

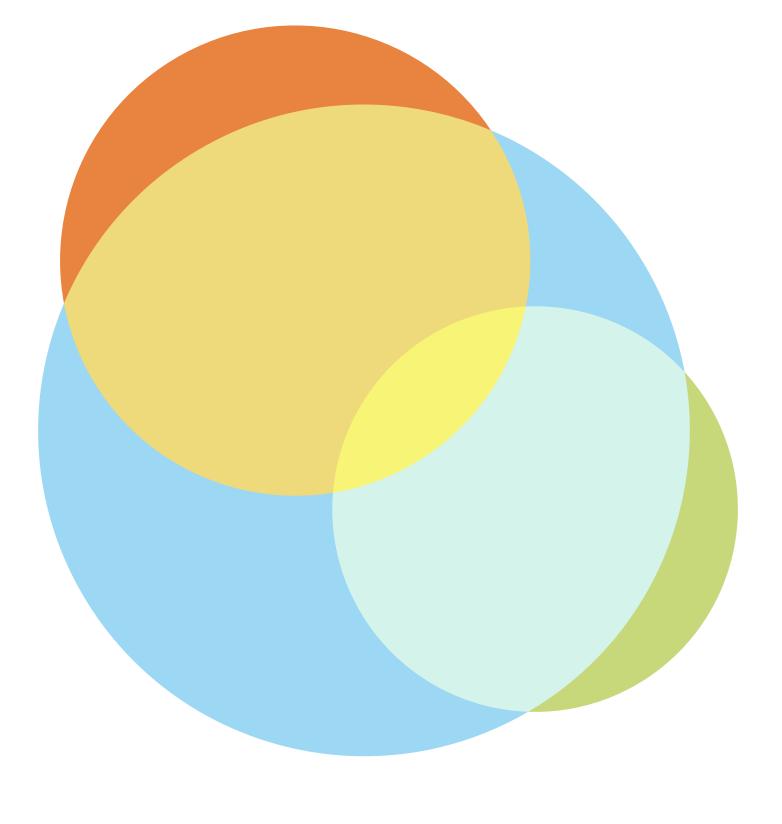


Challenge for Change

Scrutiny Report
Anti-Social Behaviour

October 2018



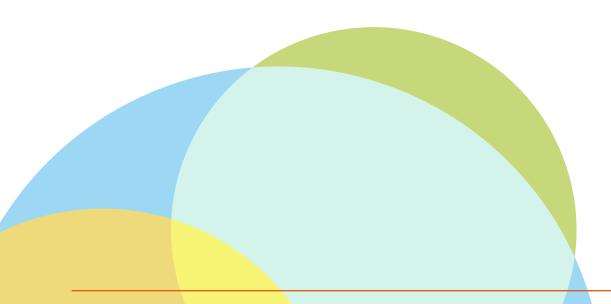


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1. Introduction and Background

- 1.1 Challenge for Change is a customer scrutiny panel that was set up to review different parts of the Council Housing Service. It is open to tenants, leaseholders and customers of the service. The group has carried out several reviews, produced a series of reports and recommendations for service improvement. Detailed information can be found by clicking on the following link: Scrutinising Housing Services. Throughout this report the customer scrutiny panel will be called C4C.
- 1.2 This project was suggested by tenants at a previous Citywide Forum and involved, Chris Harrison, Jackie Taylor, Rich Heaton, Linda Moxon and Max Richardson. Acknowledgements are also made to Mercy Fenton, Ian Alexander and Angela Moreno who assisted at the start of the project.
- 1.3 This report is a summary of how effectively the housing service deals with Anti-Social Behaviour (ASB)
- 1.4 In this report C4C has detailed its findings following investigations that have included: meeting with staff at different levels, reviewing information provided to customers including the website, mystery shoppers, the reporting procedures for tenants and the stages of investigation within the Housing Service for ASB cases.
- 1.5 C4C has made several judgements and recommendations based on its findings. These are detailed within the report and in a summary appendix which includes evidence and impacts.
- 1.6 The overall purpose of the project was to see how the Council Housing Service manages Anti-Social Behaviour e.g. ease of reporting for tenants, processes and relationships between front-line, back office and Management teams, information sharing and use of IT systems.

