



YOU THINK YOU'VE GOT PROBLEMS?



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Neighbours from hell?



Interventions with Problem Families



Blackburn with Darwen



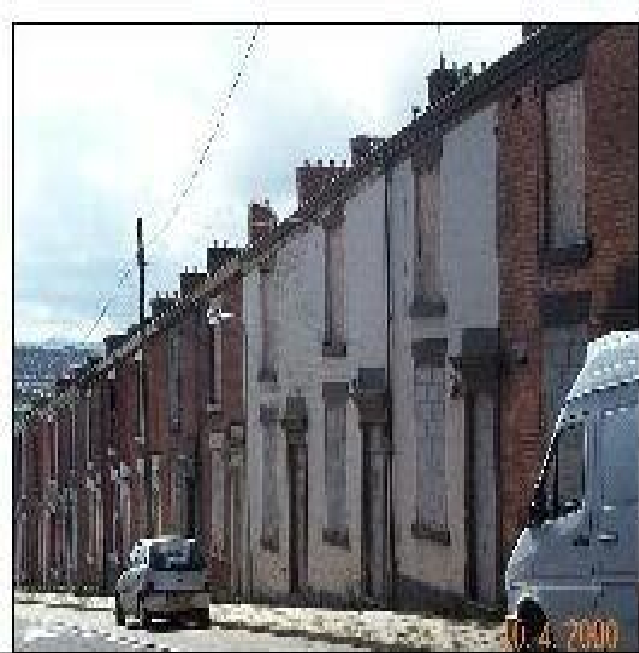
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- Formerly a market town
- 21% of Asian heritage (140,000)
- Growing diverse population with expansion of European Union Members
- 34/354 most deprived Borough in England
- 60,000 households, 17% owned by social landlords







Blackburn with Darwen Partnership



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Blackburn with Darwen Borough (BwD) Council

A 'unitary' local authority(5000 staff)
Community Safety Partnership

Lancashire Police Constabulary

Joint neighborhood policing teams with Local
Authority Staff

Twin Valley Homes (TVH)

72% (8,000) homes in the 'social landlord sector'
(public housing)



NCH Children's Charity (NCH)

Helps the most vulnerable children and young people
achieve their full potential



Political and Social Landscape



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- 1997 Election 'tough on crime, tough on the causes of crime'
- Section 17, Crime and Disorder Act 1998 – local authorities and partners to consider the crime implications of their activities and services this created Crime and Disorder Partnerships (CDRP)
- C&D Act 1998 placed a statutory duty on CDRPs to produce 'Crime & Disorder Audits' and Strategies in consultation with the public
- The public's most perceived threat was identified as:

"Anti Social Behaviour"





TOUGH ON CRIME!



Initial Scanning



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- 1998/99 C&D Audit:
 - 14,420 recorded crimes by Police
 - 14,313 ASB incidents where Police deployed
 - Disproportionate number of problematic families lived in rented accommodation (65%)
 - The Housing Act 1996 and Homelessness Act 2002 provided clearer routes for eviction
 - Owner/Occupiers given Acceptable Behaviour Contracts (ABCs) or Anti-Social Behaviour Orders (ASBOs)





Initial Analysis

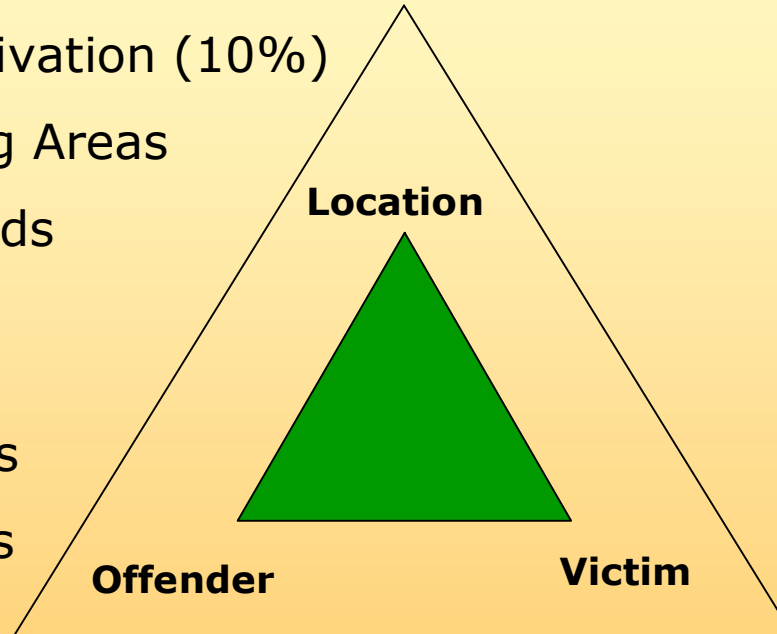
Problem Analysis Triangle



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- Areas of high crime and high call outs by all emergency services (30%)
- Areas of Deprivation (10%)
- Social Housing Areas
- Neighbourhoods



