

# **Turning the Tide Social Inclusion Pilot Evaluation**

## **Performance Report Appendix (1)**

❖ **Performance**

❖ **Achievements**

❖ **Recommendations**

**November 2010**

## Index

<b>1. Executive Summary:</b>	<b>Pages 3 - 5</b>
<b>2. Performance, achievements and outcomes:</b>	
2.1 Aims and Objectives of the Pilot	Pages 6-7
2.2 Delivering the Support Interventions:	
Universal Support Offer	Pages 7- 10
Housing Management Team	Pages 10-20
Tenancy Sustainment Team	Pages 21-31
ASB Housing Team	Pages 31-32
2.3 Tackling Anti Social behaviour	Pages 32-51
2.4 Joint Working	Pages 51-56
<b>3. Recommendations:</b>	
3.1 Staffing	Page 57
3.2 Project Management	Page 58
3.3 Community Interventions	Page 58
3.4 Housing Management Services	Page 58
3.5 Implementing the New Approaches	Page 59
3.6 Performance and Reporting	Page 60
3.7 Resident Involvement Structures	Page 61
3.8 Other ICT Issues	Page 62

## 1. Executive Summary:

The Social Inclusion Pilot was carried out jointly by Housing Strategy and Housing Management in the Selsfield Drive Area, covering Moulsecoomb, Bevendean, Coldean, Bates Estate and Saunders Park from November 2009 until July 2010.

Following the set-up period revised service delivery commenced in January 2010. We have included all performance figures to the end of September 2010 to give a full nine month picture.

The aim of the pilot was to test some of the approaches identified in the draft Social Exclusion Strategy "*Turning the Tide*" to address social exclusion and attendant anti social behaviour within the authority's housing stock in areas of multiple deprivation.

The Pilot proposed to address the short-term challenges of systemic change, bringing together models of good practice, early identification and intervention, multi-agency working, and community involvement to deliver on shared aims and objectives; to create opportunities for change, and the development of new enterprises and partnerships to benefit and improve the community.

Consultation was carried out with local residents to identify the key issues and concerns, and an Action Plan put in place to deliver a range of support and community interventions to improve outcomes for individuals, households and the community.

The initial scope of the Pilot included funding within the delivery period for the provision of the following Community Interventions:

- Male Role Model Co-ordinator
- Health Trainer for targeted health, well-being and early years work
- Additional capacity to support targeted under-occupancy/overcrowding
- Social Enterprise development/investment
- Prevention Fund
- Community initiatives
- Marketing and Publicity

Due to unforeseen budget pressures in other areas, funding for these aspects was not available, which impacted on the feasibility of the Pilot to deliver on the agreed outcomes within the specified timescale, and is a key factor for consideration when looking at the Pilot's achievements.

## Key Outcomes:

### Support Interventions:

- Re-focusing of Housing Management service delivery in order to use housing resources more effectively; eg “Surgery Approach”
- Benchmarking and improved performance reporting
- Embedding the early identification /prevention ethos; Risk Factor Indicators
- Building the capacity of staff to respond to the complex needs of tenants whilst maintaining their primary focus of housing/tenancy management
- Implementation of the *Universal Support Offer* – focusing interventions on targeted client groups prioritised in terms of risk factors, using a balance of support and enforcement
- Prevention Fund for tenancy sustainment linked to behaviour change
- Improved joint working and multi-agency approach
- Robust and consistent citywide approach to anti-social behaviour
- Reduction in escalation of ASB through early intervention, support and enforcement
- Greater use of ASB tools and powers
- Reduction in number of cases resulting in Eviction
- Increased satisfaction levels of how ASB has been dealt with
- Introduction of Victim and Witness Support Service and Risk Assessment Processes
- Joint working protocols with CST, Environmental Health, Police
- Resident led ASB Focus Group

### Community Interventions

- Residents’ Housing and Estates Forum – providing information, feedback and monitoring of performance of housing and service partners
- Developing the “Rate your Estate” initiative and training up a cohort of Resident Assessors to participate in a rolling programme of Estate Inspections
- Dedicated work and learning outreach service through the Bridge Community Centre
- Building the capacity of local TA/RA groups to work strategically and maximise opportunities for their local areas through funding applications, joint bids, works for payback and EDB; raising awareness of services/agencies/projects in the area
- Co-ordinating a programme of community clean-up days;
- Co-ordinating the work identified by tenants for the Community Payback Team;
- Key partner in the Leybourne Parade Project

- Working with Brighton University to co-ordinate student volunteering in the area,
- Working to improve community resources eg cashpoints etc
- Providing “surgeries/drop-ins” at TA/RA meetings
- Working with Mears to deliver the Community aspects of the Responsive Repairs and Maintenance Contract with particular emphasis on education, employment, apprenticeships and training - ensuring links into the Local Labour Scheme; co-ordinating delivery partners citywide eg City College and community partners; launch of the Mears Apprenticeship scheme; social enterprise developments for recycling of white goods and furniture, catering and buildings management; working with Mears and the Lewes Road Consortium in the development of the Moulsecoomb Supercentre and local repairs base; the Community Challenge funding; planning to train up a cohort of Resident Inspectors for the repairs service and Resident Energy Advisors in year 2 of the contract

The Pilot has identified a number of initiatives for citywide rollout to other housing offices from April 2011 and includes recommendations for further service improvements.

## 2. Performance, Achievements and Outcomes

### 2.1 Aims and Objectives of the Pilot:

#### Support Interventions:

- Re-focusing of Housing Management service delivery in order to use housing resources more effectively; embedding the early identification /prevention ethos; building the capacity of staff to respond to the complex needs of tenants whilst maintaining their primary focus of housing/tenancy management; increasing tenant participation in the design, delivery and performance of housing services
- To implement the *Universal Support Offer* – focusing interventions on targeted client groups prioritised in terms of risk factors, using a balance of support and enforcement
- To take a robust and assertive approach as a landlord to tackling anti-social behaviour ensuring that all relevant agencies and local residents are fully engaged in a high profile, co-ordinated and consistent approach to deal with anti-social behaviour
- To benchmark levels of anti-social behaviour, social exclusion and inequality throughout the life of the strategy, using the Pilot period to ascertain performance against a range of hard and soft outcomes for services, individuals and the community, and to measure the effectiveness of interventions
- To ensure a multi-agency approach in order to provide a co-ordinated response to tackling social exclusion, including overcoming barriers/blockages; joined-up working and co-location of services; and where necessary re-focusing existing forums/systems in order to prioritise shared aims and objectives for individuals and the community

#### Community Interventions:

- To provide a range of community interventions and to maximise opportunities in order to improve aspirations and ensure that tenants meet their responsibilities and improve the life chances for themselves, their families and the community.

The interventions identified included a specific focus on improving engagement in education, training and employment; raising awareness of and improving access to health and wellbeing services, early years provision and parental support; targeted positive role model work with young males; community events/days; co-ordination of volunteering and fundraising opportunities; increased resident participation through the “Rate Your Estate” initiative and Housing & Estates Forum; development of social enterprise opportunities, work placements and apprenticeships through the Mears contract

## Evaluation and Publicity

- To complete an evaluation at the end of the pilot period and develop a model for citywide rollout
- To publicise and communicate the aims and achievements of the Pilot to all key stakeholders, residents and local media

## 2.2 Delivering the Support Interventions.

***“To implement the Universal Support Offer – focusing interventions on targeted client groups prioritised in terms of risk factors, using a balance of support and enforcement”***

### Universal Offer of Support

The *Turning the Tide* draft Strategy outlined the model of a *Universal Offer of Support* with differentiated levels of support and enforcement, with proposed teams and services to deliver the range of household and community interventions needed. **Diagram A (Appendix One)** outlined the Support offer and **Diagram B (Appendix One)** outlined the proposed services.

The Pilot proposed that the initial or Universal level of support would be provided by the Housing Management staff team - building on their successes, resources and experience in delivering services with the primary focus of tenancy management and estate management.

Given the resource issues relating to Housing Officers and the large caseloads they carry (approximately 600-800 households per officer), it is not practicable for them to carry out in-depth “support” or to change their remit in terms of tenancy management. Therefore Housing Officers, Housing Management Advisers and Community Wardens would provide the initial alert/referral for a higher level of support through an enhanced tenancy check process and risk factor indicator list.

These teams would continue to be managed through the Tenancy Management Structure within Housing Management.

The Enhanced and Intensive levels of support and enforcement would be provided by the Tenancy Sustainment Team and Anti Social Behaviour Housing Officers respectively.

Previously both of the teams were matrix managed by 2 different Housing Managers on a citywide basis. It was recognised that there needed to be greater co-ordination and links between the teams given the amount of

crossover and joint-working, and to provide a consistent approach to delivering the Enhanced and Intensive Support Levels.

As part of the Pilot, the Teams were brought together to become the *Social Inclusion Team*, with one dedicated Team Manager and a joint team plan.

Both these teams operate on a citywide basis so the impact of this measure was immediately wider than the pilot area. The aim of this was to provide a consistent citywide approach in all housing offices, so that all tenants and leaseholders would benefit from the re-focused approach to addressing anti social behaviour and tenancy sustainment, including robust and assertive actions to actively challenge ASB and targeted rapid interventions to help residents maintain their tenancy and minimise any negative impact on the community.

Management of the Social Inclusion Team transferred to Housing Needs and Social Inclusion from 1st November 2009 in their role as the housing support arm of the directorate and operational lead for the Pilot.

The initial focus of systemic change was to work with the three teams to identify their roles/remits and thresholds, and the referral processes.

The table below shows the focus and thresholds for each team:



### Team Thresholds and Focus:

Universal	Enhanced	Intensive			
<p><b>HO's/CW's/HMA's</b> <b>ASB: Low level</b></p> <ul style="list-style-type: none"> <li>Noise</li> <li>Nuisance</li> <li>Poor behaviour/verbal abuse/dogs etc</li> <li>Neighbour Disputes</li> <li>Gardens</li> <li>Rubbish</li> <li>Fencing</li> <li>Condition of property</li> <li>Rent/arrears</li> <li>ABC's</li> <li>NOSP</li> </ul> <p><b>Support:</b></p> <ul style="list-style-type: none"> <li>Signposting</li> <li>Tenancy Checks</li> <li>Estate Inspections</li> <li>Internal Inspections</li> </ul> <p>Referral/Signpost to other services</p> <p>Risk Factor List – Referral to TSO or ASBHO</p> <p>Rent arrears: referral to Debt Recovery/Income Management Team</p> <p>Dealing with Enquiries</p> <p>Core Tasks relating to Landlord Function</p>	<p><b>TSO</b> <b>ASB: Mid level</b></p> <p>Breaches of tenancy Service of Notice Cluster of Incidents</p> <ul style="list-style-type: none"> <li>Support and enforcement relating to ASB</li> <li>Referrals only if ASB an issue</li> <li>Action Plan to reduce ASB</li> <li>Includes Behaviour Change</li> <li>ABC's</li> <li>Co-ordinate referrals to other services</li> </ul> <p><b>Vulnerability: Brief Intervention</b></p> <ul style="list-style-type: none"> <li>Assess</li> <li>Evaluate</li> <li>Refer</li> </ul> <p>Income Management Team/Debt Recovery Team Adult Social Care/Social Services CYPT/TYSS Floating Support Crisis Intervention Peer Support MH Alcohol/SMS etc W&amp;L/ Health TTT Community Interventions</p>	<p><b>ASBHO</b> <b>ASB: Serious or complex cases,</b> involving more than one household or hate crime</p> <ul style="list-style-type: none"> <li>Support and enforcement relating to ASB</li> <li>Complex cases</li> <li>Take referrals if court a real likelihood</li> <li>Continue to monitor action plan and start proceedings</li> <li>Tenancy Proceedings</li> <li>Demotion</li> <li>ASBO</li> <li>ASBI</li> <li>ABC's</li> <li>ABC+</li> <li>NOSPs</li> <li>Restorative Justice</li> </ul>			
Support Court	Yes Yes	Support Court	Yes No	Support Court	Yes Yes

Once the delivery of the support offer was agreed and the processes implemented, the next stage was to look at the work of individual teams and identify what needed to be achieved and how it would be done.

## (i) **Housing Management Team**

Prior to the start of the Pilot we met with local tenants and residents to identify what their areas of concern were in relation to housing management services.

Their key issues were:

- Poor communication
- Lack of information, follow up or feedback
- Inconsistency in approaches, responses and skills levels
- Residents don't feel involved in the design, delivery or monitoring of our services
- Level of housing staff presence on the estates

In response to their concerns we prioritised the following areas/actions for the Housing Management Team to concentrate on as part of the Pilot:

- Landlord Functions
- First time right enquiries
- Housing Officers – reversal of 80/20 ratio office based/community based
- Enhanced Tenancy Checks
- Risk Factor Checklist
- Signposting/referral to other services where appropriate
- ASB – Co-ordination, Case Management, Reporting
- Estate Inspections
- Launching the Housing & Estates Forum
- Developing the Rate Your Estate Initiative and Resident Assessor Role

A key aspect of this work was a process mapping exercise with the Housing Officers, Community Wardens and Housing Management Advisers, looking at key functions and how they could be delivered more effectively.

### **What we did:**

#### **Introduced the “Surgery Approach” at Selsfield Drive:**

- Housing Management Assts now dealing with 95% of enquiries
- Improved number of 1<sup>st</sup> time right enquiries
- Housing Officer Time split office based/estate based. 80/20 ratio now 60/40: this has enabled staff to be more estate based and able to carry out tenancy management functions eg inspections, tenancy checks/visits etc

This model has worked really well in making Housing officers more available to tenants and raising the profile of Housing Management Advisers.

It supports the concept of Improved Customer Experience by raising the level of first time right enquiries and reducing the number of contacts necessary to resolve or report an issue.

It has also addressed the over-reliance/expectations some tenants place on their housing officers unnecessarily to sort things out for them and has put the onus back on the tenant to resolve issues themselves, allowing staff to concentrate on vulnerable tenants who need their support to address issues.

