



Crime Reduction & Community Safety Group

Tilley Awards 2007

Application form

Please ensure that you have read the guidance before completing this form. ***By making an application to the awards, entrants are agreeing to abide by the conditions laid out in the guidance.*** Please complete the following form in full, within the stated word limit and ensuring the file size is no more than 1MB. Failure to do so will result in your entry being rejected from the competition.

Completed application forms should be e-mailed to tilleyawards07@homeoffice.gsi.gov.uk.

All entries must be received by noon on **Friday 27th April 2007**. No entries will be accepted after this time/date. Any queries on the application process should be directed to Alex Blackwell on 0207 035 4811. Any queries regarding publicity of the awards should be directed to Chaz Akoshile on 0207 035 1589.

Section 1: Details of application

Title of the project: Community Criminal Damage Initiative in Plymouth

Name of force/agency/CDRP/CSP: Community Safety Partnership and Public Health

Name of one contact person with position and/or rank (this should be one of the authors):
Mike Jarman Plymouth lead on Alcohol and Sexual Health

Email address: Mike.jarman@phdu.nhs.uk

Full postal address:

The Public Dispensary
18 Catherine Street
Plymouth
PL1 2AD

Telephone number: 01752 315773

Fax number:

If known please state in which Government Office area you are located e.g. Government Office North West, Government Office London etc: Government Office South West

Name of endorsing senior representatives(s): Sarah Hopkins

Name of organisation, position and/or rank of endorsing senior representatives(s): Manager, Plymouth Community Safety Partnership Unit

Full address of endorsing senior representatives(s):
The Public Dispensary
18 Catherine Street
Plymouth
PL1 2AD

Please tick box to indicate that all organisations involved in the project have been notified of this entry (this is to prevent duplicate entries of the same project):

Section 2: Summary of application

In no more than 400 words please use this space to describe your project (see guidance for more information).

The Criminal Damage Initiative was funded by Government Office South West, who commissioned the Plymouth Community Safety Unit to deliver services in response to a detailed bid focusing on the reduction of alcohol related criminal damage.

The project plan was unique in a number of key areas of service delivery:

- It brought together a range of partners with a significantly conflicting ethos
- It not only consulted the community, particularly the voluntary sector to identify the problem young people but it also commissioned them to identify the solution and deliver interventions
- It co-ordinated a range of activity which combined enforcement with intervention
- Engaged six distinct service areas across six different agencies
- It looked for answers about why young people commit damage
- It focused on the hard to reach, most criminal active young people within the neighbourhood. Engaged them within their own environment in what was referred to as 'centre based activity' and then utilised them and their knowledge to deliver key messages as peer influencers

The targets were:

- To reduce criminal damage and violence involving young people
- To reduce the fear of crime within the community
- To increase the number of young people engaging with drug and alcohol treatment

The project utilised analysts to problem profile areas, which identified baseline data, action to be taken and assisted in identifying commissioning arrangements cost, monitoring arrangements and communication.

The time coincides with the implementation of a number of Neighbourhood Renewal Fund (NRF) projects, which could contaminate the short-term outcomes of this project, so NRF areas have been avoided.

Focusing on a community model the project therefore avoided the City Centre and identified six key areas, four of these areas benefited from a premium service.

The criteria was based on damage to vehicles, dwellings and buildings, and the target group were young people meeting in groups within the identified communities.

The partnerships that engaged in this project are three distinct voluntary sector groups comprising of youth outreach work, drug and alcohol specialists and more generic young people specialists. Police fast time PCSO evening patrols and slow time police youth affairs officers conducting follow up interviews. Test purchasing, Environmental Services, Drug and Alcohol Action Team and Community Safety co-ordination

and project management.

Section 3: Description of project

Describe the project in no more than 4000 words (see guidance for more information in particular Section 7 - judging criteria).

The Project

The project has drawn together a range of agencies and services in a multi-agency rolling programme of activity across targeted neighbourhoods.

