74 There is an officer view that bringing housing and social services together has strengthened the strategic planning and commissioning elements of the services as the key council providers now have the scope to work strategically for the benefit of the service users.

75 A view from the primary care trust is that Supporting People benefits from the appointment of joint commissioners who have a wide perspective over health and care issues. Closer working relationships have also developed between commissioning and housing services through the housing options post.

76 Although the council have made some positive improvements in commissioning services there are several areas where this could be improved. The range of supported accommodation for people with mental health needs to be remodelled or redistributed. In particular women only accommodation and specialist provision for people with challenging behaviour such as dual diagnosis and alcohol abuse.

77 Some services have very high levels of Supporting People funding some of which is being spent on ineligible services - social care, and in one case building repairs. There is also a pattern of many services having high costs with Supporting People funding meeting a very high proportion of the budgets.

78 There are very wide disparities in costs for services for very similar services. These include floating support services varying from £9.60 per unit to £39 per unit. In mental health services, costs vary between £196 per unit to £936 per person per week. Particularly in private provision it is not clear that the needs of the users justify such as wide disparity in costs. In learning disability services, costs vary from £236 to £677 per week and it is not clear that the needs of users justify this.

- 79 Commissioning plans for offenders are not well developed. A small support service has been put in place. A full risk and needs analysis needs to be fully developed in order to inform decisions on future commissioning priorities. This is an area where the council needs to work with pro-actively with probation services on identifying needs.

User involvement and access to services

Consultation

- 80 The council took an early decision to mainstream consultation into existing user consultation groups and forums as many of the service users from the supporting people client groups attended and contributed to other user consultation groups.
- 81 The council felt that it would be better to make use of existing consultation groups that already existed rather than creating a specific group. We explored with senior officers the effectiveness of this approach; as groups and individuals not known to the council could be left out of the consultation processes.
- 82 There are well established links with a number of existing forums such as the partnership board for each of the adult care groups. All of which have officers on them whose task it is to ensure the appropriate links to the supporting people development. The local carer's joint commissioning group is chaired by the chair of the core strategy development group. Consultation on potential housing options is undertaken with the relevant client group representative forums which include some carers.
- 83 Recruitment has taken place for a number of new posts such as a communities co-ordinator, looking at developing work with users and carers, and linking in with the wider community and underserved groups. Also the pooled treatment budget funds the post of a housing options officer.
- 84 Probation and young vulnerable users have been involved via the models of care survey and integrated care pathways data, and have fed their suggestions for service improvement to staff. Posters at the treatment centres highlight what changes have been made from suggestions. The development of a user group is underway.
- 85 A specific directory of accommodation & support services has been developed and is located in all youth outreach services offices. Another directory has been developed on partnership referral agencies, within and outside of the borough. Users are involved via the young runaway's advisory group.
- 86 Despite the policy of mainstreaming, user involvement is a weakness for the council. The shadow strategy was lacking in limited and effective user consultation. The ODPMs assessment highlighted that the strategy made no mention of the input of service users or their carers and there is only a general statement about their involvement in the future.

'The strategy does not seem to be the product of a particularly inclusive process'. - ODPM shadow strategy review (January 2003).

- 87 User representatives we met raised concerns about their involvement with the progress of services. Senior officers recognise that user engagement needs expansion and this is of concern at a high level within the council.
- 88 There are no specific performance targets for user involvement at the moment which would help to drive this forward, although recently as part of the team planning process the supporting people team is tasked with reviewing and improving the consultation processes for users and their carers.
- 89 The Supporting People team has identified the need for a comprehensive consultation strategy and for consulting and sharing information to services users and stakeholders and this is a key task in the project plan.

Information

- 90 Information about the range of services available through Supporting People is limited and not easy to access. The Supporting People team have produced two leaflets. One was for sheltered housing tenants and the other for service users who receive housing benefit to explain the changes from the 1 March 2003. The team also produced a range of leaflets, letters and exchange of information forms for providers and internal departments on the supporting people funding and charging arrangements.
- 91 All service users' leaflets including those designed for Supporting People have a form on the back cover where service users can request the leaflets in a range of languages, Braille, tape and large print. There is limited information about Supporting People on the council website.

Access

- 92 Translation and interpreters are arranged through an in-house corporate service that is well regarded by staff. The council also provides access to the language line service.
- 93 Our mystery shopping exercise highlighted variable standards in giving advice, information and support to clients who are vulnerable. One of our telephone enquiries to the housing advice section was to find out what might be available to help and Asian woman fleeing domestic violence. This was dealt with politely, professionally and the council officer in question demonstrated knowledge and a comprehensive understanding of how to deal with this issue.
- 94 Another enquiry to the homeless persons unit about the same issue of domestic violence was not as successful, as the council officer although courteous gave a very poor response. There was no proper advice given and there was a complete lack of assistance and support.
- 95 Our call on aids and adaptations for older person buying a new home in the borough was dealt with very well and good advice and assistance provided.
- 96 This supports the view of some service providers who expressed concerns about access to service for their clients, in this instance a young teenage mother who was homeless and needing to be placed in suitable housing with support. This can be very problematic as often council staff can be perceived as being uncooperative. Providers often rely on 'who they know' and on council staff who have a track record for being helpful and able to give sound advice. This is a concern as providers and service users should receive a consistent and equal service at their initial point of contact with the council.
- 97 Access to services can be improved by ensuring that relevant information in a suitable media is available. Ensuring that accurate information is also available to people making telephone enquires is equally important and further training around Supporting People services and user groups would be beneficial for frontline staff.

Diversity

- 98 The council has a very diverse community with over 38 per cent of the population from the BME communities. The shadow strategy identified that Enfield has a very low number of services that are specifically designed to meet the cultural diversity of the borough.
- 99 There are a number of service improvements, however, that have taken place for hard to reach groups, these include:
- ◆ New Muslim women's aid refuge recently opened. This was developed with pipeline funding.
 - ◆ New young ex-offenders/young people at risk service opening in 2004.

- ◆ A pilot in the Edmonton area of the borough to research the housing and support needs of BME elders who are vulnerable to dementia.
 - ◆ Domestic violence floating support (10 spaces) for women who do not want to access the refuge and to support people in their new tenancies when they have moved on.
- 100 There is a refugee forum that meets bi-monthly and BME community representatives attend these and are consulted on a wide range of council issues. Enfield race equality council (EREC) has been consulted on the Supporting People programme.
- 101 Enfield has a good level of supported accommodation provision for older people with support needs. Although there is no floating support for this group and in particular older people with mental health problems.
- 102 Following the stakeholder awaydays the main priorities that the council identified emerging was support for ex-offenders, people who misuse drugs and or alcohol, people with HIV/AIDS, people with physical and or sensory disability.
- 103 Supporting People has already identified that the inherited supply profile shows disproportionately high levels of mental health support services, some of which are not strategically relevant and do not serve the people of Enfield. The council is reconsidering the funding arrangements of these services to fund improvements for groups where no services currently exist.
- 104 There is an awareness of Disability Discrimination Act (DDA) issues with community and social services and all the sheltered units managed by the council are DDA compliant.
- 105 Senior managers are guided by the equalities action plan that sits corporately within the corporate equalities group. One of the objectives of this group is to roll out the relevant requirements of the council's race equalities scheme (RES) and the Race Relations Amendments Act. Community and social services conforms to the commission for racial equality (CRE) code of practice and Enfield has assessed itself as meeting level 3 of the CRE race standards for Local Government.
- 106 There has been limited development of services for BME communities and hard to reach groups in Enfield. This is a concern as representation from a number of ethnic minority groups as stated earlier in this report is high. Although the shadow strategy clearly identifies the council's acknowledgement that this is a weakness, specific housing support services for these groups must be put in place.

Partnership working

- 107 The council has a strong culture of developing partnerships and it is the view of the council that although there are individual issues with some partners on the whole the partnerships work well.
- 108 There are effective links with managers across the new merged directorate of community and social services and also with all partner agencies such as probation and the primary care trust. For example, probation is very active at the commissioning body level. The approach is to involve operational and strategic managers and this appears to be effective.

Health Partnerships

- 109 The council has invested in improving partnership with health and have developed a range of joint strategies such as:
- ◆ The appointment of a new senior post for mental health.
 - ◆ The redevelopment of a hospital site which will provide key worker housing.
 - ◆ New services for people with severe learning disabilities.

- ◆ Housing for people with physical disabilities and people with HIV.
 - ◆ The provision of funding for extra care housing.
 - ◆ The development of floating support for teenage parents.
- 110 A joint working party consisting of social services, housing, health and Supporting People is in place. This group focuses on the potential for reshaping mental health provision and needs mapping work on teenage pregnancy. The work carried out on teenage pregnancy was the source used to inform and develop the teenage pregnancy floating support and accommodation based schemes.
- 111 On the other hand it is the council's view that financial pressures on the PCT have meant that main focus is on reducing its deficit and on maintaining core services. This has slowed down strategic planning.
- 112 A PCT representative sits on the commissioning body and core strategy development group and the Supporting People team is part of the same core unit as the joint commissioning managers employed by the PCT and the council. Relationships with local provider trusts are well established and include robust capacity planning arrangements.

Probation Partnerships

- 113 The probation service is generally positive about the council and the Supporting people team's understanding and responsiveness to the needs of offenders. Links are now established with Probation, particularly through the work on drug treatment and testing orders (DTTOs), arrest referral and the new criminal justice improvement programme initiative (CJIP). This has enabled enhanced strategic partnership working; and the drug action team is involved directly and actively in the development of the five year strategy.
- 114 The Supporting People shadow strategy includes a number of references to the probation service, such as links to the community plan, the crime and disorder reduction strategy, the youth justice board update and the drug action team action plan.
- 115 The homelessness strategy has been a driver to move the Supporting People agenda forward locally. There is recognition that there is a gap in the provision of services for vulnerable adults in particular offenders and there is a need for a clear strategy in this area.
- 116 The ODPM data suggests that provision for offenders or those at risk of offending is at the lower end of the scale within the borough. The shadow strategy highlights a gap in provision for offenders with substance misuse needs. The strategy also identifies the need to work with probation to address the specific issues for dangerous offenders, such as floating support and move-on accommodation.
- 117 Probation representatives from the commissioning body and core strategy development group have attempted to use the homelessness strategy, particularly with regards to the reviewing structure, to raise concerns about the lack of a housing framework for offenders in the borough. This has concentrated on advice and assessment services initially. Meetings have been held to look at the advantages of neighbouring models (London Borough of Haringey), however, no funds are currently available for the development of such a service. This may well change with the availability of the criminal justice improvement programme initiative, with funds attached of approximately £300,000.
- 118 A new post has been created which is funded by the drug action team (DAT) to work on a housing project. It is hoped that the latter development will enable a full discussion to take place on the development of appropriate local services, or enable more effective access to services. Data has been collated in twenty-two London boroughs on the housing needs of offenders, but funds were not available for similar research to be carried out in Enfield. However, a probation

representative collated some data based on those offenders subject to community sentences, which has been shared with relevant people within the borough.