- Neighbours
- Neighbourhood residents
- Family members

- Adult family members
- Child family members
- Visitors/friends of family





Initial Response

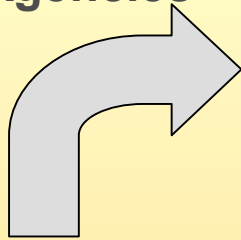


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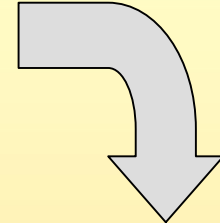
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Mistrust of Agencies



Complaints to agencies



Verbal Warnings

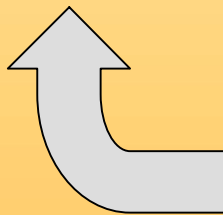
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Social Exclusion & family Breakdown

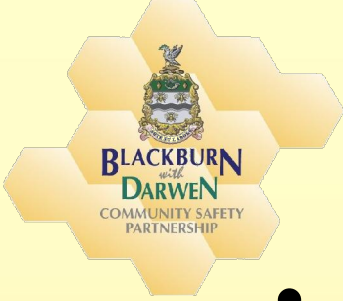


ASBO/ Injunction



Eviction





Initial Assessment



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- Criminal and Civil action increased
- Families subject to Social Services and placed on 'At Risk' registers
- Families became increasingly difficult to engage
- No improvement in 'quality of life' for victims, neighbours and local areas
- High estimated cost to police and other agencies (\$660,000 per family)
- Homelessness presentations increased by 34% in four years





Back To the Start Scanning



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Location

Moving families from location to location does not solve the problem

Dealing with all families the same way does not prove a solution, need more data about individuals involved

Who is the best Agency to Lead the project?

Victims still suffer and any improvement is only temporary

Offender

Victim





Scanning Case Study



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- Single parent family with three children
- Mother recently separated from long term partner
- Teenage son adjusting to family living after leaving social care
- Teenage daughter in a relationship with suspected drug dealer, their child dies in the first few months
- Youngest daughter not attending school regularly
- Neighbours complained to Police, Local Authority, MP, Press and Chief Constable of Police Force
- 30 complaints to the Police alone over 3 months period
- Landlord informed by Police - results in threat to tenancy
- Community voicing concern at public meetings
- Family distrusting of statutory agencies – hard to engage with





Analysis Vicious Circle



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Social Exclusion

Police Complaints

Housing
Association
(TVH)
Complaints

**Offender
Families**

Community
Safety Team

**Anti-Social
Behaviour**

Education Welfare

Neighbourhood
Team
Complaints

Social Exclusion

**Eviction from
Accommodation**





Analysis Agency Data



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- **Police:**

- 1998/99, 14,313 ASB complaints
- 2001/02, 12,235 ASB complaints
- Tackling other aspects of ASB creating some results
- Problem equivalent to recorded crime level

- **Twin Valley Homes (TVH):**

- 2002/03, 1,092 ASB complaints
- 77% relating to nuisance
- 15% of "void" properties in areas where ASB complaints high





Analysis

Agency Data



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- **Local Authority Homelessness Unit:**

- 2001/02, 495 homeless presentations
- 2003/04, 776 homeless presentations 10% due to loss of tenancy

- **Community Safety Team :**

- Over 50% felt that teenagers gathering, rubbish, drug dealing and use, vandalism and public drunkenness was a problem
- 1/3 felt noisy neighbours and abandoned cars a problem