The project prioritised 6 neighbourhoods, with all areas attracting additional activity and four areas receiving the premium service

Agency activity

In the first instance community projects and drugs workers met to identify local young people to target as part of the project. By the time they moved to the next and future Neighbourhoods, the local community police were a welcome addition to the planning process.

This approach saw between 6 to 8 targeted young people engage in centre based activity and then assist in engaging with the drug and outreach teams working with the wider local youth population.

Additional high focus police patrols co-ordinated their activity with the community activity and, where appropriate, also took young people home. Follow up interviews were undertaken by the Police Youth Affairs team, which was surprisingly well received by parents and young people and, in some cases, resulted in referrals into alcohol treatment.

The drugs outreach team (Harbour Drugs Service) were also employed to work in Plymouth Clubs to identify if there were any links between the young people in clubs and the localised neighbourhood criminal damage. In an effort to gain intelligence test purchasing was undertaken in premises, some identified by the community, to establish if there was under age purchasing contributing to the local area profile.

The FRANK road show (drugs and alcohol advice) involved young people trained again in peer influencing roles to deliver “softer” drugs and alcohol messages into the community.

Environmental services have undertaken a comprehensive clear-up programme in one area as part of the “Respect” agenda, once again to monitor whether this will impact on local criminal damage.

Training and Learning

The Police Community Support Officers have been a key resource in two of the elements currently being developed by this model. Lessons learnt and basic skills formed part of training being delivered based on the project’s initial findings and includes young people targeted during the initiative attending the sessions and talking to PCSOs.

In addition, the project will participate in a citizenship programme targeted across all year six pupils across the City during three weeks in June at HMS Drake and will target in the region of 3,000 young people.

Spend

The project has generated additionality from agencies such as the police, environmental services and other statutory resources. All allocated funding and performance was monitored through the Criminal Damage sub-group who also received a financial briefing at the conclusion of the project.

Service delivery partners met at the beginning of the project and at the end, and had two reviews whilst the project was in progress

Outcomes

The project was built as an initiative but the nature of the work has created the need to regard some of the work undertaken as part of a wider research agenda. Key members of the team therefore met with GOSW research officers and prepared reports.

An indication of some of the findings are as follows:

1. The targeted young people will engage with community partners
2. These young people are surprising ill-informed around the very basic dangers associated with alcohol and the mixing of drugs and alcohol, but equally, were very receptive to the outreach teams advice and guidance
3. Correlation between police dispersement practice and committing criminal damage
4. Serious sexual health risks including pressures on young females (as young as 13 year olds) by older females, to have sex, to "belong"
5. Parents are receptive to follow up enquiries, help and guidance
6. The more informed young people are, particularly the traditionally hard to reach groups the more likely they are to act responsibly
7. The project may have influenced a reduction in the activity of local community gangs
8. That there is a presumption that all disorder and damage are committed by these groups of young people when that is not always the case
9. Many young people are victims
10. The young people are overlooked as members of the community.

There has been a fall in criminal damage, which although welcome, may not yet be regarded as sustained.

Finally one significant issue above all others is the need for youth community provision. The absence of youth provision has been identified as not only being a factor to preventing damage, but when endeavouring to put in place "fast time" measures to respond to the need, the lack of a community youth infrastructure is a major inhibitor.

There were several dynamic components within this project. One of these areas were the follow up visits conducted by the Police Youth Affairs Officers. There were 83 young people identified by name and the reason, age and circumstances were recorded. Follow up outcomes indicated a wide acknowledgement by parents that they valued this service, and two parents from Plympton even visited their local police station to express their thanks. Three known referrals were made to drug and alcohol specialist services.

The other two dynamics were the work undertaken by dug and outreach youth workers. The commissioning required feedback reports and extracts from one of the reports now follows, which contextualises the work undertaken within an operational setting.