Stakeholder Partnerships

- 119 The borough's community strategy, 'Enfield's future' reflects local priorities and sets out a programme of action to improve the quality of life of local people. The document was produced by the Enfield strategic partnership and links with the neighbourhood renewal strategy in aiming to make improvements in the more socially deprived areas.
- 120 One of the key aims of the community strategy is to 'reduce crime and the fear of crime and help the public to feel safer', with specific targets attached. This partnership works involves the local PCT, DAT, youth offending team, Police, probation, schools and housing providers. The North London strategic alliance boroughs (Enfield, Haringey, Barnet & Waltham Forest) will receive £500,000 from central government to develop electronic information.
- 121 The domestic violence forum is a sub group of the crime and disorder reduction partnership (CDRP). A senior officer from community and social services is a member of this forum and is actively engaged in several initiatives that addresses domestic violence concerns. For example, the establishment of a domestic violence homelessness intervention project, information campaigns, and leaflets produced.
- 122 The commissioning body and the core strategy group meets the requirements of the Supporting people grant conditions and the officers that make up the commissioning body and core strategy group have the right skills and abilities to deliver the Supporting People programme. The commissioning body list the following as their key achievements:
- ◆ Securing substantial Supporting People Funding.
 - ◆ Overseeing the successful implementation of Supporting People.
 - ◆ Supervise the development and implementation of the Supporting People IT package.
 - ◆ Directing the inception of key pipeline schemes.
 - ◆ Successful joint funding, for example intensive care provision for people with learning difficulties.
 - ◆ Undertaking profiles on the supported housing capacity and capabilities of registered social landlords (RSL) and developing strong links with them for future projects.
- 123 The core strategy development group provider representatives raised concerns about the lack of awareness of progress on the five year strategy and there is a view that the group is not effectively integrated with other groups and sections of the council that directly impact on Supporting People. For example, there has been limited consideration at some of the partnership boards on the Supporting People agenda. There is also a concern that providers attending the core strategy group may have a conflict of interest, but there has been no discussion within the group on how this will be handled.
- 124 The council is making progress in cross-authority working through working with the North London housing region (Barnet, Haringey, Camden, Islington, and Westminster). A specific sub group has now been set up to look at the development of joint approaches and solutions to homelessness and supported housing. A terms of reference and a work programme for the group is currently been drafted

Quality and monitoring

Service Reviews

- 125 The ODPM Supporting People grant conditions require all administering local authorities to review all their contracted services within a three year period from the 1 April 2003. Councils also need to carry out ongoing monitoring of services using performance indicators.
- 126 The service review process is central to ensuring that services are effective, provide good value for money and comply with Supporting People grant conditions. Contracting decisions will influence the future shape of services and influence strategic priorities. The London Borough of Enfield has made limited progress on service reviews.
- 127 The Supporting People team are following the ODPM guidance on service reviews and a programme has been developed but the criteria for prioritisation are unclear. There is no template in place showing how reviews will be reported to the commissioning body and the process for making commissioning decisions is not evident.
- 128 The council has failed to make any real progress with establishing an effective system for reviews and no reviews have been done (there are 54 providers and 81 contracts to be reviewed). Three were started from October – December 2003, but have not been completed. Only one of the three services has completed stage one of the process (strategic assessment). Reasons include poor quality of information from providers; one provider challenged the council's right to review as no contract was in place. A Supporting People contracts officer was off sick for two months which added to the lack of a resource.
- 129 The Supporting People team was also diverted into work to produce batch one and two returns detailing the cost of services in the borough for the ODPM. The team has not following the original review timetable, but instead are engaged in work on value for money and strategic relevance across four main client groups. The council intends to use this information to revise the review programme.
- 130 Officers are aware that they have been unsuccessful in this area due to a lack of capacity and resources. In order to address this, the council is currently recruiting administrative support to assist in the reviews and considering further secondments.
- 131 Officers are also aware that a number of small private providers are not geared up for service reviews and have undertaken some limited capacity building through meetings and working with some providers on breakdown of budgets.
- 132 Care assessment reviews are being undertaken but it is not apparent that these are contributing to service reviews provided by the Supporting People programme. There are issues among service providers for people with disabilities about running costs and maintaining quality of care that officers are aware of.
- 133 From our analysis of provider funding we have identified that some services have been funded at an incorrect rate. Some services for people with learning disabilities were identified as mental health and being paid at an incorrect higher rate. We found one provider who moved tenants around without informing the users, professionals or the Supporting People team. Payments have been stopped but there has been no investigation.
- 134 The only risks that appear to be identified are the risks associated with a change in the funding formula. The council have not looked at the risks which might arise from services that are not eligible for supporting people funding. The core strategy development group have had discussions about implementing an appeals process for the services review process, but there is nothing formally agreed.
- 135 The lack of progress around reviews has had an impact on the council's ability to fully engage with users and providers. In addition, there is no inclusive forum

which undoubtedly could assist the council in ensuring users views are considered.

- 136 The Supporting People team has a team plan which has key objectives, targets, milestones and resources and should be linked into staff appraisals. Officers we spoke to stated there is not a consistent approach to appraisals across the department.
- 137 A project plan is in place for the Supporting People team, and is updated monthly. This is linked to the councils 'team planning approach'. Team plans are based on BVPI, local indicators, any specific action from CPA plus any departmental or divisional priorities. These are monitored on a monthly basis and strategies are monitored quarterly.
- 138 Financial reporting is working well. There are regular financial reports which show the actual payments compared to forecast. These are reported to the commissioning body. The payments are now in line with projections. The council has carried out detailed analysis of costs which they hope to inform the service review process.
- 139 Council services are monitored rigorously, with quarterly returns and national standards. Monitoring also takes place via the crime reduction disorder partnership board, children's services, and housing (for ASBOs). Further evaluation is done internally and analysed via the stakeholder meeting.
- 140 The Supporting People team has financial support, financial systems are in place, and the team provides financial reports to the commissioning body.

Value for Money

- 141 Comparisons of unit costs with London and with England are shown in the data appendix. These are based on the platinum cut data submitted to the ODPM in July 2003, which is the most up to date comparison available. These figures contain some errors, and do not reflect work done by the council since April 2003 to reduce unit costs. It is also the council's view that there were errors in the ODPM data analysis. However, we have taken these changes into account in forming our judgements.
- 142 Overall, Supporting People services in Enfield offer poor value for money in comparison with similar councils. There is low overall provision of services compared with London as a whole and with England, and extremely low provision of floating support services. But the total level of Supporting People spending is higher than average for England and is much higher than similar outer London councils.
- 143 Unit costs are very high. The most recent published overall unit cost in Enfield is £205.34, over three times the London average of £68.40 (excluding community alarms and sheltered housing). Work by the council since the introduction of the Supporting People programme has reduced average unit costs in supported accommodation by an estimated 26 per cent. This has been achieved by correcting errors and reducing the grant to some services by agreement. However, average unit costs in floating support services have reduced by less than 3 per cent, through increasing the number of units for some services.
- 144 Average unit costs are in the highest 25 per cent for London boroughs in supported accommodation for people with learning disabilities, people with mental health problems, women at risk of domestic violence, young people at risk and young people leaving care. There are also examples of services for other groups with significantly higher than average unit costs, including the domestic violence refuge, and hostel accommodation for single homeless people, and floating support for young homeless people.
- 145 There are a number of factors which underlie the high unit costs:

- ◆ Many services with high unit costs have little or no funding from other budgets, so a very high proportion of the costs are met through the Supporting People budget.
- ◆ The borough has above average provision of supported accommodation for people with mental health problems. There has been a growth in private sector provision, with many people placed in Enfield by other councils. A recent survey by the council found that of 225 people, 80 originated from outside the borough. The high level of demand has helped to push up costs.
- ◆ There is evidence that some services have a high proportion of non-staff costs. These include office costs, management overheads, and ancillary services. One supported accommodation service we visited costing £78,000 per year has only one full time support worker, but the total cost of a full-time manager is included in the contract. The manager spends less than one hour per week providing housing related support.

146 There are opportunities for the council to investigate the costs of services and make significant savings. We found very big differences between the costs of services, which cannot wholly be explained by differences in staffing levels or the needs of users:

- ◆ In a sample of floating support services costs ranged from £9.60 per hour to £39.93. The lowest cost service spends 96 per cent of its budget on staff; the most expensive spends only 36 per cent.
- ◆ We visited three mental health supported accommodation services identified as being for people with low to moderate support needs. The unit cost for the housing association scheme was £196.10, close to the London average. The two private sector schemes have unit costs of £353.82 and £936.39.
- ◆ We compared two services for people with learning disabilities with low to moderate support needs. A voluntary sector scheme for 41 people has a unit cost of £236. At a scheme for 46 people, where staff are provided by the London Borough of Enfield under contract to a housing association, unit costs ranged from £470 to £667, with an average of £589.

147 In contrast, some services in Enfield have low costs and provide good outcomes. For example we visited a floating support service for 16 and 17 year olds which has a unit cost of £59 per week, and has helped 15 young people to move on since April 2003. Some high cost services can demonstrate evidence of good outcomes and are in line with national policy objectives to enable people to live in their own homes with support:

- ◆ A housing association has converted two properties previously run by the NHS into supported accommodation for people with mental health problems and high support needs. The service aims to help people move to live in independent accommodation; so far one person has moved out. While unit costs are high (£805 - £845 per week), the council and the housing association are confident that the services are eligible for Supporting People funding.
- ◆ A new assessment and training service for three people with learning disabilities costing £797 per week aims to enable people whose previous living arrangements have broken down to move towards independent living within two years. This service is using person centred planning to enable users to gain control over their lives.
- ◆ The highest cost service we visited is enabling five people with autism and severe, challenging behaviour to live in self-contained flats. Two staff work with each user at all times. Before it was established, one user we met was in a specialist residential placement costing over £3,000 per week. The unit cost of the service was originally £1,725 per week; Supporting People funding has since been reduced to £600 per week and the overall cost of the

service has been reduced. Outcomes include much better quality of life for users and a reduction in challenging behaviour.