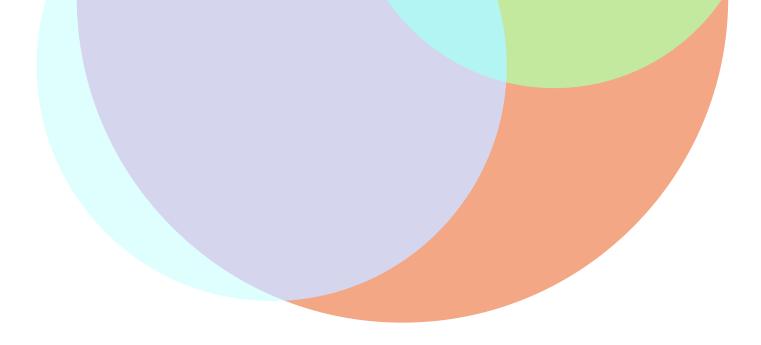




2. Objectives

From C4C's initial research and discussions, the working group identified the following objectives for this project:

- 2.1 What information is available? Is it easy to understand? Is plain English used?
- 2.2 Understand how the service is accessed Is technology being used for the best outcome? Is the procedure easy to follow and how easy is it to log a case?
- 2.3 What is the approach to victims and what support is provided? What support is available for non-English speakers? How is victim's safety ensured?
- 2.4 Does the service meet its commitments from the 'Our Approach to Anti-Social Behaviour' document? Understand what out of hours support is available. What are the internal processes? Why has there been a reduction in cases? How is the relationship with partners? Is there a sliding scale of risk? How are the staff managed? Is there an annual evaluation of types, frequencies, location, seriousness and outcomes?
- 2.5 What is the customer's satisfaction and expectations? What is done with the results of the satisfaction survey? What improvements have been made from the satisfaction survey?



3. Summary of reality checks

3.1 Meetings with Staff

C4C met several representatives from the Neighbourhood teams, Central ASB teams and the Wardens Service who deal with Anti-Social Behaviour. Staff told us about their role and how they support and interact with customers.

It became clear that there are different levels of experience in dealing with Anti-Social Behaviour both in front-line and more specialised teams.

It was felt that the length and level of the training was not always sufficient, especially for staff who do not have experience, to be able to deal with anti-social behaviour cases effectively.

A large emphasis is placed on the Neighbourhood Officers regarding income generating activities (rents, re-lets) rather than being consistently visible in communities, which could jeopardise anti-social behaviour being identified at a low level. Staffing levels were also identified as a barrier to tackling anti-social behaviour, particularly in the Central ASB Team and Wardens Service.

Communication between Housing Service teams and external agencies (Police, mental health teams, homeless teams) remains positive, although there are obvious strains in these departments due to financial cuts across all services.

Issues with IT systems not linking with mobile working devices for Neighbourhood Officers means that work is often duplicated, and clear guidance is not always set to ensure the smooth transition of cases between teams

3.2 Meetings with Managers

C4C representatives met with Managers from the Service Development Group and Operational and Development Managers and the manager of the Central ASB Team, whose comments echoed many of the same issues as Front Line and Central ASB staff.

Training was highlighted as an issue, it was felt that coaching on people skills and use of IT equipment was not always sufficient. Concerns over the lack of accredited training and use of training records was also discussed. However, this has already been identified and a plan has been put in place to re-visit the training for Neighbourhood Officers.

The disappearance of the Senior Housing Officer role and reduction of the Warden Service has been a contributing factor in both a reduction of quality checking and visibility of Neighbourhood Teams within the community.

A re-visit of the Sheffield University consultation which helped to map the ward areas of the City may be useful to look at re-distributing workloads more fairly between Neighbourhood Teams.

