

Subject:	Social Inclusion Pilot – Interim Report		
Date of Meeting:	29.3.10		
Report of:	Director of Housing, Culture & Enterprise		
Contact Officer:	Name:	Emma Gilbert	Tel: 291704
	E-mail:	emma.gilbert@brighton-hove.gov.uk	
Key Decision:	No		
Wards Affected:	All		

FOR GENERAL RELEASE

1. SUMMARY AND POLICY CONTEXT:

- 1.1 The draft Social Exclusion Strategy – “*Turning the Tide*” outlines the aims and objectives to address anti-social behaviour, intergenerational social exclusion and quality of life experience for residents in social housing living in areas of multiple deprivation in Brighton and Hove. To do this the strategy adopts a robust parallel approach of support and enforcement in order to “turn the tide” by addressing behaviours that impact negatively on individuals, families and the community. (see **Appendix 1** for more detailed brief)
- 1.2 The Strategy is a work in progress, currently at the second draft stage. Comments/feedback from key stakeholders, partners and council tenants will be sought before presenting a final draft to Cabinet for approval/agreement later this financial year.
- 1.3 The Strategy has been developed in response to the findings of the *Reducing Inequalities Review (OCSI and Educe 2007)* carried out in Brighton and Hove, as well as addressing national and local priorities focusing on social exclusion, housing, welfare reform, anti-social behaviour, and employment & skills.
- 1.4 The draft Social Exclusion Strategy shares the guiding principles of the Housing Strategy, Homelessness and Single Homeless Strategies and builds on the cross-cutting themes and integrated approaches Housing have taken along with our partners to address the complex and wide ranging needs of some of the city’s most socially excluded residents. This holistic approach is reflected in the key objectives and underlying priorities identified to deliver the aims of the draft Social Exclusion Strategy and places council housing at the centre of a strategic approach to reducing inequality and promoting community well-being.

2. RECOMMENDATIONS:

- 2.1 To note the progress/achievements in Quarter One of the Social Inclusion Pilot

3. RELEVANT BACKGROUND INFORMATION/CHRONOLOGY OF KEY EVENTS:

3.1 Main Aims of the Pilot

3.1.1. *Turning the Tide* outlines the 6 key objectives and the underlying priorities identified to deliver the strategic aims of the draft Social Exclusion Strategy. The work outlined within the strategy is not designed to be a short-term measure - when trying to address issues that include anti-social behaviour, entrenched poverty, low aspirations, intergenerational worklessness, the mental and physical health of communities, substance misuse, parenting skills and familial relationships, strategy needs to take a long term view.

3.1.2 The Pilot proposes 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.

3.2 Rationale

3.2.1 The rationale for focusing the strategy on residents living in council housing stock is based on the findings of the *Reducing Inequalities Review* which identified that there is a significant number of people in the city with multiple needs living in social housing – with at least two thirds of households experiencing two or more of the following dimensions of inequality: income, benefits dependency, health, crime and the environment.

The Review, census data and tenant surveys all confirm that the levels and concentration of social exclusion, multiple deprivation and attendant anti-social behaviour within Brighton and Hove are higher within the areas of social housing, particularly within the authority's own stock.

3.3 Scope

3.3.1 Given the concentration of multiple deprivation and inequality within the authority's own housing stock in areas of deprivation, it was agreed to pilot the approaches identified in the strategy with council tenants living in Moulsecoomb, Bevendean, Coldean, Bates Estate and Saunders Park. Following the evaluation of the pilot the longer term aim will be to adopt this model on a city-wide basis.

3.3.2 The pilot commenced in late October 2009 and is due to last for a period of 9 months - completing in July 2010. Performance will be measured in order to demonstrate the effectiveness and impact of the interventions with a full evaluation being completed by September 2010.

3.4 Governance

3.4.1 The joint ownership of this strategy across Housing Management and Housing Strategy demonstrates the commitment to build upon the directorate's successes, to maximise resources and areas of expertise, and to work robustly together with partner agencies to tackle inequality, social exclusion and anti-social behaviour within our council housing stock

and communities of multiple deprivation, providing sustainable action and effect into the future.