- 148 There is evidence that some services are using Supporting People funding on tasks that are unlikely to be eligible under current grant conditions and ODPM guidance. One provider we visited told us that Supporting People funding has been used to pay for building maintenance and repairs. The council has provided additional funding to pay for personal care in some services, however, in most the costs are being paid almost entirely from the Supporting People budget. In learning disability services we visited, staff accompany users on social outings and holidays, funded from Supporting People. Services providing very high levels of supervision may not be eligible. There is a high risk that additional funding will need to be found to replace Supporting People funding when these services are reviewed.
- 149 There is evidence of significant transfer of costs to Supporting People from health and social care budgets. The council estimates that £400,000 in learning disability services and £178,000 in mental health has transferred to Supporting People from community care budgets. This does not include funding previously paid by other councils and by the NHS.
- 150 While some services have been remodelled, we found no evidence that the council had encouraged residential care providers to deregister. Examples of cost transfer include:
- ◆ Five private residential homes for people with mental health problems which have de-registered.
 - ◆ The two NHS services which have been remodelled as supported accommodation for people with mental health problems.
 - ◆ A new service for people with mental health problems previously living in residential care.
 - ◆ Two new services for people with learning disabilities previously living in residential care.
 - ◆ A supported housing service for 46 people with learning disabilities, which was opened in 1996 to replace a local authority hostel.
- 151 A number of users pay very high rents. Some learning disability services charge £250 per week, and rents of over £190 per week are charged in some private provision for people with mental health problems. This is questionable value for money for users and for the wider public. There is likely to be downward pressure on rents through rent restructuring and reductions by rent officers in the private sector. Some users receive a top-up from the local authority for rent that is not covered by housing benefit. The council has investigated, negotiated and challenged some rents, but accept that this has not been done across all sectors.
- 152 The council has made some early progress with improving value for money. Some work has already been done to renegotiate contracts resulting in reductions in overall costs and lower costs to Supporting People. This includes three of the highest cost schemes for people with learning disabilities, where the average unit cost for Supporting People funding has reduced from £1,137 to £570.
- 153 Contracts have been also been renegotiated with one floating support service increasing its capacity from 10 to 16 people for the same overall cost. The refuge is being replaced by new accommodation which will expand its capacity from 14 to 20 units, which will bring down unit costs. The council has renegotiated contracts with two organisations providing residential care for people with mental health problem, and these services no longer receive Supporting People funding.
- 154 The council is working to understand the reasons for the high costs of services and identify scope for improving value for money. The council is currently

carrying out three pieces of work which will inform the five year strategy and service reviews:

- ◆ Research to investigate costs across all user groups.
- ◆ A survey investigating the use and costs of service for people with mental health problems.
- ◆ Benchmarking work with other London boroughs.

155 The council plans to use this work to revise the review programme, and inform services reviews. This work is encouraging and shows that the council is taking a strategic approach rather than assessing services on a piecemeal basis. However, it is too early to judge what improvements will result.

Outcomes for service users and carers

156 The Supporting People team is able to liaise directly with providers. Internal and external providers have stated that the implementation of Supporting People programme has had positive results for clients and for service providers.

157 Supporting People is leading to important improvements in the range of services in Enfield. The council and its partners have worked with providers to develop new services funded through transitional housing benefit and other sources.

158 These include:

- ◆ A range of services for people with learning disabilities into a variety of accommodation from flats to house sharing arrangements.
- ◆ Floating support service for people in local authority/RSL accommodation for 100 people with mental health issues.
- ◆ Teenage parent floating support schemes.
- ◆ Domestic violence refuge and floating support schemes.

159 The following case studies are just two examples of the positive impact and the value some services have had. They also demonstrate what a difference Supporting People can make to the lives of service users.

Supporting People Case Study 1

Service User Group: *Young mothers/resettlement into permanent housing*

Type of Service: *Floating support*

Key Players: *Housing association and the council*

Issues to be addressed:

Several young 'mothers to be' aged 16 have found themselves pregnant and homeless. Many of these teenage girls are still at school and have found that they need support in coping with their pregnancy, somewhere to live and advice on what to do about their future. There has been an increase in demand/referrals from social services, and Enfield Foyer. The needs of these young people have increased and have become more complex.

Action taken:

A floating support service is in place that assists over 40 young people. This is a new service that provides young people with support. A resettlement package is included and the providers have adopted a multi-agency approach to dealing with problems and issues facing their clients. There has been heavy investment in empowering and training the young people. Life skills assessments are carried out and there is a programme that looks at health, training, assertiveness, finances, self care, family etc. prioritised with the young person what exactly needs to be done and in what order.

Outcomes for service users:

Young people are assisted in living independently. They are also able to care for themselves, and those that have had their baby are offered ongoing resettlement support. Users are assisted in acquiring budgeting skills and have become capable of managing their finances, many have also returned to full time education. Young people we interviewed spoke passionately about the impact this type of service has had on their lives. The supported young people feel that they can pick up their lives and continue to be productive.

Supporting People Case Study 2

Service User Group: *Learning difficulties*

Type of Service: *Floating support*

Key Players: *Housing association, the council and health*

Issues to be addressed:

Mr X is young man aged 36. Referred to the provider following a year long admission in hospital where he was receiving treatment for a long term mental health problem.

Mr X was assessed by a support officer and this assessment covered risk; mental health management; substance issues; ability with budgeting, cooking & cleaning and future aspirations (social inclusion). The assessment showed that he met the criteria for a floating support service.

Action taken:

Mr X was allocated a key worker, and together they constructed a support plan in stages designed to move him towards developing the skills to establish and sustain an independent tenancy in the community. The stages were time limited, and reviewed every three months to establish that the goals set were appropriate and being met. His key worker met with him on a weekly basis to focus on the aims of the support plan. Progress was recorded on a daily basis by support staff on duty.

Outcome for service users:

Following four support plan reviews, a meeting was convened involving Mr X, his social worker, the key worker and the support team leader. All agreed that he had moved forward sufficiently to be confident of establishing his own tenancy. The social worker then submitted an application for a move-on flat, with support from community link Enfield service.

Prior to being allocated a flat, the key worker, and the support officer began the process of support handover, and following a three way meeting with Mr X a new support plan focussing on establishing a tenancy was implemented.

Mr X moved into his flat in April 2004, following just over one year of resettlement support. He is involved in a range of community activities, including college – which he has accessed through support from the service. He will continue to receive regular support visits from the support provider to ensure that he continues to sustain the tenancy.

- 160 Although these and a number of other services demonstrate positive outcomes for people, as discussed earlier in this report, the nature and the high costs of some of the services that are being provided may not comply with grant conditions and alternative funding may be required in the future.
- 161 Despite the range of services provided there is low provision of services compared with London as a whole and with England. There are extremely low levels of floating support services, with no floating support for older people. There is a high share of spending on people with mental health problems (£5.4 million of £11.9 million). There limited provisions for offenders and no floating support for homeless families, refugees, people with drug or alcohol problems and people with HIV/AIDS.

How does the performance compare?

- 162 In order to judge the quality of a service, it is important to compare the performance of that service against other suppliers across a range of sectors. The aim is not exact comparison, but an exploration of how similar services (or elements of services) perform in order to identify significant differences, the reasons for them, and the extent to which improvements are required.
- 163 Where possible, we have compared the council with other councils in its Audit Commission family group (councils with similar general characteristics). We have also compared the council with the best and worst performing 25 per cent of London boroughs for that indicator.
- 164 The service provision funding profile used to inform comparisons and included in the data appendix shows that the provision of supported accommodation is lower than other London boroughs and England.
- 165 Floating support and supported accommodation services for older people with support needs is lower than that for the London boroughs. There is no floating support for the frail elderly, offenders or people at risk of offending, people with alcohol or drugs problems, HIV/AIDS, travellers and refugees.
- 166 The comparisons of weekly unit costs of Supporting people in 2003/04 shows that per head of population Enfield is slightly lower than that of other London Boroughs (£0.82, London average .£0.97), but exceeds the national average (£0.70).
- 167 When costs per unit of service (excluding community alarms and sheltered housing) are compared, Enfield's costs are significantly higher than other boroughs.

	Per head of population	Per unit	Per unit excluding community alarms	Per unit excluding community alarms and sheltered housing
Enfield	£0.82	£95.10	£95.10	£205.34
London	£0.97	£42.37	£48.73	£68.40
England	£0.70	£28.30	£34.71	£76.37

- 168 People with learning difficulties, women at risk of domestic violence, people with mental health problems and young people leaving care are in the highest 25 per cent compared with the region and England as a whole.
- 169 Social services performance on indicators relevant to Supporting People indicates that the council performed significantly above average for emergency psychiatric re-admissions. They were rated above average for:
- ◆ Admissions of older people to residential or nursing care.
 - ◆ Admissions of adults aged 18-64 to residential or nursing care.
 - ◆ Admissions to hospitals of people aged 75 or over due to hyperthermia or a fall.
- 170 Services were rated as average for the following:
- ◆ Adults with physical disabilities and mental health problems helped to live at home.
 - ◆ Delayed discharges for older people.

- ◆ New clients for whom length of time from first contact to first service was more than six weeks.
- 171 Adults with learning disabilities and older people helped to live at home was rated below average, whilst employment, education and training for care leavers was rated significantly below average.
- 172 However, it is recognised that the supporting people programme and the partnership development work provides an opportunity to improve and develop services that can contribute to improvement in all these areas.
- 173 Best value performance indicators 2002/03 comparison with other boroughs show that the council was rated average for the processing of new housing benefit claims. Length of stay in hostel accommodation (81 weeks) bed and breakfast accommodation (40 weeks) domestic violence refuge places falls within the worst 25 per cent.

Summary

- 174 We have judged the administration of the Supporting People programme by the London Borough of Enfield to be a fair, one star service.
- 175 The council and the Supporting People team have delivered a smooth transition into the Supporting People programme for service users and providers. Improved outcomes can be demonstrated for service users, some of whom are being assisted to live independently for the first time in their lives.
- 176 The Supporting People team have a good relationship with providers. Links between Supporting People and social care commissioning arrangements are very effective. There is also evidence of good practice such as the development of floating support for pregnant teenagers and the pilot scheme designed to identify dementia for black elders.
- 177 However, there are key issues to be addressed:
 - ◆ The council has failed to progress service reviews and this will have an impact on the council's ability to make strategic and difficult decisions. The council and its partners must focus on their top priorities and this will involve hard choices, as it may be necessary to reduce funding for some groups.
 - ◆ Only 46 per cent of contracts have been signed by both the council and providers and this delay in signing the contracts should have led to immediate reviews and the failure to act is a potential breach of grant conditions.
 - ◆ Supporting People funding is benefiting a small number of individuals at very high costs, which may be at the expense of others. In addition there is very low provision of services that are specific to the 38 per cent of the population of Enfield that are from the BME communities.
 - ◆ The council needs to address the provision of services that are currently being funded through Supporting People that lie outside the guidance provided by the ODPM.
 - ◆ Information about the range of services is limited and not easy to access which is a barrier for hard to reach groups and for people where English is not their first language.

What are the prospects for improvement to the service?

- 178 Inspectors have judged the service's prospects for improvement as uncertain based on its capacity to improve, looking at three key areas.
 - ◆ What is the evidence of service improvement?
 - ◆ How good are the current improvement plans?

- ◆ Will Improvements be delivered?

What is the evidence of service improvements?