3.3 Mystery Shopping/Real-life cases from C4C members

Within the C4C group, some members had/are having issues with Anti-Social Behaviour. We were able to track the progress of these from a victim's point of view throughout the lifespan of this project

An initial issue was logged through the Anti-Social Behaviour section of the Council's website, regarding a group of teenagers causing noise nuisance and throwing bricks and glass objects around a bus stop. An automated email response from the Council was sent, thanking the individual for their enquiry, but no follow up response was ever received. It has since been tracked, and the original enquiry was directed to the incorrect department, but still not followed up with the tenant.

A further example which is ongoing, is provided in Appendix 2 – Case Study

A follow up call was made to a tenant, who was happy to be contacted, on a closed case to provide feedback on the service delivered. Although little information was gained on the telephone call, the case did go to court, and the behaviour did stop for a short time. The tenant and others around the property were unsure as to whether they would pursue this again.

3.4 Review of Performance Information and Customer Satisfaction Statistics

The C4C group was able to review several reports relating to Performance and Customer Satisfaction. The statistics show the number of ASB cases recorded have reduced which could be due to several contributing factors.

Lack of training when dealing with anti-social behaviour, the varied skill set within the Neighbourhood Teams and the inability to log cases onto mobile working devices could mean that not all anti-social behaviour is being logged or logged correctly. It is appreciated that anti-social behaviour is not only an emotive subject but can be subjective for everyone - not only to the victim and perpetrator, but also within the Housing Service itself, which may mean that low level cases that are identified are not being logged, resulting in anti-social situations escalating.

Information gathered from meetings has also shown that a greater emphasis is placed on rent collection and reducing the number of vacant properties across the City. However, this has an impact on the time available to dedicate to other areas such as anti-social behaviour. It also means a reduced presence within the areas where low level ASB cases can be identified.

If tenants have previously encountered anti-social behaviour and their case was either not logged and dealt with effectively, disillusionment or lack of trust in the system may play a part in the decision whether to report any further cases.

Customer Satisfaction scores relating to anti-social behaviour reduced following the introduction of Housing+ but are now beginning to improve. Indications show that one of the main issues is the lack of clear timescales and action taken on some cases. It's appreciated that specific timescales cannot always be given, but clear communication and progress updates should be provided. It is also acknowledged that customers' expectations cannot always be met, but these should be managed effectively by regular updates and communication



3.5 Sheffield City Council's and other Local Authorities/Housing Anti-Social Behaviour web pages and supporting documents

A short review of other local authorities and housing associations web pages was undertaken as a comparison to the information provided on Sheffield City Council's website. All local authorities provided an online reporting form which could be completed. Additional information on Community Triggers (a right to request a review of your case by Sheffield City Council, the Police and any other relevant organisations) were also provided on most of the sites reviewed.

Sheffield City Council provides an online reporting tool for reporting ASB, however when members of the C4C group logged instances of anti-social behaviour using mobile devises, it was unclear that this was not intended for Council Housing tenants (See appendix 3 – examples of screen prints).

We were unable to investigate the effectiveness of the reporting tools once information was submitted, however, through real life scenarios logged by C4C members on Sheffield City Council's website, we were able to identify issues with information not being directed to the correct department in a timely manner.

The C4C group also reviewed the current documentation available to tenants and customers relating to anti-social behaviour. The main document reviewed as the 'Our Approach to Anti-Social Behaviour'. The C4C group felt that this was a very business-like document, compared to the document it replaced titled 'Tackling Harassment, Neighbour Nuisance and Anti-Social Behaviour', and was not written in user friendly language. No timescales for action or communication are set in the document, making it harder to manage the tenant's expectations throughout the process.

3.6 Meeting with South Yorkshire Housing Association

A meeting with South Yorkshire Housing Association identified that they are structured differently to Sheffield City Council. Their Neighbourhood Team deal with anti-social behaviour, as well any other neighbourhood issues (estate management, environmental health etc). A separate team deals with rents and arrears as it is thought that people with rent problems may not contact if suffering from ASB.

One Officer is assigned to an ASB case, and it is their responsibility to progress the case to a suitable conclusion. Workflow is managed by a Document Management System, which allows staff and their managers to closely monitor timescales for each case. A close working relationship between other business areas (rents, repairs etc.) helps to identify low level anti-social behaviour prior to it being escalated to a more serious issue.

