

Report for	Board of Directors
Title	Proposed Restructure of Tenancy Services
Agenda Item	10
Report for	Decision
Classification	Confidential
Report author	Jasper South
Contact email	Jasper.south@homesforharingey.org
Contact telephone	020 8489 5912
Executive Director	Astrid Kjellberg-Obst
Portfolio Lead	Georgina Walters

1. Introduction

1.1 This paper sets out proposals for remodelling Tenancy Services in order to:

- Build on the service changes in 2016 and 2017 to continue driving service improvement;
- Deliver efficiency savings contributing to the overall savings target of the Operations Transformation programme;
- Adopt best practice in the sector and make best use of new technology;
- Ensure the service continues to deliver agreed objectives and supports the overall goals of Homes for Haringey;
- Reshape the service to be able to take advantage of opportunities to diversify, generate new income and provide more holistic services for our customers.

1.2 Background

Tenancy Services has undergone radical change over the past few years, in particular the Tenancy Management part of the service. Up to 2013, we had over 50 Housing Officers who had a generic role and were the contact point for residents to access services. The Housing Officers were based in local neighbourhood offices; each officer had a portfolio of around 300 households. This was of great benefit in that residents knew their housing officer by name and could contact that person on a range of issues. On the other hand the team was largely office bound with little presence on estates and the service was inconsistent across the borough.

Saving requirements due to a reducing management fee led to the service being cut by 50%. More specialist teams were introduced for focus and consistency; staff were centralised to operate from two sites and the housing service contact centre was set up to handle calls. This has enabled a more cost-effective and consistent service but reduced the personal contact and ability for individual officers to work across a range of issues for a household.

Since November 2016, a further restructure was implemented and we introduced the roles of Housing Liaison Officers (HLOs) and Tenancy Caseworkers (TCs). The HLOs carry out proactive and routine tenancy visits, and deal with lower level service requests, supported by mobile working technology. They are a visible presence on estates and ambassadors for HfH. Tenancy Caseworkers manage the complex cases related to tenancy issues. Feedback suggests the recruitment of HLOs has been effective in enhancing our presence on estates and accessibility

to customers, contributing to a more responsive and outcome-focused service despite the reduced number of housing management staff.

2. The Vision for Tenancy Services

2.1 Context and Rationale for Change

2.1.1 Tenancy Services is part of the Operations Directorate and delivers key operational and customer service functions for HfH, including –

- Tenancy Management, ensuring that tenancies are effectively managed and best use is made of the housing stock;
 - Compliance and enforcement of tenancy and leasehold conditions
 - Direct management of low-level anti-social behaviour and co-ordination with ASBAT to address higher level cases
 - Responding to vulnerability issues to assist tenancy sustainment
 - Identification and prevention of tenancy fraud
- Management of specialist housing including
 - Emergency access temporary accommodation for people presenting as homeless
 - Supported living schemes for people with care and support needs
 - Support and Well-Being service, managing 51 sheltered housing schemes and providing housing related support to around 1,400 older and vulnerable residents to enable them to live independently
- Home Ownership, managing the Right to Buy process, leasehold re-sales, leasehold compliance and enforcement
- Anti-Social Behaviour and Enforcement
 - Concierge service in estates and blocks across the borough
 - CCTV services to some estates
 - Prevention and reduction of crime, pirate radio and ASB
 - Estates Watch pilot at Love Lane

2.1.2 Restructures were carried out in Tenancy Management in 2016, and Support and Well-Being Service in 2017. At this time there was a commitment to a follow-up review of Tenancy Management to ensure that the new model of service is as effective as it can be. Other factors have made it timely to propose wider changes within the service to make best use of staff expertise and maximise the benefits for HfH:

- Increasing effective use of surveillance and security technology, particularly the Estate Watch pilot at Love Lane, creates opportunities to improve community safety at other estates and possibly to generate income for HfH by marketing the service to other providers
- A developing role in anti-social behaviour management through an evolving working relationship with the council's Enforcement Services; promotion of self-help tools and a, increased focus on customer satisfaction and outcomes
- A commitment to reviewing the concierge service, which has remained substantially unchanged for over 15 years, to ensure it is effectively organised and makes the best use of technology
- Successful establishment and management of emergency access temporary accommodation schemes which are delivering financial benefits and helping to reduce the number of placements in private TA
- Full integration of the management of sheltered housing within HfH and the successful establishment of the Support and Well-Being model of service