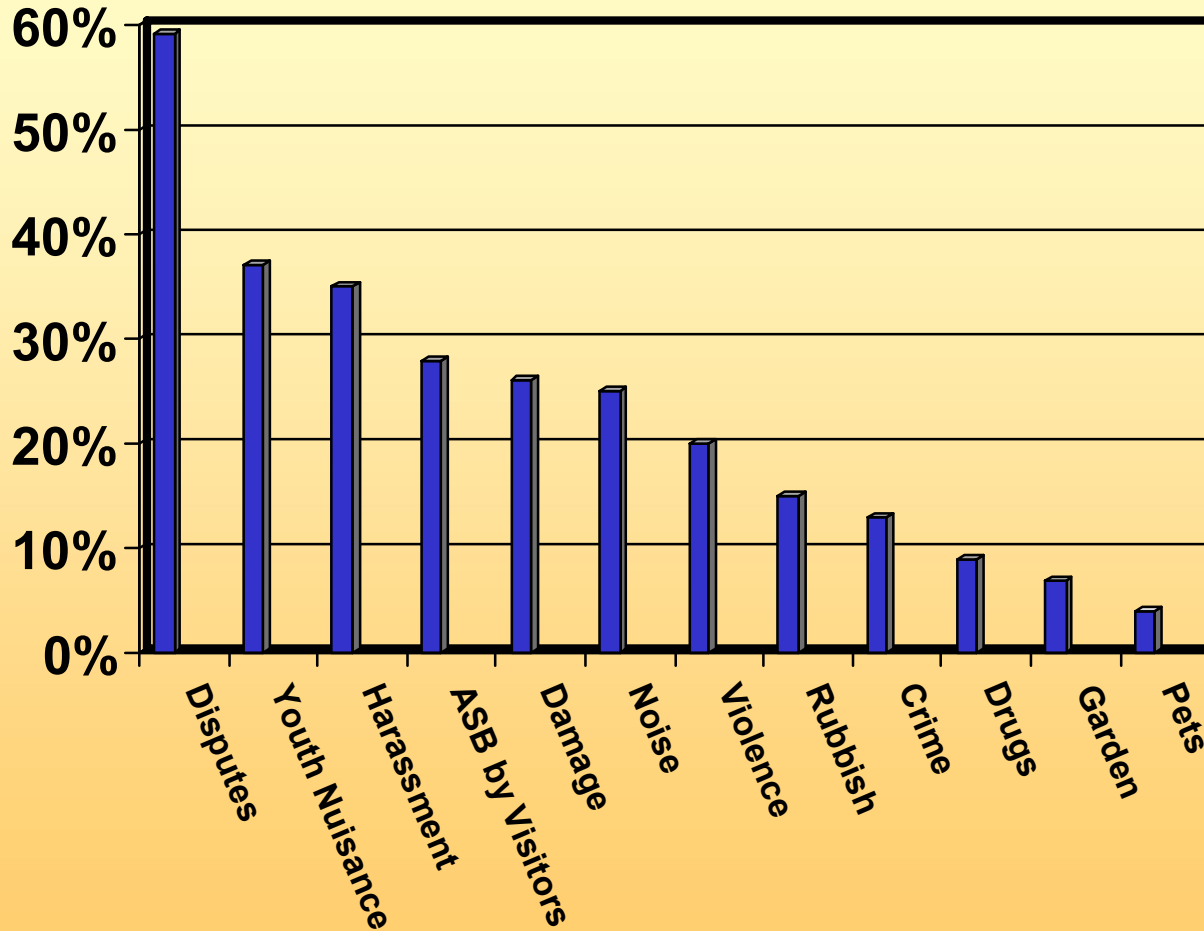


Analysis ASB Complaints



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Analysis



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BLACKBURN
with
DARWEN
COMMUNITY SAFETY
PARTNERSHIP

Additional Issues Realised

- Families problems involved:
 - **39%** of children in families at 'very high' or 'medium' risk of being taken into care
 - **50%** of children 'frequent' non attendees at school (**30%** experienced temporary exclusion, **12%** permanent exclusion)
 - **28%** of children with learning difficulties (**18%** with ADHD)
 - **19%** of parents with depression
 - **17%** with child drug problems (**10%** alcohol problems, **6%** self harm)
 - **12%** physical health problems





