

## Turning the Tide

Tackling Social Exclusion and anti-social behaviour in Brighton and Hove

### Turning the Tide – Draft Social Exclusion Strategy

#### Background

The draft strategy outlines the Authority's aims and objectives to address anti-social behaviour, intergenerational social exclusion and quality of life experience for council residents living in areas of multiple deprivation in Brighton and Hove, using a balance of support and enforcement to address behaviours that impact negatively on individuals, families and the community.

It has been developed in response to the findings of the **Reducing Inequalities Review 2007** carried out in Brighton and Hove, as well as meeting national and local priorities, and forms part of the work stream to address **diversity, equality and sustainability** outlined in the **Housing Improvement Programme 2009-2012**.

The Reducing Inequalities Review found that:

- *'Inequality in Brighton & Hove is about **both deprived places and deprived people***
- *There is a significant group across the city with **multiple needs** – concentrated in the **most deprived areas***
- *Census data identifies a significant group of 1,500 households where people are experiencing **multiple disadvantage** across the city, with more than 25% in the most deprived 10% of neighbourhoods*
- *There is a significant number of people with multiple needs living in **social housing** (with over **two-thirds** of households experiencing at least two out of the following dimensions of inequality: income, benefits dependency, health, crime and environment).'*

We know that the levels and concentration of social exclusion, multiple deprivation and attendant anti-social behaviour within Brighton and Hove are higher within areas of social housing. It is in these areas of **multiple deprivation** and **social housing** that we will

concentrate our strategy and resources, working with residents who are living in the authority's housing stock.

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 in the year.

## Outcomes

Whilst the focus of this strategy is geographic in terms of concentrating on areas of council housing stock, in targeting the resources identified by our objectives and priorities and using a dual approach to tackling anti-social behaviour – **support with enforcement** – this strategy will benefit the wider community of Brighton & Hove and reduce long-term costs associated with housing management and anti-social behaviour.

### Over the lifetime of this Strategy we would expect to see a range of positive outcomes including:

- Reductions in harmful, criminal or anti-social behaviour
- Prevention of homelessness through tenancy sustainment
- Improving access to support services
- Improvement in levels of engagement at individual, family and community level
- Improvement in family relationships
- Improved parenting skills
- Increased take up in early years provision, parenting skills, parenting groups, childcare
- Improved health and well-being of children and parents, and individuals
- Preventing children or Young People becoming 'looked after' or excluded from education
- Improved contraception and sexual health
- Reduction in teenage pregnancy
- Addressing issues of substance and alcohol misuse
- Raising aspirations and confidence/self-esteem
- Improved social networks for individuals, families and children
- Engagement in learning, skills and employment
- Increased numbers into employment
- Reduction in out of work benefit claimants
- Reduction in Child Poverty
- Development of social enterprise
- Improvements to home environments and communities
- Increased community engagement

Other indicators of success will include:

- Co-ordination of services
- Improved links between services across sectors
- Wide-ranging systemic changes
- Quantifiable savings to specific budget areas as a result of interventions
- Value for money
- Workforce Development
- Positive impact on the community
- Increased service user involvement and participation

The work outlined within this draft strategy is not designed to be a short-term measure. We recognise that when trying to address issues that include entrenched poverty, intergenerational worklessness, the mental and physical health of communities, substance misuse, anti-social behaviour, parenting skills and familial relationships, strategy needs to take a long term view.

The challenge is to bring examples of good practice, multi-agency working, and community involvement together to create opportunities for the development of new enterprises and partnerships and deliver on shared aims and objectives. This strategy facilitates this and focuses on:

- **Addressing inequalities** - Dealing with the complex issues of entrenched and intergenerational poverty and inequality, working to resolve issues which impact upon whole-neighbourhood experiences and to propagate good practice.
- **Robust management of anti-social behaviour** - within council housing stock and the city's most deprived geographic areas
- **Early intervention** – both in terms of 'intervention' of behaviour that is problematic to communities as soon as it is recognised as an issue; and in terms of helping residents and communities to support and care for themselves, their families and vulnerable people.
- **Creating opportunities for Change** - Provision of opportunities to access holistic behaviour change programmes which support the whole family, sustain tenancies, improve communities and therefore create efficiencies in housing and neighbourhood management.
- **Joint working** - with local communities, individuals, third sector providers and other partner agencies and to both simplify and increase accessibility to services, particularly for those in multiple need.
- **Increasing aspirations** – in relation to what people and communities expect to experience when living within the city's 'most deprived communities', education and skills, worklessness, health, substance misuse, management of anti- social behaviour, creating opportunities for Social Enterprise, and their own role in effecting change.