- 3.4.2 The strategic governance of the Pilot is led by the Turning the Tide Management Group, with management of the Pilot being led by Housing Strategy. The operational services are jointly delivered through Housing Needs and Social Inclusion and Housing Management. The Pilot Structure and related services can be seen in **Diagram B (Appendix One)**.

3.5 Model for Delivery

- 3.5.1 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)** outlines the Support offer.

- 3.5.2 The initial or universal level of support is offered by the Housing Management Teams - 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, it is not practicable for them to carry out in-depth "support" or to change their remit in terms of tenancy management. Housing Officers, Housing Management Advisers and Community Wardens will provide the initial alert/referral for a higher level of support through an enhanced tenancy check process and risk factor indicator list.

- 3.5.3 The Enhanced and Intensive levels of support and enforcement will be delivered by the *Social Inclusion Team*, created by bringing together the Anti Social Behaviour Housing Officers and the Tenancy Sustainment Team. Both these teams operate on a citywide basis so the impact of this measure is wider than the pilot area - all of the authority's tenants will benefit from the re-focused approach to addressing anti social behaviour and tenancy sustainment. This measure will provide a consistent citywide approach in all housing offices, 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.

This team is managed by Housing Needs and Social Inclusion in their role as the housing support arm of the directorate.

3.6 Pilot Outcomes

- 3.6.1 During the Pilot period the key focus of delivery will be to simplify and improve services through systemic change, namely:

- 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 tenancy 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
- Set up a multi-agency approach to ensure 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
- To benchmark levels of 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 both individuals and the community, and to measure the effectiveness of 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 include 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

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

3.7 Progress/Achievements in Quarter One of the Pilot

3.7.1 The primary focus of the pilot initially has been to identify and implement systemic change in the way Housing delivers its landlord functions. This has included:

- Re-clarification of the roles, remit, referral procedures and team thresholds of housing management staff to ensure consistent delivery of the Universal Support Offer for council tenants
- Re-focus for specialist teams and introduction of key performance indicators and case management procedures
- Ensuring a consistent and robust approach as a landlord to tackling anti-social behaviour citywide

- Benchmarking and increased reporting against key performance indicators citywide
- Upskilling housing management staff to be able to provide signposting and advice to tenants across a broader range of issues
- Piloting the “surgery approach” to dealing with tenant enquiries at housing offices to re-dress the current 80/20 split of housing officer time between office based/community based. Housing Management Advisors are now dealing with 95% of enquiries themselves with the remainder being passed onto Housing Officers to resolve. This has improved the level of “First time right” responses for customers and freed up Housing officer time to carry out tenancy checks, estate inspections and other key landlord functions
- Enhancing the tenancy check process and introducing a Risk Factor Indicator list to act as an alert or trigger to a support need/intervention or tenancy management issue
- Working with other services and teams such as Homemove, the Lettings Team and Supported Housing providers to implement the Risk Factor Indicator List with new tenants to trigger an early intervention by Housing Management Staff to prevent tenancy failure or negative behaviours impacting on other tenants/residents
- Introduction of a small prevention fund to enable housing staff to provide one-off interventions/solutions to council tenants to benefit tenancy sustainment and alleviate issues that impact on the community eg rubbish removal etc
- Improving access to other services/agencies, identifying and seeking solutions to overcome blockages and barriers
- Working to increase the uptake of the Overcrowding and Under-Occupancy initiatives with tenants
- Publicising the aims and objectives of the Pilot with tenants, partners/agencies/services and forums to identify shared aims and objectives and improve joint-working – including co-location of services
- Consultation with tenants about improving feedback and performance on Housing and Estate Services - Setting up a new Housing and Estates Forum in the pilot area to monitor and feedback on performance of estate inspections, estate services and cleaning, grounds maintenance, repairs and planned maintenance, Estates Development Budget, and providing links to other council services eg Highways, Cityclean, Cityparks and Environmental Health.
- Developing the “Rate your Estate” initiative and training up a cohort of Resident Assessors to participate in a rolling programme of Estate Inspections (April onwards)
- Building the capacity of local TA/RA groups to work strategically and maximise opportunities for their local areas through funding applications, joint bids, co-ordinating a programme of clean-up days; helping to increase participation, co-ordinating the work of the Community Payback Team into the Pilot area to carry out works identified by the tenants;
- Working with Brighton University to co-ordinate student volunteering in the area, raising awareness of services/agencies 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; social enterprise developments for recycling of white goods and furniture,