- 179 The council has demonstrated that despite a fairly slow pace of moving the Supporting People programme along they have worked with their partners' providers and other authorities in planning and delivering services to the people of Enfield. In particular in the area of mental health, learning difficulties and older people services.
- 180 There is a strong focus on outcomes for service users and providers we spoke to stated positively that there has been an improvement particularly in the provision of floating support of young pregnant teenagers and people with extreme learning difficulties.
- 181 Registered social landlords (RSLs) are the largest service providers with over 1234 (40 per cent) household units. The council is the second largest and is working with their RSL partners in developing services to address the gaps in the following areas:
- ◆ Supported accommodation and floating support BME groups that are vulnerable.
 - ◆ Supported accommodation with floating support for teenage parents, ex-offenders, and drug or alcohol abuse.
 - ◆ Move-on accommodation and floating support for women fleeing domestic violence.
- 182 There have been further key service improvements for hard to reach groups in the area of support following domestic violence; young people at risk and floating support for young vulnerable homeless people.
- 183 Future planned improvements that the council is discussing with key partners include:
- ◆ Extra care sheltered housing for people with dementia (capital funding has been approved for this scheme).
 - ◆ Early discussions have taken place for move-on accommodation for women fleeing domestic violence.
 - ◆ There are longer-term discussions taking place to provide support for people who have accessed the new drug treatment centre. This has been identified as a new emerging need, to provide housing related support during their treatment. Support will also be given to people who have completed a drug treatment programme.
 - ◆ Early discussions have taken place with health and social services for rehabilitation support for people with a physical disability.
 - ◆ There are links with a drug screening service, which is positive.
 - ◆ The council has set targets to improve its performance on PAF indicators in 2004/05 such as people helped to live at home.
- 184 Supporting People worked in partnership with the local teenage parents' health advisor and teenage pregnancy co-ordinator to set up the current floating support services in Enfield. The health advisor and teenage pregnancy co-ordinator were directly involved in determining the size of the schemes to reflect the number of referrals they were receiving at the time. The council plans to extend the floating service specific to refugees and BME communities.
- 185 This partnership with the teenage parent health advisor and co-ordinator ensures that health continues to be involved in determining future resources to meet the 2003 national teenage parent target of ensuring that all teenage parents who

cannot live with a partner or at home are offered semi-supported accommodation.

- 186 Supporting People officers and the PCT recognise that further needs analysis relating to teenage parents is required and one of the key actions in the 2003/04 teenage pregnancy annual report is to carry out a local audit of supported housing needs to ascertain whether the 2003 supported housing target has been met.
- 187 The PCT is involved in housing related support needs mapping and determining resources for other areas such as people with mental health issues, people with learning difficulties and older people with support needs.
- 188 Supporting People officers work in partnership with the community mental health team (CMHT) to understand the needs of the people with mental health issues and to ensure that Supporting People commission services that are responsive to their needs. A result of this, Supporting People commissioned a move-on-service, initially for 10 clients, expanding to 20 next year.
- 189 The partnership between the PCT and the Supporting People team included a fundamental service review (FSR) of learning difficulties in Enfield in 2002. A need identified through the FSR was to create a needs mapping register of every person with learning difficulties in the borough. This work the council has identified as being key to future developments in this area. The PCT funds a post dedicated for this purpose.
- 190 The council are currently working with the London Borough of Barnet, the London Borough of Camden and some RSL's on developing a choice based lettings scheme in conjunction with a common allocations policy to provide greater choice of affordable housing and to deal with the issue of supply and demand. There is further work being done via the North London housing region specifically looking at homelessness and supported housing.
- 191 Supporting People officers has been in discussion with the asylum team to develop a floating support service for young people recently awarded refugee status. Initially there were issues with private sector landlords wanting payments for service users up front and did not want to wait for housing benefit issues to be resolve. The council is now in the process of identifying a suitable housing related support provider. There are further discussions with a current provider of teenage parents floating support services to expand and tailor their current service to meet the needs of refugee teenage parents.

How good are the improvement plans?

- 192 The council's planning for Supporting People is set in the CPA improvement plan and in the community strategy of the Enfield strategic partnership. The CPA improvement plan is monitored monthly on progress and actions which also identifies how well the council is doing on Supporting People initiatives. Monitoring reports go to the corporate management board and cabinet. Any concern that may arise is escalated via line management channels and there is an established mechanism of weekly reporting of progress of all outstanding issues.
- 193 The original timetable for scheme reviews was agreed and based upon the following criteria:
- ◆ Services that where high cost.
 - ◆ Services that had deregistered.
 - ◆ Services that had been set up in the final run up to Supporting People.
 - ◆ Services where we had little knowledge of the provider/service.
 - ◆ Services where there were already concerns from stakeholders.

- 194 Both the core strategy development group and the commissioning body agreed the timetable. The decision was also made that Enfield Supporting People would clearly follow the ODPM published framework for service reviews and uses the ODPM's workbooks.
- 195 The Supporting People review process has been delayed due to difficulties in recruitment (having to re-advertise the posts) and then the need to ensure officers were fully trained before commencing the reviews.
- 196 The necessity of producing contract schedules for the interim contracts and negotiations with legal and providers have also impinged on the review process. However, the council state this process is now almost at an end and will enabling existing staff to concentrate fully on reviews. (need evidenced confirmation of this)
- 197 Three reviews commenced in October and November 2003, however, this highlighted a number of issues around small provider's capacity to undertake and understand the ODPM's quality assessment framework. Following the publication of the ODPM independent review findings in February 2004 and further guidance from the ODPM it was decided to temporarily suspend the scheme reviews in progress.
- 198 This delay was designed to enable the council to carry out a value for money and strategic relevance review of all services and in particular the four main client groups, learning difficulties, mental health, older people and homelessness. The council took this decision inline with decisions taken by other authorities in London and ODPM guidance. These tasks are scheduled for completion by the end of June 2004.
- 199 The Supporting People team is conducting an exercise to compare the unit costs for Supporting People services in comparison to the previous costs of placements in residential care. This comparison is also underway for schemes that have deregistered. This will deliver significant improvements to VFM issues.
- 200 There is a comprehensive plan to address resource and skills issues which includes the following:
- ◆ A full time administrative post has now been created to support the review officers and will also be responsible for collating the monitoring returns and feeding back to the service providers, service users and into service reviews. This will be recruited to on a temporary basis, pending completion of the full recruitment process.
 - ◆ A further contract review officer is to be recruited this will be initially on a temporary basis pending agreement to a permanent post. The council is currently in discussions with suitable recruitment agencies and resources have been identified for this.
 - ◆ The use of specialist or temporary secondments for particular reviews or groups of reviews, from within and outside the authority to ensure full consultation can take place, and that the necessary skill are in place for specialist groups.
 - ◆ Drawing upon the expertise from elsewhere in the commissioning and strategic development core unit and ensuring that there is an integrated approach with care management reviews.
 - ◆ The ongoing level and nature of the additional resources required has been informed by learning from the first reviews undertaken and will continue to inform resources as further reviews are undertaken.
 - ◆ Work has begun to provide a guide to Enfield's review process for providers. A draft guide is being written for service users and their involvement in services reviews and service development. It is the councils plan to develop these guides into different forms to make them accessible for all users.

- ◆ Capacity building with small providers is to take place to ensure they are able to provide quarterly monitoring and to enable them to complete the review process. Joint working with other boroughs on this is under consideration. This has been informed by the reviews that have already been started.
- 201 A specific project plan and framework to be put in place for scheme reviews, monitoring of this by core strategy development group, issues and risks log and feeding into the over all project plan. An accreditation process is to be set up and agreed by end of July 2004. An appeals process to be drafted and agreed by commissioning body at the next meeting in June. The revised programme and timetable for scheme reviews is scheduled to be recommended to the next commissioning body on the 21 June 2004.
- 202 There is a robust approach to budget monitoring at the senior political and officer level through the Star Chamber³ which also monitors performance information. This is supported in social services by two weekly meetings between the senior officers and lead member supported by a monthly financial monitoring report which allows the lead member to monitor trends and start investigations if required.
- 203 The Supporting People IT system is in place. The module has been developed as an extension to the council's SAP system⁴. However, this is not yet being used to record performance indicators data. The Supporting People team is also working closely with corporate IT in developing phase 2 of an IT implementation plan to assist their work.
- 204 There is recognition by the council as part of planning improvements that further research is required to fully identify the needs of travellers in Enfield. It is the aim of Supporting People to work with health and housing to review existing needs information for this group and to identify the best methods of collecting information where needs data exists. However, this is at a very early planning stage.
- 205 The gap in service provision for people with HIV/AIDS was identified in the supply analysis conducted for the shadow strategy. A support service for people with HIV/AIDS has been identified as a priority, particularly for floating support, and supported accommodation that provides varying levels of support tailored to the needs of people with HIV/AIDS.
- 206 The council has identified two issues for people with HIV/AIDS that impact on the type of service provision that should be developed and ultimately provided. Firstly, a significant proportion of the people who are newly diagnosed with HIV/AIDS are from African communities and many are asylum seekers. Social services liaise with the national asylum seekers service (NAS) to ensure that asylum seekers with HIV/AIDS have access to accommodation and support. But for other refugees from African communities, support services should be tailored to their specific health and cultural needs.
- 207 The second issue relating to people with HIV/AIDS in general and those who have refugee status is that there is a need to develop a supported housing scheme that can respond to the fluctuating needs of this group. There is a HIV/AIDS sub-group which is chaired by the sexual health manager from the PCT and involves a number of voluntary groups and social services representatives. The sub-group has further identified the need for this type of service and also for floating support to continue when service users are well enough to go home or into semi-supported accommodation.

³ Comprised of senior officers and lead Members.

⁴ The council's financial management system.

- 208 Supporting People is in discussions with the joint commissioner for HIV/AIDS to identify suitable properties, suitable support providers, and projected costs of these services in order to move forward with developing a proposal for these schemes.
- 209 There is clear evidence of the council reviewing its approach to the reviews. The plan evolving will undoubtedly give the council a platform on which to endure speedy delivery of the review process. Key to the outcome is the council ensuring it has the capacity and resources in place to deliver quite quickly.

Will improvements be delivered?

- 210 There are major concerns about the number of plans, strategies and proposals for service improvement that are in draft. The Supporting People programme is in its second year following a preparation stage of at least two years. The progress that the council has made to date is disappointing in the context of the time that has been available to prepare for the introduction of the programme. It is clear that resources have been diverted to other tasks and that this has hampered progress.
- 211 There is clear evidence of ownership of the Supporting People agenda by senior managers and elected members. Cabinet members are actively involved in making decisions based on data and information provided by the Supporting people team which has enabled them to make strategic decisions. There are, however, further hard and extremely difficult decisions to be made following the review process and it is not clear that there are robust mechanisms in place to achieve this.
- 212 There is a willingness by senior managers and members to embrace the change programme, as it is recognised that Supporting People is pivotal to delivering on the current administrations agenda, to fulfil the councils vision for Supporting people and several of the key corporate priorities.
- 213 The Supporting People programme has provided the catalyst for changing the way the organisation looks at the options for support and staff in the focus group we ran on site were very positive about this. They felt that the Supporting People programme had led to much closer joint working across internal service areas.
- 214 There is a robust corporate performance management process in place which enables the senior management team to monitor the LPSA and BVPI performance against targets monthly, as well as progress against CPA qualitative and quantitative statements. This performance is 'traffic lighted' to highlight areas of poor performance. Where performance is highlighted as 'red', for example an area for concern, the accountable officer is required to report on the action taken.
- 215 The council acknowledges that it needs to make faster progress with service reviews. It has understood that it may need to decommission services that do not offer value for money. An example of this is that the council has recognised that it has an oversupply in mental health supported accommodation that may need to be de-commissioned. Providers and neighbouring boroughs have yet to be fully consulted.
- 216 There are, however, a number of concerns identified during the inspection over the current funding of ineligible services and the disparities in the cost of similar services that have yet to be addressed and there is uncertainty over the council's capacity to address these with the necessary levels of urgency.
- 217 Joint working between commissioning and the housing enabling team has successfully attracted £3.3 million Housing Corporation for extra care sheltered housing which is in line with the priorities established in the shadow strategy. It will not however be possible for the council to provide services for other groups who are currently under served without a rapid resolution to the Supporting People value for money issues facing the council.