Harbour Drug and Alcohol Service

As workers, we felt the importance of making the young people aware that our aim was not one of surveillance, control or judgment but one of mutual respect, two way communication and above all we felt that we wanted to make it clear that the young people were not seen as clients to be 'delivered to'. It was in essence a learning experience for both workers and young people. Secondary to this belief, was the issue of confidentiality which we knew well as workers would be key in the effective delivery of the sessions, allowing the young people a platform for discussion and debate which was

known to be open, honest and above all safe. Experience has shown many times that without effective boundaries, frameworks and ground rules session delivery is often hampered by confusion and lack of respect, rather than impose our own values and beliefs upon the young people we asked them themselves what they believed to be the important components required to make the sessions not only safe, comfortable and well structured but furthermore to give the sessions true value and depth. It is very noteworthy to express the extremely positive reaction given in response to this style of facilitation; the reality of actually asking for and valuing the voice of the young people had a tremendous affect in the overall outcome of the project.

After our introductions were made and we had discussed confidentiality and ground rules, we then posted a flip chart on the wall laying out this framework, this was revisited each session and re-evaluated and changed as required. This fluid approach allowed for greater flexibility and this in turn led to a building of trust, brought about by the young people seeing their voice actively having an impact on what were actually 'their sessions'.

When developing these sessions we knew through experience we would have to work hard to keep the young people's concentration, the session had a real requirement to be fun, informal and not at all authoritarian as this would only widen the already obvious interpersonal gap that already existed between the young people and adults who they often viewed with suspicion and mistrust.....

Outcomes of Centre based Sessions:

The centre based sessions took place in three locations, with different target groups and varying outcomes;

Honicknowle, Phoenix Centre:

The young people Harbour engaged with, were a group of six males aged between 15 and 18, all the group members are well known to the local police and are believed to consume large amounts of alcohol and some illicit drugs, all of whom have a history of criminal damage, and police contact. One of the major outcomes of this contact was the discovery of a local trend for the use of alcohol and benzodiazepines (obtained online). This immediately highlighted the danger of overdose, which we explored at length, using tools such as the 'k' diagram to show the health risks posed by this mixing of chemicals, benzodiazepines being depressants plus alcohol being depressants - equaling a hugely dangerous risk. We paid great attention to firstly finding out what risks were being taken, and then reducing the harms associated with these risks, giving the young people simple pro-active strategies that didn't involve just running away in fear of arrest, but instead focused on basic life support, recovery position and most importantly, phoning 999 for assistance. Over the sessions we discovered that the young people were actually surprised by local prevalence rates of criminal damage, believing it to be far less, this then opened up much debate into the reasons the young people felt that criminal damage took place. All believed alcohol played a major part in this, along with having nowhere to gather where they felt they were not under surveillance, constant police dispersal and moving on. Ultimately the young people saw their criminal actions as retaliation against a community from which they often felt alienated. We talked about responsibility, ownership and community cohesion. For us at this point we realised, this community cohesion could only be represented within peer groups, getting the young people to take their knowledge with them. Another outcome for the whole group was the value of honesty and the fundamental change in behaviour that this created.

From a position of suspicion and mistrust an atmosphere of mutual respect and trust developed and we were very impressed by the level of engagement shown by the young people, this led to our group conclusion that this should only be a beginning; that the young people were prepared to participate and actually viewed the process as something of value. The evaluation sheets used during sessions, which can be found in Appendix II show clearly, that the young people found the sessions not only enjoyable, but useful and thought provoking and overall had dramatically increased their knowledge surrounding alcohol, drugs, health and criminality.

Outputs of Honicknowle Phoenix Centre Centre Based Work - Total x18 Young People.

