Anti-Social Behaviour Briefing

Purpose
To inform the Customer Services Committee on antisocial behaviour (ASB) activity and performance for 2012/13 and the first half of 2013/14.

Summary
During 2012/13 1,740 cases of anti social behaviour were received and investigated, over a third of which were noise nuisance. 12% of casework is considered to be high risk, 34% medium and 52% low risk. Officers took 4,419 early intervention actions and 126 enforcement actions.

Complainant satisfaction varies significantly across the Area Teams, with overall closed case satisfaction being third quartile when compared to others in the Housemark ASB Benchmarking Club.

The first two quarters of 2013/14 have been busy with 720 cases received and over 1,500 actions taken.

In November the North Area Tenancy Enforcement Team were commended at the Social Landlords Crime and Nuisance group national conference and awards ceremony for ‘providing exceptional service in resolving anti social behaviour in the community’.

Early analysis of 2013 Survey of Tenants and Residents (STAR) indicate an overall improving positive picture for tenancy enforcement compared to 2012/13.

All tenancy enforcement policies and procedures are being reviewed. Performance management of casework will improve post April 2014 with the introduction of the Northgate ASB
<table>
<thead>
<tr>
<th>Key risks</th>
<th>None as a direct consequence of this report, but should Lambeth Living not improve its response to ASB then we risk continued low levels of satisfaction.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Financial implications</td>
<td>None as a direct consequence of this report, but by not managing ASB appropriately we risk increasing costs as escalated problems cost more to resolve.</td>
</tr>
<tr>
<td>Recommendation</td>
<td>To note the report</td>
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</table>
Overview of arrangements for dealing with ASB

Lambeth Living has 15 dedicated officers responsible for all aspects of tenancy enforcement including ASB. Each of the Area Teams is made up as follows:

- Tenancy Enforcement Manager x 1
- Nuisance & Anti Social Behaviour Officer x 1
- Tenancy Enforcement Officer x 3

In addition, the Estate Services Teams, which serve as the “eyes and ears” of Lambeth Living have responsibility for addressing nuisance and anti social behaviour if they witness any incident in a communal area or a breach of tenancy. In such instances their remit extends to advising the resident their behaviour is unacceptable and confirming that should they not desist the matter will be referred onto the Tenancy Enforcement Team for action to be taken. The Estate Services Team will also be called upon to monitor cases and to act as witnesses where appropriate.

In relation to the management of ASB, the Tenancy Enforcement Teams follow the ASB policy and Enforcement policy. The policies were developed by Lambeth Living in conjunction with the Chartered Institute of Housing’s ASB Team and the Council’s Community Safety team. The policy is based upon the principles of the Council’s ASB strategy and seeks to adopt a joint approach with the Council in dealing with ASB. The policy applies to all customers when Lambeth Living is the managing agent regardless of tenure or property type. The policy:

- defines what ASB is and the legal framework within which we operate
- recognises that any one agency cannot solve the problems of communities or ASB on its own
- aims to achieve a consistent approach in the way ASB is reported and recorded through the use of categories, risk ratings, definitions and a case file
- clearly outlines performance standards and targets

The policy is not rigid in how case work should be managed allowing officers to use their professional judgement, in line with the wishes of the complainant, when drawing up an action plan. Each case is considered on its individual merits as opposed to following a standard process map.

ASB Statistical Information

Caseload
In 2012/13 Lambeth Living received 1,740 anti social behaviour cases which equates to 11.73 new cases per 1,000 properties managed against a Housemark Benchmarking Club median of 14.78 cases. **NB:** for the purposes of this report the Benchmarking Club includes ALMOs, London Boroughs, Metropolitan and Unitary Authorities with housing stock between 20,000 and 40,000. In London this includes Hackney Homes and Lewisham Homes.
Quarter one was the busiest period of the year accounting for 31% of casework received. The North Area was the busiest area receiving 734 cases or 42% of all casework. The Central Area received 34% and the South Area 24% of casework.

For quarters one and two of 2013/14 a totals of 720 cases have been received:

- Quarter one: 305 cases
- Quarter two: 415 cases

During this period the North Area remains the busiest area receiving 415 cases or 48% of the borough’s casework. The Central Area received just over 20% and the South Area 32%.