- 218 The council is strengthening its management structure. The restructuring of housing and adult social services, together with community safety and regeneration, will bring together strategic planning for housing and social services. The council has also put in place a mechanism for consulting and improving communication with key managers across the joint directorate. In place are 'action sets' for assistant directors. It is hoped that consistent performance messages are conveyed throughout the organisation.
- 219 The council is also improving the front end of services in the creation of a new customer service centre. £1.6 million has been set aside to do this. The council hopes this will re-enforce the commitment to improving the customer interface although this has yet to be demonstrated.
- 220 Staff in the combined new department are operating to their individual service aims, objectives and targets from the existing range of strategies. There are plans to launch the departmental objectives and priorities for 2005/06 with the help of external consultants; they will be facilitating the senior management team through performance management and benchmarking networks.
- 221 A robust planning framework exists within the department with an over all plan for the organisation. The assistant director producing aims and objectives for each division and third tier managers produce service centre plans stating how these objectives will be delivered. The new appraisals process also under pins delivery of these objectives.
- 222 The Supporting People team and their manager display a strong commitment to the programme and it is apparent that they are willing to provide support and advice to internal and external partners, other departments and providers. Despite this, capacity within the Supporting People team to deliver the programme is of concern. This is evident in the lack of progress that has been made in carrying out the reviews.

Summary

- 223 We have judged that the Supporting People has uncertain prospects for delivering further improvements. This is based on a number of factors:
- ◆ There is robust corporate leadership and commitment to Supporting People. There are plans in place for significant improvements and to put resources into services which are supported by partners.
 - ◆ The council and its partners have identified and are addressing some gaps in services that need to improve and there is recognition and realism of what the council can achieve.
 - ◆ There are plans to make access to services easier for users and providers.
 - ◆ The council has introduced a new mandatory approach to performance appraisal this included a new appraisal process by the end of July 2004.
- 224 However, many of the actions and plans being addressed by the council are at an early stage or have yet to be implemented. In order to ensure that the programme can deliver benefits to vulnerable people who need housing support, the council needs to make sure that the Supporting People team remains focused in order to meet their improvement plans timescale and that resource to support the team is put in place.
- 225 The commissioning body and the core strategy development group have yet to demonstrate the capacity to make difficult decisions, including decommissioning services. The mechanisms for resolving very challenging problems such as those likely to arise in the future has yet to be tested.
- 226 Although the council has made some early progress with improving value for money and renegotiating contracts resulting in reduction in three of the highest

schemes for people with learning difficulties, overall, Supporting People services in Enfield offer poor value for money in comparisons with some similar councils.

- 227 There are no locally determined transparent criteria for eligibility to Supporting People funding and this could lead to inequities and represents poor value for money in the context of the programme.
- 228 Consultation and action to research the views of people who use services from minority or hard to reach groups has not been fully utilised to date and action to ensure that existing services are sufficiently culturally sensitive is limited.

Appendices

The purpose of a best value inspection is to make two judgements. The first is how good is the service being inspected? The second is what are the prospects for improvement? We carried out a range of activities to enable us to reach our judgements. We have also included key demographic and performance information.

Documents reviewed

Before going on site and during our visit, we reviewed various documents that the council provided for us. These included:

- ◆ A self assessment completed by the council.
- ◆ Supporting People shadow strategy and ODPM evaluation.
- ◆ Community Plan.
- ◆ External Auditor report.
- ◆ Housing Strategy.
- ◆ Homelessness strategy.
- ◆ Older persons Strategy.
- ◆ Adult and learning disability strategy.
- ◆ Commissioning body and core strategy group minutes.
- ◆ User information regarding Supporting People.
- ◆ Service reviews timetable and workbook.
- ◆ An analysis of unit costs.

Reality checks undertaken

When we went on site we carried out a number of different checks, building on the work described above, in order to get a full picture of how good the service is. These on-site reality checks were designed to gather evidence about what it is like to use the service and to see how well it works. We also followed up on issues relating to the management of the review and the improvements flowing from it. Our reality checks included:

- ◆ Visits to schemes involved with Supporting People and meeting with service users and managers.
- ◆ A survey completed by 23 Supporting People providers.
- ◆ Meeting with Core Strategy Development Group and Commissioning Body members.
- ◆ Focus Group of frontline staff.
- ◆ Interviews with senior managers and operational managers.
- ◆ Meeting with Council Leader, Lead Members for Social Services.

List of people interviewed

Margaret Allen	Commissioning Manager (Older People)
Paula Asberry	AD Partnerships & Community Services Development
Cara Cilento	Joint Commissioning and Quality Officer

Anne Cooley	Sheltered Housing Manager
Lorraine Davies	Head of Disabilities Services
Vincent Edwards	Supporting People Contracts Officer
Elaine Gibson	Community Alarm Manager
Donald Graham	Director of Community & Social Services
Frank Harrington	AD Mental Health
Ray James	Head of Commissioning & Strategic Planning & Acting AD Adult Services
Pauline Kettless	Supporting People Manager
Lourdes Keever	Housing Development Manager
Kwan Ku	Commissioning Manager (physical & Sensory Disabilities, HIV & Aids)
Rob Leak	Chief Executive Officer
Sally Mcternan	Performance & Strategy Manager
Ian Martin	Christian Action Housing Association.
Linda Martin	Commissioning Manager (Learning Difficulties)
Hugo Nkongo	Supporting People Finance Officer
Heather Peters	Supporting People Policy Officer
Sue Samex	Head of Housing Needs and Sheltered Housing
Sharon Strutt	Principal Officer (Housing Options)
Steve Tall	Head of Older Services
Peter Tomkinson	Supporting People Contracts Officer
David Taylor	Assistant Head of Finance Social Services
Julie Warwick	Acting Head of Finance

Appendices

Demographic information

This section includes demographic information relevant to Supporting People, comparing the council and with England.

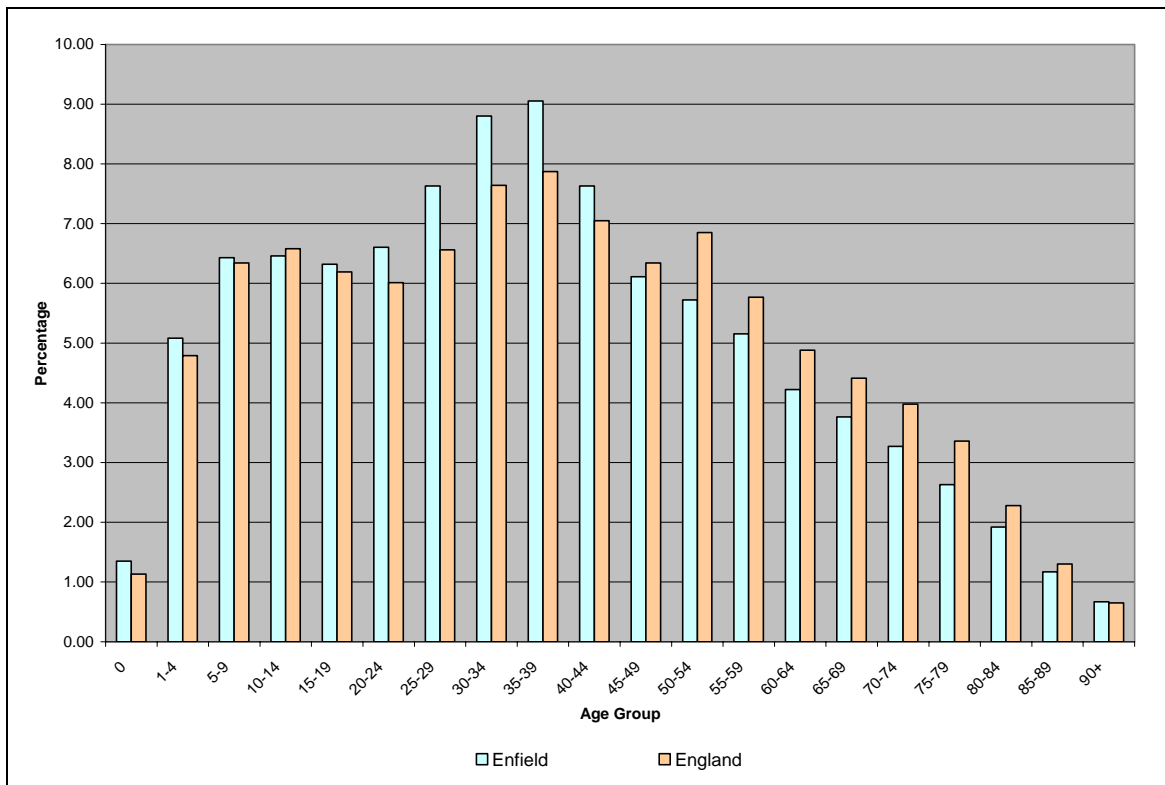
Measure	Enfield	England
Population (mid-2001)	281,700	-
Percentage of the population aged 65+ (mid-2001)	13.42	15.9
Percentage from minority ethnic groups (all groups other than White – British 2001)	38.81	12.5
Percentage unemployment (claimant count rate April 2003)	3.4	2.6
Deprivation Index (1 highest, 354 lowest) ⁵	119	-
Multiple deprivation – wards in the most deprived 10 per cent ⁶	4 of 33	-
Access to services - wards in the most deprived 10 per cent ⁷	0 of 33	-

⁵ Indices of Deprivation 2000, average ward score for the authority.

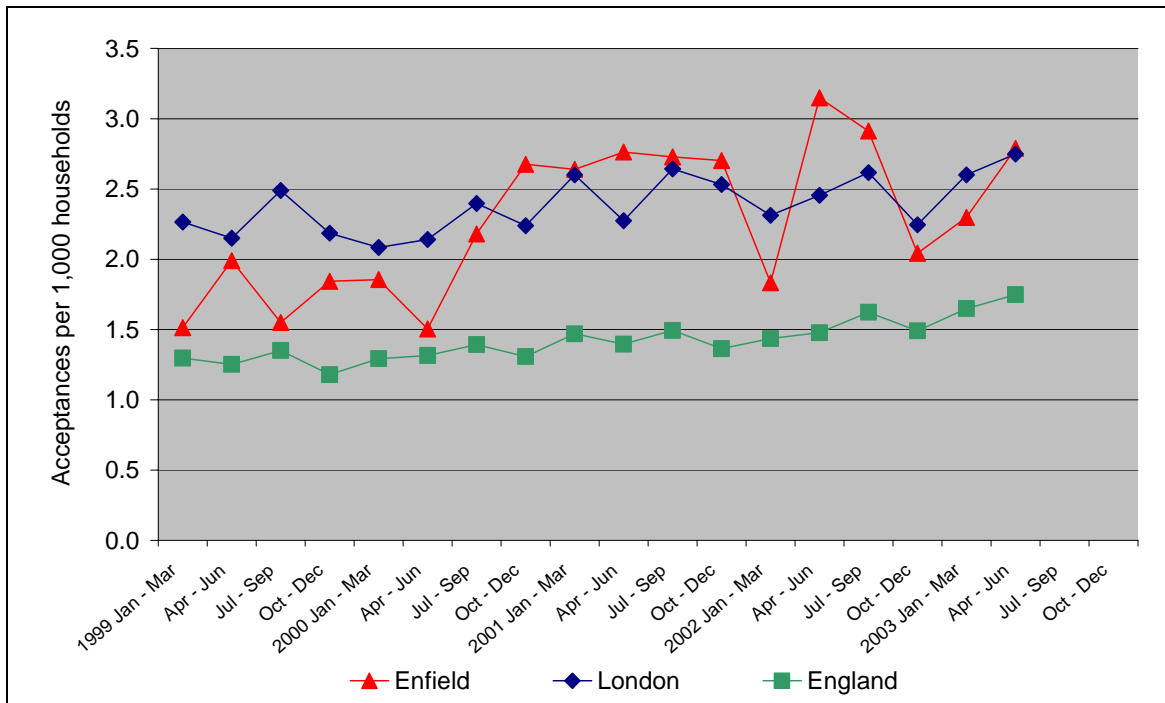
⁶ Indices of Deprivation 2000, rank of index of multiple deprivation rank (out of 8414 wards).