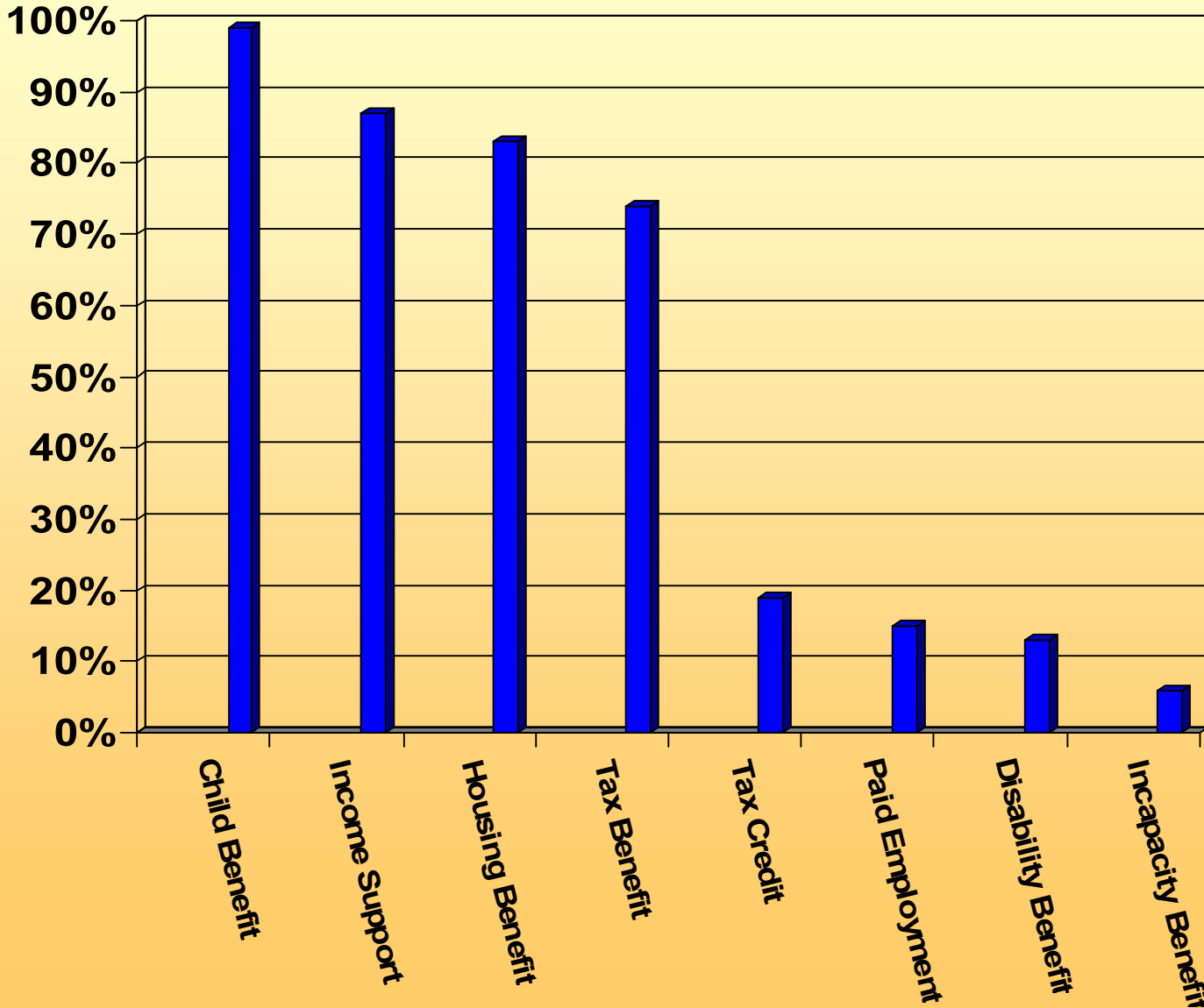
Analysis

Source of Family Income



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Analysis



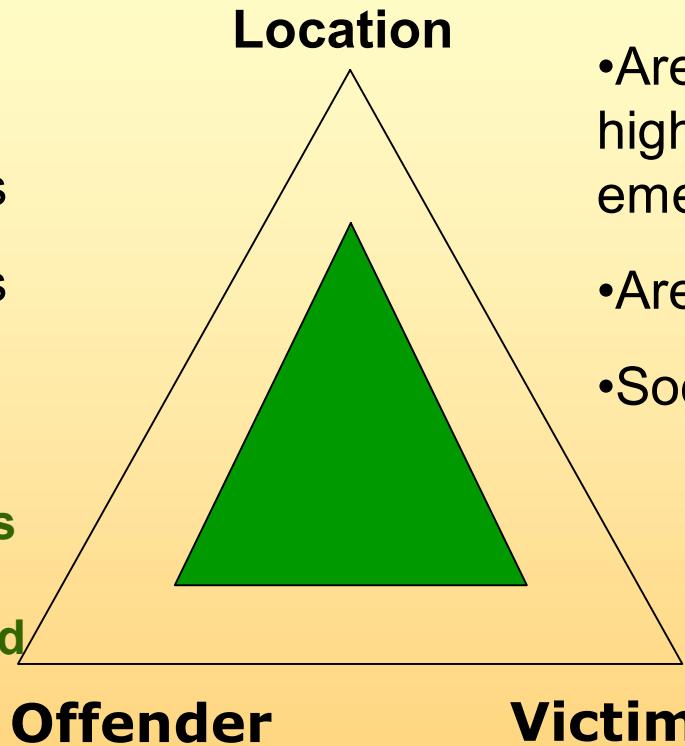
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Problem Analysis Triangle