- Potential to support Housing Demand services and objectives through integration of operations into Tenancy Services to improve value for money –

2.1.3 Contributing to HfH Business Plan Objectives

The restructure proposals present an opportunity to develop a service that makes a major contribution to HfH objectives and performance targets set out in the business plan. This will be achieved through a decisive shift toward –

- providing a pro-active, planned, preventative service
- a focus on customer satisfaction and outcomes
- use of technology to enhance service provision

Specifically, Tenancy Services can deliver a whole range of improvements, providing it is configured and resourced appropriately to be able to do so –

- better use of housing stock by detecting and preventing fraud and managing processes such as decants efficiently
- preventing homelessness and tenancy failure through better engagement with customers and joined up working with other agencies
- preventing anti-social behaviour and crime on our estates; improving our response to issues and improving customer satisfaction with the handling and outcome of ASB cases
- help older and vulnerable people to maintain independence and a good quality of life
- improve the visibility of HfH and the understanding of its landlord role, responding to diverse issues on estates
- Scale up our direct contact with residents and ensure a more personal service, in particular visiting the majority of tenants who rarely have contact with our services
- Future proof the service to respond to new challenges, for example management of multi-tenure developments following regeneration projects

Tenancy Services has already delivered a number of efficiencies and improvements over the past year, for example –

- Housing Liaison Officers have taken on a wider set of duties than originally envisaged, due to the high skill level of the cohort of staff that were recruited to the role
- The Home Ownership Team has taken over management of enforcement cases in leased properties, because of improved working practices
- The Estates Watch pilot has been extended to cover more estates than originally planned, because of careful use of resources and supplier management

Extensive feedback and performance data has indicated that recruitment of the Housing Liaison Officers has been successful in raising the profile of HfH, improving customer satisfaction and shaping our priorities and work practices to meet the priorities of the business. It is for this reason that this restructure proposal is accompanied by a business case proposing that an additional four HLOs are recruited, initially for a fixed period, to achieve a step change in customer satisfaction, engagement and performance outcomes.

2.2 Key Changes

2.2.1 The main changes proposed are:

- Reorganisation of Tenancy Management to reduce from four area teams to two
- Change of the balance of Tenancy Caseworkers and Housing Liaison Officers within Tenancy Management teams

- Creation of a new role of Senior Caseworker to provide specialist expertise and support in complex work areas, and support the management of the Tenancy Management teams
- Creation of a new Tenancy Specialist Services team to take forward the growing areas of work within the service and ensure these are successful
- Confirming the CCTV responsibility in-house, following secondment, and creating roles to take this area of work forward
- Recruitment of a further cohort of HLOs to deliver specific outcomes that support HfH Business Plan objectives and a step change in customer satisfaction, engagement and performance

2.3 Intended Outcomes and measures of success

2.3.1 The proposals are intended to –

- Ensure resources are most closely aligned to the objectives and performance measures for the service
- Enable high visibility for the service and maximise engagement with customers
- Create scope for the continued development and improvement of services that contribute to HfH goals
- Enable future income generation, insourcing and streamlining to improve value for money and service to customers

2.3.2 The success of the new structure will be assessed by reference to:

- KPIs and performance targets for the service, including customer satisfaction
- Income generated and costs saved
- Feedback and perceptions from internal customers in HfH and the council

3. The Current and Proposed Structure

The current structure for Tenancy Services is attached as Appendix 1. The proposed new structure is attached as Appendix 2. The proposals will result in a net reduction of 4 full time equivalent posts.

However the accompanying business case for using part of the saving achieved to recruit fixed term HLOs, this would increase the staff establishment by four, meaning there is no net change to the number of staff.

