

# HOUSING MANAGEMENT CONSULTATIVE COMMITTEE

## Agenda Item 34

Brighton & Hove City Council

<b>Subject:</b>	<b>“Turning the Tide”</b>		
<b>Date of Meeting:</b>	<b>12 October 2009</b>		
<b>Report of:</b>	<b>Director of Adult Social Care and Housing</b>		
<b>Contact Officer:</b>	<b>Name:</b>	<b>Emma Gilbert</b>	<b>Tel:</b> <b>291704</b>
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<b>Key Decision:</b>	No		
<b>Wards Affected:</b>	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 *Turning the Tide* is one of the targeted interventions being led by the Council to address the needs of specific groups of vulnerable residents with multiple and complex needs. Strong links to other initiatives such as the Family Pathfinder and the Family Intervention Projects have already been established as part of the development and forward delivery of the strategy, to ensure that it complements the work of these initiatives and to avoid duplication.

#### 2. RECOMMENDATIONS:

- 2.1 (1) to agree the launch for the Turning the Tide Pilot in Moulsecoomb and Bevendean to be led by Housing Strategy with the relevant staffing resources

- (2) for a series of tenant/resident focus groups to run in the pilot area to look at the key themes and identify priorities for the local community
- (3) that the financial implications be noted

### 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.

- 3.2.2 In the latest tenant 'STATUS' survey, respondents indicated that the impact of anti-social behaviour on the neighbourhood is listed as the main priority for council tenants after repairs/maintenance and standard of housing, with over 1 in 5 respondents saying they had reported incidence of anti-social behaviour to the authority as their landlord in the last year.

#### 3.3 Scope

- 3.3.1 The Pilot area has been identified as Moulsecoomb and Bevendean given the high concentration of social housing and levels of multiple deprivation, social exclusion and attendant anti-social behaviour within this area. 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 will commence from 1<sup>st</sup> October 2009 and last for a period of 9 months with an evaluation being completed by July 2010. Performance will be measured in order to demonstrate the effectiveness and impact of the interventions with milestones, outcomes and targets agreed prior to commencement of service delivery.

### 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 As such, it is proposed that the strategic governance of the Pilot is led by the Turning the Tide Project Group, with management of the Pilot being led by Housing Strategy. Service will be jointly delivered through Housing Needs and Social Inclusion and Housing Management. The proposed Pilot Structure and related services can be seen in **Appendix 2**.

3.4.3 The benefits that Housing Needs and Social Inclusion bring to the Pilot are:

- Housing Needs and Social Inclusion have established innovative targeted intervention approaches which are nationally recognised and have placed Brighton and Hove firmly as a leader in this field.
- Established Prevention ethos – proactive approach to identifying vulnerable and socially excluded residents and provision of a range of early interventions to sustain independent living
- Established Assertive Outreach Model - using a proactive and persistent approach to counteract non-engagement, using a balance of support and enforcement and intensive inter-agency working to achieve positive outcomes
- Established Holistic Assessment of Needs - Housing support staff have been trained to carry out holistic assessment of needs and ongoing Support Action Plans and take the lead role in delivery/management of the individual support plan.
- Established referral pathways for treatment services and assertive approach to numbers into treatment
- Established referral pathways into work, training and employment

3.4.4. Evidence of delivery can be seen through:

- A history of strong partnership working with well-established joint working practises and protocols
- Improving access to services by co-locating a wide range of services to enable clients to seek advice and support across a range of issues

- Experience of achieving behavioural change supported through psychological interventions such as Motivational Interviewing techniques, Brief Solution Focused Therapy and Cognitive Behavioural Therapy
- Nationally recognised approaches to address the work, training and employment skills of vulnerable and deeply excluded people with dedicated Services.
- Housing Strategy are implementing targeted approaches to address overcrowding and under-occupancy, and making the private rented sector more accessible in order to address housing need.

### 3.5 Model for Delivery

- 3.5.1 The *Turning the Tide* draft Strategy outlines 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 interventions needed. **Appendix 3** outlines the Support offer.
- 3.5.2 The initial or universal level of support will be offered by the current 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. It is anticipated that Housing Officers will provide the initial alert/referral for a higher level of support through an enhanced tenancy check process.
- 3.5.3 The Enhanced and Intensive levels of support and enforcement will be delivered by the creation of a *Social Inclusion Team*. This team will be 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:
- Set up a multi-agency approach to ensure a co-ordinated response to tackling social exclusion, including a re-focus of existing forums in order to prioritise shared aims and objectives
  - To take a robust and assertive approach 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 in the community;
  - To implement the *Universal Support Offer* – focussing interventions on targeted client groups prioritised in terms of risk factors, using a balance of support and enforcement
  - Provide a range of community interventions and to maximise opportunities to order to improve aspirations and ensure that tenants

meet their responsibilities and improve the life chances for themselves, their families and the community. These will include:

A series of themed tenant focus groups; Community Clear-up days; Community drug and alcohol audits; launch of Community Payback scheme; launch of Youth Crime Prevention reparations work; launch of ASB Surgeries/drop-ins; targeted drop-ins for overcrowding/under-occupancy/housing options/housing benefit; launch of Quick Guide to Housing Services booklet; development of work and learning opportunities within the community including social enterprise development; self-employment/small business advice; mobilisation of the Mears contract and development of training and employment opportunities linked to the Supercentre; co-ordination of community and FE provision to meet the needs of the community; targeted outreach work to engage the community in work and learning; holiday learning activities; development of Male Role Models to provide positive support to young men in the community with a focus on crime and anti-social behaviour prevention; Individual Household budgets for one-off interventions such as adaptations to ease overcrowding; provide access to the internet for households for homework, job search, social networking, distance learning etc; arrange a series of workshop events on ASB, employment and learning, neighbourliness etc.

- 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
- To benchmark levels of exclusion and anti-social behaviour throughout the life of the strategy, using the Pilot period to ascertain initial performance on a range of soft and hard outcomes. These will include:

Hard Outcomes:

Improved access to services through targeted intervention for vulnerable tenants and households engaging in anti-social behaviour  
Prevention of homelessness through tenancy sustainment

Reductions in harmful, criminal or anti-social behaviour

Prevention/early intervention in youth crime/anti-social behaviour

Reduction in the perception of anti-social behaviour

Number of referrals into FIP, FIT and TYS – positive/negative outcomes

Number of households/individuals receiving ASBO's, ABC's, parenting orders etc

Number of households/individuals evicted as a result of anti-social behaviour

Reparations work in the community

Increased numbers into treatment services

Increased take up in early years provision, parenting skills, parenting groups, childcare

Preventing children or Young People becoming 'looked after' or excluded from education

Increased numbers into learning, training and employment

Reduction in out of work benefit claimants

Number of households receiving a financial health check/advice and guidance session from Income Management Team  
Number of households being helped to address their Housing Needs eg number of households being assisted by the Overcrowding officer/ Under-Occupancy officer/Housing Options Workforce Development

Soft Outcomes:

Improvement in levels of engagement at individual, family and community level  
Self-reported improvement in family relationships  
Self reported improved parenting skills  
Self- reported improvements in health and well-being of children, parents, and individuals  
Self-reported uptake of contraception and sexual health services  
Reduction in numbers of teenage pregnancies  
Reduction in substance and alcohol misuse  
Self-reported improvements in behaviour/anger management in young men/reduction in violent incidents  
Self-reported raising of aspirations and confidence/self-esteem  
Improved social networks for individuals, families and children  
Engagement in learning, skills and employment  
Development of social enterprise  
Improvements to home environments and communities  
Increase in the number of households accessing the internet  
Increased community engagement  
Co-ordination/Improved links between services across sectors  
Positive impact on the community  
Increased service user involvement and participation

### 3.7 Pilot Costings

3.7.1 Appendix 3 identifies the team structure, expected partners and proposed services needed to meet the strategic aims and objectives of the Pilot. The majority of these services will be provided by existing resources/services/agencies but in some cases additional funding is required to increase capacity.

3.7.2 The Community Interventions Budget (focus groups, estate clean up days, Community Audits etc), role model co-ordinator, project administrator and the Individual Household Budgets are new resources which will require additional funding as outlined in the Pilot budget.

**Appendix 4** identifies the overall budget of £172k in addition to existing resources for initial set up and ongoing costs for the Pilot area in 2009/10.

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

## 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:

The 'Turning the Tide' pilot is estimated to cost approximately £172,000 for 2009/10. This pilot supports outcomes which will benefit both the Children's and Young People Trust and Adult Social Care and Housing directorates. The 2009/10 HRA (Housing Revenue Account) budget includes £72,000 towards the project and a further £100,000 is required from the General Fund. The general fund will need to consider allocating £100,000 to this project as part of Targeted Budget Management.

Funding for 2010/11 will be considered as part of the 2010/11 Budget process for both the HRA and General Fund.

*Finance Officer Consulted: Sue Chapman*

*Date: 27.8.09*

### 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: 25.8.09*

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 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 agree the launch of the Turning the Tide Pilot in order to implement the strategic aims and objectives of the draft Social Exclusion Strategy.



## SUPPORTING DOCUMENTATION

### Appendices:

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

### 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)