- Adult family members
- Child family members
- Visitors/friends to families

Social exclusion issues and previous enforcement activity led to regular agencies being perceived as offender



- Areas of high crime and high call outs by all emergency services
- Areas of Deprivation
- Social Housing Areas

- Neighbours
- Neighbourhood residents

Social exclusion issues makes the offender family members the victims too

Enforcement action through eviction, and repeat eviction causing displacement not resolution





- **Social Care**
 - Mother Alcoholic, Children 'at risk'
 - Teenage son 'care leaver'
- **YOT/Probation**
 - Teenage son brink of criminality
 - Daughter's boyfriend drug dealer

Police Complaints

- 30 complaints
- Complaints to MP & Ch. Const
- Drug Dealing & Intimidation

Housing

- Private landlord
- Arrears
- Brink of termination of tenancy

Education Welfare

- Young son not attending school

Offender Family

Community Safety Team

- Drug Dealing
- Teenagers and bikers hanging around
- Loud Parties

N'hood Team

- Parking complaints
- Area CBM issuing warnings
- Teenage son
- Environmental complaints

Anti-Social Behaviour



Eviction from Accommodation

- **Education Exclusion**
 - Teenage son care leaver, teenage daughter - teenage pregnancy, youngest daughter not attending
- **Health Exclusion**
 - Mother Alcoholic
 - Teenage daughter's loss of baby
 - Youngest daughter lack of sleep in mother's house



Response

Intended Outcomes



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- Reduction in ASB by all family members
- Improvement in the quality of life for family
- Improvement in the quality of life for neighbours and area
- Reduce the risk of family being evicted
- Maintain family unit and prevent removal of children
- Family engage with support and access statutory services
- Building confidence and skills of families to deal positively with statutory agencies





Response

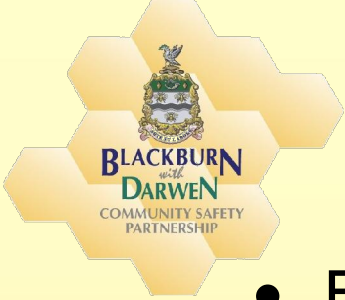
Enabling Factors



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- Section 17, Crime & Disorder Act, 1998
- Neighbourhood policing and multi-agency shared neighbourhood teams
- Government guidelines issued to deal with ASB around three themes:
 - Prevention and early identification
 - Enforcement
 - Resettlement
- NCH Dundee Families Project Model





Response Characteristics Required



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- Engagement with families underpinned by:
 - treating family with respect / being honest
 - listening
 - non-judgmental
 - being accessible
 - consistent
- Tailor made support plans for individual family members
- Inter-agency liaison and negotiation
- Ability of workers to challenge whilst sticking to principles
- No time limit





Response Resources



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- Funding - Supporting People, Housing Market Renewal and Children's Social Care
- Police provided statistical/analytical support to identify cases and operational support in dealing with families
- Twin Valley Homes (TVH) & Social Services provided referral process infrastructure for initial cases
- TVH provided free office facilities for team



Response

Initial Referrals



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- Initial referrals of 22 Families:
 - 17% Police
 - 21% Social Services
 - 50% Housing
 - 12% Other agencies
- Family Unit Characteristics:
 - 78% Single, lone parents
 - 34% Families with +4 children
 - 6% Black and minority ethnic families