## Drivers

The draft Social Exclusion Strategy reflects a number of national policy drivers focusing on social exclusion, housing, anti-social behaviour, worklessness and welfare reform.

The key national policy drivers include

- *Reaching Out – An Action Plan on Social Exclusion – Social Exclusion Task Force 2006*
- *Breakthrough Britain – Ending the costs of Social Breakdown – the Social Justice Policy Group 2007;*
- the new *Welfare Reform Bill;*
- the *Hills Review, Ends and Means: The future roles of social housing in England 2007,*
- the *Respect Agenda.*

It is important that 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* and our strategic housing priorities to ensure we are effectively meeting the needs of the city.

The Strategy reflects:

6 of the 8 key priority areas in the *2020 Sustainable Community Strategy:*

- Promoting enterprise and learning
- Reducing crime and improving safety
- Improving health and wellbeing
- Strengthening communities and involving people
- Improving housing and affordability
- Providing quality services

The five key strands of the *Local Area Agreement 2008-2011:*

- Provide personalised services and solutions for all who need them
- Empower people and communities, whether they identify themselves through shared interests or a shared sense of place
- Build a strong, sustainable economy
- Reduce people's vulnerability through prevention and early intervention

- Provide seamless services.

The priorities in *Brighton & Hove City Council's Corporate Plan 2008-2011*:

- protect the environment while growing the economy
- make better use of public money
- reduce inequality by increasing opportunity
- fair enforcement of the law
- open and effective city leadership

In addition, the draft strategy adopts the six underlying principles of the Housing Strategy 2008-2013:

- **A healthy city.** Making sure our services improve the quality of residents' lives
- **Reducing inequality.** Making sure our services are welcoming and responsive to the needs of our communities
- **Improving neighbourhoods.** Making sure our services contribute to creating safe sustainable communities
- **Accountability to local people.** Making sure local people are involved in decisions about the services that affect them
- **Value for money.** Making sure our services are efficient and provide maximum impact
- **Partnership working.** Making sure we work with all those who can help improve the quality of life in the city

The outcomes to tackle employment and skills will feed into the *City Employment and Skills Plan* objectives to increase the number of people with labour market disadvantage accessing and remaining in employment, and the *LAA* targets for reducing number of people on working age benefits (NI 152), increasing the number of adults with a level 2 qualification (NI163).

## Methods

### *Our Vision:*

*“To ensure our tenants improve their life chances in order to achieve better outcomes for themselves, their families and the community; to overcome barriers to social inclusion; and to address attendant anti-social behaviour in a consistent and sustainable way, using a balance of support and enforcement”*

## Our Strategic Objectives

We have identified the following 6 core objectives to enable us to meet our strategic aims:

- Objective One:** Develop a robust cross-sector partnership approach to reduce Social Exclusion and Anti-Social Behaviour
- Objective Two:** Increase opportunities and engagement in learning, skills and employment
- Objective Three:** Increase life chances for families by improving uptake of early years provision
- Objective Four:** Create sustainable and efficient solutions to prevent the breakdown of tenancies and its impact on communities
- Objective Five:** Improve the health and well-being of communities
- Objective Six:** Increase community involvement, aspirations and social enterprise opportunities

## Meeting the needs of our Tenants

The **Housing Strategy 2008-2013** identifies the overarching headline housing issues that the council and its partners are working to address. To consider specific priority areas for council tenants, the **Housing Management Service Improvement Plan 2009-2012** has been produced to look at how we will meet our responsibilities as a landlord over the next three years, our longer-term business planning, and to achieve excellence in our delivery of Housing Management Services.

The Plan outlines our clear commitment to providing quality homes, our hope that each tenant will have a home that's right for them in a neighbourhood that is safe and well maintained, and that our services are responsive, excellent and good value.

Our additional aspiration as a social landlord is that our homes, our services and the security of a council tenancy gives our tenants the means to improve their life chances and those of their families, enabling them to achieve their full potential and providing real opportunities for change.

From the review data we estimate that in the top 20% most deprived neighbourhoods we could be working with approximately 1500 households experiencing multiple deprivation and disadvantage.

We know that in order to address multiple or complex needs we need to design services to be accessible and responsive to those in multiple need. We need to ensure simplicity of access; personalised support; and for services to be available at the earliest opportunity when we have any indication that individuals, households or communities are experiencing or be at risk of deprivation or anti-social behaviour.

Concentrating on those most at risk of experiencing multiple factors of deprivation and anti-social behaviour is our first priority. But we also want to ensure that we support all our tenants to meet their potential, in order to improve the life chances of the individual, their families and the community.