3.1 Other Key Staffing Changes

3.2.1 In addition to the changes above, a number of other changes will contribute to the revised staffing structure for the service:

- As part of previously agreed proposals for the Voids Service, it is intended that Tenancy Services will take over responsibility for sign up of new tenants in general needs housing. The resource for one full time equivalent post will transfer to Tenancy Services to reflect this additional responsibility
- Currently the service funds 1FTE CCTV Officer in the Enforcement Section of the council, via an SLA. The postholder has been on secondment to HfH to manage the Estate Watch pilot since November 2016. The officer acting in the role, while still being employed by the council, is working in HfH offices and under HfH supervision, as the CCTV for HfH has become increasingly integrated with Estates Watch and other day to day HfH operations. It

is proposed to cease funding the council post via the service level agreement and use the resources to fund a newly created post within Tenancy Services, to focus on development of Estate Watch and the more general CCTV provision.

3.2 Process for transition

The restructure is a complex proposal affecting staff across a number of different teams and services. More detailed information is provided below about how recruitment into the roles will take place.

4. Overview of Proposed Restructure

Overall, the proposal will result in a reduction of four FTE posts. There are 32 posts in scope of the proposals, of which 29 are currently filled on a permanent staff. The proposed new and revised roles are summarised below.

4.1 Tenancy Management

4.1.1 The present four area teams will be merged to form two teams, North and South. Thereby the number of team managers will also reduce from four to two.

4.1.2 The number of Tenancy Caseworkers will be reduced from 12 to 8. This reflects the focus on more complex casework and is made possible through:

- a decline in the overall number of such cases
- process improvements such as mobile working and improved liaison with legal services
- increased levels of professional and specialist support on issues such as fraud
- increased support from Housing Liaison Officers being able to enhance their workload and range of duties
- creation of the Senior Caseworker posts to increase levels of professional support and expertise

4.1.3 The number of permanent Housing Liaison Officers will remain at 12FTE. Following recruitment and successful absorption of the role of HLOs into the service, it has been appropriate to review the range of duties and job description. This has resulted in a proposal regrading from scale 6 to sc6-SO1. This will reflect the fact that the level of responsibility and duties of the post have been extended.

It is proposed below at 4.3.6 that part of the saving generated by this proposal could be re-invested in appointment of four additional Housing Liaison Officers, to enable the completion of a programme of tenancy occupancy checks across the entire general needs housing stock and strengthen the work of Operations Directorate and HfH to achieve a sea change in customer satisfaction levels.

4.1.4 Two new Senior Caseworker posts will be created, one in each team, graded at PO3. The postholders will be responsible for; line management of some of the team members; supporting the team on particularly complex cases; support the Team Manager to manage policy, procedure and performance; and from time to time directly managing cases that require high level input. In addition, each will have a portfolio lead for the service:

- Sustainable Tenancies - advise and support teams to ensure vulnerable working age people receive support to sustain tenancies, develop initiatives to tackle vulnerability. Maintain a small caseload of complex cases and review/update policies and procedures

- Tenancy Enforcement - advise and support teams on management of complex and persistent issues of crime, ASB and tenancy breach. Maintain a small caseload of complex cases and review/update policies and procedures

4.2 Support and Well-Being

- 4.2.1 The current staffing structure will not change significantly, following the restructure in 2017.
- 4.2.2 It is proposed that the Support and Well-Being Administration Officer will transfer to the Central Admin Support Team without any change to job description or grade. This brings all the business support staff for Tenancy Services and Estate Services into one team to enable cover and co-ordinate service delivery.
- 4.2.3 It is intended there will be an assessment of the effectiveness of the new structure in 2019, once the new arrangements and staffing have had sufficient time to become fully embedded. This may result in further changes if there is a business case for this.

4.3 Tenancy Specialist Services

- 4.3.1 A new team will be formed bringing together the responsibility for community safety/anti-social behaviour management; temporary accommodation schemes; tenancy management of private sector leasing TA; concierge teams; surveillance and security technology; and fraud detection and prevention.
- 4.3.2 The vacant post of Enforcement Co-ordinator is to be deleted and a new post of Tenancy Specialist Services Manager (TSSM) is created to oversee the management and development of this area of activity. This manager will focus on the development of these areas of service and ensuring that HfH takes advantage of new opportunities to enhance services, improve performance and generate income. They will also have a role to support the Tenancy Management Team Managers in having effective policies and procedures in place to deliver effectively, and will deputise for the Head of Service.