Chaddlewood Farm Community Centre, Plympton:

Here we engaged with six young people, all of them female aged between 15-17 years. We explored at length the links between alcohol, drug use and criminal damage. Once again, all the young people were known to the police and had been targeted as a result. This core group were influential to the attitudes and thinking of a much wider peer group. Once again we discovered that dangerous cocktails of alcohol and drugs were regularly taken, usually consisting of alcohol, and stimulant drugs such as cocaine, ecstasy and amphetamines. We again focused on the 'K' diagram to get across the risks involved with mixing depressant and stimulant drugs. Here though we found that the young people had greater knowledge around alcohol, drugs and criminal damage, the first session was spent reinforcing this knowledge and breaking down myths. The following sessions needed more in-depth information to build upon their existing knowledge. We discovered that the young people felt they were using alcohol and drugs to relieve stress and relax, we also discovered that the young people used with their often older boyfriends, their link to primarily cocaine, as an initiator of sexual activity. Once again, police dispersal was seen as a factor that led to them feeling criminalised and excluded from their community, often feeling they had been dispersed into unsafe or 'dark places' such as parks or being dispersed from groups in which they felt safe. Often they felt that although they were being noisy no criminal damage was being done, until angry at being moved on and fuelled by alcohol and drugs they did commit acts of criminal damage. Once again honesty and allowing the young people their voice paid off, the feeling that they were engaging with a service that understood them, their viewpoints and attitudes. They were often very impressed at being asked for their opinions and for some felt this was a first. Peer education became a valuable tool for these young people, and this positive experience gave the young people a desire to pass the information they had learnt on. This became clear when they designed their own leaflet with information about alcohol and stimulant drugs, see the evaluation sheets in Appendix II.

Outputs of Chaddlewood Farm Centre Based Work - Total x14 Young People.

Onward House, Greenbank:

This larger group of 8 young people between the ages 13 to 18, was mixed gender and mixed race. These young people had been chosen by youth workers and local police due to their involvement in alcohol and drug consumption and related criminal damage. A prevalent theme that has ran through each targeted group and locality, was the ever present danger of overdose or accident existing due to the mixing of alcohol and chemicals, here however we found that not only was alcohol and stimulants the norm or alcohol and depressants such as benzodiazepines but a wider use has led to the simultaneous use of all three, that is to say, not only were the young people drinking, but they were using both stimulants and depressants also.

Outputs of Onward House Greenbank Centre Based Work - Total x21 Young People.

Detached Session Delivery:

Another key component inherent to the successful delivery of the criminal damage initiative was the use of detached youth work. This style of working allows the workers to engage with the young people in their own environment, in the young people's, 'own territory'. Within the framework of each session delivery, two Harbour Outreach Workers worked alongside the local youth workers in each target area. There were 8 sessions in each area, with 4 of those facilitated by the Harbour Outreach Workers. The sessions were intended as a platform from which Harbour could deliver a considerable amount of relevant, accurate and important information and education about drugs and alcohol and criminal damage, to a large audience of young people who otherwise would be unreachable. Originally, we began handing out information packs at grass roots level on the streets, we discovered early on that, although extremely interested in our information, as soon as the young people began to consume alcohol, these large, bulky packs were being discarded and causing a littering problem. As a consequence, we began to hand out smaller pocket sized wallets with the same information. On many occasions we found ourselves having to tailor the sessions to meet ever changing requirements, for example the obvious sexual activity the young people were engaging in encouraged us to quickly add a condom into the wallet pack. We all as a team felt that the delivery of the detached sessions would benefit from a fluid, flexible and ad hoc approach, allowing the room for the delivery to change as was required. However tools were often employed to engage the young people in debate such as, questionnaires and street quizzes and simple ice breaker games designed to break down barriers. After the successful completion of each detached session, Harbour workers debriefed with the local youth workers and fed any information to co-ordinators of the project.

Outcomes of Detached Sessions:

The detached sessions took place in the three already mentioned localities after the centre based sessions had been completed.