⁷ Indices of Deprivation 2000, rank of access domain (out of 8414 wards).

Percentage of the population in each age group compared with England



Households accepted as homeless between 1999 and 2003 compared with the region and England (acceptances per 1,000 households)



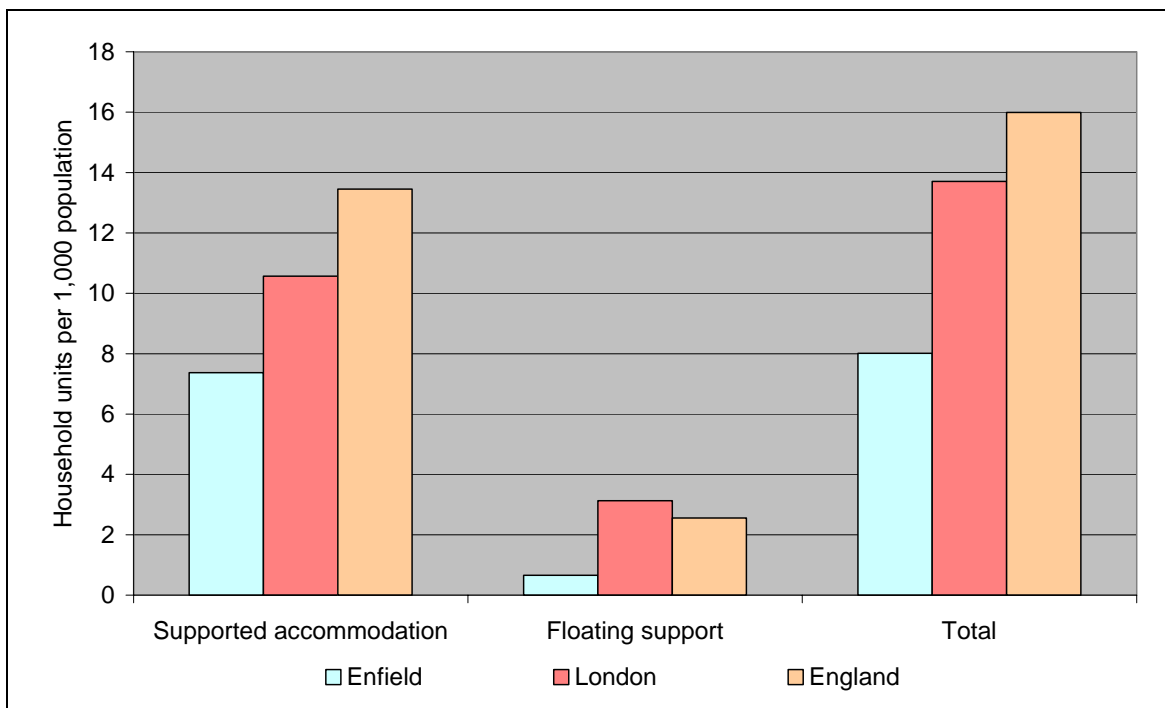
Performance information

This section highlights strong and weak areas of the council’s performance in services that are relevant to Supporting People. We have used the following information to help us reach our judgements:

- ◆ Data for services funded through the Supporting People programme.
- ◆ Comprehensive Performance Assessment scores.
- ◆ Star ratings for social services.
- ◆ Performance Assessment Framework indicators for social services.
- ◆ Relevant best value performance indicators.

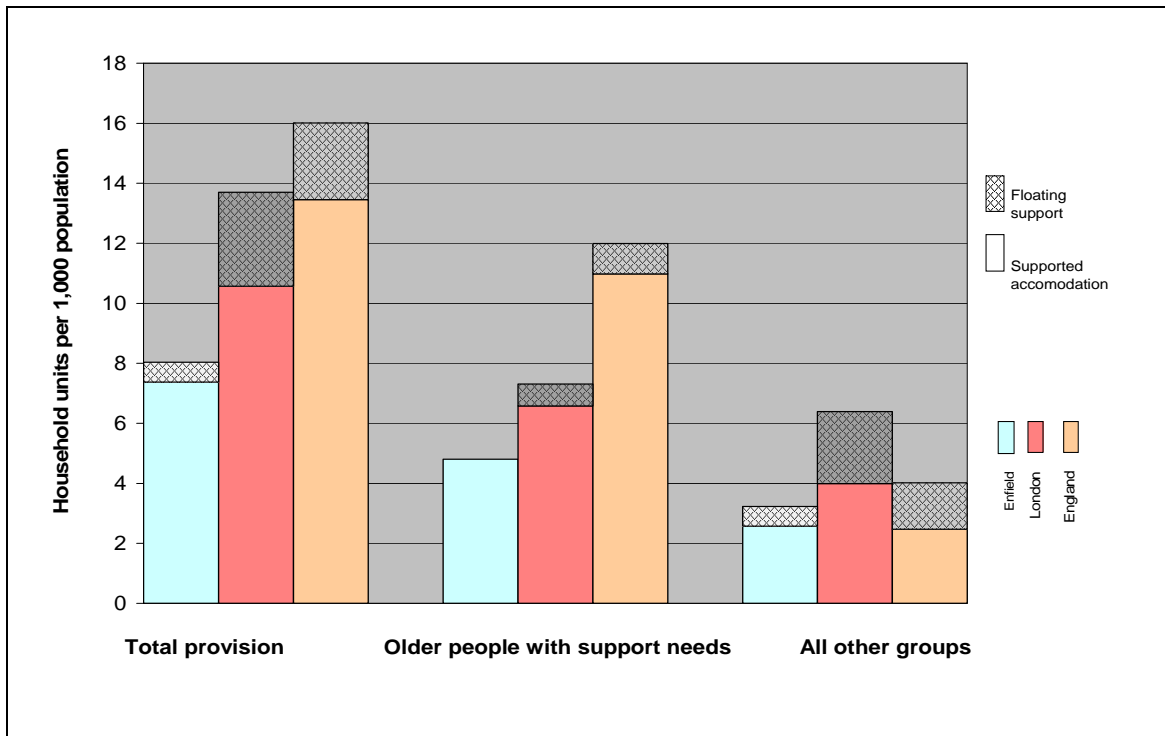
Supporting People data

Total service provision funded through Supporting People⁸

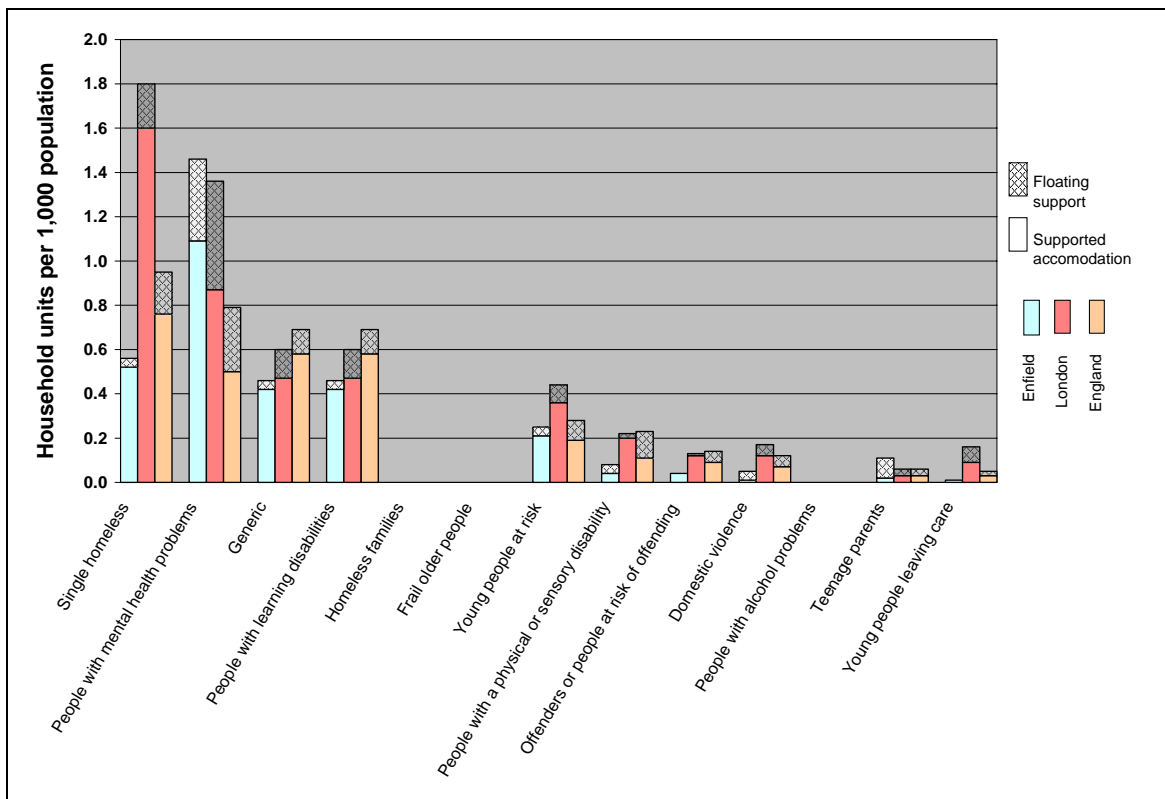


⁸ Source: Platinum cut data, ODPM November 2003. Excludes community alarms, home improvement agencies, leasehold schemes and pipeline services.

Services for older people with support needs compared with the region and England⁹



Services for other groups compared with the region and England¹⁰



⁹ Source: Platinum cut data, ODPM November 2003. Excludes community alarms, home improvement agencies, leasehold schemes and pipeline services.

¹⁰ Source: Platinum cut data, ODPM November 2003. Excludes community alarms, home improvement agencies, leasehold schemes and pipeline services.