The concierge service is not directly affected in the proposals. However, it is intended to develop and enhance this service to contribute to the business plan objectives. The service provided has not changed significantly since it was established in the 1990s, and there is now an opportunity to ensure that we are listening to residents, investing in technology, and developing our staff to provide a modern service that can improve the quality of life on our estates. There are particular opportunities to develop the service through synergies with Estates Watch (see 4.3.3 below). The TSSM will lead a review, with the Head of Service, to develop a vision and model of service that is fit for the future, in line with the objectives for the service set out in 2.1.3.

- 4.3.3 A new role of Safer Estates Manager will be created to report to the TSSM. The purpose of this role will be to further develop initiatives to improve community safety and improve living conditions on our estates. This will include managing our CCTV provision and developing our use of technology to make communities safer; managing the concierge teams; and partnership working with police, ASBAT and other enforcement agencies. It will be a priority to build on the Estates Watch pilot to seek to provide a similar service to other estates in Haringey, including those managed by other providers, thereby generating income. Developing Estate Watch as a permanent service will require initial investment in a dedicated staff team; however it is intended that this would become self-funding through service charge income.
- 4.3.4 The existing Fraud Officer role in Tenancy Management will report to the TSSM and it will be a priority to further develop our work on fraud management. The role is confirmed as part of the

HfH establishment following a previous secondment to the council. The postholder is currently working on an enhanced grade from a substantive post of Tenancy Caseworker, and it is proposed to assimilate her to the role.

- 4.3.5 The Temporary Accommodation Scheme Manager post will be deleted and replaced by a new post of Temporary Accommodation Manager, reporting to the TSSM. The job description and grade reflects the fact that this is a new and expanding area of activity for Tenancy Services. As well as managing the staff team, the postholder will be responsible for continuing the development of an effective operating model and ensuring the high standard of service provision continues as new schemes are opened. There may be a need for further proposals for change in this area depending on expansion of the provision of TA.
- 4.3.6 It is proposed that part of the financial saving achieved through the restructure proposal, is used to employ 4 new full time equivalent Housing Liaison Officers. The full business case for this is attached as Appendix 7, however in outline the key benefits would be –
- Enable a comprehensive programme of visits to all residents over 2 years
 - Identify and act on cases of tenancy fraud – initial estimate of 50 additional properties to be recovered
 - Support work with tenants on managing the introduction of Universal Credit, helping to minimise arrears and financial exclusion
 - Identification of potential disrepair issues giving rise to legal claims, reducing financial exposure to legal costs and compensation
 - Improved identification of fire risks in homes, enabling us to deliver advice, make referrals and reduce the risk
 - Increased action on unauthorised alterations, enabling improved enforcement to reduce the risk to our residents and the fabric of buildings
 - Increased intervention prior to tenancy termination to ensure properties are more often clean, clear and in good repair at the point of becoming void
 - Higher awareness of vulnerability among residents, the ability to make appropriate referrals and pick up issues before a crisis point
 - Much higher levels of engagement with our customers, enabling us to improve satisfaction levels
 - Opportunities to promote participation in resident associations and other community initiatives
 - Personal engagement with under-occupying tenants and the opportunity to increase levels of downsizing moves, freeing up larger family properties
 - Increased HfH visibility and presence in neighbourhoods, more likely to spot and respond to specific problems affecting communities

4.4 Policy and Procedure Development

A priority has been identified to ensure that all policies and procedures are up to date and enable effective working practices. This is particularly the case in the Support and Well-Being Service, following issues identified in the review by Resident Scrutiny Panel. Additional funding will be sought as a one off budget pressure item to enable employment of a temporary resource to complete this work. It is expected that the equivalent of a full time worker for 6 months will be required at an indicative grade of PO4, at an indicative cost of **£27,300**. This will be progressed separately from the specific restructure proposals in the paper.

5. Financial Implications

- 5.1 The budgeted cost of the staffing establishment for Tenancy Services for 2018/19 would be £4,245,735, if no changes were made to the current staff structure.
- 5.2 The proposed staffing establishment is projected to cost £4,156,192 in 2018/19, **an annual saving of £89,543**.