**Types of ASB reported**

**National Standards for Incident Recording (NSIR)**

To ensure that Lambeth Living ASB data is compatible with that of other non-housing agencies during 2012/13 Lambeth Living started to collect data against the 2011 NSIR ASB categories as published by the National Policing Improvement Agency. Under NSIR guidance incidents are divided into three categories:

- **Personal:** either deliberately targeted at an individual or group having an impact on an individual or group rather than the community at large
- **Nuisance:** where the behaviour effects the local community rather than individual victims
- **Environmental:** where the effects of the ASB have an impact on the natural, built and social environment

**New cases received by NSIR Category April 2012 – March 2013**
Overall, 75% of casework is considered to be nuisance, in line with Benchmarking Club median.

For quarters one and two of 2013/14 a slightly different picture is emerging with only 60% of casework considered to be nuisance, whereas 22% of casework is categorised as personal and 18% as environmental.

**ASB Cases by Type**  
During 2012/13 noise was the most reported type of ASB making up 38% of all new cases, just above the Benchmarking Club median of 37.3%.

**New cases by category April 2012 – March 2013**
For the first two quarters of 2013/14, noise remains the most reported issue at 33% of all casework. Lambeth Living has invested in noise recording equipment which may have impacted on the reduction in noise related complaints. A protocol has also been entered into with the Council’s Noise Team whereby they refer all cases of noise nuisance reported to them that occurs in a Lambeth Living managed dwelling in order for us to consider what action, if any should be taken.

Tenancy breaches now account for 30% of all casework including such issues as minor neighbour disputes, boundary disputes, unauthorised alterations, no access, storing dangerous / flammable materials and illegal occupation.

**Actions taken to tackle ASB**
Actions measure how we tackle ASB and are divided into two main categories – early intervention and enforcement. Early intervention looks at what can be done to prevent the behaviour escalating to the point at which enforcement action needs to be taken, which may or may not relate to the tenancy. In total, during 2012/13 Lambeth Living took 4,545 actions:

- North Area 1,939 (42.7% of all actions)
- Central Area 1,777 (39.1%)
- South Area 829 (18.2%)

For the first two quarters of 2013/14 a total of 1,501 actions have been taken

- North Area 809 (54% of all actions)
- Central Area 509 (34%)
- South Area 183 (12%)
**Early intervention**

For the 1,740 cases received, 4,419 early intervention actions were taken equivalent to 2.54 actions per case.

**Early Intervention actions taken to tackle ASB April 2012 – March 2013**

Over 90% of cases received during 2012/13 were provided with advice and assistance (self-help) and just over 65% of cases resulted in the alleged perpetrator being interviewed. Over 48% of cases were issued with a warning letter and 6% of cases received mediation. A similar percentage of cases signed Acceptable Behaviour Agreements and/or were referred to the Police.

For the first two quarters of 2013/14, 1,429 early intervention actions were taken with 70% of cases provided with advice and assistance and 48% of perpetrators interviewed. Over 59% of cases were issued with a warning letter and referrals to mediation accounts for 6.25% of all actions. Referrals to the Police have increased to 11.5% whereas signing of Acceptable Behaviour Contracts has fallen to 3%.

**Enforcement Action**

Such actions include Notice of Seeking Possession, Injunctions and evictions. During 2012/13, Lambeth Living took 126 enforcement actions, almost 3% of all actions taken.
Enforcement Actions taken to tackle ASB April 2012 – March 2013

For the first two quarters of 2013/14, 35 enforcement actions have been considered necessary:

- Notice of Seeking Possessions: 14
- Possession Orders: 7
- Injunctions: 9
- ASBO: 1
- Evictions: 4

**Performance**

**Risk rating and contact within target**

All cases are allocated a risk rating upon receipt:

<table>
<thead>
<tr>
<th>Risk Rating</th>
<th>Examples of nuisance in this category</th>
<th>Initial Contact Target Time</th>
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</thead>
<tbody>
<tr>
<td>High</td>
<td>Threats of physical violence, serious intimidation or harassment; racial incidents; domestic violence; serious damage to Lambeth Living property; insecure or abandoned property</td>
<td>24 hours / 1 working day</td>
</tr>
<tr>
<td>Medium</td>
<td>Allegations of criminal activity, drug dealing, verbal abuse, youth nuisance, noise nuisance</td>
<td>2 – 5 working days</td>
</tr>
<tr>
<td>Low</td>
<td>Minor neighbour disputes, minor breaches of tenancy, boundary and land issues</td>
<td>5 – 10 working days</td>
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</table>
During 2012/13, 211 cases or 12% of all casework received was registered as high risk, 624 (36%) medium risk and 905 (52%) low risk. Over half of low risk casework was managed by the North Area where over 62% (460 cases) of all casework received is registered as low risk. For the Central Area, over 55% (326 cases) of all casework is registered as medium risk.

**Risk rating of new cases received April 2012 – March 2013**

For quarters one and two of 2013/14, 14% of casework is logged as high risk, 24% as medium risk and 62% as low risk. The North Area has the highest numbers of cases in each category of risk.

During 2012/13 the vast majority of initial contact was within target:

**Response rates of new cases by risk rating April 2012 – March 2013**
During the first two quarters of 2013/14, 89% of high risk cases were actioned within target; this figure has been skewed by the South Area only achieving 70% of initial contact within target. Over 92% of medium risk and 96% of low risk cases were contacted within target.

**Case resolution rate**

Lambeth Living, following Housemark protocol, record two measures for closed cases: the number of cases closed that are resolved, and the number of cases that are closed unresolved. Resolved cases are those where we have evidence that the ASB has ceased. Adding the two figures together gives the total number of cases closed and provides the resolution rate.

Comparing ourselves to the ASB Benchmarking Club Lambeth Living has achieved second quartile performance with a score of 92% of casework being resolved. Broken down by Area, performance differs significantly:

- **North Area** 584 cases closed; 582 or 99.6% closed as resolved (upper quartile)
- **Central Area** 298 cases closed; 263 or 88.2% closed as resolved (lower quartile)
- **South Area** 387 cases closed; 314 or 81.1% closed as resolved (lower quartile)

During the first two quarters of 2013/14 case resolution rates have significantly improved on the 2012/3 outcomes:

- **North Area** 331 cases closed; 330 or 99.6 closed as resolved
- **Central Area** 50 cases closed; 45 or 90% closed as resolved
- **South Area** 126 cases closed; 123 or 97.6% closed as resolved

**Average number of days taken to resolve cases**

<table>
<thead>
<tr>
<th>Area</th>
<th>Average resolution time (days)</th>
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<tbody>
<tr>
<td>North</td>
<td>38.3</td>
</tr>
<tr>
<td>Central</td>
<td></td>
</tr>
<tr>
<td>South</td>
<td></td>
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</tbody>
</table>

The reason for Central Area closing cases quicker than the other areas is unclear and could be down to myriad reasons, for example:

- fewer cases received therefore easier to act on
• closing inappropriately – resulting in low satisfaction levels as indicated by STAR 2012 and 13
• less complicated casework being received – certainly the Central area get the fewest low level cases, which can be protracted and difficult to close down

The average resolution time for the first two quarters of 2013/14 has increased to 40.65 days. This has been skewed by the North Area having a second quartile average of 92 days. This was the result of various factors including legal action outside of the control of the team.

Complainant satisfaction
In comparison with the Benchmarking Club, for 2012/13 Lambeth Living was an organisation performing at the lower end of complainant satisfaction averaging third quartile performance.

Complaint handling satisfaction April 2012 – March 2013

- **North Area**: top quartile performance in four of the five indicators, achieving the Benchmark Club median in the remainder - % of residents very or fairly satisfied that they were kept informed.
- **Central Area**: bottom quartile performance in all but one indicator - % of respondents very or fairly satisfied with the support they received – for which they achieved the Benchmark Club median score.
- **South Area**: bottom quartile performance in all but one indicator - % of residents who have already made a complaint of ASB that would be willing to report ASB again in the future – for which they achieved the Benchmark Club median score.

GDIT, Lambeth Living’s customer contact service, took over responsibility for surveying closed case satisfaction in June 2013. Satisfaction levels are significantly lower than when the survey was completed in house and the results are more in line with the 2012 and 13 STAR results outlined later in this report. Indeed the results of STAR 2013 indicate the Central and South Areas have made improvements in all categories relating to ASB satisfaction, with the South Area satisfaction exceeding the North Area.