***Surgery Approach:***

*“The surgery approach allows Housing Officers the opportunity to be out of the office in the mornings; this frees us up to prioritise visits to the tenants. This has been hugely beneficial to both the Housing Officers and the neighbourhood. It has allowed Housing Officers dedicated time to see their tenants when they are needed rather than have to wait until there is cover in the office for them to carry out visits. It has allowed the Housing Officers to become pro-active rather than reactive and has been welcomed by the residents, who wanted to see their housing officers out and about on the estate more.*

*It has also raised the status of the Housing Management Advisors, and residents now appreciate that they trained in housing management, and can deal with the majority of their housing needs and problems.”*

*Cathy Bath – Housing Officer, Selsfield Drive*

**Surgery Approach:**

*“The surgery approach has enabled us to deal with tenants more thoroughly as we have been able to promote our role and inform the tenant that we are able to deal with most enquires without waiting for a Housing Officer to contact them or the need for them to book an appointment.*

*Before the surgery approach, a large majority of tenants thought of (HMA’s) as nothing more than receptionists who lacked knowledge of housing and they did not trust us to answer enquiries, hence insisting to speak to an HO only. HMA’s often solve the problem there and then and tenants ask us direct now rather than insisting on seeing their Housing Officer.*

*We also have more control over dealing with tenants whose problem/enquiry involves a simple case of sign posting. Often in the past, tenants have expected us to take control over every issue concerning their property. Since the surgery approach we have been able to change the expectations of tenants in this respect and enable them to report issues themselves directly to the relevant department eg reporting a repair, or making a housing benefit enquiry. Since we have been following this approach, the amount of repair/benefit etc enquiries have dropped considerably as the tenant now goes direct to the department they need to speak to. This improves the number of first time right enquiries for the customer and is a more efficient use of our time, freeing us up to deal with housing management issues and focusing our support on the most vulnerable tenants.”*

*Louise Abousidou – Housing Management Adviser, Selsfield Drive*

Whilst the model is one we would want to rollout to other housing offices, there are a number of issues to consider:

- The knowledge, experience, ability and confidence levels of the Housing Management Advisor in dealing with tenancy management enquiries
- Willingness to expand and develop the HMA role – historical focus on administration/reception rather than customer service for some HMA’s
- The level and preferred method of customer enquiries received at an office – eg customer footfall, telephone, email. This varies greatly between offices and will impact on the ability of staff to respond to the number of enquiries they receive.
- The impact on other areas of HMA work

The Housing Manager at Selsfield Drive has developed an Action Plan to identify the steps needed to take this concept forward – key actions are:

- Embedding the culture change at other offices and getting buy-in from staff

- Use HMA “Champions” to promote and embed the service at other offices
- Mapping enquiries by level, type and method for each office and identifying the key issues
- Carry out a training analysis and identify knowledge gaps
- Identify and implement a training programme
- Build the knowledge and capacity of staff to respond appropriately and signpost to other services

### **Supporting Tenants - Actions**

- Early Intervention -Identifying need/ problems earlier and referring for support
- Enhanced Tenancy Checks
- Risk Factor Indicator List
- Built the capacity of housing mgt staff to signpost or refer to other services/agencies;
- Improved joint working

### **Tenancy Checks**

Housing Staff are responsible for carrying out tenancy checks for all tenants on a rolling 2 year programme and through the Introductory Tenancy Visits Process (3 visits in first year of tenancy). In addition to the planned visits, households can be prioritised/flagged for a check through a number of ways if there is a cause for concern eg a tenancy agreement issue, a vulnerability, report of asb, rent arrears, concern flagged by a third party eg neighbour/contractor, suspected sub-letting etc.

The focus of the tenancy check is about landlord functions, eg bricks and mortar issues, tenancy agreement compliance, paying rent etc.

The Tenancy Check process provides housing management staff the opportunity to pick up on a range of issues and acts as a trigger or alert for support or enforcement action. However, there was inconsistency in the level of involvement and follow-up, and knowledge base of other services to refer to.

The Pilot looked at ways of formalising the alert process to enable services to intervene earlier, and how to widen the tenancy check to incorporate a holistic focus for housing staff , enabling them to provide the initial support on a broader range of issues (both positive and negative) through signposting and referral.

Initial discussions were had with housing management about enhancing the Tenancy Check Process which was under review prior to the start of the pilot. The general feedback was that for the majority of tenants, the revised Tenancy Check was sufficient to address the majority of needs and that it would lengthen the tenancy check unnecessarily. Additional need could be identified on “triggered” visits and Introductory visits.

### **Risk Factor Indicator List**

For those more vulnerable households, the Pilot Team developed a Risk Factor Indicator List for use by housing management staff and possible rollout to other teams to formalise the alert process and identify the need for early intervention.

The model drew on existing Risk Factor Lists successfully used by a range of agencies across the city eg Integrated Youth Support Services, Family Pathfinder, Family Intervention Project.

Housing staff initially had concerns about using the list with tenants because of the possible conflict it could generate when broaching difficult issues with tenants on home visits; confidentiality issues – could jeopardise their relationship with tenants; open file policy and the potential difficulties that could arise at a later date with tenants who could perceive that it was some form of “secret” assessment; not being equipped to deal with information that might be disclosed by a tenant.

Despite these reservations, staff did trial the list during the pilot – Evaluation feedback from staff is whilst a prompt has been useful for less experienced staff, the value of this as a tool has not been evidenced and that a less formal checklist could be incorporated into the tenancy check document instead.

There is still work to be done on the value of a new tenant “Risk factor checklist” for other teams to use, particularly Homemove and Lettings, as a way of identifying the potential need of an immediate referral to the Tenancy Sustainment Team at the very start of the tenancy to avoid negative impact on the tenant and community.

### **Working Holistically**

Housing staff have been working in a holistic way with tenants and use the opportunity of visits to broach ways in which tenants can improve their life chances and family outcomes by signposting or referrals to other services, agencies etc.

Key to this was to raise Housing staff’s awareness of other services, improving links to other teams, and cascading information about training, events, initiatives, services etc.

Actions included:

- Database set up by the Project team with a range of services, referral details and links to other information portals
- Training provided on using the database and raising awareness of other services
- Training Analysis/identifying knowledge gaps
- Staff attendance at the Frontliners’ Networking and Information Events
- Reciprocal guest slots at services’ team meetings eg, Family Pathfinder, FIP Team, Healthy Living Centre staff, Children’s Centre,

Bridge Community Centre, Mental Health and Substance Misuse Worker, Loan sharking campaign officer etc

- Establishing joint visiting protocols with Gateway Team at the Bridge
- Providing information about training and information events, services and initiatives
- Updates on service improvements
- Team briefings
- Full team meetings with the ASB Housing Officers and Tenancy Sustainment Officers

An informal basis for knowledge exchange has also arisen from being co-located with the Project Team, Tenancy Sustainment Team, and four of the six ASB Housing officers; and the benefits of joint delivery between Housing Strategy and Housing Management.

Ensuring the links with these teams and embedding the above processes across housing offices will be vital in providing a consistent citywide approach.

## Housing Officer

### Case Study 1

Couple x moved into a local authority one bedroom flat in Bevendean, East Brighton - 18 and 19 years old with a baby on the way. Complaints from neighbours about noise nuisance.

#### Introductory Tenancy Visit – April 2010

The Housing Officer carried out the introductory tenancy visit focusing on the landlord aspects and to address the issue of noise nuisance.

The main cause of noise was due to the uncarpeted floor so the Housing Officer assisted the couple to apply for funding to pay for carpeting.

Using the Enhanced Tenancy Check approach introduced as part of the Social Inclusion Pilot, the Housing Officer then used the visit to talk about work and learning with the couple and ascertained that neither of them had any qualifications; the father to be was dyslexic and unable to read/write very well and that they were both unemployed with no current plans to move into work. She discussed the importance of being able to read/write sufficiently in parenting and the ability to support the baby financially. The Housing Officer provided details of the local Work and Learning Hub at the Bridge Community Centre and suggested that they get in touch with them to help them with reading, writing, and progression into employment.

She also provided information about the Choice Based Letting's Working Families Local Lettings Plan which prioritises working households for bidding on family properties. In that area the last three 2- bedroom houses had gone to Band C families who were in employment.

#### Follow Up Visit – July 2010

When the Housing Officer followed up her visit, the baby had arrived. The application for funding had been successful and there was carpeting down in the flat - the noise complaints had stopped completely. The father had applied to Bookers and secured employment and had been to an Information, Advice and Guidance Session at the Bridge Centre. He is looking into college courses to improve his literacy. Mother and baby are linked in with Surestart, the Health Visitor and Childrens' Centre at Moulsecoomb. The couple are bidding on our Choice Based Letting System as a working household.



**Housing Management ASB Measures:**

- Early Intervention
- Support and Enforcement
- Case Management approach
- ASBHO supervision of Housing Officers on ASB cases
- New ASB Standards
- Monthly ASB reporting on all support and enforcement actions taken by Housing officers, Housing Management Advisors and Community Wardens
- Level/type of intervention
- Identifies key issues for each area at patch, batch and street level
- Reports to the Housing and Estates Forum
- Implemented new Victim and Witness Risk Assessment

**Changes to Estate Inspections:**

- Yearly dates on the website
- Devised new processes that cut out duplication
- Property Spreadsheets
- Improved Estate Inspection reports – tracking system for performance across service providers
- Mid-term inspections to check/chase progress
- Reports to the Housing and Estates Forum and TA/RA reps
- Results will be published on the website

**Housing & Estates Forum:**

- Developed in response to resident's request for improved communication
- Brings residents and service providers together to address housing and estates issues
- Promotes resident participation in design, delivery and performance management of housing and estate services
- Provides performance monitoring reports for the local area
- Identifies issues, hotspots, repairs profiling
- Holds service providers accountable
- Working together to improve the neighbourhood eg Jointly working to achieve accreditation for Cleaner, Greener, Safer Neighbourhoods Quality Mark Award

**Rate Your Estate:**

- Resident Assessors – developed the role and training programme and trained a cohort made up of tenants, residents and student volunteers from Brighton University
- Scoring system – score sheets, photo book, maps, traffic light system
- Consistent standards citywide

- Identifies problems/issues
- Visual comparator (traffic light system) to monitor performance
- Accountability
- Links to Estate Development Budget and Community Payback works

Resident Assessors delivered a presentation on the Rate Your Estate Initiative and Improved Estate Inspection Process to the City Assembly on November 20<sup>th</sup>. See appendix 5 for the presentation handout.

### How did we do

At a community level, the key impact for residents has been the improvement in communication, feedback and information; and the increased involvement in the design, delivery and monitoring of services.

In November 2010 we went back to the TA/RA representatives within the Pilot area and asked the following questions:

#### Questionnaire to TA/RA representatives and residents at the Housing & Estates Forum in Nov 2010. Overall responses:

**Do you think communication has improved? Yes/No**

- 1 - poor
- 2 - fair
- 3 - good
- 4 - **very good** "overcoming the black hole"
- 5 - excellent

**Are you more informed about housing issues in your local area?**

**Yes/No**

- 1 - poor
- 2 - fair
- 3 - good
- 4 - **very good** - definitely but need to ensure we get the Inspection Reports
- 5 - excellent

**Do you feel more involved in service delivery and performance?**

**Yes/No**

- 1 - poor
- 2 - fair
- 3 - good
- 4 - **very good** – Rate Your Estate, Estate Inspections and HEF but need to ensure working residents are fully included
- 5 - excellent

**Are there issues/areas you would like more information about?**

Yes/**No**

**Are there issues you are very concerned about which we haven't addressed?**

Yes/**No**

**Do you think ASB is reducing?**

**Yes** /No

- 1 - poor
- 2 - fair
- 3 - **good**
- 4 - very good
- 5 - excellent

**How would you rate your relationship with Housing Management services at Selsfield Drive?**

- 1 - poor
- 2 - fair
- 3 - good
- 4 - **very good**
- 5 - excellent

**Has this improved as a result of the Turning the Tide Pilot?**

**Yes** /No

Definitely – much more involved now and have better information.

**What else could we do to improve our relationship with tenants?**

Support to new TA/RA associations around EDB bids, resident engagement processes and procedures.

Rollout of Rate Your Estate in other areas

Have more meetings in the evenings

Housing staff have also been involved in the delivery of the majority of community interventions carried out during the Pilot.

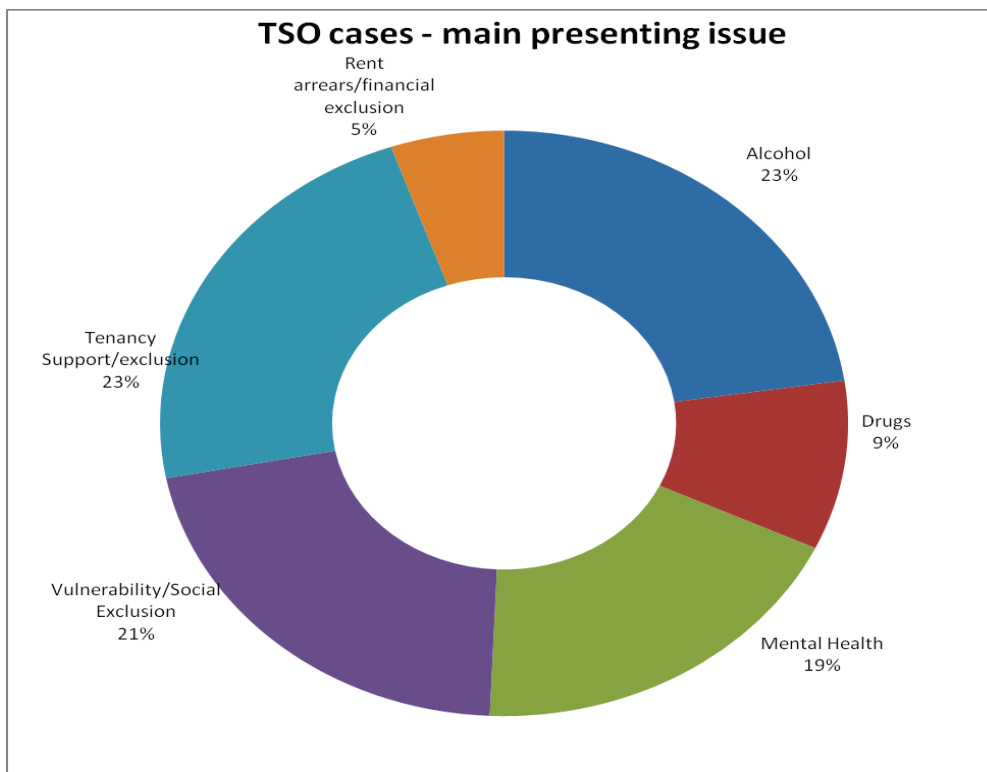
Some examples are:

- Co-ordinating the work of the Community Payback Team
- Helping to deliver the programme of Community Clear up days
- Leybourne Parade Project
- Bevendean Food Project
- Tools Library

## (ii) Enhanced Level- Tenancy Sustainment Team

Brighton and Hove has a particularly challenging demographic with nationally high figures for the number of residents who have alcohol, substance misuse and / or mental health issues. Moreover, as can be seen from Case Study 3 many tenants will have high support needs for a sustained period of time.

The impact of these issues on the tenant's ability to maintain their tenancy agreement and the resultant anti social behaviour and effect on the community is a key issue for Housing Management.



Most existing housing and specialist support teams within the city do not meet this need. They provide either a high level support for a short period (up to 6 weeks) or low level of support (between 1-2 hours of support a week) for a sustained period.

The *Turning the Tide* pilot examined this issue closely. In seeking to prevent tenancy failure amongst vulnerable tenants and to address the attendant anti social behaviour, the Pilot sought to develop new ways of working with tenants who have enduring high needs.