This is supplemented by **cost neutral projected increases in staffing budget to the service totalling £129,594** –

- Resource transferred from Voids Service (see 3.2.1) - £44,294
- Resource transferred from Income Management (see 2.1.3) - £33,403
- Agreed reduced Enforcement SLA fee for direct investment into the service (see 4.3.3) - £51,897

- 5.3 Two options are proposed for the service –

- 5.3.1 **Option One** is to **recoup the full amount**, savings and transferred resources **of £219,137**, resulting in a reduced service.

- 5.3.2 **Option Two** is to utilise a proportion of the saving to employ an additional **four FTE Housing Liaison Officers, at an additional annual cost of £133,612**, as outlined in 4.3.6 above. A full business case for this is attached as Appendix 3 and the benefits outlined at 4.3.6 above. It is proposed that the four staff are employed on a one year fixed term contract in the first instance, to be reviewed after the first year to ensure the anticipated impact is being achieved. This is the recommended option.

- 5.4 The financial implications are as follows:

- i. Under the recommended option, a net saving of **£85,525** per year
- ii. Under the alternative option, a saving of **£185,734** per year (excluding the transferred resources from Income Management as this would be invested differently within that team).
- iii. **The restructure may give rise to one-off costs to enable the transition, as follows**
 - **Redundancy**
 - Tenancy Caseworkers. The reduction of 3 posts is offset by the opportunity for existing staff to apply for Senior Caseworker posts. Therefore at least 1 member of staff and possibly up to 3 will be subject to potential redundancy
 - Tenancy Team Managers. There are currently 3 permanent manager and 2 positions in the new structure, so a voluntary redundancy scheme will be offered to the existing postholders.
 - **Recruitment**
 - The new positions of Tenancy Specialist Services Manager and Safer Estates Manager will be filled through open recruitment
 - **Investment in service**
 - Continuous improvement of the service is a priority. Any savings above the target will be reinvested during 2018/19 to assist in this. The priorities for re-investment are –
 - Review and updating of policy and procedures for Support and Well-Being Service
 - Seed funding to enable expansion of Estate Watch including marketing to other providers to generate income
 - Process and technology improvements to enable smarter working

- iv. The posts in Temporary Accommodation are funded through a separate cost centre, held within council budgets but administered by Homes for Haringey. The proposed creation of the Temporary Accommodation Manager post will result in an increased cost to this budget of around £3,500. This will be funded through the existing budget for management of the schemes.
- v. The cost of an additional resource to progress the review of policy and procedure would be £27,300 and this will be sought as a one-off budget pressure.
- vi. The new structure is expected to be in place by 1st June 2018, though due to the normal recruitment timescales some posts may not be filled until the end of July. The transition will be managed so that there is no adverse impact on the budget and the staffing establishment costs do not at any stage exceed the budgeted costs for 2018/19.

6. Consultation, Engagement and Implementation

The staff consultation phase is scheduled to begin once the Board has approved the proposals. The implementation phase will begin from 21/5/18 following approval and consultation.

6.1 Staff, unions, managers

Formal consultation with staff and trade unions will last for 30 days as required by statute. It will include an initial presentation and a mid-way meeting/workshop to enable the widest possible participation. Information will be provided to staff currently absent from work and they will also have the opportunity to respond. Following the formal consultation, submissions from staff will be considered and a final response made by management.

6.2 Stakeholders

It is not intended to formally consult other stakeholders as part of the process.

6.3 Elected Members

There is no requirement to consult elected members. A briefing will be sent to elected members at the outset of the staff consultation and a further briefing on the outcome at the time of implementation.

7. Transition to the Proposed Structure

7.1 Staff made vulnerable

The following staff will be made vulnerable as a result of the proposals:

- Tenancy Team Managers
- Tenancy Caseworkers

7.2 Recruitment process

7.2.1 Ringfencing

It is proposed that the following posts will be recruited via a closed ringfence:

- Senior Caseworkers – open to Tenancy Caseworkers

This is because the skills and duties of the new role have similarities to the existing Tenancy Caseworker role, but some additional skills are required.

7.2.2 Open recruitment

It is proposed that the following posts will be recruited via open recruitment, initially internal to Homes for Haringey and Haringey Council staff:

- Safer Estates Manager
- Tenancy Specialist Services Manager

This is because the skills and duties of the roles do not closely match any existing roles in the structure that have staff in post.