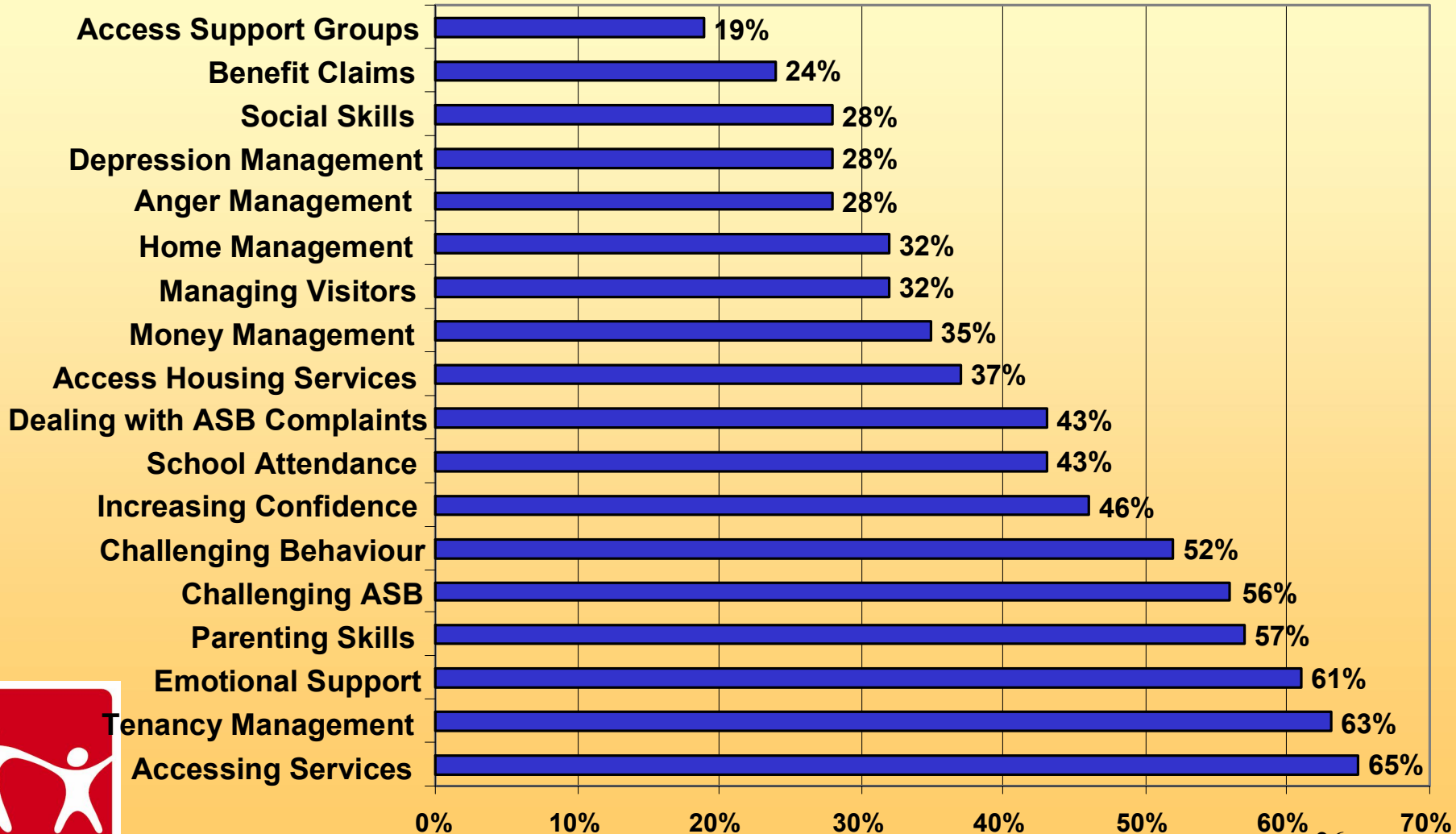


Response Project Interventions



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Response Processes



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- Referral made leading to joint visit to offer support from project
- Project worker assessment / establish relationship
- Multi Agency Meeting held
- Contract of Work agreed plus reviewed 6 weekly
- Neighbours informed of project, what the issues were to be tackled and outcomes sought





Response Case Study



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- **Mother**

- Establish daily routines in home and aim to re-secure employment
- Tackle alcohol misuse
- Access medical services to treat anxiety
- Property maintenance and tackling rent arrears
- Re-establish relationship with long term partner

- **Teenage Son (Care Leaver)**

- Into training course - wants to be a car mechanic
- Establish basic routines at home, learn basic home keeping skills, financial budgeting, time keeping
- Drug education
- Diary of evening activities - to avoid trouble





Response

Case Study Continued



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- **Teenage Daughter**
 - Bereavement counselling
 - Relocation to own property
 - Continued support in own property rebuffed
- **Youngest Daughter**
 - Established cause of sleep problems in mother's home (previous tenant committed suicide in bedroom)
 - Parents work with Education Welfare to increase attendance
 - Involve in out of school free activities in own neighbourhood





Assessment

How successful have we been?