### **What We Did:**

In order to deliver the “Enhanced Level” of the Support Offer the Pilot identified the following key changes for the Tenancy Sustainment role:

- Clear definitions of service thresholds/responsibilities for the different teams eg Housing Officers, Tenancy Sustainment Officers and ASB Housing Officers
- Amended referral criteria and referral sources
- Implement early intervention/prevention mechanisms
- ASB focus for TSO referrals
- Implementing a balance of support and enforcement
- Brief Intervention ethos - Assess, Evaluate, Refer
- Fill the gaps eg enable support rather than provide support
- Lead Professional role in case management
- Improve access to other services
- Identify/overcome barriers/blockages
- Action planning/time limited interventions
- Consistency in approach/methodology
- Case management approach
- Increased reporting/recording/publicity
- Develop/agree key performance indicators for the service
- Prevention Fund

### **What’s been achieved:**

- Enabling the team to become pro-active rather than reactive through early identification and prevention eg going through weekly lettings list to identify potential referrals
- Referral sources/processes re-established
- Criteria for referrals clarified
- ASB Focus for TSO Cases and use of enforcement tools – TSO’s now use ABC’s in 10% of cases, and warnings in 80% of cases
- Clarified role of TSO in joint-working with ASB Housing Officers
- Improved joint working through creation of the Social Inclusion Team and Team Manager
- Introduction of a Brief/ Crisis Intervention Ethos for some cases
- Case management – both documentation and approach
- Action Planning – Assess, Evaluate and Refer
- Outcome focused and time limited
- Service is about enablement not dependency
- Improved referrals to other services

- Access to information via the CAF+/Pathfinder Team
- Raised the profile of work of team
- Reporting and KPI's
- Undertaking Cost benefit analysis (negative funding impact for other teams)
- Action Plan for TSO Team
- Service Development Model identified
- Prevention Fund implemented and linked to behaviour change

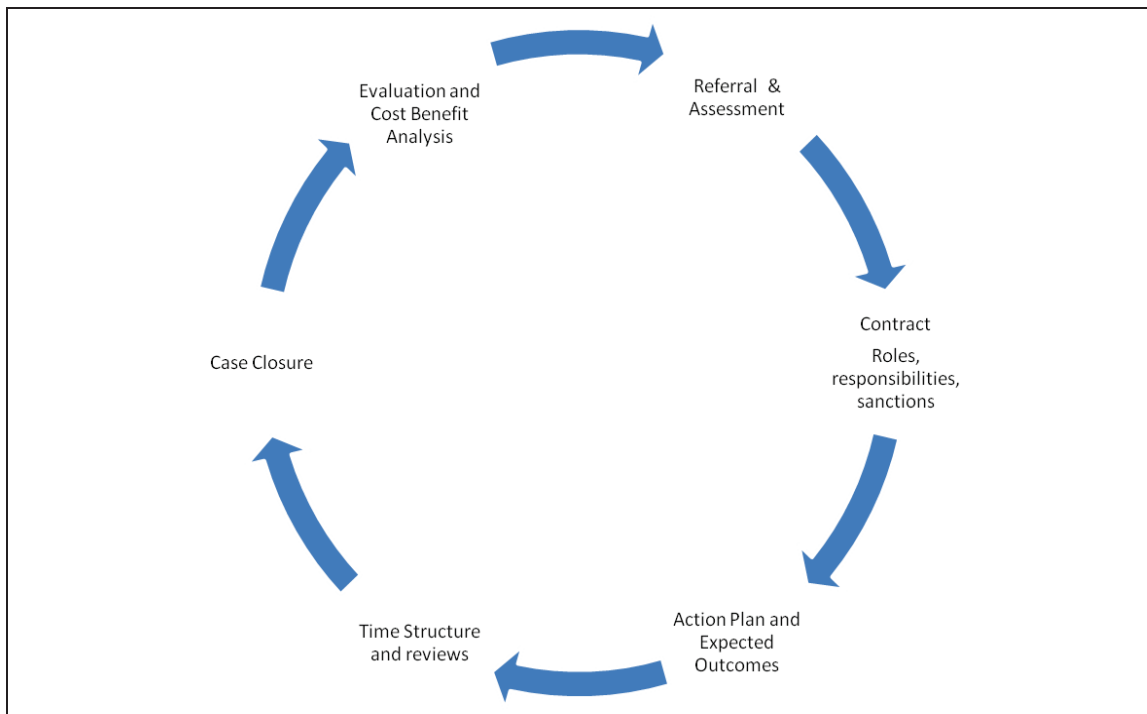
Tenancy Sustainment Officers were often left “holding” cases where other services were difficult to engage. Some cases had been live for several years and whilst the tenancy was being maintained, there was little evidence of behavioural change but often a definite culture of dependency on the TSO.

A key challenge has been to improve joint-working and referrals to other services and whilst there have been some notable successes, this still remains the biggest challenge for the team in being able to handover cases to the appropriate service and exit a case.

The service is currently being re-developed on the Family Pathfinder model of “Team around the Family” to ensure the appropriate services are engaged and that a robust assessment and action plan are put in place to meet all the needs of the household. It will identify when the TSO is best placed to be the “lead professional” in a case, responsible for co-ordinating multi-agency action; and will include a Contract with the client to ensure compliance.

As part of the Pilot all TSO's have undertaken the range of “Think Family” training and have good working relationships with the Family Pathfinder Team.

The other key aspect of service development is the case management approach outlined in the diagram below.



#### Proposed Tenancy Sustainment Support Model

The approach will enable all parties to be clear about the expected outcomes, individual roles and responsibilities, possible sanctions and impact of non-compliance, and gives an achievable timescale which will be regularly reviewed. It sends out a message at the beginning of the case that this is a time-limited intervention to enable sustainable behaviour change and is not about creating dependency or providing long-term support, and is working towards an exit strategy from the start.

The Action Plan will be tailored for the individual and reviewed regularly, supported by an agreed contract which can be used to monitor compliance and performance against goals.

Measuring the lasting impact of the intervention will be a key part of the evaluation process at case closure and will need to identify the social impact as well as the financial in line with the aims of the Intelligent Commissioning Model.

Capturing the longer term impact will involve customer tracking for a period of time (to be agreed) to see if the behaviour change is sustained. This will be looked at in the current Service review as part of the customer satisfaction and feedback process.

## Tenancy Sustainment Team Complex case/ multi agency working Case Study 2

### Summary:

This case relates primarily to “N”, a severe alcoholic in his fifties. But the effect of his alcoholism also draws in other people: S who he claims Carers’ Allowance for, (but is suspected of abusing), and L who is his drinking partner – as well as their community.

This study highlights the complexity of cases and aims to track the key role of the tenancy sustainment officer in co-ordinating the many agencies involved in finding a resolution to the range of issues. It also raises questions about the cost effectiveness and appropriateness of housing someone with this level of need in a general needs tenancy, given the involvement of 24 services/people in this case.

### Issues:

- Severe alcohol related nuisance both at the block where his home is located and also at a neighbouring block where he is a significant part of the most high profile and serious alcohol related ASB case in East Brighton.
- Suspected Domestic violence
- Poor condition of property

### Agencies or persons involved in this case:

1. A housing officer
2. A tenancy sustainment officer (TSO)
3. A surveyor
4. An alcohol outreach worker
5. A social worker
6. An occupational therapist
7. A housing manager
8. A housing association worker
9. An anti social behaviour housing officer (ASBHO)
10. A judge
11. A community alcohol team worker
12. A Homemove worker
13. A police officer
14. A member of the family
15. A Drugs Intelligence Unit worker
16. An Anti Victimisation Unit worker
17. A housing options worker.
18. A probation worker
19. Department of Work and Pensions
20. A rehabilitation assessment officer
21. A hospital social worker
22. A rest home worker
23. A repairs operative
24. Several housing management assistants



#### Timeline of events:

Feb 2010. After concerns raised by neighbours the housing officer and the tenancy sustainment officer (TSO) visit the property. The TSO agrees to be lead officer co-ordinating multi agency action. There is a concern around severe neglect in regard to N and S – it is ascertained that N has been spending the Carers' Allowance on alcohol. An alcohol outreach worker is contacted. There is also a serious issue around damp in the property. A surveyor is contacted.

March 2010. The surveyor confirms the property does need major works. N is found intoxicated with drinking partner, L. The outreach worker and the TSO discuss the possibility of hospital admission for N. Later in the month a joint visit with a social worker and an occupation therapist is arranged. S is given Band 3 mobility because she has some problems mobilising. N attends the relapse prevention group. The TSO outlines what constitutes domestic violence to N.

April 2010. A priority transfer application is made to the housing manager due to the major works needed on their property. Conversations continue about getting more occupational therapy help for S.

Concurrently the Anti Social behaviour Housing Officer (ASBHO), in co-ordination with the TSO, begins possession action against L in regard to nuisance caused by her drinking with N. There is a 2 day court hearing. A postponed possession order is granted against L.

May 2010. Priority transfer granted for N and S. There are discussions with Homemove about the bidding arrangements.

June 2010. N and S are offered a property and attend a viewing with a housing association worker and the TSO. They accept the property and arrangements are made for help with removals and applying for a community care grant. However, they miss the sign up due to N being intoxicated. The sign up is re-arranged but they again miss it due to N intoxication. The TSO arranges a visit with the alcohol outreach worker.

July 2010. N still unable to visit the property. The offer of a property is withdrawn. A vulnerable adult alert is carried out on S due to ongoing concerns about neglect. The alcohol outreach worker is contacted by the TSO to discuss housing options in view of N's inability to sign for general tenancy. S goes to stay with her daughter for a while. Rehabilitation options are considered for N.

24 July. The police are called out on due to welfare concerns. The issue of DV is again raised, but S denies this. N again admits to drinking to excess. S asks to stay with friends. N admits that he needs help. The TSO is informed.

August 2010. The TSO has ongoing discussions with housing options and the social worker – it is decided that N should go into sustained rehab. However, N continues to cause concern. His probation officer is informed that N is too ill to do community service (for previous nuisance). The TSO delivers a medical certificate to the DWP so N can continue to receive benefit. The TSO has conversations with the community alcohol team who agree N should be admitted to rehab.

The Anti Social Behaviour Housing Officer continues to work with L and reminds her of the PPO on her property. The TSO arranges a lift for N to go to an assessment for rehabilitation.

September 2010. N accepted for rehab. More work done by the TSO on claiming benefits. N admitted to hospital for detox. S admitted to hospital on mobility issues.

October 2010. Resolution for all 3 parties: N admitted to rehab. S admitted to rest homes while future housing options considered. L remains housed and there have been no recent complaints from neighbours. Housing management staff helped to make the arrangements for the removal of goods from N and S's home. The property is made safe by repairs and made available for re-let at the end of the tenancy.

Conclusion: Although other agencies highlighted important issues and provided services it was the TSO who pulled many of the 24 agencies together to bring matters to a resolution.

The role of the TSO was central in ensuring that N and S obtained suitable alternative accommodation. Without the TSO involvement N would not have been re-housed and the council would have pursued legal action against him. In light of the serious nature of the ASB this would have included application for possession.

The TSO provided essential practical support and behavioural support enabling him to complete the transition from a long term recidivist alcoholic to a person willing and able to accept rehab.

The TSO continued to work with his partner until the end of the tenancy in order to ensure that she was accommodated and linked in to appropriate services.

**Tenancy Sustainment Team****Case Study 3 ASB Focus**

Referral for victim of ASB/hate crime.

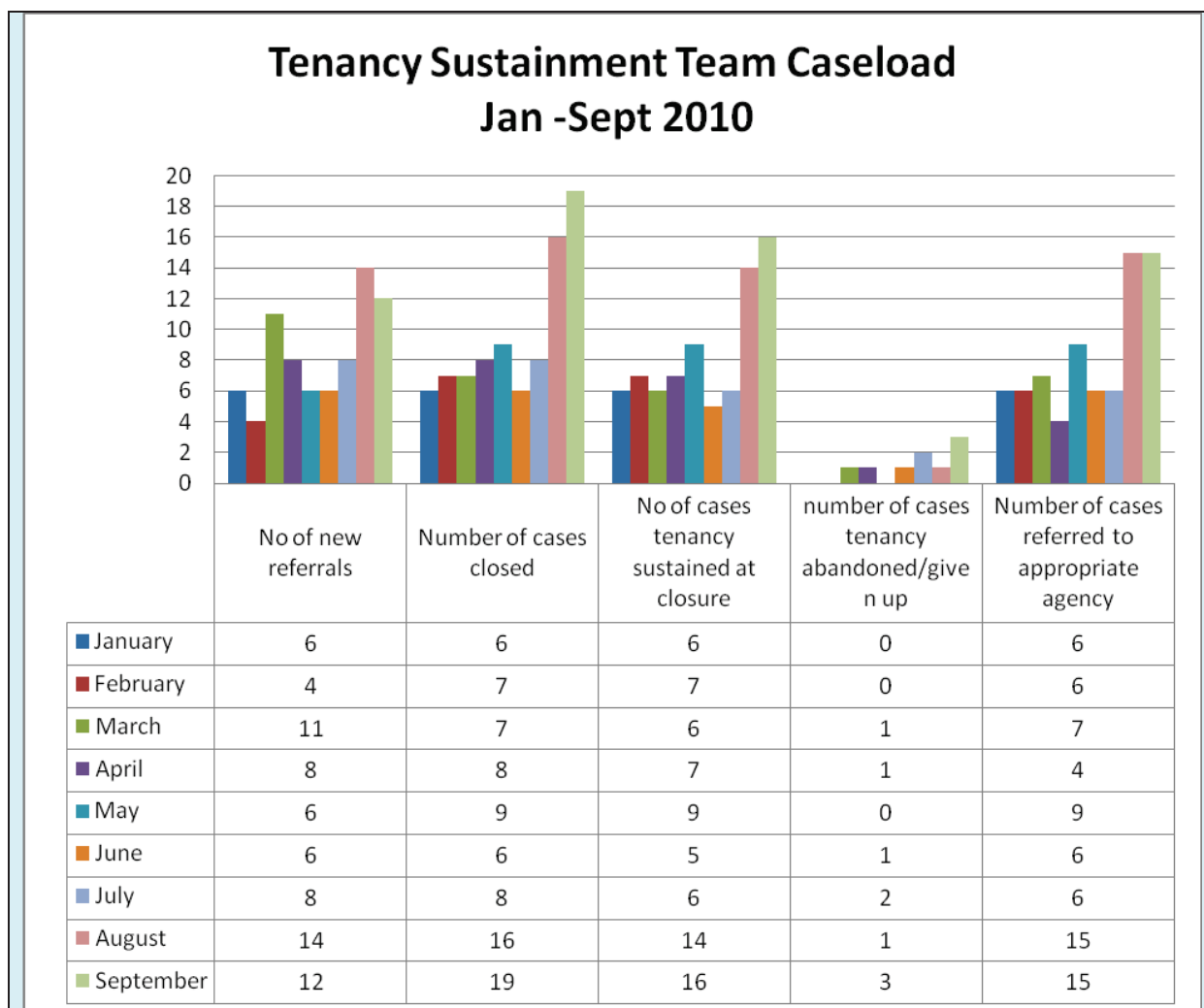
52 year old male with mental health and previous substance misuse issues.