Emphasis is placed on Housing Officers being visible within their areas, helping to build a sense of community. Discretion in applying lettings policy also helps to provide assurances to tenants and pride in local communities.

4. Conclusions

These are some of our main conclusions

- 4.1 Review training for front line customer facing staff to help build confidence and knowledge in dealing with anti-social behaviour.
- 4.2 Provide more visibility within local communities.
- 4.3 Develop web-based reporting further to ensure all reports of anti-social behaviour are logged correctly, making it easier to provide updates on ASB and that cases are acted upon.
- 4.4 Provide clearer, user friendly written information to reporters of anti-social behaviour
- 4.5 Feedback from Housing staff appear to show that good communication with TARA's and Police exists, especially as Police teams are now located in some local offices as well as in the Central ASB team
- 4.6 Statistics show a reduction in the number of ASB cases being reported for which the group has explored many possible causes. These include an increased emphasis on rent arrears collection, lack of support provided by current IT systems and insufficient training for Neighbourhood Officers to deal with ASB cases. These have been identified through meetings with staff and managers as well as Challengers own experiences when reporting ASB. It is thought that this may give the perception to tenants that ASB is not being dealt with, and low level ASB could escalate into more serious incidents.
- 4.7 The 'Our Approach to Anti-Social Behaviour' states that customer satisfaction information is gathered, the C4C group feel that further analysis of the data should be completed, and outcomes of any changes made as a result of the feedback to the service to be communicated to tenants.

5. Recommendations

- R1. Design or amend existing written customer information to provide a user-friendly leaflet
- R2. Ensure better communication and information sharing with both internal staff and external agencies
- R3. Provide clearer guidance and online reporting form on the website for council tenants.
- R4. Manage flexible working hours more effectively to meet the needs of working tenants.
- R5. Implement random quality checking and peer checking of work to promote ownership

- R6. Increase priority of 'Achieving Change' project and recommend maintaining warden service
- R7. Continually track the progress of the project to move reporting of Anti-Social Behaviour from OHMS (Organisational Housing Management System) to CRM (Customer Relationship Management).
- R8. Review training and accreditation to include: training records, re-implementation of accredited training, skill gap analysis and more customer focused training.
- R9. Consider an 'ASB Specialist' role by reducing the patch area of a designated officer within each ward to help provide a consistent service.
- R10.Review ASB after the case has closed to ensure correct decision was made.
- R11. Greater presence of Neighbourhood Officers and Wardens in each area.

Appendix 1 lists the evidence and impact exercise that supports the recommendations.

6. Budget

- 6.1 C4C were allocated a budget for the duration of the scrutiny project and spent well within it. Expenses were incurred as follows from December 2017 to September 2018
- Refreshments £59.58
- C4C members expenses £133

7. Acknowledgments

The team would like to thank Elaine Dutton and Tina Gilbert from Business Strategy for their invaluable assistance with this project. Without their support, this project would not have been possible.

They were also instrumental in arranging manager/staff interviews and other meetings we have attended as part of our investigations.

We would also like to thank members of the following teams for their co-operation with our investigations, allowing us to carry out interviews, giving up time to answer questions and attend meetings to gather information.

Neighbourhood Teams and Management Central ASB Team and Management ASB Service Development Group South Yorkshire Housing Association Team Leaders and Managers

