



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: Young Runaways – the missing indicator

Name of force/agency/CDRP/CSP: Plymouth DAAT and Plymouth Police

Name of one contact person with position and/or rank (this should be one of the authors):
Keith Napthine who was, at the time, the Young Persons lead for the Drug and Alcohol Action Team

Email address: Keith.napthine@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): Gary Wallace

Name of organisation, position and/or rank of endorsing senior representatives(s): Manager, Plymouth Drug and Alcohol Action Team

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 Plymouth project debriefs young people on their return home from running away episodes. The family engage in a **restorative justice** debrief with agreed outcomes. The young person will be debriefed based on the Every Child Matures core 5 assessments for multi-agency working.

Subject to the debrief a level of intervention will be offered regardless of the involvement of other agencies.

The Plymouth Runaways Team is multi-agency consisting of a social worker, 2 police officers, Education Welfare Officer, Parent worker and Drugs workers from the voluntary sector with current negotiation with Devonport for an Alcohol worker. The management is from the team manager, the Police Youth Affairs sergeant, and all are supported by an office manager. The team are registered with the Data Registrar to ensure cross agency information/intelligence sharing and good recording of young persons data sets. All risk will be identified, shared as appropriate with interventions put in place.

Any children reported missing have been considered by the parent or carer to have been at risk, and this project reiterates that.

The why they go missing and not the duration is the key factor, this is the ethos of the 2002 guidance and this is the practice adopted by the Plymouth model. A recent Plymouth case identified that the child was late back because the young person had gone fishing with a local paedophile, another was a child late home as they were committing crime.

The principles of the project include:

- A reduction in running away
- A reduction in high risk behaviour
- Intelligence lead crime reduction/ protection initiatives
- Quality lead, performance driven measurable outcomes with multi-agency benefits
- Profiles, which reflect and meet multi-agency requirements such as teenage pregnancy, child protection, domestic violence, school attendance, drug and alcohol abuse and treatment, anti-social behaviour and crime.

The justification for the NRF bid was based on the 2005/06 Plymouth Police missing children incident reports totalling 1323.

The 2006/07 showed a growth of 27.18% for the first three quarters. The project went live for the duration of the fourth quarter. The project recorded a 38.5% reduction in police missing person incidents in the targeted area, while the remainder of the city maintained the 27.18% growth. A reduction of 45 missing children reports in the NRF area, a potential of 200 less reports for the quarter if it was Citywide.

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).

Background and Justification

Following growing concern outlined in the 2002 Dfes guidance which outlined serious issues in relation to the plight of 100,000 missing children who runaway overnight, and the subsequent 25 projects that were sponsored at that time, very little has happened nationally despite the best endeavors of the children's charity – The Children's Society.

The 2004 follow up report reflected on the outcomes of the projects and reiterated much of the 2002 data, and was at least instrumental in the Association of Chief Police Officers Guidance of 2005, which in turn did stimulate the HMIC inspections which contained regular reference to concerns of the number of missing persons from local authority care, and better recording of information. However there remains no statutory requirement to deliver a service to young runaways other than to meet an individual's duty of care. Safe return and not the reason for going missing appear to be the national ethos.

The 2002 guidance contained a clear 23-point action plan which most partnerships know little about, let alone act on. The exception is a legal obligation to provide a multi-agency protocol, addressing joint working protocol for children who go missing from care or from home in the DOH report of the same year. Most of such protocols rarely see the light of day sitting on a shelves gathering dust.

For those who take the time to read the material, the evidence is compelling and in itself poses the question why, when there is so much material focusing on the risks of children, child centered services, new Children's Services, Children's Trusts and Every Child Matters that there is no strategic driver to develop Missing Children Services. The skeptics may suggest that if it is not measured then it has no strategic relevance.

Ian Huntley and his two young victims are a graphic reminder of the ultimate risks young missing children are exposed to, and again the Bichard Enquiry made those clear.

Victoria Climbié, had she been any older may well have runaway from her aunt. The indications are that the police would have returned her happy in the knowledge that she had been returned "safe and well". Young people runaway from home or care for a reason, many times it is a cry for help, many times those cries remain unheard – the Plymouth Young Runaway's and Missing Children's Project seeks to answer the question "why?"