catering and buildings management; the Community Challenge funding, and training up a cohort of Resident Inspectors for the repairs service; and Resident Energy Advisors;

- Ensuring links to Housing Management key priorities such as the Tenants Services Authority Framework, the Customer Access Review; achieving “Excellent” rating as an authority for our housing services

3.7.2 Focus for Quarter Two

The priorities for the next quarter are:

- Continue to concentrate on the delivery of Housing Management Services, with successful initiatives being rolled out to other housing offices from April 2010
- Amend Housing Management Policies and Procedures to reflect changes
- Improving resident participation and involvement
- Implementing the “Rate Your Estate” initiative and the Housing and Estates Forum; improving reporting information around estate inspections (“Traffic light system”) repairs/maintenance to include profiling; use of EDB; use of website to publish results etc
- Rolling programme of Resident Assessor Training and increased resident participation in estate inspections including a “youth” group
- Develop/deliver the Resident Repairs Inspector role with Mears and the Resident Energy Adviser Role with City College/Mears
- Embedding processes to achieve accreditation for Housemark, Kitemark and ensure compliance with quality assurance frameworks such as the Tenant Services Authority Framework
- Developing/improving customer information and feedback mechanisms
- Ongoing benchmarking of levels of social exclusion and deprivation
- Ongoing staff training and development to ensure staff have the capability to deliver a broader service to tenants
- Continue to improve access to services and overcome blockages/barriers through joint working, effective partnership working and communication
- Improving communication, marketing and publicity
- Delivering the targeted community interventions outlined previously in 3.6.1, and measuring performance and impact of the additional services eg: work and learning outreach; health and early years’ outreach; Positive role model co-ordinator; victim/witness support; overcrowding/under-occupancy support; FIP worker
- Identifying other community interventions that will impact positively on the community, households and individuals and improve life chances
- Continuing involvement in financial inclusion work such as loan sharking; financial inclusion champions, financial health checks, access to debt advice
- Social Enterprise development with Mears
- Community Challenge Fund/CSR agenda - Mears
- Maximising Education, training and employment opportunities
- Targeted ASB perception work with the community including joint training and awareness raising work with the Community Safety Team
- Developing green initiatives in the pilot areas eg “adopt a garden” scheme

4. CONSULTATION

- 4.1 Using the Community Engagement Framework, there will be a detailed consultation process with key stakeholders, partners and council tenants through a range of activities to include focus groups, workshop sessions, consultation events at tenant and resident fora, steering groups, working groups, communities of interest, and other relevant forums including the BHCC website.
- 4.2 Feedback from the consultation process will help to form the final draft of the Strategy.

5. FINANCIAL & OTHER IMPLICATIONS:

5.1 Financial Implications:

5.1.1 The Housing Revenue Account Budget for Turning the Tide for 2010/11 is £487,000 which includes the existing budget for the Anti Social Behaviour Housing Officers and Tenancy Support Team who work with tenants on a citywide basis - not just the pilot area. The additional resources include matchfunding for a dedicated Family Intervention Project Worker to work with council tenants citywide; 2.5FTE additional posts within the Social Inclusion Team, and the Turning the Tide Project Manager and Project Worker; a small prevention fund and the housing management related community interventions eg the Housing and Estates Forum; Rate your Estate; Resident Assessor Training etc.