Tenant X was struggling to maintain his tenancy as a result of being a victim of anti-social behaviour which was affecting his mental health. A two-pronged approach was taken by the Social Inclusion Team – the Anti-Social Behaviour Team took the lead on dealing with the asb and perpetrators, whilst the Tenancy Sustainment Team worked with the tenant to maintain his tenancy and provide support.

The Tenancy Sustainment Officer had the tenant re-assessed which led to him being transferred into Band A for bidding on Choice Based lettings. He was supported to bid successfully and move to a new area within the city and provided with a period of support to resettle appropriately.

Once he was maintaining his new tenancy, the Officer starting talking to him about work and learning opportunities. She provided him with information and arranged an appointment with the local Community Work and Learning Hub at the Whitehawk Inn. Tenant X has now completed an Introduction to Computers/IT Access Course and is currently enrolled on a CLAIT course at the centre, and is working with the Gateway Team on confidence building and pre-employment training. The TSO has also supported him to reconnect with his family after 18 years.

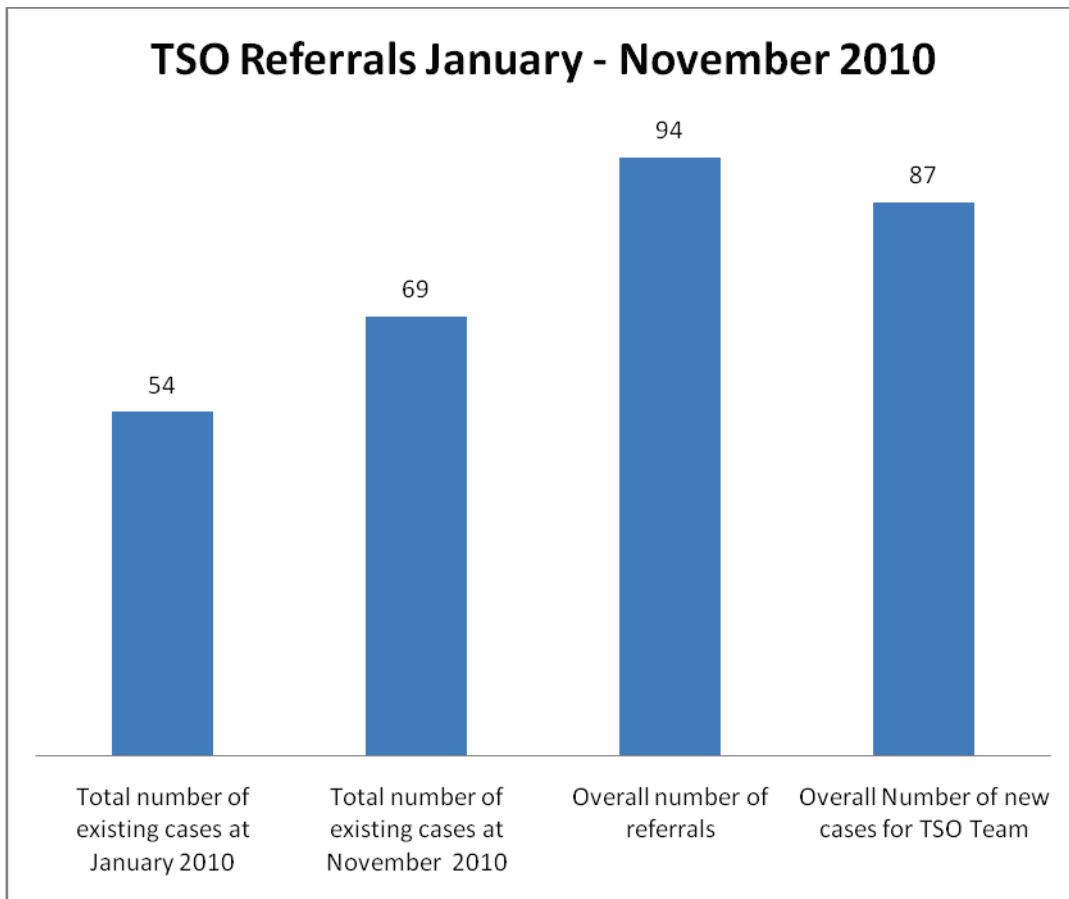
With his tenancy stable and his improved health and wellbeing, the Tenancy Sustainment Officer has successfully closed the case with Tenant X. Housing Officers will continue to check in with him through the Tenancy Check Process.



The graph demonstrates the performance of the team during the Pilot period. There is a marked increase in the number of cases referred to appropriate services, cases successfully closed and new referrals taken on.

The number of cases sustained at closure is 89%. There were concerns that the increased focus on asb and behaviour change would impact negatively on vulnerable tenants and lead to an increase in abandonments, tenancy breakdowns or eviction.

The overall percentage of tenancies abandoned or given up during the pilot period is 6% (it should be noted that some of these may have been positive moves to more suitable accommodation eg residential care or supported accommodation).



When reviewing the caseload at the start of the Pilot, 75% of cases had an asb element to the referral.

The capacity of the team is limited with only 3.5 FTE staffing providing a citywide service.

The current waiting time for referral to initial assessment is approximately 15 days for non-critical cases.

The enhanced Victim and Witness Risk Assessment procedures are already identifying additional ASB related cases that need support from this team, whilst the projected reductions in public sector services and impact of welfare reform will undoubtedly have an impact on the level of referrals to this team in the future.

The cost effectiveness of early intervention and prevention is well documented. This Team have moved from a reactive service brought in once an issue has escalated, to a pro-active service, working with a wide range of service providers to identify those vulnerable tenants at risk of or being involved in asb, or at risk of losing their tenancy and getting in with a support offer to prevent issues arising or escalating.

There is a business case to be made for increasing the capacity of this team and work is currently being undertaken to demonstrate the cost-benefit analysis of the service.

One crude measure of the financial impact of this team is a rough outline of the monetary cost of a non sustained tenancy:

The cost of eviction: <sup>0</sup>	£6, 872
The cost of a homelessness and re-housing assessment: <sup>1</sup>	£ 341
The cost of voiding and repairing the property: <sup>2</sup>	£1, 925
The cost of advertising and re-letting the property: <sup>3</sup>	£ 433
<b>Total cost of not sustaining a tenancy</b>	<b>£9, 571</b>

Notes:

0. Department of Education, Think Family guidance note 3, 2009
1. BHCC, Homelessness and Social Inclusion Team, 2010
2. BHCC, Housing Finance Team, (figures for Oct 2010, but they can vary from £1,800 to £2,000)
3. BHCC, number of lettings against estimated cost, Oct 2009 – Oct 2010.

There are a range of measures to consider that will improve the service but have resource implications:-

- Creating an additional Senior Tenancy Sustainment Officer post to provide case management to the team as well as carrying a live (but smaller) caseload
- Implementing a Duty TSO rota to ensure that one TSO is office-based daily eg every morning to deal with calls/enquiries for the whole team
- Establishing protocols with the Allocations Team and Supported Housing Providers to ensure rapid information-sharing about new tenants coming from the Integrated Support Pathway and other supported/sheltered accommodation, that are likely to need TSO support.  
This could be to provide the TSO Team with access to the proposed Client Record Management System for Homelessness services
- Involving Community Wardens in regular checks on vulnerable tenants once a case has been closed, as part of the process to maintain behaviour change.
- The continuation of the Prevention Fund to enable one-off interventions linked to behaviour change/tenancy sustainment
- That the TSO's manage the Transfer Incentive Scheme (TIS) for under-occupancy and provide a resettlement service to encourage take up of the scheme. This is in response to feedback from tenants (in particular those who are elderly or have mobility issues) who would consider moving if they were given physical/practical support/help to move.

### (iii) **Anti Social Behaviour Housing Officers (ASBHO's)**

The ASBHOs work on a patch basis across the city, often concentrated in areas that have high levels of social deprivation and crime and disorder. The team takes a robust and proactive approach to tackling anti-social behaviour, harassment, hate crime, bullying, domestic violence, youth offending, criminal behaviour and drug-dealing on a daily basis.

Although the work of the team focuses on council tenants and leaseholders, the robust and assertive approach to addressing anti-social behaviour and deprivation has a positive outcome for all residents within the city.

Housing Management staff and the Tenancy Sustainment Team carry out early/mid level interventions in an attempt to prevent the ASB escalating. When this intervention is not effective, or the seriousness of a case requires more specialist work, cases are referred to the Anti-Social Behaviour Housing Officers. With their specialist skills and knowledge the ASBHOs are able to manage these complex cases, providing a balanced approach of support and enforcement.

The team have a broad focus and in depth knowledge when it comes to tackling ASB, not only focusing on interventions that will change individual's behaviours, but tackling issues within families and communities.

The ASBHOs utilise the range of enforcement tools and powers available, working closely with key partners and the community to ensure a sustainable reduction in the levels of anti-social behaviour.

Significant success can be seen through of the use of a range of Tools and Powers to enforce behavioural change. Some examples are:

- Acceptable Behaviour Contracts (ABC's) for young people. These have been used to set 'boundaries' for young people who engage in anti social behaviour and frequently result in a reduction of anti-social behaviour. A case study was carried out on one young person who successfully completed an ABC. He had been involved in physical assaults, verbal threats, fire-setting, vandalism and stone-throwing. As a result of the ABC, his ASB reduced dramatically, his academic performance improved beyond expectations, positive relationships were built between the young person, the police and the community. A cost-benefit analysis examined the savings for the police where the cost of the offending was estimated at £7000 and the cost of the ABC at £400.
- Tenancy action measures have resulted in positive behavioural change and a reduction in anti-social behaviour. In one case an Injunction was obtained against six drug-dealers to keep them away from a vulnerable woman's property.
- Joint working with other agencies such as the police using premises closure measures and eviction procedures to tackle incidence of

properties being used for illegal purposes eg drug dealing. A Class A drugs closure order was obtained in another case and during the closure period tenancy action was taken against the tenant and the property repossessed.

The skill of the ASBHOs in forging relationships with the most disaffected young people, families and individuals in order to make sustainable changes in their behaviour; and their support to the victims and witnesses of ASB, has a huge impact on the lives of residents and their communities.

The Pilot focused on the following areas for the Team:

- Victim and Witness Support and Risk Assessment;
- Consistency in approach citywide
- ASB Case management of Housing Officers
- Creative use of enforcement tools eg Housing Closures for tenancy breaches eg noise nuisance; harassment charge against a leaseholder
- Developing the “Expert/Advisory” Role as a resource for Housing Management and other frontline services
- Reporting performance against HouseMark national benchmarking standards and key performance indicators
- Developing customer satisfaction feedback mechanisms
- Raising awareness and publicising the work of the Team

Please see section 2.3 below for the achievements and performance of this team during the Pilot.

### 2.3 Tackling Anti Social Behaviour

***“Taking a robust and assertive approach as a landlord to tackling anti-social behaviour ensuring that all relevant agencies and local residents are fully engaged in a high profile, co-ordinated and consistent citywide approach to deal with anti-social behaviour”.***

Consultation feedback showed that Anti Social behaviour is the most important issue for tenants and leaseholders after repairs/maintenance, and standard of home. In the last tenant survey (2008), one in five respondents had reported incidents of anti social behaviour.

The main causes of concern in neighbourhoods were noise nuisance, littering, flytipping, verbal harassment /threatening behaviour, graffiti; overgrown/unsightly gardens, perceived threat from groups of youths and related behaviour eg skateboarding on pavement//mini-bikes etc

These concerns are reflected in the latest Summary Report for the Community Safety Team in Sept 2010, but the results show a significant



improvement in public perception of how bad the issue is BN1 and BN2 postcodes over the last 12 months.

Early discussions with local residents and the TA/RA representatives in the Pilot area identified that:

- there was little awareness of the amount of work that Housing Staff took to address anti social behaviour (although the Community Safety Team had a high profile);
- lack of clarity about who dealt with what/who was responsible
- that actions and results were not communicated so it appeared the problem had gone away rather than been resolved satisfactorily after a course of action; or that nothing had been done
- there was a perception that the focus was on the perpetrator not the victims or witnesses
- that the council was weak on enforcement action and allowed situations to continue because of vulnerabilities eg mental health, alcohol/substance misuse
- that action was taken once the asb had already escalated
- lack of support for victims and witnesses
- a resident knowledge gap about tools and powers/legal processes and requirements which led to unrealistic expectations about outcomes and timescales for achieving results.

#### **What we did:**

The starting point was to develop and embed a culture change and renewed commitment for tackling anti social behaviour, using a balance of support and enforcement.

#### **Developed Key Messages:**

- The needs of the community outweigh the needs of the individual
- A council tenancy has responsibilities as well as rights
- Acts of nuisance, tenancy breach and anti-social behaviour will not be tolerated - they will be challenged and action taken
- Vulnerability is an underlying cause of ASB, not an excuse for it
- We will take swift enforcement and support action to tackle ASB
- We intend to actively change behaviour and aim to avoid eviction
- We will protect residents through prevention/early intervention work
- We will provide tailored support to victims and witnesses
- We will be accountable, show leadership and be committed to ending anti-social behaviour
- We will foster a culture of respect in Brighton and Hove and support the community to take an active role in tackling ASB
- Residents will be empowered, enabled and re-assured

- Our services will be appropriate, responsive, timely, and value for money
- We are committed to effective partnership working
- We will challenge under performance and publicise our progress against key performance indicators
- We will provide support to address behaviours that impact negatively on the individual, families and the community
- We will provide support to access services across a range of needs, both positive and negative
- Support will be individually tailored to address level of need
- We will actively pursue approaches that enable independence and which discourage dependency
- Everyone has the ability to change, learn, grow
- We will work to identify more suitable housing options when/if general needs tenancy is no longer appropriate

#### **Changed the way we worked:**

- Re-clarification of the roles, remits and team thresholds of housing management staff in relation to ASB
- Re-focus of specialist teams and introduction of key performance indicators and case management procedures
- Encouraged the use of tools and powers eg ABC's by Housing Officers, Community Wardens and Tenancy Sustainment Officers
- Introducing benchmarking processes using the HouseMark national standards
- Consistent case management approach across all housing offices
- ASB Case management of housing officers by ASB Housing Team
- Expertise/Advisory role of ASB Housing officers to housing management staff eg dissemination of good practise, case law, changes in practice etc
- Reporting on all ASB actions and interventions taken monthly by housing management staff
- Reporting back on localised ASB to tenants/residents through the Housing and Estates Forum and Local Action Teams
- Reducing the number of cases escalating to serious/high level ASB through earlier support and enforcement interventions
- Identifying trends of ASB within the pilot area and focusing resources to deal with the specific issues;
- Developing and implementing the Victim and Risk Witness Assessment process for Housing Management in compliance with the ASB Minimum Standards
- Providing a Victim and Witness support service through the ASB Housing Team

- Developing and implementing customer feedback and satisfaction surveys
- Publicising high profile cases within the local media;
- Housing attendance at all Community Safety Forums
- Joint-working protocols established with the Community Safety Partnership, Police, Environmental Health, Housing Options, Family Intervention Project, Family Pathfinder Project including simultaneous enforcement actions
- Set up the joint Police/Housing Liaison meetings
- Matchfunding a dedicated Family Intervention Project Worker linked into the Social Inclusion Team;
- Designing and delivering joint training with the Community Safety Team
- Setting up the resident ASB Focus Group and developing a task focused action plan;
- Identified a programme of ICT development work to make OHMS fit for purpose
- Designed and delivered an interim system to meet the increased information and performance gathering requirements during the pilot

### **Victim and Witness Support**

In July 2010 the capacity of the ASB Housing Team increased to include an additional post to provide Victim and Witness Support. This is a key aspect of service improvement and is already helping to improve the support provided to victims and witnesses of ASB.