**2012 STAR**
The results suggest satisfaction is much lower when compared with the ASB Closed Case Satisfaction Survey results that were conducted in house until May 2013:

**Advice provided by staff**

The results suggest that both tenants and leaseholders are considerably more satisfied with the advice provided by the North Area. Leaseholders in the South Area had the lowest levels of satisfaction at 10%. Tenant satisfaction was lowest in the Central Area at 27%.

**Tenants satisfaction with staff advice**

<table>
<thead>
<tr>
<th></th>
<th>North</th>
<th>Central</th>
<th>South</th>
<th>LL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Satisfied</td>
<td>41%</td>
<td>27%</td>
<td>36%</td>
<td>34%</td>
</tr>
<tr>
<td>Neither</td>
<td>14%</td>
<td>18%</td>
<td>18%</td>
<td>17%</td>
</tr>
<tr>
<td>Dissatisfied</td>
<td>45%</td>
<td>55%</td>
<td>46%</td>
<td>49%</td>
</tr>
</tbody>
</table>

**Leaseholders satisfaction with staff advice**

<table>
<thead>
<tr>
<th></th>
<th>North</th>
<th>Central</th>
<th>South</th>
<th>LL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Satisfied</td>
<td>31%</td>
<td>21%</td>
<td>10%</td>
<td>23%</td>
</tr>
<tr>
<td>Neither</td>
<td>11%</td>
<td>29%</td>
<td>40%</td>
<td>24%</td>
</tr>
<tr>
<td>Dissatisfied</td>
<td>58%</td>
<td>50%</td>
<td>50%</td>
<td>53%</td>
</tr>
</tbody>
</table>

Star 2013 indicates the Central and South Areas have improved satisfaction with advice provided by staff with the North Area showing decreased satisfaction:

- North: 32% satisfied
- Central: 31%
- South: 37%

**Keeping residents up to date**

Tenants were considerably more satisfied than leaseholders with being kept informed about their case. The North Area recorded the highest levels of satisfaction for both tenants and leaseholders at 36 and 12% respectively. The Central Area reported the lowest levels of resident satisfaction for both tenures at 11 and 8% respectively. Although the South Area had the median satisfaction rates for both tenures it had the highest rates of dissatisfaction at 60 and 80%

**Tenant satisfaction with being kept informed**

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<thead>
<tr>
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<th>Central</th>
<th>South</th>
<th>LL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Satisfied</td>
<td>36%</td>
<td>11%</td>
<td>16%</td>
<td>23%</td>
</tr>
<tr>
<td>Neither</td>
<td>16%</td>
<td>32%</td>
<td>23%</td>
<td>23%</td>
</tr>
<tr>
<td>Dissatisfied</td>
<td>48%</td>
<td>57%</td>
<td>60%</td>
<td>54%</td>
</tr>
</tbody>
</table>

**Leaseholder satisfaction with being kept informed**

<table>
<thead>
<tr>
<th></th>
<th>North</th>
<th>Central</th>
<th>South</th>
<th>LL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Satisfied</td>
<td>12%</td>
<td>8%</td>
<td>10%</td>
<td>9%</td>
</tr>
<tr>
<td>Neither</td>
<td>35%</td>
<td>23%</td>
<td>10%</td>
<td>24%</td>
</tr>
<tr>
<td>Dissatisfied</td>
<td>53%</td>
<td>69%</td>
<td>80%</td>
<td>64%</td>
</tr>
</tbody>
</table>

STAR 2013 indicates there has been an overall improvement in satisfaction with keeping residents up to date with both Central and South Area significantly improving:

- North: 23% satisfied
- Central: 21%
- South: 28%

**Keeping to action plan**

Tenants expressed almost double the level of satisfaction with how well Lambeth Living kept to the agreed action plan than leaseholders, at 27 and 14% respectively. Both tenure groups reported high levels of neutral responses and even higher levels of dissatisfaction.
As per other service aspects, satisfaction was highest with the service provided in the North Area, followed by the South and then Central Areas. Of note, tenant dissatisfaction in the South was lower than in the North; however, the South Area also reported the highest level of neutral responses.