5.1.2 To widen out the focus and include non-council social tenants in the initiative would require additional resources and funding from RSL partners.

5.1.3 The targeted Work and Learning outreach is being funded out of £30,000 LABGI funding

Finance Officer Consulted: Sue Chapman

Date: 17.03.10

5.2 Legal Implications:

5.2.1 There should be an awareness of the Human Rights Act particularly where the assertiveness intervention models are used, as there may be occasions when there could be the potential interference with the rights under the act. These should on the whole be dealt with by virtue of the fact that any intervention will in pursuit of a legitimate aim – that of community protection and the reduction of crime and disorder. Consideration should be given as to the proportionality of any interventions.

5.2.2 As there will be considerable inter department information sharing, there should be considerable thought given to the data sharing and how it will be undertaken. Consideration should be given for adoption of the Pan Sussex Information Sharing protocol (awaiting sign off). Systems should be robust and compliant. Likewise there should be knowledge of and the ability to response to the provisions of the Freedom of Information Act.

- 5.2.3. Many of the target group may have difficulties which are covered by the Disability Discrimination Act- while the scope of this has been reduced by recent case law it is a factor to be considered, in the methods used when dealing with relevant cases. Likewise consideration should always be given to each individual's circumstances under The Mental Capacity Act 1997.

Lawyer Consulted:

Simon Court

Date: 17.03.10

Equalities Implications:

- 5.3 The Strategy aims to address the issues of inequality, multiple deprivation and social exclusion within the key areas highlighted by the Reducing Inequalities Review 2007. Performance monitoring will include progress against equalities and inclusion outcomes for the city.

An Equalities Impact Assessment will be carried out as part of the Pilot evaluation and also on the draft Strategy prior to submission to Cabinet.

Sustainability Implications:

- 5.4 Addressing sustainability implications are integral to the development and delivery of the strategic objectives and priority actions identified within the Strategy.

Crime & Disorder Implications:

- 5.5 A key focus of the strategy is to address anti-social behaviour and its impact on individuals, families and the community. Key performance indicators will reflect the local priorities and targets in this area.

Risk and Opportunity Management Implications:

- 5.6 There are no significant risks attached to the proposals in this report

Corporate / Citywide Implications:

- 5.7 The draft Social Exclusion Strategy links into and reflects the key priorities within the 2020 Sustainable Community Strategy, the Local Area Agreement, the Council's Corporate Plan, the City Employment and Skills Plan, the Housing Strategy and the Housing Management Service Improvement Plan to ensure we are effectively meeting the needs of the city.

6. EVALUATION OF ANY ALTERNATIVE OPTION(S):

- 6.1 None considered

7. REASONS FOR REPORT RECOMMENDATIONS

7.1 To provide an Interim update on the progress of Turning the Tide

SUPPORTING DOCUMENTATION

Appendices:

1. Brief on Turning the Tide – draft Social Exclusion Strategy
2. Pilot Structure and services
3. Support Offer for Tenants

Documents In Members' Rooms

1. None.

Background Documents

1. Reducing Inequalities Review in Brighton and Hove (OCSI and Educe 2007)
2. Reaching Out – An Action Plan on Social Exclusion (SETF 2006)
3. Reaching Out – Think Family (SETF 2007)
4. PSA 16 – Socially Excluded Adults – (SETF 2008)
5. New Opportunities – Fair Chances for the Future – (White Paper 2009)
6. Getting on Getting Ahead – (Cabinet Office – Dec 2008)
7. Breakthrough Britain – (Social Justice Policy Group 2007)
8. Hills Review Ends and Means – the future of social housing (2007)
9. Cave report – Every Tenant Matters (2007)
10. Homes for the Future – Green Paper (2007)
11. Housing and Regeneration Act (2008)
12. Housing Reform Green Paper (2009)
13. Welfare reform Bill (2009)
14. Leitch Review – (2007)
15. Work Skills DWP/DIUS (2008)
16. Gregg Review – DWP (2009)