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- 133 Referrals to the project to date
- 109 families engaged with the project
- 95% of families maintained their tenancy
- In 92% of cases complaints of ASB either ceased or significantly reduced
- 84% improvement in school attendance from children engaged in the project



Assessment



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Homelessness Presentations

- 682, 2002/03
- 209, 2006/07
- 80% Families risk of homelessness reduced

TVH

- To July 2006, 47 referrals
- 39 Fully Engaged
- 31 Complete
- Only 5 out of 39 lead to eviction
- Cost savings of \$256,000
- 78% Families tenancy stabilised

Police Complaints

- 39% ceased
- 51% reduced
- 3% same
- 8% increased

Engaging Families

- 52% Full support
- 28% Partial
- 20% Not engaged
- 48% risk of family breakdown reduced

Community Safety Team

- All perceptions of ASB down from 2003 levels

Anti-Social Behaviour in Families

- 29% No complaints
- 56% Complaints reduced
- 15% Increased

Education Welfare

- 4% drop in work load due to FIP cases

Social Services – Level of Risk

- 51% No Risk
- 41% Risk reduced
- 8% Increased





Assessment Perception of ASB



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5,000 people surveyed

Perception that ASB a problem	2003	2006
Teenagers Hanging Around Streets	66%	62%
Rubbish & Litter Lying Around	63%	54%
Drug taking & dealing	71%	52%
Vandalism, Graffiti, Damage	63%	40%
Drunk & Rowdy in Public Spaces	52%	33%
Noisy Neighbours or Loud Parties	27%	17%
Abandoned or Burnt Cars	33%	9%





Assessment Homelessness

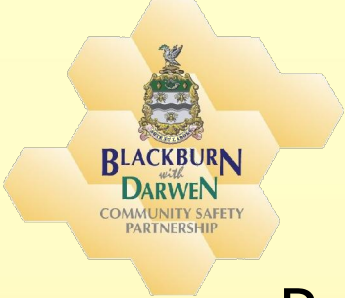


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	2002/03	2003/04	2004/05	2005/06	2006/07
Homeless Presentations	682	776	831	419	209
Intentionally Homeless	350	400	40	25	11
Homeless due to loss of tenancy	71	64	81	39	31
Eviction due to ASB	n/a	n/a	4	2	1





Assessment Cost Savings



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- Pre FIP, estimated cost to Exchequer of evicting family of 3 children was between \$500-660,000
- Of closed cases, average cost to work with the family was \$14,000 per family
- Twin Valley Homes cost of eviction \$8,000
- To July 2006, TVH saved \$250,000 in eviction costs
- Resulted in reducing workload for agencies:
 - -20% Housing
 - -18% Social Services
 - -8% Police
 - -4% Education Welfare





Assessment



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Difficulties in Implementation

- Resources from various sources and for limited periods
- Due to source of funds, eligibility only for families on state benefits not working families on low incomes
- Due to limited funds, capacity of project limited to 12 families at any one time
- Sensitivity of project meant no publicity for innovative techniques used
- Cultural change within organisations





Assessment

A Learning Process....



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- 2006, Blackburn with Darwen made RESPECT area
- Funding secured for two years and project being mainstreamed
- Identified that earlier intervention was more effective
- Additional service of dispersed tenancies
- Multi agency referral panel set up