This post is absolutely essential in ensuring the safety of victims and witnesses and taking individuals through the lengthy and often frightening process of providing crucial evidence which is often the deciding factor in court as to the case outcome, and enforcement action the authority and police can take.

### **Victim and Witness Standards**

During the time of the *Turning the Tide* pilot the Home Office issued an important new directive that provided improved standards of care for victims and witnesses of crime.

The Social Inclusion Team, in conjunction with Housing Management and the Community Safety Team, took the lead in developing and implementing the procedures.

The implementation of the Victim and Witness Risk Assessment procedures in October 2010 has already begun to show positive results in terms of good practise. Where victimisation has occurred a full investigation is completed within 1 working day and, where necessary, an action plan is implemented.

It enables the housing officers to identify potential issues early on and take necessary action before the situation escalates. It is a trigger for referrals to the Victim and Witness Support, ASB Housing Officers, Tenancy Sustainment Team and other agencies as appropriate.

The Housing Officer reports are structured and provide far more detail which has been useful in pushing interventions forward. In the first month, this process identified two cases of domestic violence and led to priority transfers being agreed based on the evidence contained in the report.

In the first month of implementing the Risk Assessment Process, 25 assessments of need had taken place in regard to victimisation within Housing offices. Many of these cases have also been reported to the police or the Partnership Community Safety Team and we have worked with those agencies to share information with them and help inform their role as the lead agency.

There have been seven new action plans where Housing Management has taken the lead in providing enhanced standards to reduce victimisation.

The Social Inclusion Team also headed up training for all front line staff to identify and assess the needs of all victims. The Anti Social Behaviour Team worked with the ICT Team to promote inter-agency information sharing using knowledge gained from assessments.

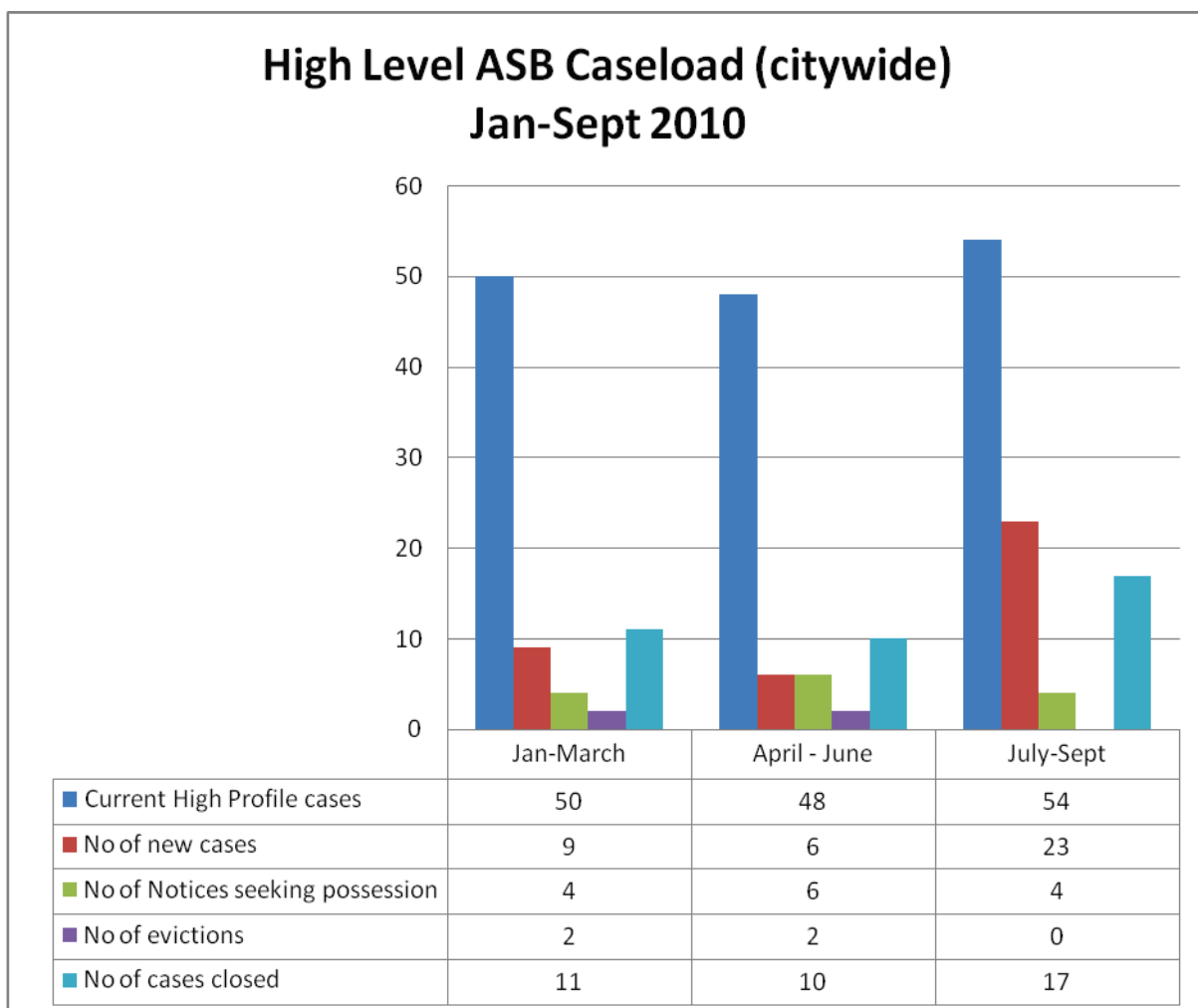
Training and monitoring is ongoing to maintain the enhanced standards and key performance indicators have been identified for this aspect of the service.

#### **Case Study 4 Victim Risk Assessment**

Tenant X has a learning disability. She fled her property with her son to avoid persistent harassment from her ex-partner who still lived nearby. Because the harassment was non-violent there appeared to be no 'overriding' need; it was decided not to award her a priority transfer.

However, using the assessment forms provided under the enhanced standards for victims, Tenant X's Tenancy Sustainment Officer was able to evidence that the persistent harassment she had been subjected to had caused a severe decline in her mental health and that her need to be protected and re-housed was indeed 'overriding'. She was successful re-housed in November 2010.

## ASB: Outcomes and Performance

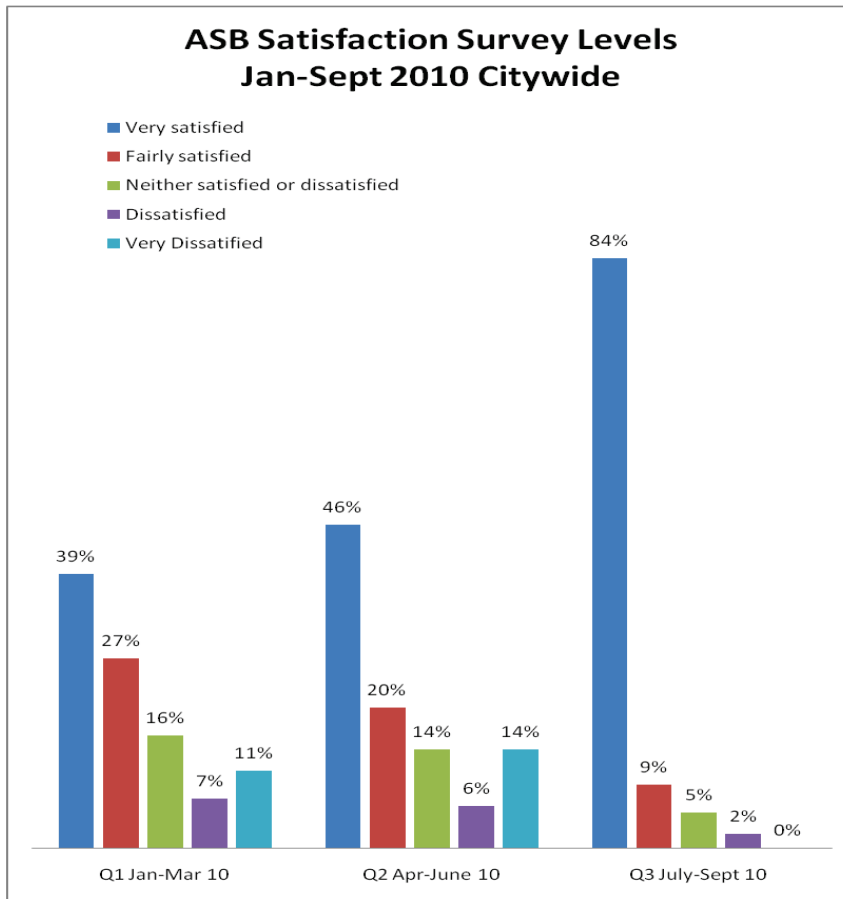


This graph outlines the performance and outcomes for high level anti social behaviour across the city during the pilot period.

Concerns had been expressed about a possible increase in the number of evictions as a result of the more robust approach to dealing with anti-social behaviour.

The percentage of cases resulting in eviction was 8% in Quarter 1, 12% in Quarter 2 and 0% in Quarter 3. The total number of evictions during the 9 month period is 4, compared to an annual figure of 12 in 2007/8 and 7 in 2009/10. If this trend continues into the last quarter, it will represent a 42% decrease in the number of evictions for the year.

As part of our improved risk assessment and case management approach, there is a higher emphasis on the support and re-housing aspect of any case that could lead to tenancy loss/eviction. This involves closer working with the Housing Options Team early in the process to formulate a re-housing plan and includes resettlement support from the ASB Housing Officers.



Embedding customer feedback surveys into service delivery was a key action in terms of gauging tenant and resident satisfaction with Housing's performance in dealing with anti social behaviour.

The chart above gives the results from customer satisfaction surveys carried out at case resolution for each quarter and relates to high level and serious ASB cases. Questions asked included:

- How satisfied are you with the way your complaint/case was handled?
- How satisfied are you with the outcome of the work of the service?
- How satisfied are you that your case officer was always helpful?
- How satisfied are you that you were kept informed about what was happening throughout the work of the service?
- How satisfied were you with the support you were given by your case officer?

The percentage of residents responding as "very satisfied" rose from 39% in Quarter 1 to 84% in Quarter 3. This compares favourably against the national average of 68%.

### **Anti Social Behaviour Housing Officer Case Study 5**

A property has been repossessed by the Council following County Court action by the ASB Housing Team.

The behaviour of the tenant and her visitors had a huge impact on the neighbours who experienced two years of noise and anti-social behaviour, loud music, drumming, shouting, screaming and fighting in and around the flat almost daily, often until midnight and beyond. This included a physical assault on a neighbour who asked them to turn the music down.

A neighbour said that the nuisance had affected every aspect of his life:-

*'I have been unable to sleep, I have suffered from stress and am depressed, I have had to give up a training course and I am now losing my job as a result of the all the time I have had to take off as a result of my neighbour's behaviour. I have had to take time off work to attend appointments with the police and the Council and to attend the Magistrate's Court as a witness for Environmental Services on several occasions. I wish something could be done to stop this as soon as possible. The stress of having to live like this every day has not only led to me losing my job but also continues to affect my physical and mental health.'*

Three Environmental Services prosecutions did not deter the tenant from continuing to cause a noise nuisance. She had her music equipment confiscated twice.

Reports of anti-social behaviour continued after a Notice of Seeking Possession was served by the ASB Housing Officer and the case was referred to the County Court for possession proceedings.

The tenant was offered a range of support options and work was ongoing during the course of the legal action to help her to find supported accommodation but she did not co-operate. There was no doubt that the tenant was vulnerable hence a multi-agency meeting was held and a co-ordinated action plan drawn up. However, the authority has a duty of care both to the tenant and to the neighbours.

Despite both the support and enforcement measures the tenant and her visitors continued to cause a nuisance to her neighbours, leaving the Council no option but to pursue eviction proceedings.

A full possession order was granted in March 2010.

## **Anti Social Behaviour Housing Officer**

### **Case Study 6**

19 year old female - Care Leaver. History of eviction from various temporary accommodation for nuisance. Had a support worker from the 16+ Team and the Partnership Community Safety Team.

Ms X was given an introductory tenancy in August 09. In the following months, neighbours reported to the police and council almost daily incidents of ASB consisting of:

- loud music at all hours of day and night going on well into the early hours of the morning
- drunken behaviour by the tenant and her many young visitors
- abusive verbal behaviour towards the neighbours
- shouting, screaming both in the property and in the street
- a physical attack by the tenant's dog on a seriously ill neighbour and dog nuisance by barking and defecating in the public way.

Initial tenancy action to resolve the anti-social behaviour was taken by the Housing Officer and Environmental Health but given the persistence and escalation in asb the case was referred to the Anti-Social Behaviour Housing Officer in mid October 09.

Led by the ASB Housing Officer, a partnership approach between Housing, Environmental Health, Partnership Community Safety Team, Sussex Police and the 16+ Team was implemented to address the ongoing issues with this tenant.

Although the tenant fully understood how her previous behaviour had affected other people and why she was regularly evicted, she continued the same behaviour during her introductory tenancy period, with no regard for the impact on her neighbours and the community.

The tenant did not want to engage and contact was extremely difficult. Despite this she was interviewed on 16/11/09 and given a severe warning with follow up letters, and she was offered additional support to help her to keep to her tenancy agreement. Two days later an ASBO warning letter was served on her.

Following further complaints of serious nuisance and the continued non co-operation from the tenant, a Termination of the Introductory Tenancy was served on her on 7/12/09. She was advised by the ASB Housing Officer to seek independent legal advice. The tenant did not request a review of the Notice, so the matter was listed for a court hearing for a Full Possession Order.

Throughout the process, the tenant was offered support and advice but refused to change her behaviour and said that the Council would have to re-house her whatever happened. Further serious ASB continued including an incident in which one of the tenant's visitors threw a brick at her neighbour.



The Housing Team referred the case to the citywide ASB planning meeting who approved an ASB premises closure order. This was the first time the tool had been used in this context by the authority and set a precedent for future tenancy action cases.

On 10.2.10 Brighton Magistrate's Court approved the application for a closure order and the premises were boarded up the same day.

On 12/3/10 at Brighton County Court the council was granted a Full Possession Order. The authority continued to work with the tenant around her housing and support needs.

The Anti Social Behaviour Housing Officers worked with residents and the community throughout the case, providing support and guidance to victims and witnesses who gave statements and evidence which played a key part in securing the court's decision. The follow up surveys carried out with local residents evidenced the level of distress and consequent relief experienced by the community, as well as demonstrating the satisfaction with the case management process, communication, support and outcome.

