YOU THINK YOU’VE GOT PROBLEMS?

Neighbours from hell?

Interventions with Problem Families
Blackburn with Darwen

- 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

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

• 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!
• 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

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

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

- Neighbours
- Neighbourhood residents
- Family members
Initial Response

Mistrust of Agencies

Complaints to agencies

Verbal Warnings

Social Exclusion & family Breakdown

ASBO/ Injunction

Eviction

Displacement

Neighbours from hell in court as war declared on estate’s nightmare families
Initial Assessment

- 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
Moving families from location to location does not solve the problem.

Victims still suffer and any improvement is only temporary.

Who is the best Agency to Lead the project?

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

- 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

Social Exclusion

Eviction from Accommodation
Housing Association (TVH) Complaints
Education Welfare

Offender Families

Police Complaints
Community Safety Team
Neighbourhood Team Complaints

Social Exclusion

Anti-Social Behaviour
Analysis
Agency Data

- **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

• 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

<table>
<thead>
<tr>
<th>Disputes</th>
<th>Youth Nuisance</th>
<th>Harassment</th>
<th>ASB by Visitors</th>
<th>Damage</th>
<th>Noise</th>
<th>Violence</th>
<th>Rubbish</th>
<th>Crime</th>
<th>Drugs</th>
<th>Garden</th>
<th>Pets</th>
</tr>
</thead>
<tbody>
<tr>
<td>60%</td>
<td>50%</td>
<td>40%</td>
<td>30%</td>
<td>20%</td>
<td>10%</td>
<td>10%</td>
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<td>10%</td>
<td>10%</td>
<td>10%</td>
<td>0%</td>
</tr>
</tbody>
</table>
Analysis

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

- Child Benefit
- Income Support
- Housing Benefit
- Tax Benefit
- Tax Credit
- Paid Employment
- Disability Benefit
- Incapacity Benefit
Analysis

Problem Analysis Triangle

Location

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

Offender

- 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

Victim

- 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

• 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

• Housing
  • Private landlord
  • Arrears
  • Brink of termination of tenancy

• Community Safety Team
  • Drug Dealing
  • Teenagers and bikers hanging around
  • Loud Parties

• Offender Family
  • Drug Dealing & Intimidation

• Education Welfare
  • Young son not attending school

• N’hood Team
  • Parking complaints
  • Area CBM issuing warnings
  • Teenage son
  • Environmental complaints

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

• Anti-Social Behaviour

• Eviction from Accommodation
Response
Intended Outcomes

• 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

- 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

• 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

• 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

- 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

Access Support Groups 19%
Benefit Claims 24%
Social Skills 28%
Depression Management 28%
Anger Management 28%
Home Management 32%
Managing Visitors 32%
Money Management 35%
Access Housing Services 37%
Dealing with ASB Complaints 43%
School Attendance 43%
Increasing Confidence 46%
Challenging Behaviour 52%
Challenging ASB 56%
Parenting Skills 57%
Emotional Support 61%
Tenancy Management 63%
Accessing Services 65%
Response Processes

- 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

- **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
• **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?

• 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 projected
Assessment

**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

**Social Services - Level of Risk**
- 51% No Risk
- 41% Risk reduced
- 8% Increased

**Anti-Social Behaviour in Families**
- 29% No complaints
- 56% Complaints reduced
- 15% Increased

**Education Welfare**
- 4% drop in work load due to FIP cases

**Anti-Social Behaviour in Families**
## Assessment
### Perception of ASB

5,000 people surveyed

<table>
<thead>
<tr>
<th>Perception that ASB a problem</th>
<th>2003</th>
<th>2006</th>
</tr>
</thead>
<tbody>
<tr>
<td>Teenagers Hanging Around Streets</td>
<td>66%</td>
<td>62%</td>
</tr>
<tr>
<td>Rubbish &amp; Litter Lying Around</td>
<td>63%</td>
<td>54%</td>
</tr>
<tr>
<td>Drug taking &amp; dealing</td>
<td>71%</td>
<td>52%</td>
</tr>
<tr>
<td>Vandalism, Graffiti, Damage</td>
<td>63%</td>
<td>40%</td>
</tr>
<tr>
<td>Drunk &amp; Rowdy in Public Spaces</td>
<td>52%</td>
<td>33%</td>
</tr>
<tr>
<td>Noisy Neighbours or Loud Parties</td>
<td>27%</td>
<td>17%</td>
</tr>
<tr>
<td>Abandoned or Burnt Cars</td>
<td>33%</td>
<td>9%</td>
</tr>
</tbody>
</table>
### Assessment
#### Homelessness

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

Cost Savings

• 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

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
• 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
Assessment ....and more
Assessment
Case Study

• 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

- 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

- 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

Andrea

ANY QUESTIONS?
The Team

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