Honicknowle:

Workers went out on Thursday and Friday evenings, to engage locally with the target group of young people and their peers, although sometimes a challenging environment for the workers, the feedback from both workers and young people points towards a very positive outcome of the sessions as a whole. The difficulties posed by the environment; dark, often raining and the young people sometimes drinking led to us as workers using methods of delivery that the young people would *want* to engage with, although simple tools they require skill and experience. Tools such as, conversation, observation and information packs proved invaluable as methods for getting education about alcohol, drugs and criminal damage across. We found that often the young people although admitting openly to drinking and having involvement in criminal damage, did not always see a link between the two, we entered into much debate and awareness raising concerning drinking and criminality. The young people also expressed concern about their sexual health whilst drinking, we discovered that they would engage in sexual activity whether they had condoms or not. This prompted the addition of condoms to the information wallets handed out. Another point to consider was ourselves, in that the young people expressed their dissatisfaction at being unfairly judged, particularly by local residents,

their argument being simply; 'look at what adults do when they get drunk!', food for thought indeed. Before the delivery of the centre based sessions we realised the young people often had little real understanding of what actually constituted criminal damage, whilst undertaking the detached work we found that this was no longer the case, proving in a concrete way the value of this kind of informal peer education. (Similar reports were provided from the following locations)

Outputs of Honicknowle Detached Work - Total x175 Young People.

Outputs of Chaddlewood Detached Work - Total x125 Young People

Outputs of Greenbank Detached Work - Total x68 Young People

Total Numbers of Young People contacted throughout project: 421

Evaluation/ Learning Outcomes:

One of the major and most fundamental outcomes of this project was the realisation of a lack of knowledge surrounding alcohol and drugs, that existed not only for the young people but also for the youth workers themselves. What knowledge existed was basic and often confused, for example the real danger that mixing alcohol and drugs posed to the health of the young people. With the exception of the young women from Plympton, whose knowledge was significantly higher than those from other areas, no real knowledge of the potentially fatal consequences of poly drug use existed. Our immediate concern was the total lack of knowledge of the young people and youth workers with regard to basic life support interventions and how to deal with overdose situations. We made a conscious decision to disseminate this important, potentially life saving knowledge at every opportunity throughout the project in both structured and informal ways.

Due to the obvious socio-economic variations that existed geographically, a greater fluidity of approach was required. This flexibility enabled us to tackle the different challenges that we were faced with in each target area, for example, in Honicknowle our major concern was the risk of overdose posed by the young people's use of both alcohol and benzodiazepines. This was coupled with their reluctance to involve the emergency services in cases of un-consciousness or suspected overdose. Once again we sought at every opportunity to empower the young people to take greater responsibility for themselves and their peer group. In contrast, the young women from Plympton seemed more inclined to mix alcohol with stimulant drugs such as amphetamines and cocaine, sometimes leading to risky sexual behaviour. Here we focussed more on education and awareness surrounding sexual health, alcohol and drug use. The feedback from the young people immediately points to them making more positive and informed life choices.

The project also highlighted that youth workers do not appear to have either the training or knowledge required to engage the young people around substance issues and are therefore reluctant to address them. This has highlighted a very real requirement for drug and alcohol training within the youth work provision.

Once we took the project out on to the streets and began the detached sessions, it was evident that the good rapport that we had established in the centre based sessions was essential to the success

of the work. Early conceptions from youth workers and authorities that young people were reluctant and secretive about their use, were actually falsehoods, we discovered that the young people were actually open, honest and really showed a desire to talk in depth about their use and their lives. Another and equally important factor to the success of the project was the recognition that we too, as workers had a lot to learn from the young people themselves. This pilot project was extremely enjoyable as well as challenging. The centre based sessions proved to be so challenging in fact, that we felt it essential that they were delivered by our most experienced staff. Our initial session plans had to be flexible, fun and honest, a blanket or rigid approach would clearly not have worked. We decided from the outset that these sessions would have to be both contemporary and relevant to the young people's lives and delivered in a participative style which involved the use of pro-active strategies delivered professionally by trained and experienced staff. The success of the detached sessions was also facilitated by the use of skilled, experienced and passionate staff, able to work in challenging environments in an innovative style.