Key to achieving such an outcome in this timeframe was the joint working between partners, the robust case management and the timely use of simultaneous enforcement actions and tools.

Tenant x is in alternative accommodation and has started to address her behaviour issues. She is now engaging more with her support workers and has commenced a college course.

## **Anti Social Behaviour Housing Officers**

### **Case Study 7 - Harassment**

Mr X is the tenant of an absent leaseholder. The leaseholder is the tenant's brother and he lives in London.

This case was referred to the Anti-Social Behaviour Housing Officer (ASBHO) in February 2010.

#### **ASB:**

Abuse to Council staff, including transphobic abuse; abuse to residents including repeatedly calling the Tenants/resident Association Chair a murderer in public place; Mr X was also writing very frequent lengthy letters to council officers making allegations of conspiracy, theft and fraud and going into the Lavender Street office to voice the same opinions. Mr X was disrupting residents' meetings and repeating his allegations in front of councillors, officers and residents.

Mr X appeared to have mental health problems, but there was no diagnosis on file and no current engagement with mental health services.

Animal Welfare were also involved in a complaint about his dogs barking and an allegation that he threatened to set his dogs on a neighbour who complained about the barking.

The staff member specifically targeted by Mr X was caused particular personal distress and moved workplace as a result. The TRA Chair reported high levels of stress as a result of the harassment which had an impact on her mental health.

Mr X was interviewed by ASBHOs and given a verbal warning. He denied all responsibility and re-iterated the allegations made in his letters against others and confirmed that he intended to take legal action against the council and the police. A follow-up letter was sent to Mr X stating that the authority was working closely with the police and that the nuisance behaviour must cease. He was also informed that his landlord would be contacted and his behaviour could have consequences for his landlord's lease.

The ASBHOs wrote twice to the leaseholder warning him that forfeiture action could be taken against his lease if the nuisance continued.

The ASBHOs worked closely with the Right to Buy / Leasehold Team and Legal Services around the issue of the lease. Legal options discussed included forfeiture of the lease, Injunction against Mr X, Injunction against leaseholder to ensure compliance with the terms of the lease, Closure Order under the Anti-Social Behaviour Act 2003 and ASBO.

Due to Mr X's mental health issues there was a question about whether he had the capacity to be subject to legal action. ASBHOs made a referral to the Mental Health Team requesting an urgent mental health assessment.

The Right to Buy Team external solicitor advised that forfeiture action was not possible as the ASB was in the public areas rather than in the flat and the terms of the lease only refer to behaviour in the flat itself. This also ruled out Injunctive action against the landlord. The question of capacity made Injunctive and ASBO proceedings unlikely to succeed.

ASBHOs took witness statements from residents, and two members of staff also completed witness statements.

A further Home visit was carried out by the Social Inclusion Team Manager, council solicitor and police sergeant. Mr X was abusive and obstructive.

The ASBHOs met with police to discuss building a case on harassment. ASBHOs gave a police statement and provided documentation. The mental health team assessment concluded that Mr X did in fact have mental capacity.

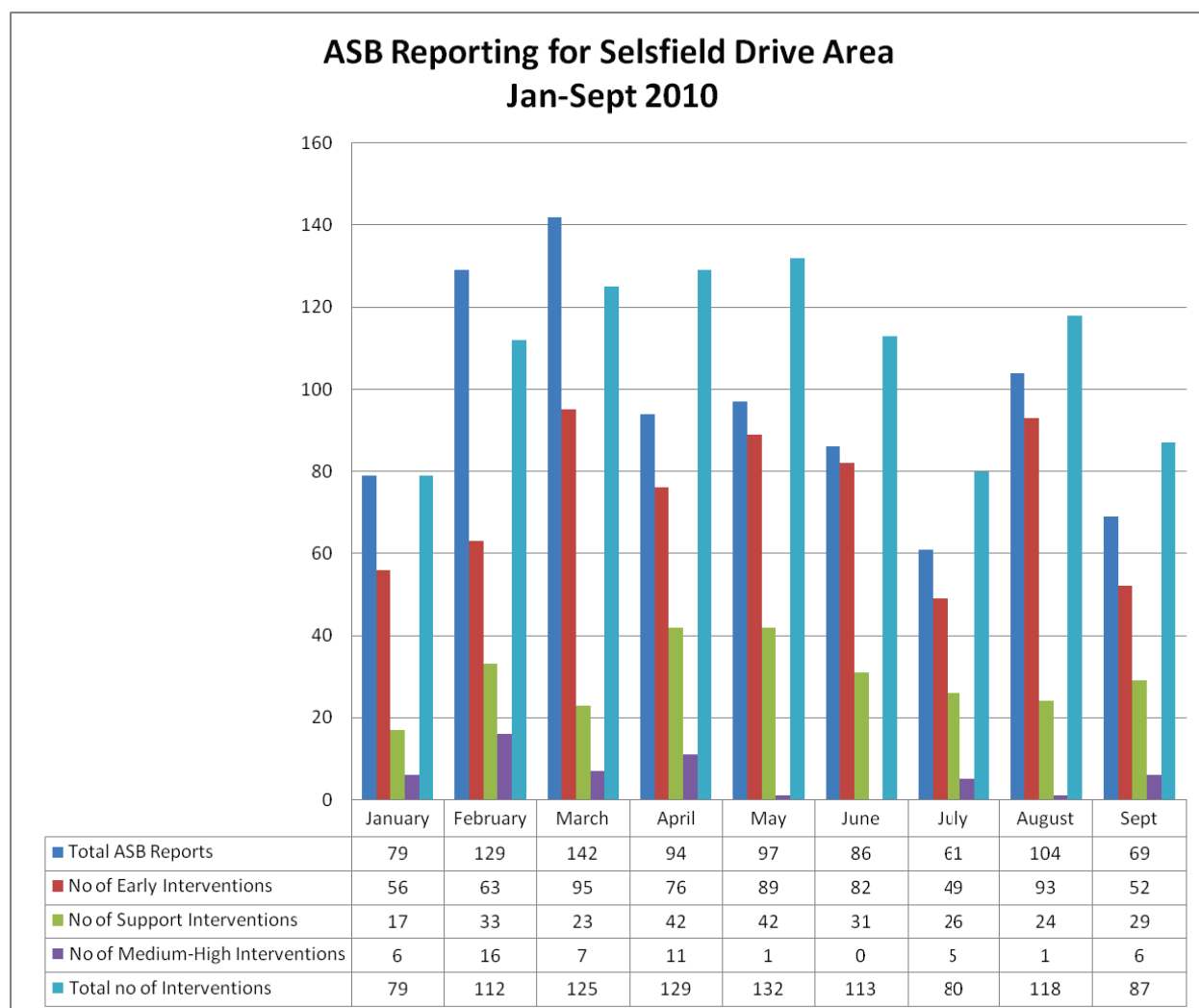
Mr X was arrested on harassment charges in May and bailed on condition that he does not contact the TRA Chair, or any staff within the Housing Offices and does not enter any Housing Offices in Brighton & Hove.

Mr X was due in Court on Monday 15<sup>th</sup> November 2010 for a three day criminal trial on charges of harassment. He was found guilty of hate crime and harassment, given a 2 year suspended sentence, banned from all housing offices, banned from going near the staff member or TRA representative and fined substantially. Any breach of these conditions will result in a custodial sentence.

Through close partnership working with the police and legal services, the authority was able to overcome the hurdles to taking legal action. The victims were given the protection that an Injunction would have provided but without the need for protracted legal proceedings. The TRA Chair reports feeling much happier, able to carry on with her activities as normal and hugely reduced stress levels.

The verbal abuse, letters and ASB incidents have stopped.

## Reporting on Anti Social Behaviour in the Pilot area



In addition to the citywide reporting carried out by ASB Housing Officers and Tenancy Sustainment Officers, the Pilot introduced monthly reporting of all support and enforcement actions carried out by Housing Officers, Community Wardens, Tenancy Sustainment Officers and Anti Social Behaviour Housing Officers in the Pilot area at Selsfield Drive.

The graph above shows the overall number of asb reports received in the area, and the type/level of interventions carried out. The number of cases being actioned is about 28% higher than the national average.

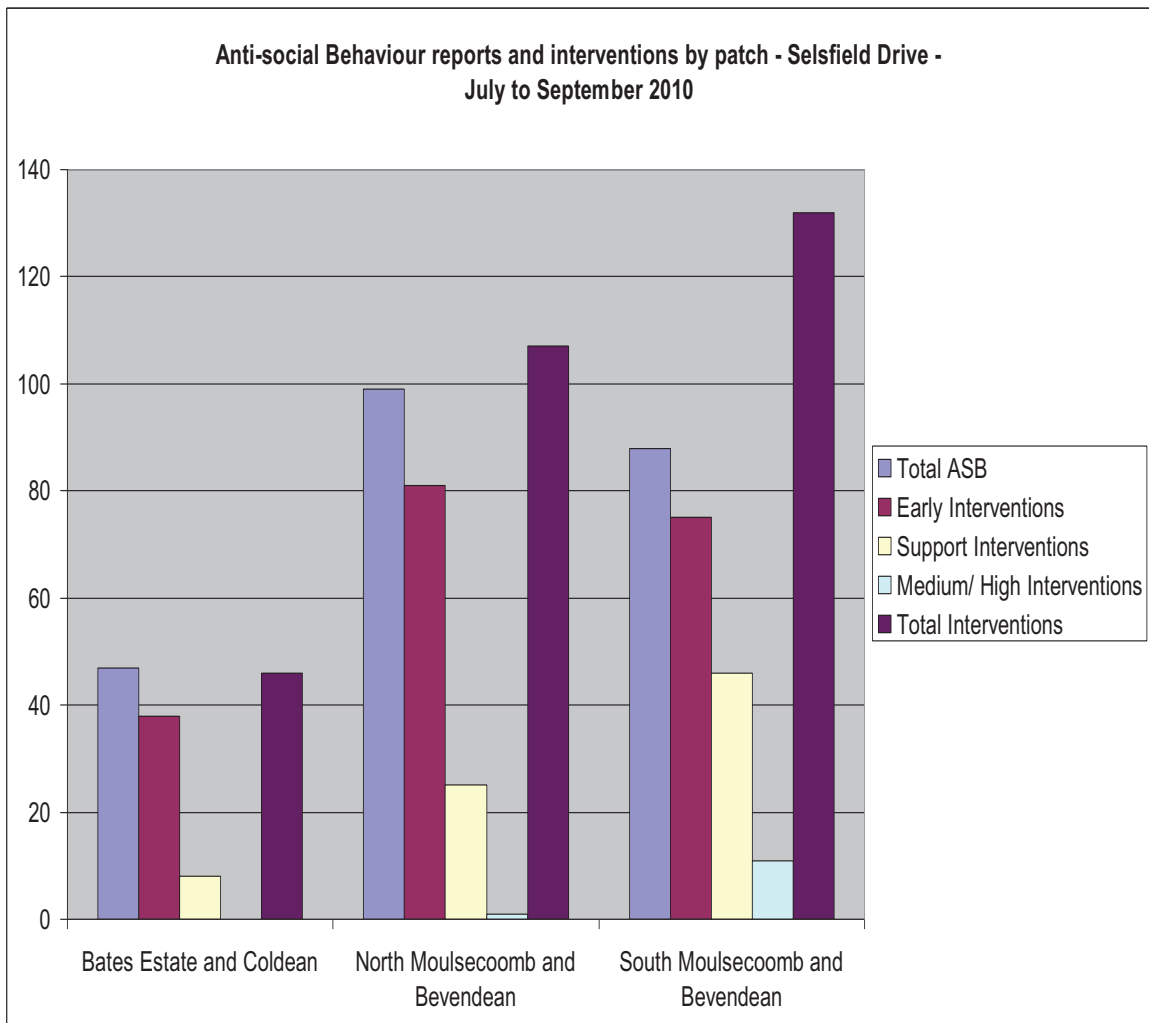
A key trend is the positive impact of early intervention in resolving the ASB rather than seeing an escalation requiring medium to high level interventions.

On average, 28% of cases involve support interventions alongside tenancy or asb enforcement actions.

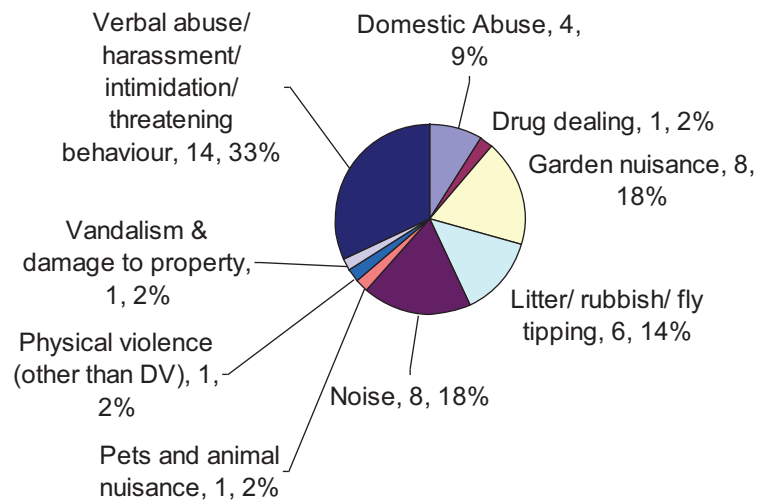
The level of detail being collated will enable us to participate in the HouseMark national benchmarking system for social landlords, seek to apply for accreditation, and provide cost and performance comparison with other authorities.

The information can be interpreted in a number of ways to inform tenants/residents about ASB in their area, and can be drilled down to house, street, batch or patch level.