Appendix 1 Judgement: Evidence: Impact exercise

	What is the C4C Judgement?	What Evidence do we have to support that judgement?	What Impact is this having on customers?	Recommendation
1. \	What information	is available?		
a)	'Our Approach to Anti-Social Behaviour' document is not written in plain English or in a user-friendly format	Challenge 4 Change group review of both previous and current documents	Could create lack of understanding and/or lack of knowledge for tenants	Provide user friendly ASB leaflet which highlights main points and who to contact
b)	Staff in area offices are not kept up to date with changes to 'Our Approach to Anti-Social Behaviour' document	Neighbourhood Officers not aware of new ASB policy document or changes in 101/out of hours procedures	Danger of incorrect information being received by tenants	Better communication and information sharing with staff. Clarify and follow lines of communication
2.	How do you acce	ss the service?		
a)	ASB issues logged online to SCC were forwarded to Police and not fed back to Housing Service	Issues logged by Challengers online not followed up by SCC	Full picture of situation not available. Customers' expectations not met due to breakdown in communication	All cases reported to police to be highlighted to Housing Service
b)	Online reporting for council housing ASB not clear on SCC website	Challengers experiences	Poor customer service. Can add delay in reports of ASB not be dealt with	Provide online reporting form for council housing ASB. Ensure criteria are clear to ensure issues are directed to correct areas
c)	Little or no accessible face to face, telephone or home visit service for working tenants	Closure of Housing Offices on same days. Feedback from staff. Challenger experiences	Frustration for working tenants. Perception of being disadvantaged. Poor customer service	Neighbourhood Officers have flexible working hours between 8am-6pm. This flexibility needs to be managed to provide a service to working tenants
3. (Quality of Commi	unication with vic	tims	
a)	Positive steps made to increase connections with specialised agencies	Mental health specialist appointed within Central Team – start date to be confirmed	Will provide more tailored service to tenants.	Monitor ongoing effectiveness once new appointment 'bedded in'
b)	Standards in 'Our approach to Anti-Social Behaviour' document relating to the commitment to keep in regular contact with victims are not being met (Point 5 – Supporting Victims and Witnesses)	Challenger experiences and customer satisfaction survey	Tenants not kept informed of action being taken. Cause additional stress and upset to victims. Effect on both physical and mental health of vulnerable victims of ASB	Honour commitments documented in 'Our Approach to Anti-Social Behaviour'. Address training issues to increase staff confidence, more effective monthly supervision, formalise quality checking to ensure all areas of the Neighbourhood Officer role is undertaken. A minimum of 2 weekly contact should be set as a standard.

		What Evidence do	What Impact is		
	What is the C4C Judgement?	we have to support	this having on	Recommendation	
	- Caagement	that judgement?	customers?		
4. 1	How is the service provided?				
a)	The removal of Senior Housing Officer role has reduced the level of support for Neighbourhood Officers and quality checking	Outcomes of meetings held with Central team and Service Development Group	Lack of quality checking and support for Neighbourhood Officers reducing front line customer service levels	Implement random quality checking, Produce quality checking guidelines. Introduce peer checking to promote ownership	
b)	Core principles of Housing+ not being implemented consistently e.g. variation of annual visits between areas	Reports showing number of visits being completed	Low level issues not being identified. More difficult to establish relationship between tenants and Neighbourhood Officers	Prioritise annual visits and persevere contacting tenants. Increase visibility in areas	
c)	Warden service not able to work effectively	Vacant warden positions (6/10 unfilled as at 20/3/18, 3/10 unfilled as at 30/7/18, 4/10 unfilled as at 05/10/18)	Visible presence reduced. Low-level incidents less likely to be dealt with. Out of hours service reduced	Increase priority of the 'achieving change' project, and recommend maintaining warden service	
d)	Mobile IT systems not supporting Neighbourhood Officers	Feedback from staff	Increased risk of missing information due to no OHMS access on mobile devices, creating duplication of work	Project team established to investigate the reporting of ASB from OHMS system to CRM.	
e)	Length of training too short and quality of training an issue	Feedback from staff indicates 1-day training for procedural, IT and people skills not long enough. Training no longer accredited	Increased risk of delivering poor service	A review of training, to include: accreditation process, current training records, training for dealing with vulnerable tenants, skills gap analysis and refresher training. Add more customer-focused training, including case studies, roleplays and people skills/on the job training. Review length of training and its effectiveness	
f)	Low morale amongst front line staff	From staff feedback. General observation of 'fire-fighting' within teams	Impact on service provided to tenant suffering ASB	Implement recommendations from this report i.e. fill vacancies, more structured training and benchmarking of service provided across areas	