7.3 Assimilation

It is proposed that the following posts are filled through assimilation:

- Temporary Accommodation Manager
- Specialist Fraud Officer

This is because the posts correspond closely to the roles of existing staff members.

7.4 Redeployment and Redundancy

Staff in posts made vulnerable will be invited to apply for consideration for voluntary redundancy (VR). Should there be insufficient posts for all staff in these groups, HfH will consider approving VR requests, only after considering alternative options such as redeployment. Where VR is offered to staff, priority will be given to applications as follows:

- Firstly, staff who applied for VR previously and have been refused; then
- Applications that have the least cost for HfH

8. Timeline

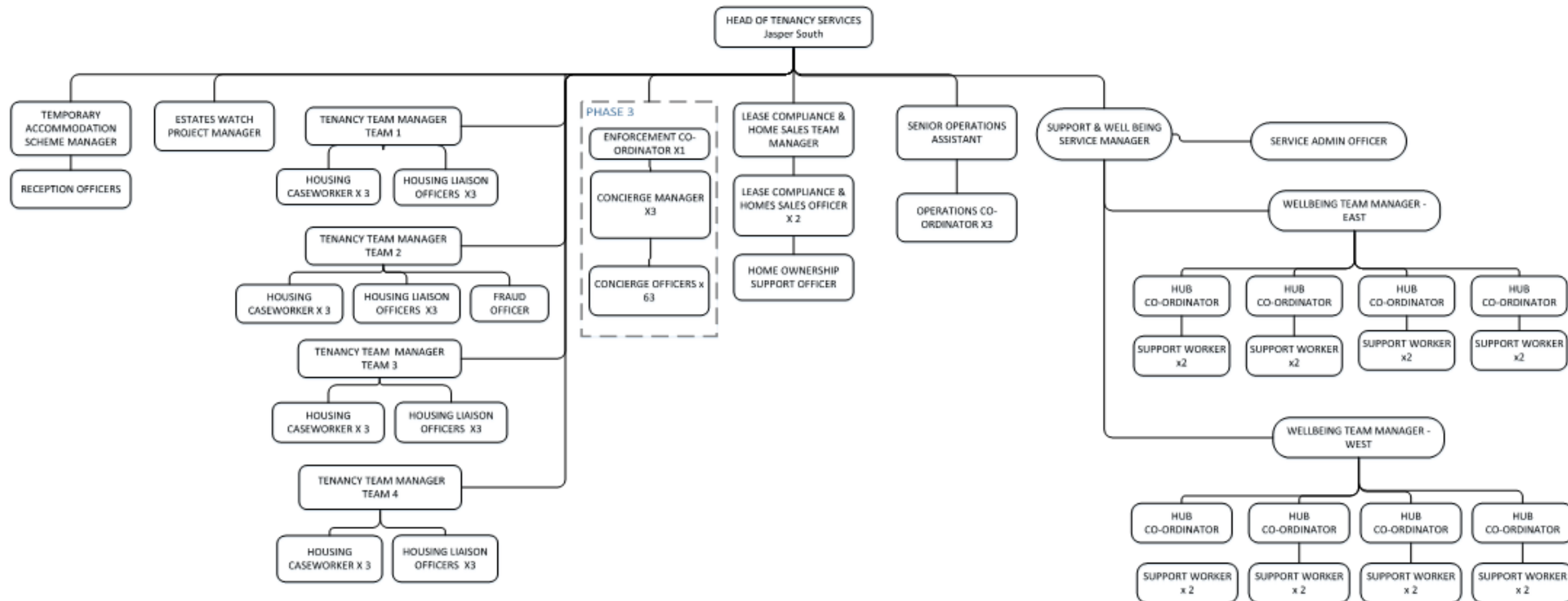
8.1 Proposed sequence and timeline of approval stages is as follows:

Briefing and challenge session – Operations SMT	22/1/18
HfH Executive Leadership Team Challenge Session	21/2/18
Operations SMT – Final Agreement	5/3/18
ELT – Final Approval	14/3/18
Unions – initial briefing	20/3/18
Housing Commissioning – initial briefing	20/3/18
Board of Directors	27/3/18
Consultation commences	3/4/18
Consultation ends	3/5/18
Consultation response	9/5/18
Staff selection and recruitment process begin	21/5/18
Formal implementation of new structure	28/5/18
Staff team fully in place	31/7/18