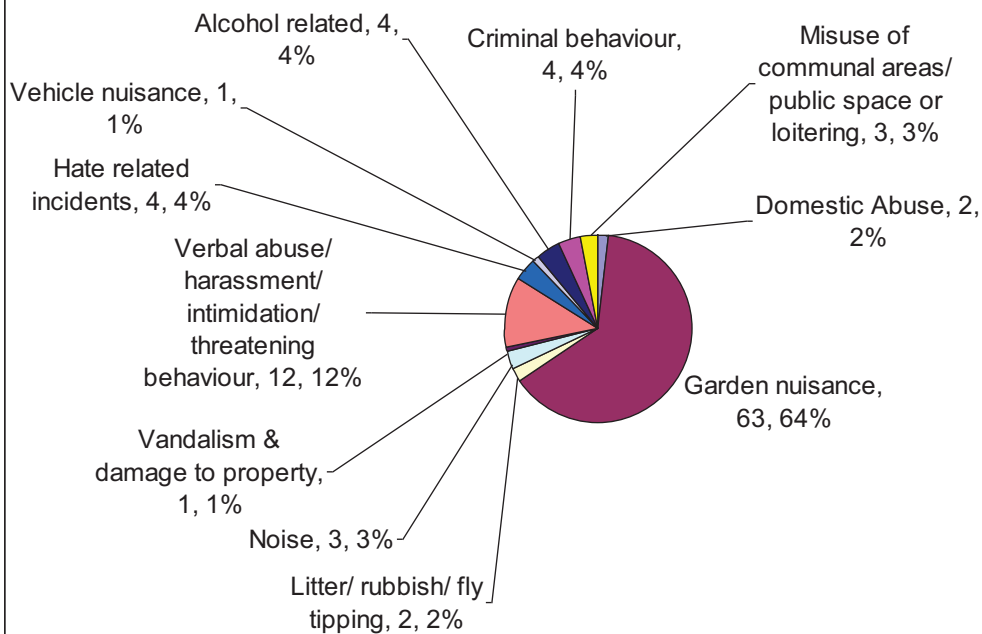
Following discussion with local residents, we provide a number of reports to the Housing & Estates Forum - see examples below for Q3 ASB by patch:

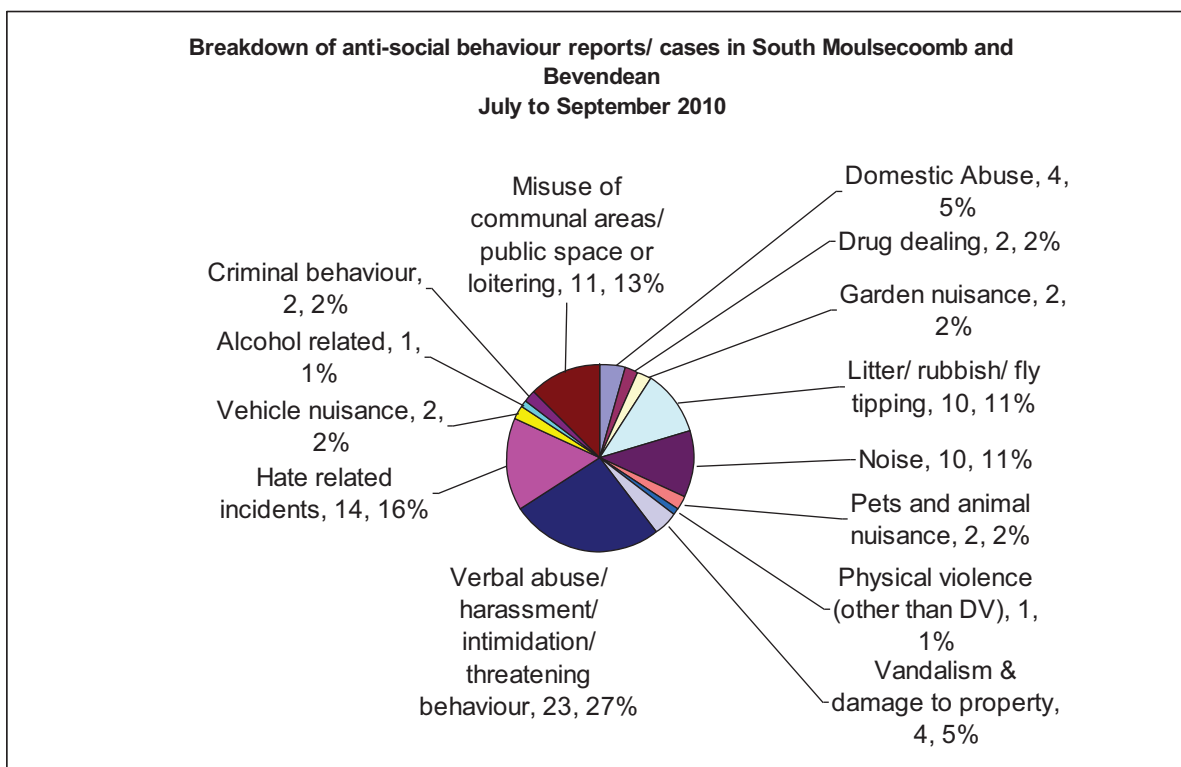


**Breakdown of anti-social behaviour reports/ cases in Bates Estate & Coldean  
July to September 2010**



**Breakdown of anti-social behaviour reports/ cases in North Moulsecoomb & Bevendean  
July to September 2010**





This has been used to identify hotspots or issues and has enabled TA/RA representatives to focus resources in order to tackle the problems. Examples include identifying works for the Community Payback Team and Environmental Improvement Team, suggestions for Estate Development Budget bids, Community Clear up events and clarified areas of responsibility for services and tenants/residents.

We are also linking in with the Local Action Team meetings – ASB Housing officers will be providing regular updates at these meetings and other community safety forums.

This level of reporting has raised the profile of the asb work carried out by the Housing Teams, and is helping to improve the residents' perception of how we manage ASB on our estates.

### **Family Intervention Worker**

As part of the improved co-working with the Family Intervention Project (FIP), a joint bid was submitted to matchfund a dedicated FIP Worker for Housing, and for the Social Inclusion Team Manager to provide in-kind support to the project.

This has greatly improved the level of shared knowledge around housing management/housing law and FIP practices; seen an increase in the number of housing cases being taken on; has significantly reduced the referral waiting time, and has achieved very positive outcomes in reducing anti social

behaviour. The chart below gives details of the caseload since the post started in April 2010:

<b>FIP Worker Caseload April –Oct 10</b>	<b>Housing Type</b>	<b>Brief Summary</b>
1	Council Housing	Helped mother and daughter move to a new area to escape DV. No more ASB complaints from address.
2	Sanctuary Housing	Initial referral - handed over to other FIP worker in Sep 10.
3	Originally TA and being evicted upon referral	Assisted family in moving to dispersed accommodation. No ASB complaints since move in May 10.
4	Originally TA and being evicted upon referral	Assisted family in moving to dispersed accommodation. No ASB complaints since April 10.
5	Affinity Sutton Housing	3 X Children with ADHD. 2 / 3 year long neighbourhood conflict. Race Hate Team involved.
6	Council Housing	10 year old child, on bail for criminal damage at ACE – Bavant Road. Previous DV, injunctions, Social services concerns. Risks now greatly reduced. Written agreement in place for father contact and behaviour of youngest child much improved at school and within the community.
7	Council Housing	<b>(Please see case study 5)</b> Persistent and high level asb reported. 15 year old on Child Protection Plan. Tenancy at risk. Support and enforcement to resolve initial asb issues and then additional victim support provided to family. Child Protection issues resolved and asb reduced.
8	Council Housing	<b>(Please see case study 6)</b> Persistent and high level asb. Social Services and Police involved – underage drinking; parenting issues; Tenancy at risk of eviction. ASB resolved; underage drinking addressed; parenting skills and support provided; alternative accommodation solutions sought for older children. Tenancy risk reduced; Restorative Justice intervention
9	Council Housing	Previous DV. Father currently in prison for robbery. MARAC involvement. Poor engagement from mother. NOSP to be served next week.



## **Housing/Family Intervention Project Case Study 9**

### **Council Tenancy**

This was a joint referral from the Housing Officer and Social Worker. Tenant X is disabled and lived at the property with her 15 year old daughter who was on a Child Protection Plan

ASB: Numerous reports of youths gathering outside of the address, underage drinking, shouting, swearing, substance misuse, racial harassment, assault, criminal damage and noise nuisance.

The Housing FIP Worker started work with this family in August 2010. Following the initial referral, a meeting was held with the tenant and her daughter, the FIP Key Worker, Housing Officer and Community Warden. Explanations and warnings were given about what would happen should the ASB continue and an action plan was drawn up including delivering diary sheets and making sure that local residents' concerns were listened to and addressed. The FIP worker and Housing Management staff continued to monitor the situation.

The family attempted to make the necessary changes to prevent people from coming to their flat and using their address. This led them to being targeted by those people and they became victims of ASB themselves but with the dual support of the FIP Worker and the Anti-Social Behaviour Housing Officer, the family have been supported through this process. They have been encouraged to report crimes and have continued to stand firm. The ASB Housing Officer is now assisting the family in looking to move to a more secure location away from the immediate vicinity.

In September 2010 there were 10 recorded complaints against this family, in October this had reduced to 1, and is currently nil for November. E-mails have been received from local residents which state they are happier with the improvements and consequent reduction in anti-social behaviour.

Other positive outcomes included helping the daughter access a training course at City College as she was NEET when FIP took the case, and Social Services have exited due to improvements in the home environment.

## **Housing/Family Intervention Project**

### **Case Study 10**

Council Tenant

ASB: Continuous and persistent ASB relating to the household averaging 6 complaints per month. 13 Complaints were received in one month at point of referral to FIP.

Tenancy action to address the ASB was being taken by ASB Housing Officer so tenancy was at risk.

Household Profile: Mother; 18 yr old son; 15 yr old son; 14 yr old son; 12 yr old daughter; 9 yr old son.

Referral by Police and Social Services for underage drinking issues (9 yr old).

Following a co-ordinated approach between the Family Intervention Worker, the Anti-Social Behaviour Housing Officer, Social Services and the Police the following outcomes have been achieved using a balance of support and enforcement:-

The mother has been assisted to attend courses such as Triple P, Self Esteem Group, Break 4 Change and been provided with one to one parenting support.

The 18 year old now lives in East Sussex; the 16 year old has been supported to access a 2 year residential building training scheme in West Sussex; the 14 year old (now 15) has been placed in foster care whilst the mother and two youngest children remain at the property. The daughter has been supported to return to school (her attendance had dropped to 10-20%) whilst the underage drinking issues have been addressed with the 9 year old and are no longer considered a cause for concern.

The 9 year old son participated in a Restorative Justice intervention with local residents - meeting the scheme manager and being made aware of the impact of his actions on those living at the residential scheme, to who he apologised. Residents sent a letter of thanks to the family for their efforts.

The risk of eviction has lowered dramatically and although Social Services will continue to be involved as one child is placed in foster care, there is an exit strategy in place for the FIP Worker and Anti-Social Behaviour Housing Worker. Monitoring will continue through the Housing Officer and Community Warden.

### **Anti Social Behaviour Focus Group.**

The newly formed Anti Social Behaviour Focus Group is made up of elected tenant/resident representatives from all areas of the city and chaired by the Cabinet Member for Housing. The group is in the process of developing a task focused Action Plan for resident involvement in Housing's response to addressing anti social behaviour, and will play a key role in monitoring performance; service development; raising awareness of asb tools and powers; developing and promoting the role of residents in tackling asb and working to create a cohort of ASB Community champions; and looking at the development of a Housing ASB section on the website.

## **2.4 Joint Working.**

***“To ensure a multi-agency approach in order to provide a co-ordinated response to tackling social exclusion, including overcoming barriers/blockages; joined-up working and co-location of services; and where necessary re-focusing existing forums/systems in order to prioritise shared aims and objectives for individuals and the community”***

Building and improving our partnership working was a key aspect of being able to work holistically with individuals, households and communities to tackle social exclusion and anti-social behaviour within the authority's housing stock and estates.

This involved working with cross sector partners and agencies to work together to improve access to services; identify shared aims and objectives; clarifying referral processes/ roles and remits; identifying/overcoming systemic barriers and blockages; joined up working; improved partnership working and information-sharing; development of joint initiatives and protocols; better use of resources to avoid duplication and maximise outcomes for residents; consistency in approach to tackling issues and defining service standards/areas of responsibility.

Areas of work fell into specific categories and included the following partners:-

### **Housing Management and Housing Strategy**

- Joint Pilot Team at Selsfield Drive
- Tenancy Management Services
- Estate Management Services – Clear up days, Quality Mark Accreditation, HEF, Estate Inspections
- TSA – development of “local offer” service pledges
- BHCC/Mears Partnership Development
- Overcrowding/Under-occupancy
- Choice Based Lettings/Homemove
- Lettings Team
- Allocations Team – Supported Housing
- Integrated Support Pathway
- Commissioning Team

- Housing Options
- Temporary Accommodation Team
- Income Management Team
- Housing ICT
- Policy and Performance Team
- Community Participation Team

### **Anti Social Behaviour**

#### Community Safety Team/Police

- Improved Joint Working Protocols eg team meetings, information sharing, joint caseworking
- ASB Training for frontline staff – co-design and delivery
- Sharing of Good Practice
- Staff Exchanges
- Housing attendance at all Community Safety/ASB Forums
- Jointly worked on developing a Risk Assessment Framework as part of meeting the Minimum standards for the Authority
- Housing Closure Orders
- Housing Closure Application Process
- Re-establishment of the Joint Police & Social Landlords meeting West area and Police Liaison meeting in the Central Area
- Publicising high profile cases in the media

#### Family Intervention Project

- 2 reps on the Steering Group
- Joint bid to Housing Challenge Fund
- Dedicated housing FIP worker to be jointly managed by Housing/FIP

#### Environmental Health

- Improved links with team/ team meetings, work shadowing, information sharing
  - Noise abatement protocol developed
  - Simultaneous actions taken to limit court applications and improve timescales for tenancy enforcement action
- Specific examples: Wiltshire House; Beal Crescent; Conway Court

### **Community:**

- Links with Communities Team
- Links with Community Development Workers
  - Trust for Developing Communities
  - Local Practitioners' Meeting (Moulsecoomb and Bevendean)
  - Community newsletter and survey
  - Local events eg St George's Day; Bridge Community Centre;
  - Local Action Teams in Bevendean, Moulsecoomb and Coldean
- Brighton University – Volunteering Project
- Lewes Road Consortium, TA/RA groups, Area Panel, HMCC, City Assembly

- Housing and Estates Forum – service delivery partners eg Estate services, Cityclean, Cityparks, Highways, Environmental Health, Mears, EDB
- “Green” Projects eg Access to Nature, Bevendean Food Project; Food Partnership; Rangers etc
- Community Clear up events – Clarity, Sussex Central YMCA, Mears
- Leybourne Parade Project
- Youth services and projects eg Safe and Sorted, 67 Centre, Bevendean Youth Group, Early Intervention Groups; IYSS
- Moulsecoomb Neighbourhood Trust

### **Health and Wellbeing:**

- Healthy Living Centre
- Health Trainers Team
- Information Prescriptions/Portal
- East Brighton Healthy Living Partnership
- Mental Health Services
- Substance Misuse and alcohol worker (East Brighton)
- CAD Team – Drug and alcohol audits
- Reducing Health Inequalities/Housing group
- Family Pathfinder Pilot – links, training, shared practice eg CAF+, Team around the family model, access to information databases for TSO officers
- Children’s Centres/Health Visitors
- Financial Inclusion
- Child Poverty
- Local Schools and PASS centre

### **Education, Employment and Training:**

- Mears Contract
  - EET Steering Group set up
  - Work and training opportunities
  - Apprenticeships
  - Social Enterprise development
  - Resident involvement
  - Super Centre in Moulsecoomb
- Local Labour Scheme Co-ordinator
- Bridge Community Centre – Outreach Work\*
- Family Learning Team/Adult Learning Outreach Team
- Whitehawk Inn, Hangleton & Knoll Project
- Economic Development Team
- Job Centre Plus
- BHCC Employment Initiatives Team
- Adult Advancement and Careers Service
- Re-development of Palace Place
- Adult Learning Group
- City Employment and Skills Steering Group
- Advice Services Steering Group

**\*Outreach services with the Bridge Community Centre.**

The Project Report for April to September is attached as **Appendix 6**

The Employment outcomes have been low as a result of the citywide and national recession. Whilst unemployment levels are not as high as some geographical areas, the high level of graduates in the city who are prepared to take employment below their educational attainment level, impacts negatively on Jobseekers with lower skills who are currently experiencing greater labour market disadvantage.