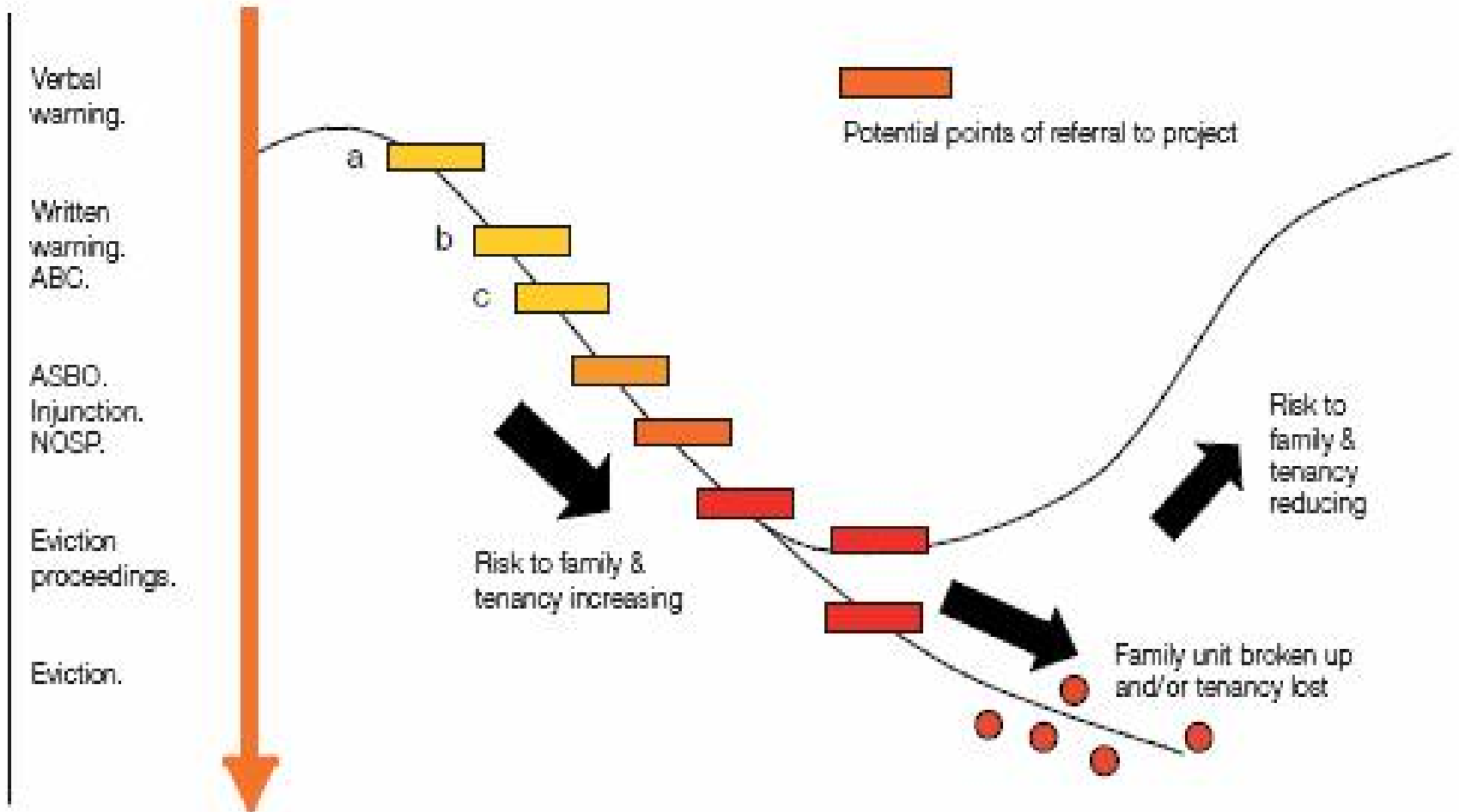


Assessmentand more



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Assessment Case Study



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- Mother:
 - Addressed alcohol problems & behavioural issues
 - In paid employment
 - Long term partner returned
 - Using parenting skills better
- Teenage Son:
 - Learnt basic life skills
 - Learning to be part of a family
 - Paid employment in local garage
 - Staying away from local youths to avoid crime





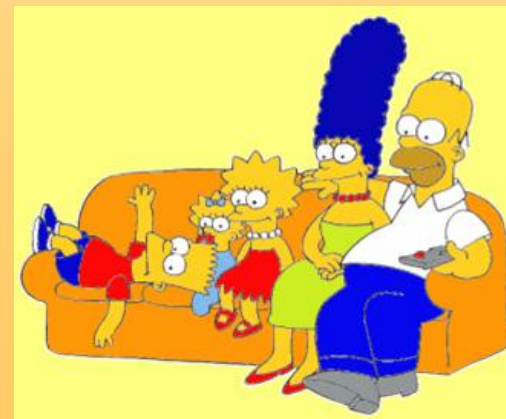
Assessment Case Study

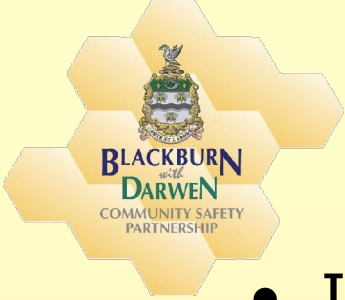


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- Teenage Daughter:
 - Support offered in own home but not engaged
- Youngest Daughter:
 - Attendance at school satisfactory
 - Sleeping arrangements stabilised
 - Attending out of school activities like dancing lessons and art classes
- Since completion of project only 2 complaints to Police

- Neighbour:
"I don't know what you've done, but it's wonderful"





Conclusion



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- Independent evaluation of project undertaken by Sheffield Hallam University on behalf of the Government
- Project attempts to address underlying causes of problem behaviour
- Neutrality of NCH key in achieving engagement and outcomes
- Project assisted in tackling ASB & homelessness, but of greater value is the contribution to the debate on social exclusion
- Police now have a wider resource to draw upon to tackle issues rather than just enforcement





Hear it for yourself Andrea's Experience



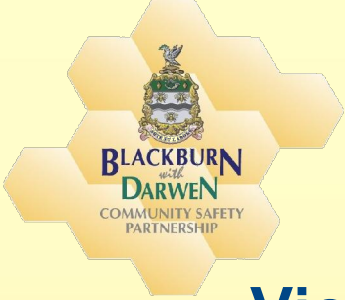
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Andrea

ANY QUESTIONS?





The Team



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