		What Evidence do	What Impact is	
	What is the C4C	we have to support	What Impact is this having on	Recommendation
	Judgement?	that judgement?	customers?	Necommendation
		, ,		A 1.1
g)	Changes to generic working have not been as successful as planned – emphasis is placed on income generating activities	Staff feedback	Low level ASB cases not being identified, and the full planned service unable to be delivered by Neighbourhood Officers	Address training issues to increase staff confidence, more effective monthly supervision, formalise quality checking to ensure all areas of the Neighbourhood Officer role is undertaken. Review patch sizes to ensure a fair distribution of workloads.
h)	Issues around workflow between Neighbourhood Officers and Central Team	Feedback from staff	Not providing streamlined service to tenants. Creates delays in dealing with cases and additional work to staff	Consider ASB specialist in each area office by reducing patch area of designated officer. Structured regular presence of Central Team staff in Housing Offices
i)	Disproportionate number of victims being rehoused over number of evictions of perpetrators	Performance Information statistics	Negative perception of dealing with ASB. Costs to tenants for moving/redecoration etc.	Review of cases where the victim has been moved to ensure the correct decision was made. Monitor proximity of original ASB case once new tenants are in place
5. \	What are the cus	tomer's satisfacti	on levels and exp	pectations?
		No standard set in 'Our approach to anti-social behaviour' document. Feedback from staff. Low satisfaction survey scores	_	Ensure clear, regular communication is provided to tenants. Provide more userfriendly documentation to ASB victims. Timescales given to be monitored by Team Leaders
b)	Perceived acceptance of low level ASB by tenants	Feedback from customers and Challenger experiences. Annual visits not completed in a timely manner	Lack of presence within communities. Low level ASB not being identified. Increased negative perception of ASB not being dealt with	Greater presence of Neighbourhood Officers and Wardens. Annual visits to be completed to build relationships with tenants

Appendix 2 Case Study of the experience of a tenant experiencing ASB

All emails and reports have been lifted from emails sent to Sheffield City Council online reporting proforma, or direct email to housing plus officer or generic email at Lowedges Housing Office.

I have anonymised the statements for the purpose of this report:

Living in a block of 6 flats for over 7 years.

A top floor flat became available taken up by a single gent in his early/mid 30s. The first weekend the resident was in he knocked at my door several times asking to borrow various items: phone charger, foil for a blown fuse, key for bin shed etc. I didn't mind this and was neighbourly and tried to assist even offering to get him a key cut off mine. On the last occasion he knocked he asked if I had or knew where he could get some "Charlie". I told him I wasn't interested and that I didn't want to be drawn into conversations about drugs.

A few weeks past with a bit of noise and a party but accepted that as he was newly moved in

There were several times over this period that there was a strong smell of weed that permeated into my flat (a floor below). Not pleasant and as a non-smoker not something I was happy with.

The noise and smells travelling and experienced in the flats has been made worse by the removal of porch/outer doors to each flat (for fire reasons?) I do question this decision...........

The first real serious occasion followed the England football match, he had joined my neighbour above to drink and watch the game. The celebrations clearly went beyond the football with the tenant up and downstairs all night doors banging (presumably going out to try and score) and then finally shouting at 3am to be let in as he was locked out by my neighbour above. Again I accepted this even on a weekday night as high jinks because of the football. I am up for work at 5.45am so the situation wasn't ideal.

There followed several rather unpleasant occurrences all reported on line or by telephone and email.

Some are recorded below

I had a reason to ring the local housing office as I needed a fob as the door locking system had been activated and needed a 3rd fob for my son which I paid for. It was a Wednesday as was my day off and was told that none of the area offices were open to collect a fob so I was quite upset as I had no other way of obtaining one.

I was told someone would get back to me. About an hour later 2 housing officers arrived with a fob which was gratefully received. While I had 2 housing plus officers in my flat I told them about the ASB that was happening and asked why my housing officer hadn't got back to me following my reports, I was told she was on leave.

They said they would pass on the information but didn't want to open a case as it wasn't their patch.

I waited and waited but still no contact from my housing officer following the reports and conversation I had had with her colleagues. I finally got to meet my housing officer after ringing again to report more carryings on. She turned up at my door and we had a good chat about what was going on, she admitted she knew the chap from a previous address and had been advised by her supervisor not to go knock on his

door without a colleague (which I absolutely agree with).