Please see three case studies below detailing approaches taken by the Bridge and achievements for the individuals.

## INFORMATION AND LEARNING CASE STUDY

### Background

Miss K has a mild learning difficulty which had always made learning difficult. In adulthood it had become a barrier to her returning to learning. Her home life had also

been difficult due to her suffering many years of domestic violence and emotional abuse. Her circumstances had affected her self confidence and self esteem which also made it difficult for her to engage with others. When Miss K came to the first time to the Bridge she had very little confidence in herself or her ability to gain new skills.

### Interventions

- Initial IAG the Gateway team
- Enrolled on to the UK online computer course
- Referred to volunteer coordinator signed on as in class voluntary support worker for UK online
- Enrolled on the improving literacy and numeracy courses
- Started up card making course here at the Bridge

### Outcome

Miss K is currently enrolled on the improve your literacy and numeracy courses with the view of moving on to the level 1 qualification course in both these subjects next September. She is also a student support volunteer in the UK Online course and attends the community knitting group. Miss K has recently started to run her own card making course here at the Bridge which is gaining new members every week she has also expressed an interest in expanding this group to include other craft activities.



### Quotes from the client

*“Before I came to the bridge I didn’t have much confidence and I didn’t like going new places or meeting new people but since I’ve been here I feel really good about myself and I’ve got lots of new friends. The staff are really helpful and they have encouraged me to try new things, now I work with Donna in the computer class helping other people learn which is really good I love it here”*



## INFORMATION AND LEARNING CASE STUDY

### Background

Mrs N first came to The Bridge after being made redundant. She had worked for the same company for the 27 yrs in a toyshop dealing with buying, selling and admin. Redundancy was a great shock to her. It had left her lacking confidence, feeling lost and down and had no idea how to move on or even think about other types of work.

### Interventions

- Mrs N had an induction to The Bridge with an Information and Learning Worker.
- She received a 1:1 session with the Careers Worker who helped her develop a CV for the first time and helped her think about her strengths , skills and interests
- Joined our volunteering programme to develop her confidence gain new experience in administration including data base input, customer service in our busy reception, understanding new processes and working within a larger team.
- Introduced to the idea of Learning Support work to match her strengths.

### Outcome

- The Bridge introduced Mrs N to Falmer School and obtained a voluntary training position as an Learning Support Assistant(LSA)
- Mrs N completed her training at Falmer School and gained a Level 2 LSA qualification
- She is now employed as an LSA at BACA and enjoys her role greatly.

### Quotes from the client

*“When I first came to the Bridge I really didn’t know what to do next all I did know was that I didn’t want to go back in to the retail business. Becoming a volunteer gave me time to explore other career paths and even though I had never thought about working with young people I’m really pleased I took the opportunity to try it and now I wouldn’t change a thing”*



## INFORMATION AND LEARNING CASE STUDY

### Background

Brief explanation of issues/difficulties - A young single mother came to see me. She is recovering from addiction. She has 2 small children and is under pressure to return to work. She was very distressed and nervous. During the meeting it emerged that she had some good qualifications that we could build on. It also became clear that she had literacy and numeracy problems that had prevented her from progressing and she found embarrassing.

### Interventions

What did Gateway do to support the client e.g. referrals, action planning, 1:1's, Learning support, BSA, courses etc -

Together we wrote an Action Plan and “A Step by Step” Map for her journey into work.

- 1) Basic skills assessment to find her level and then enrol her on a suitable course to improve her literacy and numeracy skills.
- 2) Supported to undertake course to build her confidence with computers, within class learning support.
- 3) Support to help her with C.V job search and training towards work.
- 4) Using coaching skills and Visual Learner methods to carry out a visual exercise to plot her course back to work .This approach proved very positive. Diagrams rather than lots of text.
- 5) 1 to1 sessions every 2 weeks to discuss her progress.

### Outcome

What did the client achieve

She came to her assessments and is enrolled on a course to address her literacy and numeracy problems.

She has enrolled on the IT course.1<sup>st</sup> Step Assessment 2nd Step.

She has committed herself to the Action Plan - She has taken action and this has been empowering and confidence building.

### Quotes from the client

*“Thank you so much now I can see a light at the end of the tunnel”. I thought there was no way back”.*



### 3 Recommendations

#### 3.1 Staffing

##### **Social Inclusion Team:**

- That the creation of a Social Inclusion Team continues as a service to deliver the Enhanced and Intensive levels of support, focusing on vulnerable tenants
- That the structure and capacity of the Social Inclusion Team is sufficient to meet the existing and future demands of the service (The current budget will cover 1 FTE SO1/2 post from April 2011 if the FIP worker post is funded additionally).
- That the dedicated full-time FIP worker post is fully funded by Housing to work specifically with residents housed by the local authority (this includes temporary accommodation).

#### 3.2 Project Management:

The Project Team responsibilities going forward:

- Draft the final version of the Social Exclusion Strategy and carrying out the Consultation process and Equalities Impact Assessment
- Oversee and deliver the rollout of the Turning the Tide programme citywide
- To work to identify funding streams for community interventions outside of Housing Revenue Account Funding eligibility eg the Bridge Community Outreach contract; Male Role Model co-ordinator etc
- To lead on the Education, Employment, Training and Social Enterprise development and provide strategic links to the City Employment and Skills Steering Group; Adult Learning Group; Advice Services Partnership and Community Resources including Palace Place
- Ensuring links to other key housing initiatives such as the Customer Access Review; Local Offers; Housing Options Plus.
- Continuing to improve access/overcome blockages to other services
- Identify and set up the Strategic Steering Group and Operational Group for delivering the *Turning the Tide Strategy*

#### 3.3 Community Interventions:

- A larger prevention fund for tenancy sustainment/housing management
- Additional Funding to cover the costs of delivering Rate Your Estate and the Housing and Estates Forum citywide

- Training Budget for the rollout process (HM main budget)
- A marketing/publicity budget for development of ASB leaflets/reporting cards/newsletters/website development

### **3.4 Housing Management Services:**

#### **Housing Management Advisor Role**

The current Systems Thinking and Business Process work being carried out across Housing Management services will look at the Housing Management Advisor Role.

### **3.5 Implementing the New Approaches**

#### **Change Management**

From the commencement of the pilot the key staff teams were involved in the process of systemic change within housing management services including ongoing review and evaluation. This gave staff the buy-in to service improvement and demonstrated a real “can-do” and creative attitude throughout the team.

This was done through:

- Overview of the bigger picture and where this work fits
- One to one discussions with individual staff members
- Series of Individual Team sessions/Awaydays in Nov/Dec 2009
- Overall Team Awayday in December 2009 to finalise and launch the new procedures/working methods
- Action Planning and Review sessions
- Development of Team Plans
- Continuous service development (including other delivery partners)
- Monthly Team Meetings
- Quarterly Full Team meetings
- Individual supervisions
- Informal feedback processes
- Regular evaluation/review meetings
- Case Studies
- Series of Individual Team Sessions at the end of the Pilot Sept/Oct 2010
- Overall Team Evaluation Session in October 2010

Involving and supporting staff in the change management process is absolutely essential to the success of a citywide rollout and careful consideration needs to be given as to the best methods and cost implications for achieving this.

The Selsfield Drive housing management staff are happy to be “champions” and work with other teams to support the implementation of the new working methods and procedures.

Staff training needs and knowledge gaps need to be identified and addressed.

Rollout needs to be phased as a “one size fits all” approach will not work given the neighbourhood differences across the 5 housing office areas.

### **3.6 Performance and Reporting:**

#### Creation of New Performance Framework

The performance reporting requirements within Housing Management, KPI's and structures will need to be reviewed in light of the changes to regulatory frameworks, the increased performance reporting, and changes to corporate reporting processes as a result of implementing the Intelligent Commissioning Model.

The range of service improvements introduced throughout the Pilot have significantly increased the amount of information collection, recording, collation and reporting.

The table below highlights the keys areas, frequency and staff responsible:-

<b>Name of Report</b>	<b>Completed By</b>	<b>Frequency</b>	<b>System Based</b>	<b>Collated monthly for performance reporting</b>
<b>ASB Support &amp; Enforcement Spreadsheets</b>	<b>HO's CW's ASBHO's TSO's</b>	<b>Monthly</b>	<b>Excel</b>	<b>Pilot Project Team for HEF and TA/RA reps</b>
<b>ASB Case Management Forms</b>	<b>ASBHO's HO's</b>	<b>Case by case basis</b>	<b>Word</b>	
<b>ASB KPI's for HouseMark</b>		<b>Monthly</b>	<b>Excel</b>	<b>SIT team Manager</b>
<b>Estate Inspection reports and monthly spreadsheets</b>	<b>HO's CW's HMA's</b>	<b>Monthly</b>	<b>Excel/Ohms</b>	<b>Pilot Project Team for HEF and TA/RA reps</b>
<b>Property Sheets</b>	<b>HO's CW's HMA's</b>	<b>Monthly</b>	<b>Excel/Ohms</b>	

<b>Rate Your Estate Resident Assessor Scores</b>	<b>Pilot Project Team</b>	<b>As occur/ Monthly</b>	<b>Excel</b>	<b>Pilot Project Team for HEF and TA/RA reps</b>
<b>Victim and Witness Assessment Process</b>	<b>HO's ASBHO's TSO's</b>	<b>As occur/ Monthly</b>	<b>Excel whilst OHMS element being developed being</b>	<b>SIT Manager/ Housing Management</b>
<b>Social Inclusion Team Key Performance Indicators</b>	<b>Team Managers</b>		<b>Word</b>	<b>Collated onto Interplan monthly by Project Team</b>
<b>Turning the Tide Action Plan Update and Exceptions Reports</b>	<b>Project Team</b>		<b>Interplan</b>	<b>Twice monthly</b>

There are **3 key issues** that need resolving before the rollout of any of the TTT initiatives to other housing offices:-

**A) OHMS – Making the System Fit for Purpose.**

In the set up stage of the Pilot a number of shortfalls were identified with the existing OHMS system and initial agreements made with Housing ICT to develop the elements that were required. The timescale for improvements did not correspond with the delivery timescale for the Pilot so it was agreed to design and operate an interim system on word/excel to capture the data OHMS was unable to until the OHMS upgrade was complete, and that staff would continue to use OHMS as well.

As the Pilot progressed the initial scope of the upgrade changed so a Business Case was produced and submitted to the corporate ICT Board for agreement which was given in June 2010.

Slippage in the delivery timescale and a further piece of work to incorporate the new Victim and Witness Risk Assessment Process has meant that as at November 2010 the OHMS upgrade is not yet complete.

Until the new elements are available on OHMS we need to continue to use the Excel and word based systems as well – but this is not feasible or practicable on a citywide basis and could result in delays to rollout.

However, work is underway to try and ensure that the upgrade is complete and staff trained accordingly in time for rollout from April 2011 onwards.

## **B) Staff Resources**

Throughout the Pilot performance reporting has been an issue given the different frameworks, systems and formats within Housing Strategy and Housing Management; and having to run two systems simultaneously.

As the table shows the majority of collating and performance reporting is being carried out by the Social Inclusion Pilot Project Team who are not a permanent function within Housing Management services.

Citywide rollout will increase the current workload substantially, as will duplicating the Housing and Estate Forums and Rate Your Estate initiative in all 5 areas. The current use of staffing resources means that housing offices do not have the capacity to take this level of work on, although when OHMS has been upgraded, producing the performance reports should be a much easier process once the parameters have been developed.

A sustainable solution needs to be identified within Housing Management for this area of work going forward. The current systems thinking work being carried out throughout Housing Management may help to identify the solution.

Consideration should also be given to the Policy and Performance Team's role in relation to this aspect of work.

## **C) Processes, Policies and Procedures**

The short timescale of the pilot presented challenges in fully testing the systems and processes, and creating/embedding the policies and procedures that sit behind them.

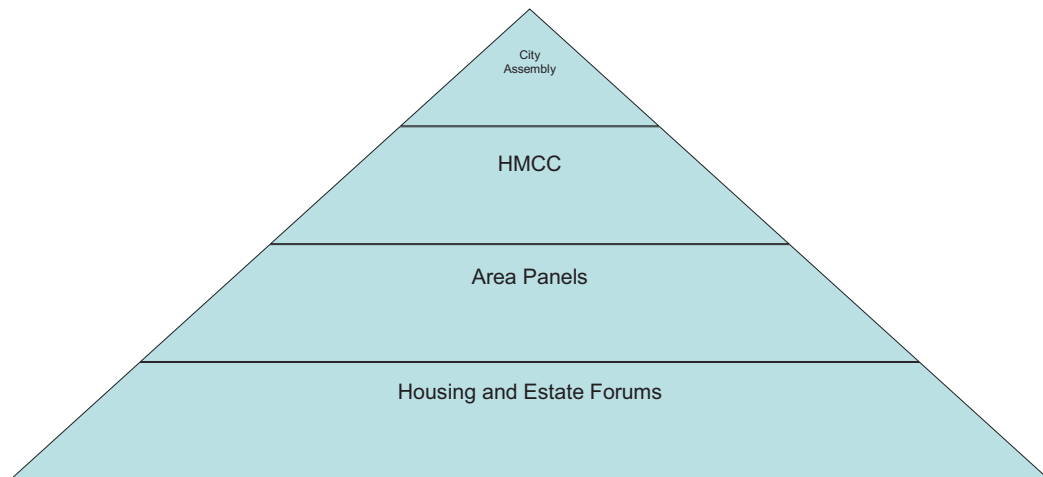
Some areas are still "works in progress" specifically the Rate Your Estate, Resident Assessor Programme and Estate Inspections.

Action plans are in place for all key areas and work needs to be completed fully before rollout can commence from April 2011 onwards.

### **3.7 Resident Involvement Structures**

The Housing and Estates Forum provides a platform for resident involvement in the design, delivery and monitoring of services at a local level. If this model is expanded to other areas it needs to be formalised into the the Resident Involvement Structure within Housing Services.

This structure could be:



The Forum brings a range of service providers across delivery units together with residents so could be used as a mechanism for establishing performance against a range of outcomes at a neighbourhood level in the future.

### **3.8 Other ICT Issues**

- Housing management staff would also like to investigate the use of Hand Held Technology for Estate Inspections and Tenancy Visits to avoid duplication of work; and for the Tenancy Sustainment Officers and ASB Officers to enable them to work more efficiently with clients eg recording case meetings/file notes electronically at the time rather than taking written notes which then need to be transferred on to the system.
- Remote access to shared drives
- TSO Access to the proposed Client Record Management System in homeless services
- Information-sharing protocols with other teams and services