### **Proposed service offer**

We want to provide a **universal offer of support** to all our council tenants to ensure that they can fully meet their aspirations and potential, with a particular emphasis on gaining skills and employment in order to provide a platform for social mobility.

We also want to provide a **differentiated offer** to meet the varying levels of need amongst our tenants ranging from a single intervention to longer term packages of support – **Diagram A** outlines the Support Offer.

We are proposing to introduce a new way of working with our tenants through the provision of **Social Inclusion Teams**, and through the creation of a **multi-agency case work forum**

to ensure services work together to address the wide ranging and complex needs of individuals, families and the community. We propose to carry out a range of community interventions and build capacity within existing services to deliver the priority actions identified in the strategy.

**Diagram B** outlines the partners, the proposed Social Inclusion Teams and the additional services/capacity identified to meet the aims and objectives of the strategy.

Considerable work has been undertaken over the last 10 years to address anti-social behaviour through interdisciplinary teams and initiatives. We aim to build on examples of good practise and work with the relevant teams to ensure early intervention and appropriate action in dealing with incidents of anti-social behaviour. The Social Inclusion Team will utilise the range of enforcement tools available, working closely with key partners to ensure a sustainable reduction in the levels of anti-social behaviour.

It was agreed at HMCC and Housing cabinet to **pilot** this new approach within the geographical area covered by Selsfield Drive Housing Office with high levels of deprivation and social housing, with our longer term aim being to adopt this model on a city-wide basis.

The pilot will start in October 2009 and last for a period of approximately 9 months with an evaluation being completed by autumn 2010.

Performance will be measured on agreed key indicators of success, milestones and outcomes, in order to demonstrate the effectiveness and impact of the interventions.

We will build upon successful evidenced based practice within Brighton & Hove and nationally, and feed into other targeted approaches within the city such as the Family Pathfinder Project, Family Intervention Projects, the Teenage Parent Support Pilot and other initiatives to address exclusion, deprivation and poverty.



## Social Inclusion Service offer for residents in local authority housing

Diagram A

<p>Universal  Prevention</p>	<p><b>Referrals:</b></p> <ul style="list-style-type: none"> <li>• New tenants/households as part of induction identified through allocations and CBL</li> <li>• Checks/reviews as part of Introductory tenancy conditions</li> <li>• Existing tenants through “tenant” checks system</li> <li>• Referrals from agencies/support services</li> <li>• Self referrals</li> <li>• Predictive Risk Modelling</li> </ul>	<p><b>Support:</b></p> <ul style="list-style-type: none"> <li>• Initial identification of need</li> <li>• Signposting to appropriate service</li> <li>• Low level support i.e. tenant checks/reviews</li> </ul>
<p>Enhanced  Targeted Intervention</p>	<ul style="list-style-type: none"> <li>• Tenants/households identified by Social Inclusion Team or other agreed referral routes to include</li> <li>• ASB Team</li> <li>• TYSS</li> <li>• Housing Officers</li> <li>• Community Wardens</li> <li>• Police</li> <li>• Contractors</li> <li>• External agencies and support services</li> </ul>	<ul style="list-style-type: none"> <li>• Allocation of Tenancy Sustainment Officer</li> <li>• Holistic Assessment of needs and support plan developed with expected outcomes and timescales</li> <li>• Regular casework sessions and support to access services</li> <li>• Focus on tenancy sustainment and reduction of anti-social behaviour</li> <li>• Voluntary Agreement/Contract of engagement including rights and responsibilities; and possible escalation processes/sanctions</li> </ul>
<p>Intensive  Support with Enforcement</p>	<ul style="list-style-type: none"> <li>• Tenants/households identified by Social Inclusion Team or other agreed referral routes to include</li> <li>• ASB Team</li> <li>• TYSS</li> <li>• Housing Officers</li> <li>• Community Wardens</li> <li>• Police</li> <li>• Contractors</li> <li>• External agencies and support services</li> <li>• FIP or FIT upon successful completion of their programme as part of “re-integration package”</li> </ul>	<ul style="list-style-type: none"> <li>• Allocated an Anti Social Behaviour Housing Officer</li> <li>• Intensive package of support and enforcement agreed and put in place.</li> <li>• Assertive high level support provided and casework reviewed for progress against agreed outcomes</li> <li>• Necessary sanctions put in place to manage persistent ASB, eg ASBO, ABC, demoted tenancy etc</li> </ul> <p>If at risk of eviction due to asb:</p> <ul style="list-style-type: none"> <li>• Referral to FIP or FIT</li> <li>• Time limited support package to re-integrate after completion of FIP/FIT</li> </ul>

# Social Inclusion Teams and Services (Diagram B)