While she was here she carried out my annual inspection and we chatted about the difficulties of getting around to everyone in her part time capacity.

If I am honest I did bend her ear informing her about all the comings and goings and drug related behaviour, dealing etc between 2 flats and a house all within close proximity to my own flat with all the disturbance that seems to come hand in hand with this kind of situation including deaths through overdose, noise, and more worryingly young children being exposed to what's going on or being left alone in their house late at night while their mother is in the flats getting high. The housing officer said she couldn't comment which was an acceptable professional response to my information.

In addition to the serious occurrences documented below there are petty niggles such as :

- Litter and cigarette butts thrown on communal stairways
- Smoking of cigarettes and weed on public stairways
- Dog messing on shared ground in front of flat and not picked up (photographed)
- Leaving rubbish outside bin shed because he doesn't have a key
- Throwing cigarettes out of top floor window in to my neighbours' garden below.

See below a selection of the complaints made

You have submitted the following enquiry:

There was an incident last night of a domestic behaviour brought on by excessive drinking and possibly drug related.

My neighbour at number ** rang 101 and the police attended.

This has been the third occurrence of this nature. Directly below to this flat there is an elderly lady 103 who I suspect would have been petrified.

The locking system on the bottom door still is not working allowing all sorts to freely enter the property.

Getting very frustrated by the current situation having once been really happy living here. Now I do not feel safe or valued as a tenant by the council. This gentleman at number ** needs to be told!

This has been forwarded to Housing who will contact you with the information you need.

You don't need to do anything else; we'll be in touch if we need any more information.

Kind regards
Customer Services
Please note that this is an automatic acknowledgement and we'll look into this as soon as possible.

2. You have submitted the following enquiry:

Apart from noise, doors banging, comings and goings at all times of night. Tennant was involved in a fight after alcohol and probably drugs related behaviour on Saturday teatime. Tenant then smashed the front door in with a metal pole to gain access. Leaving blood and glass etc. Whoever places individuals such as this guy in properties where decent people want to live quietly especially above a housebound lady of 103 should be ashamed of themselves.

Absolutely disgraceful behaviour.

You don't need to do anything else; we'll be in touch if we need any more information.

Kind regards Customer Services

3. Another night of entertainment resulting in the Tennant of ********* being arrested and taken away with his girlfriend.

Now his dog is alone in his flat barking.

999 was called after a fight broke out in another flat which spilled over across 2 blocks.

At least tonight will be a quiet night.

Please let me know you have received the information that's been sent.

Many thanks

4. The tenant of ***** caused a disturbance the whole night up and down the stairs, shouting banging clearly under the influence of drugs and alcohol. I have recorded part of a conversation which is quite disturbing as it was from a floor above and through a locked door.

He returned at 6am this morning with a woman shouting you effing gay boy from the bottom entrance. This was clearly directed at me.

I will be ringing today to speak to you.

The argument and noise is still going on upstairs as I leave for work.

There are more reports of this nature these are just a sample.

I have also attached a photograph of the second time the tenant broke the top pain of glass and the blood that was still there from the previous occasion mentioned previously.