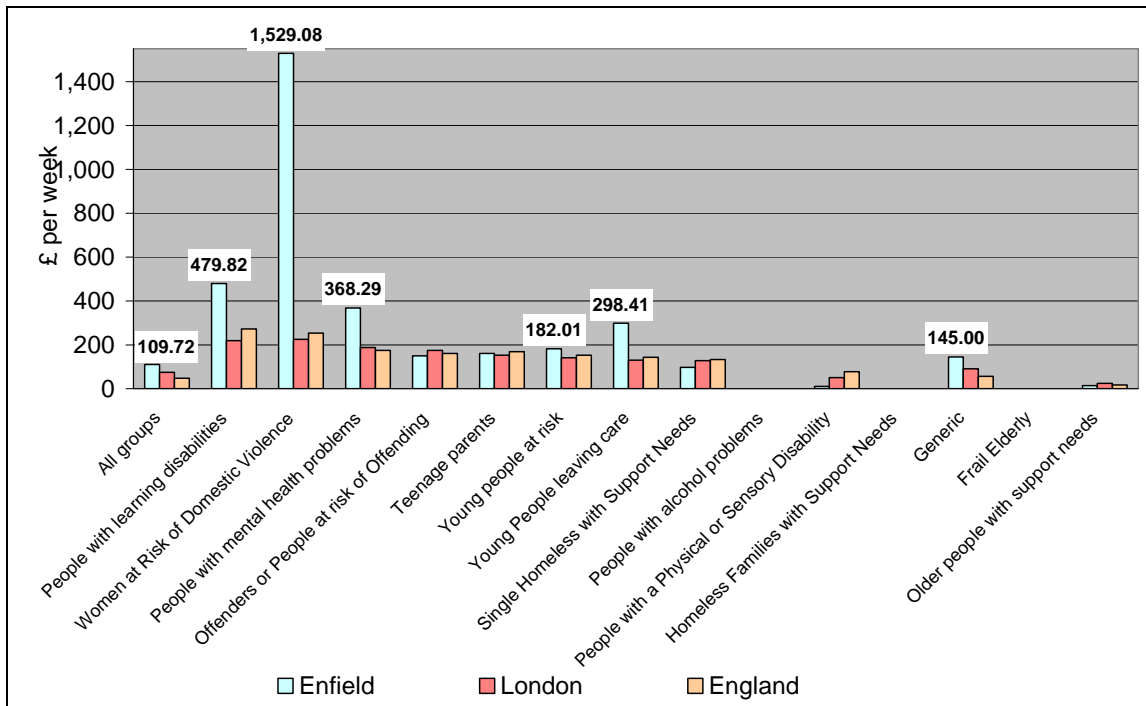
Funding for Supporting People in 2003/04

	Final Supporting People grant 2003/04	Pipeline allocation June 2003	Administration grant 2003/04
Enfield	£ 11,952,747	£ 569,913	£ 321,322.78

Unit costs of Supporting People services in 2003/04 (£ per week)

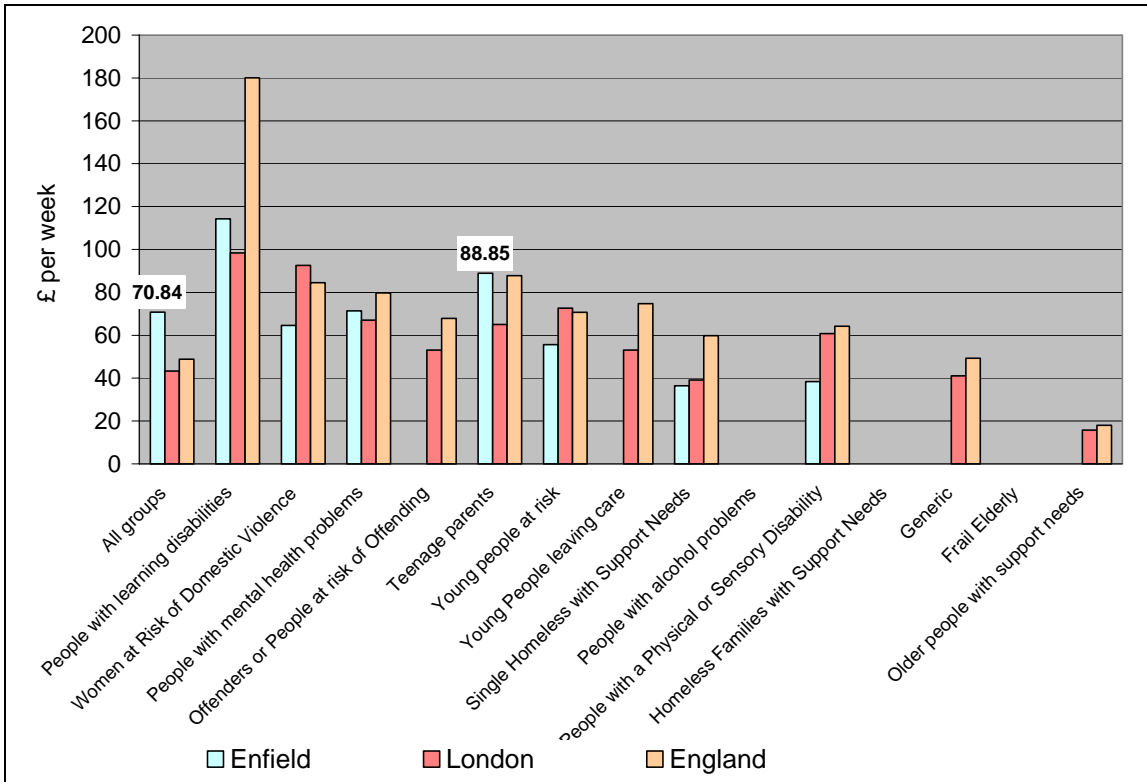
	Per head of population	Per unit	Per unit excluding community alarms	Per unit excluding community alarms & sheltered housing
Enfield	£ 0.82	£ 95.10	£ 95.10	£ 205.34
London	£ 0.97	£ 42.37	£ 48.73	£ 68.40
England	£ 0.70	£ 28.30	£ 34.71	£ 76.37

Unit costs of supported accommodation compared with the region and England (labels show costs in the highest 25 per cent)¹¹

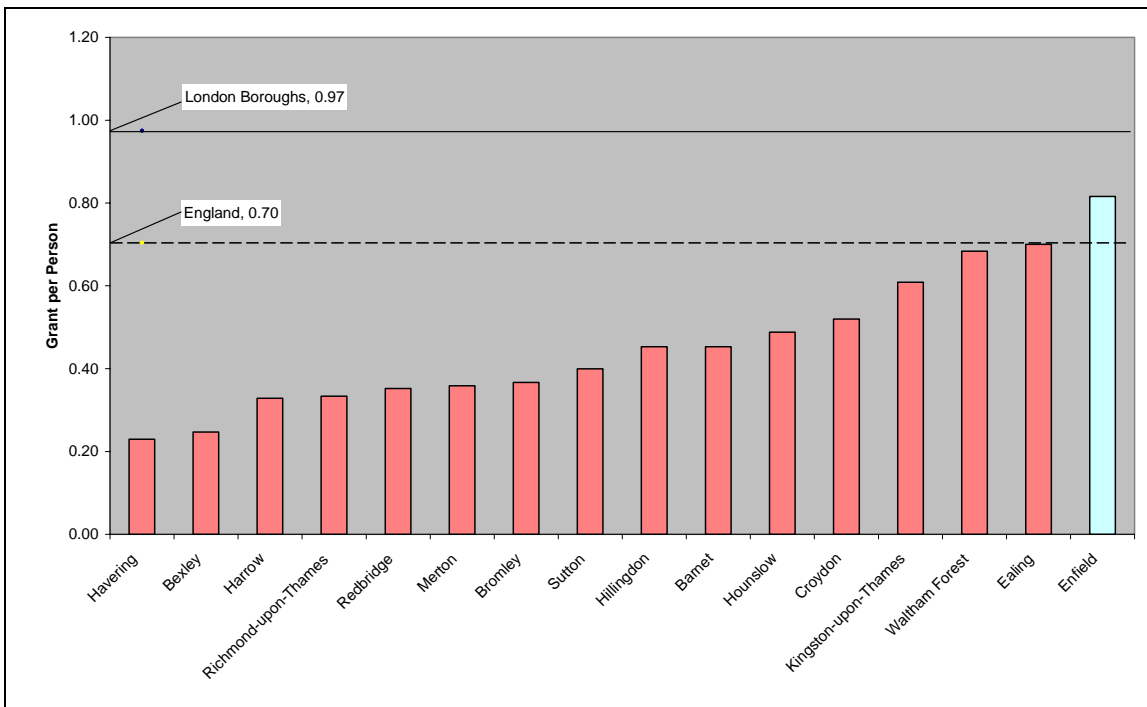


¹¹ Source: Platinum cut data, ODPM November 2003. Excludes community alarms, home improvement agencies, leasehold schemes and pipeline services.

Unit costs of floating support services compared with the region and England (labels show costs in the highest 25 per cent)

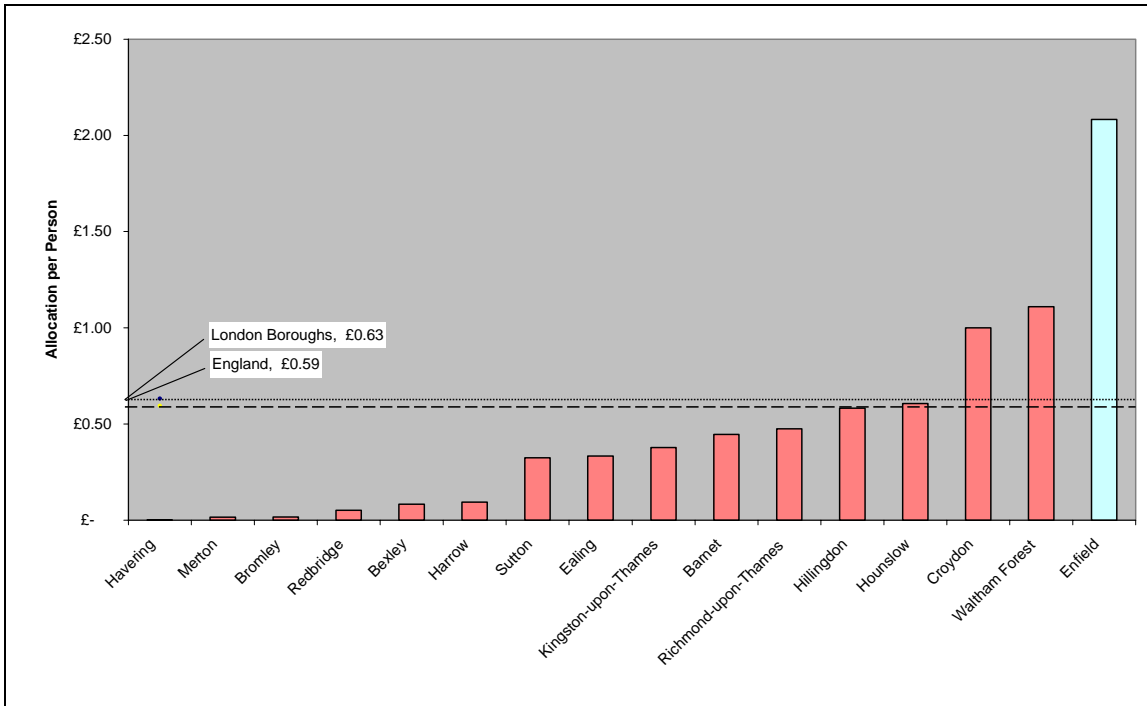


Supporting People grant per head of population per week compared with nearest neighbours¹², all London boroughs and all English councils (2003/04)