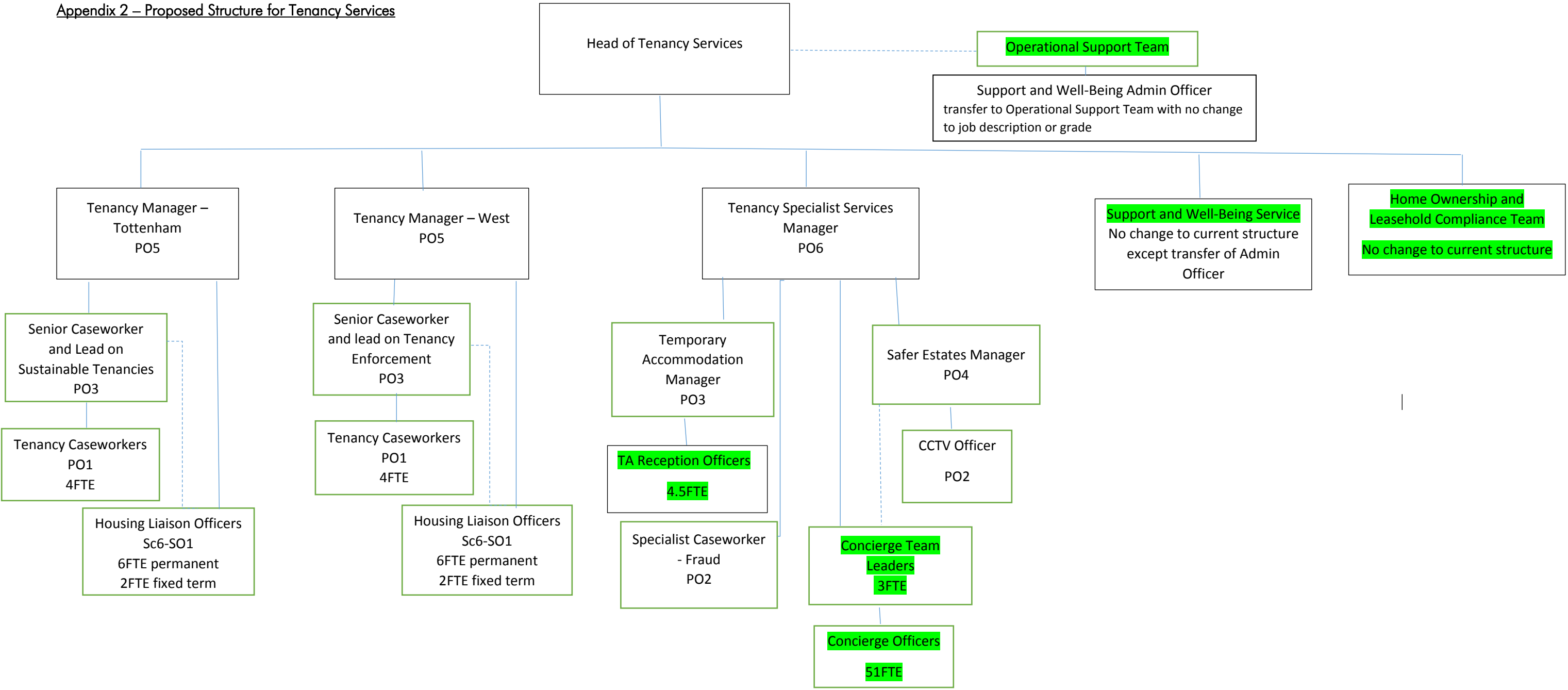
11. Recommendation

- That the Board supports the proposed structure for Tenancy Services as outlined in the paper, for consultation with the affected staff to be carried out.
- That Option Two outlined in 5.4.2 above is the preferred option for the service.

Appendix 1 – Current Structure of Tenancy Services



Appendix 2 – Proposed Structure for Tenancy Services



Green shaded posts and teams are out of scope and unchanged in the proposal