We discovered in all areas that the young people's issues around criminal damage were felt by them to be fuelled by their constant dispersal by the police or them being the target of local adult disapproval. The young people felt they were undervalued, stereotyped, often wrongly accused and blamed, sometimes feeling they were not part of the community, had little or nothing else to do and were bored and dissatisfied. They also felt that the reasons for their dispersal were unexplained and this confusion often led to frustrated retaliation. This project has shown the value of giving the young people a voice, and that voice actually being listened to. We found that the young people who had taken part in the centre based sessions really enjoyed being able to pass on their new found knowledge to their peers. This informal peer education created a snow ball effect throughout their wider peer group, and gave them a sense of being part of something valued and important. Working with them fostered a sense of peer unity and a sense of belonging in their communities, this then allowed us to introduce a sense of community spirit and address issues of criminal damage.

The major reasons that we found that the young people identified as triggers for their substance use was to relax, have fun, overcome boredom and for some to relieve stressful situations. It was also clearly evident that there was a complete lack of provision or any alternative activities for young people to occupy their time. A very positive and pro active outcome is that all areas are now reviewing what provision is available locally and some innovative ideas are emerging, such as a youth café in Freedom Park, Greenbank.

As a pilot, this project exceeded our early expectations and we have had several young people referred to our specialist young people's service and other related agencies such as the Youth Offending Team. We reached far more young people than we imagined, got across far more information than we had hoped and made valuable, trusting relationships with the young people. The multi-agency approach was paramount; the de-briefing sessions allowed all service providers to have a better understanding of each others roles and the value of a co-ordinated and well planned response to the problems posed by the young people. We were extremely impressed with the way in which all parties concerned were able to work together and compliment each others skills and knowledge. **Kerry McCabe**

Peer Support Co-ordinator - Harbour Drug and Alcohol Service (Outreach Team).

Although it is true to say that there were initial tensions between agencies the overriding outcome was that many never expected such significant outcomes, and all concluded that they had a better understanding of each others perspective.

The project galvanising community and statutory services is currently being refined as a model of good practice. Much of the activity has been mainstreamed whilst the commissioning of the voluntary sector to undertake similar work for 2007/08 is currently being considered.

Section 4: Endorsement by Senior Representative

Please insert letter from endorsing representative:

Plymouth Community Safety Unit
The Public Dispensary
18 Catherine Street
Plymouth
PL1 2AD

Dear Sir

Re Community Criminal Damage Initiative in Plymouth

This project enabled Plymouth to embrace a new area of the developing intelligence practice as part of the National Intelligence Model, within the local community.

It is true to say that although there was a clear outline of the proposed activity including costings and targets, a number of the positive outcomes were unexpected, which is credit to the partnership that demonstrated a flexible approach to project management.

For my part I attended Greenbank and met with the young people concerned and saw first hand some of the activity being undertaken on the project.

I have no doubt of the benefits that the communities and agencies alike have derived from this co-ordinated approach to service delivery, and would therefore endorse the Community Criminal Damage Initiative for Plymouth application for a Tilley Award.

Yours faithfully

A handwritten signature in purple ink that reads "S Hopkins". The signature is stylized with a large loop at the beginning and a vertical line extending downwards from the end.

Sarah Hopkins
Plymouth Drug and Alcohol Action Team Manager

Checklist for Applicants:

1. Have you read the process and application form guidance?
2. Have you completed all four sections of the application form in full including the endorsement from a senior representative?
3. Have you checked that your entry addresses all aspects of the judging criteria?
4. Have you advised all partner agencies that you are submitting an entry for your project?
5. Have you adhered to the formatting requirements within the guidance?
6. Have you checked whether there are any reasons why your project should **not** be publicised to other police forces, partner agencies and the general public?
7. Have you saved you application form as a PDF attachment and entitled your message 'Entry for Tilley Awards 2007' before emailing it?

Once you are satisfied that you have completed your application form in full please email it to Tilleyawards07@homeoffice.gsi.gov.uk. Two hard copies must also be posted to Alex Blackwell at Home Office, Effective Practice, Support & Communications Team, 6th Floor, Peel Building (SE Quarter), 2 Marsham Street, London, SW1P 4DF.