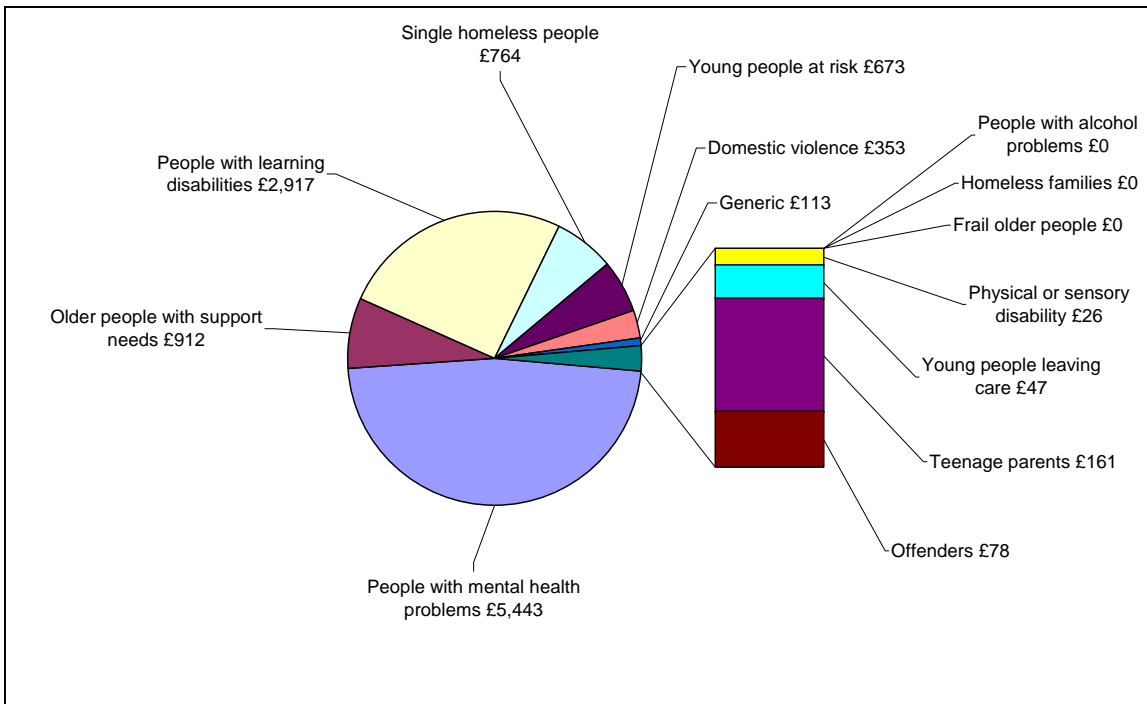


¹² A comparator group of similar councils.

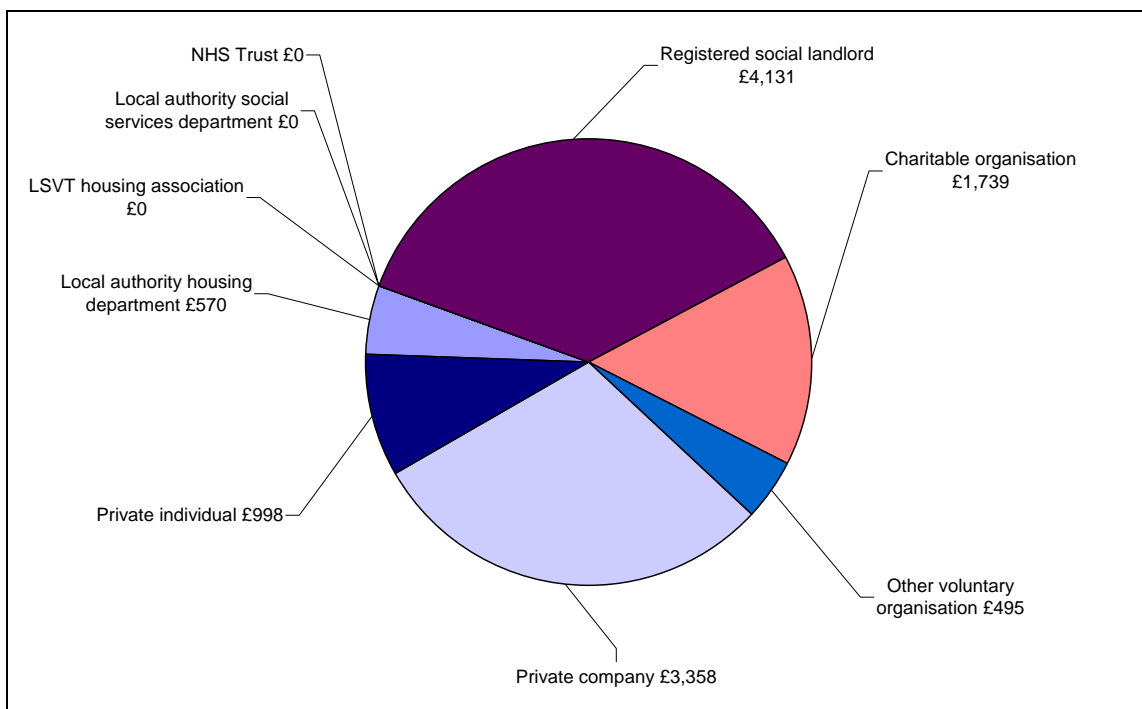
Pipeline allocation per head of population compared with nearest neighbours, all London boroughs and all English councils.



Share of spending between user groups (£000s)



Share of spending between types of provider (£000s)



Social Services star ratings November 2003

The table below shows the Social Services Inspectorate ratings of the council's performance.

	Serving people well?	Prospects for improvement?	Performance rating (CPA equivalent)
Adults' Services	Some	Promising	★
Children's Services	Some	Uncertain	(2)

Social services performance indicators

Performance Assessment Framework indicators 2002/03

The table below shows how the council's social services performed on indicators relevant to Supporting People.

Enfield	
Significantly above average (●●●●)	Emergency psychiatric re-admissions (A6)
Above average (●●●)	Admissions of older people to residential or nursing care (C26) Admissions of adults aged 18-64 to residential or nursing care (C27) Admissions to hospital of people aged 75 or over due to hypothermia or a fall (C33) Items of equipment costing less than £1,000 delivered within 3 weeks (D38)

Average (***)	<p>Adults with physical disabilities helped to live at home (C29)</p> <p>Adults with mental health problems helped to live at home (C31)</p> <p>Delayed discharges for older people (D41)</p> <p>New clients for whom length of time from first contact to first service was more than six weeks (D43)</p>
Below average (**)	<p>Adults with learning disabilities helped to live at home (C30)</p> <p>Older people helped to live at home (C32)</p>
Significantly below average (*)	<p>Employment, education & training for care leavers (A4)</p>

Best value performance indicators

Performance on relevant indicators in 2002/3 compared with London boroughs

The table below shows how the Council performed on best value performance indicators relevant to Supporting People.

Enfield	
Within the best 25 per cent	<p>Council homes which did not meet the decent homes standard (BV184a)</p> <p>Racial incidents recorded by the authority (BV174)</p>
Average	<p>Average time for processing new housing benefit claims (BV78a)</p>
Within the worst 25 per cent	<p>Energy efficiency of local authority owned dwellings (BV63)</p> <p>Length of stay in bed and breakfast accommodation (BV183a)</p> <p>Length of stay in hostel accommodation (BV183b)</p> <p>Racial incidents that resulted in further action (BV175)</p> <p>Domestic violence refuge places (BV176)</p>

Supporting People – Housing related support services

'Supporting People' is the Government's long-term policy to enable local authorities to plan, commission and provide support services which help vulnerable people live independently.

The Supporting People programme brings together significant funding streams including transitional housing benefit (THB), which has paid for the support costs associated with housing during the implementation phase; the Housing Corporation's supported housing management grant (SHMG) and probation accommodation grant scheme (PAGS) into a single pot to be administered by 150 administering local authorities (ALA).

Unitary and metropolitan authorities and counties are designated as an administering authority with the county taking the lead in most cases for the districts in their area.

Administering local authorities work in partnership, with districts where this is relevant, to agree Supporting People strategies and delivery mechanisms for support services with housing, social services, health and the probation service. Negotiation and consultation is also required with all housing and support service providers, other statutory service providers, the private sector and voluntary organisations to plan and commission support services to meet identified needs.

The programme allows for greater diversity of provision tailored to individual needs and delivered in a local strategic context. For example:

- ◆ support services for people from black and minority ethnic (BME) communities whose needs have previously not been met in an appropriate or timely manner;
- ◆ support services for vulnerable older people who wish to live independently, including those in sheltered housing;
- ◆ temporary hostel accommodation – including probation hostels and those providing support for women fleeing domestic violence;
- ◆ support services for people with mental health problems and learning difficulties;
- ◆ floating support to a range of vulnerable people including young people leaving care; and
- ◆ home improvement agency services whose work includes providing practical support to older owner occupiers to enable them to live independently.

The Office of the Deputy Prime Minister (ODPM) has published a number of consultation papers on the developing programme and a work plan setting out what local Authorities would need to achieve in order to deliver the programme effectively. All the relevant papers for Supporting People can be found on the Supporting People k-web that can be accessed through the Supporting People website: www.spkweb.org.uk

Positive Practice

'The Commission will identify and promote good practice. Every inspection will look for examples of good practice and innovation, and for creative ways to overcome barriers and resistance to change or make better use of resources.' (Seeing is Believing).

Positive practice is something which makes a service more effective and, ultimately, more able to deliver what the customer wants. This appendix summarises areas of positive practice found during the inspection of the Supporting People programme at the London Borough of Enfield in 2003/04.

Item 1

- ◆ The councils ability to work with private providers in providing intensive support for some of the countries most extreme cases of young people with learning difficulties. Some users displayed challenging and extreme behaviour such as self harm, violence to others, destruction and the eating of mattresses; and had a history of placement breakdown. Two people out of five were in a local assessment and treatment unit to following the breakdown of their residential care placement, were also autistic and had no reasonable prospect of being able to move on.
- ◆ This particular provider has developed a number of innovative and creative methods to dealing with their clients. This includes how staff are employed and subsequently trained to work with this client group. We came across service users who have benefited from the new approaches to floating support. Outcomes have been very positive. Service users are now able to make their own lunches, go on the bus, load the washing machine, go to the park etc. Huge steps on from the life they were able to live before.
- ◆ The properties offered to service users are of a high quality that is robust enough to be suitable for people with challenging behaviour and high support needs.

Item 2

- ◆ A telephone enquiry on behalf of an Asian woman experiencing domestic violence was dealt with professionally, helpfully and very sympathetically by a member of staff in the housing advice department. Comprehensive, relevant advice was given including how to contact the relevant women's aid in Enfield. It was clear from the advice given that the first priority was the woman's safety.
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