<table>
<thead>
<tr>
<th>Tenant satisfaction with keeping to the agreed action plan</th>
<th>Leaseholder satisfaction with keeping to the agreed action plan</th>
</tr>
</thead>
<tbody>
<tr>
<td>North</td>
<td>Central</td>
</tr>
<tr>
<td>Satisfied</td>
<td>38%</td>
</tr>
<tr>
<td>Neither</td>
<td>15%</td>
</tr>
<tr>
<td>Dissatisfied</td>
<td>48%</td>
</tr>
</tbody>
</table>

STAR 2013 indicates significant improvement in the South Area, very minor improvement in the Central Area and a drop in satisfaction in the North Area:

- North: 24% satisfied
- Central: 16%
- South: 29%

**The support provided by staff**
Leaseholders in the South Area appear to have strong opinions of the quality of support provided by staff. Satisfaction was low, dissatisfaction high and the percentage of neutral responses was considerably lower than that of the other two Areas and half the Lambeth Living total.

Of the elements of the ASB service measured by STAR, satisfaction with the North Area’s service was highest for this element for both tenure groups.

<table>
<thead>
<tr>
<th>Tenant satisfaction with the support provided by staff</th>
<th>Leaseholder satisfaction with the support provided by staff</th>
</tr>
</thead>
<tbody>
<tr>
<td>North</td>
<td>Central</td>
</tr>
<tr>
<td>Satisfied</td>
<td>44%</td>
</tr>
<tr>
<td>Neither</td>
<td>17%</td>
</tr>
<tr>
<td>Dissatisfied</td>
<td>39%</td>
</tr>
</tbody>
</table>

STAR 2013 indicates improvement in the Central and South Areas:

- North: 31% satisfaction
- Central: 21%
- South: 33%

**Overall speed of resolution**
Tenant satisfaction in the North Area was more than double the level of satisfaction in the Central and South Areas. However, leaseholder satisfaction in the North and South Areas were equal at 18% and more than double that in the Central Area (7%).

<table>
<thead>
<tr>
<th>Tenant satisfaction with speed of resolution</th>
<th>Leaseholder satisfaction with speed of resolution</th>
</tr>
</thead>
<tbody>
<tr>
<td>North</td>
<td>Central</td>
</tr>
</tbody>
</table>


STAR 2013 indicates the Central and South Areas made some progress whereas the North Area decreased especially in tenant satisfaction which fell 13%:

- North: 24% satisfied
- Central: 17%
- South: 29%

**Willingness to report ASB in the future**

Just under half of leaseholders are willing to report a further ASB incident to Lambeth Living in the future, compared to 61% of tenants. Tenants in the North Area and leaseholders in the South Area were the more willing to report future incidents.

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<th>North</th>
<th>Central</th>
<th>South</th>
<th>LL</th>
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</thead>
<tbody>
<tr>
<td>Willing</td>
<td>68%</td>
<td>62%</td>
<td>51%</td>
<td>61%</td>
</tr>
<tr>
<td>Neither</td>
<td>7%</td>
<td>21%</td>
<td>19%</td>
<td>15%</td>
</tr>
<tr>
<td>Reluctant</td>
<td>25%</td>
<td>18%</td>
<td>29%</td>
<td>24%</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
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<th>North</th>
<th>Central</th>
<th>South</th>
<th>LL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Willing</td>
<td>43%</td>
<td>46%</td>
<td>55%</td>
<td>48%</td>
</tr>
<tr>
<td>Neither</td>
<td>19%</td>
<td>0%</td>
<td>0%</td>
<td>9%</td>
</tr>
<tr>
<td>Reluctant</td>
<td>39%</td>
<td>53%</td>
<td>45%</td>
<td>44%</td>
</tr>
</tbody>
</table>

STAR 2013 indicates significant improvement in leaseholder willingness to report ASB, especially in the North Area which increased by 20%. Tenant satisfaction in the North dropped by 1% in the North, a minor increase in the Centre and a 15% increase in the South:

- North: 65%
- Central: 61%
- South: 64%

**Providing a responsive and coordinated service**

To maximise the effectiveness and efficiency of Lambeth Living it is imperative we work with other service areas and organisations. There are significant levels of partnership working including:

- Vulnerable Victims Panel – held monthly. All cases receive a risk assessment and if considered at high risk in terms of vulnerability the case is referred to the panel and / or the Vulnerable Victims Champion managed by the Council’s Community Safety service
- Area Issues Group – held quarterly attended by all service areas / organisations, such as Community Safety and the Police, with an issue to discuss
- Lambeth Mediation Service – this organisation receives referrals as and when, provides training to the Tenancy Enforcement staff, manage Neighbourhood Justice Panels and Conflict surgeries
- Police – joint meetings and visits relating to issues such as squats, cannabis factories, crack house closures, etc.
- Tenancy Fraud – 3,000 referrals made in 2013/14 all of which undergo Experian checks. If considered high risk further action is taken including early morning / evening visits.
- Noise Team – protocol developed to make and receive referrals.
Key Issues
Low levels of resident satisfaction with the way anti social behaviour is managed is the overriding issue that Lambeth Living is addressing. Taking each area in turn the following action is taking place or being proposed:

North Area
The North Area is very pro-active and provides a very good tenancy enforcement service. At the recently held Social Landlords Crime and Nuisance Group National Conference and Awards the team were commended for “providing exceptional service in resolving anti social behaviour in the community”. Regrettably this quality of service is not translating through to customer satisfaction. To this end Margaret Akinso, Tenancy Enforcement Manager, and her team held an event on 30 November to discuss with residents where they believe improvements in service delivery can be made which would result in improved satisfaction. By far the most prevalent suggestions were:

- the need to improve communication including introducing texting
- closer working with Estate Services – whilst this was not explicit, the nature of the ASB concerns being raised made this a clear priority of residents.

The feedback from the event has been excellent and the team are in the process of analysing the discussions following on from which an action plan will be developed. It is proposed to hold a further event during the first quarter of 2014/15 at which satisfaction will be the key issue for discussion.

In light of the STAR 20134 results the team are analysing their ways of working with a view to streamlining whatever processes they can. The team consider the biggest factor in their reduce satisfaction levels to be the sheer volume of casework and their inability to keep up with expectations created by their historical performance and pro-active stance, hence their request for a review of how tenancy enforcement resources are allocated.

Central Area
The team has a new manager, Tunde Akinyooye, who has advised that going forward the team will operate in a much more structured way, namely:

- place greater emphasis on early intervention by utilising community and individual mediation ensuring ASB (particularly neighbour nuisance) is tackled at the earliest stage.
- aim to increase youth engagement work by identifying youth groups in hotspots and establishing forums to discuss the cause of youth related ASB and jointly agree solutions.
- implement the recommendations of crime prevention surveys provided by our partners - the Police/Community safety - with a view to preventing anti-social behaviour on our estates. We will develop closer partnership to incorporate police intelligence and piggyback on criminal convictions/cautions to target hotspots and individual offenders and their families
- expand the use of the community payback project on some of our estates to prevent ASB through trimming of hedges and other environmental works that will improve areas that could attract ASB.
- we will provide customers suffering ASB with a better deal through improved case management approach and responsiveness. Anti-social behaviour database will be used to inform, track and manage ASB in a more co-ordinated approach.
- introduce more robust performance management to ensure victims of anti-social behaviour are kept informed and action plan agreed with them are monitored.
• aim to Introduce improved evidence gathering mechanism e.g. mobile CCTV, noise recording equipment and professional witnesses.

South Area
Star 2013 indicates the South Area is reaping the rewards of a year spent addressing performance issues and turning the team around. Melonie Wheatle, the interim manager has created a team that she believes are the best at what they do and keen on improving service delivery.

The team are streamlining processes within the terms of the policy and procedural footprint to ensure they work in the best interests of residents. What has been identified as key to service improvement and customer satisfaction is communication namely:

• acknowledging the case immediately it is received
• the tenancy Enforcement Officer contacting the complainant as soon as the case is allocated to them to explain what will happen and / or to agree an action plan
• making a progress call updating the complainant
• closing the case ensuring it is made clear to the complainant why

The team intend continuing along the path they have created and envisage further improvements will be delivered in 2014/15.