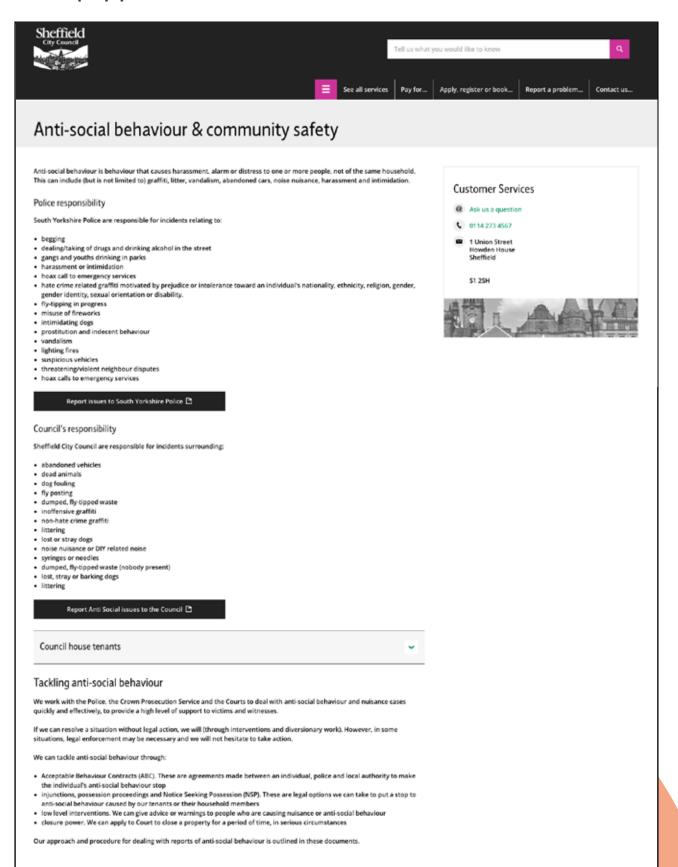


Out of all of this the most upsetting and frustrating thing is the lack of communication, contact, support or information provided by the housing office or housing plus officers involved.

I appreciate the complications involved but as a resident experiencing such a situation it has made me feel totally disregarded, unsupported and frankly apathetic to pursue the reporting procedure of ASB in the future.

Appendix 3 Screen shots

From laptop/pc



From mobile device

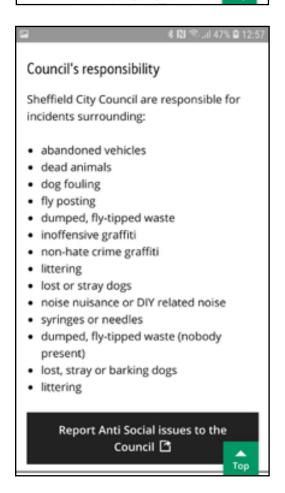
Anti-social behaviour & community safety Anti-social behaviour is behaviour that causes harassment, alarm or distress to one or more people, not of the same household. This can include (but is not limited to) graffiti, litter, vandalism, abandoned cars, noise nuisance, harassment and intimidation.

Police responsibility

South Yorkshire Police are responsible for incidents relating to:

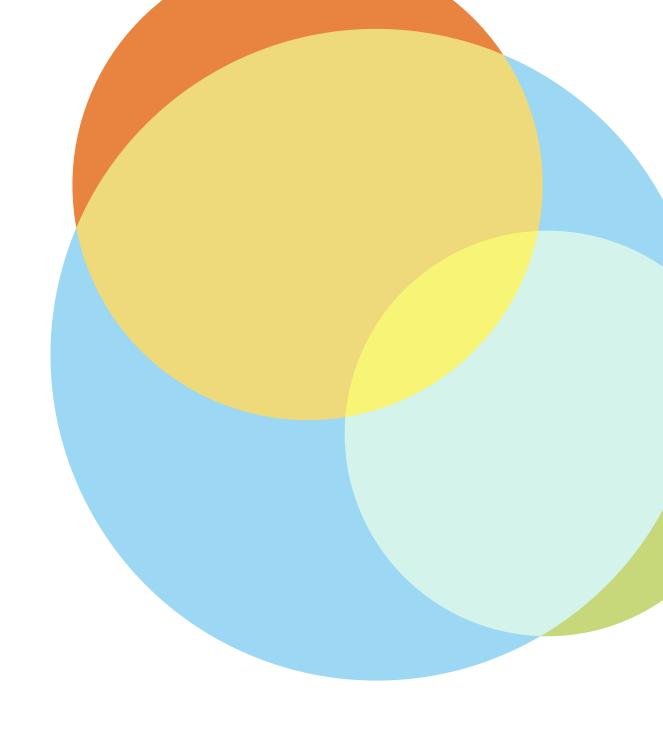
- begging
- dealing/taking of drugs and drinking alcohol in the street
- · gangs and youths drinking in parks
- · harassment or intimidation
- · hoax call to emergency services











This document can be supplied in alternative formats, please contact:
Sheffield City Council • Council Housing Service
Tel: 0114 293 0000 or 205 3333

www.sheffield.gov.uk/councilhousing