Plymouth Project – The Missing Indicator

The research outlined in the above documentation evidences:

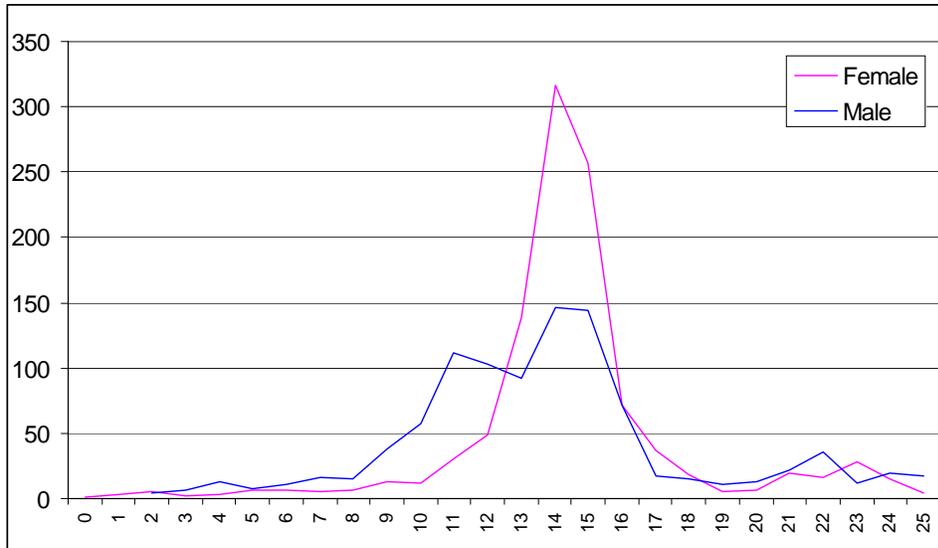
- that persistent young runaways are seven more times likely to commit crime
- Youth Justice Board data reports as many as 40% of young offenders have been reported missing, and research would suggest that careers in crime begin when they are missing
- Occasional runaways are five times more likely to engage in illegal drugs while persistent runaways are ten times more likely

There are similar percentages engaging in problematic use of alcohol, truancy, physical abuse and personal relationships.

What came about as a result of the police research in Plymouth was the high number of missing children reports being received by local police, 1323 in 2005/06 and 1668 in 2006/07.

It also emerged that although agencies were most responsive to their duty of care issues, they had no

idea of the holistic landscape of missing children and that whether proxy indicators, or direct performance indicators, that reducing missing children reports would clearly dramatically reduce crime. What also was emerging within Devon and Cornwall was the realisation of the richness of intelligence in relation to drug and alcohol supply, child abuse, organised crime and pedophiles/ child porn which was available within this area high risk child activity.



The above is data was held within the partnership but not presented in this holistic fashion. Visually the graph alone asked questions, and it was this data that enabled the project to fast track a bid to secure services to focus on running away behaviour and the associated implications.

Plymouth Neighbourhood Renewal Funding gave the restructuring of the Young Persons Drug and Alcohol Action Team and the Police Youth Intervention Team an opportunity to refocus service provision with this additional joint enterprise. The joint partners were sponsored by the Police Divisional Commander, the Director of Children’s Services and the Director of Public Health in a fast time bid to secure in excess of £400,000 with added matched funding to develop a project which would validate the potential benefits previously identified.

Their faith was rewarded when the targeted areas of Plymouth known as Barne Barton, North Prospect and Stonehouse more than halved the number of police missing children reports recorded between the January, February and March period compared with the previous 3 months, while the remaining areas have increased significantly.

The team consists of two police officers, a social worker, an education welfare officer, a drugs worker and parent/drugs specialist from the voluntary sector, with a current bid outstanding with the Devonport Regeneration Company for a specialist alcohol worker. The three latter posts are purchased from the voluntary sector, and tie in the service provision of that provider (Hamoaze House).

Professionals Testimony

Sue Walsh a qualified Social Worker working with the team, seconded from Hamoaze House commented, “ This team has had amazing success because we come from different agencies but work together”.

One of her colleagues on the team, police officer Paul Andrews said, “The joint working with other agencies has been great, I cannot praise enough the way in which children’s social workers and education

workers have worked with us to help children and their families. Forget about the statistics, we have prevented 45 children from going missing this last quarter alone, just think what we could achieve if we worked across the city”.

Martin Houghton-Brown of the Children Society who has monitored progress of the project commented “Projects like the Plymouth initiative are invaluable in informing our work on advising the government and politicians of the large numbers of young people who go missing in high risk situations, many with sad and life threatening results. Plymouth is one of six projects we are monitoring nationally to assist us in securing a national strategy from government for young runaways “

Michelle Turvey who did some of the pioneering work to justify the project – “In all my service I have never felt such feeling that comes with changing the lives of children and young people for the better, maybe even saving lives, and that really isn’t exaggerating”

Julie Frier, a GP on the Plymouth Runaways Steering Group commented, “Many children revolve around services constantly missing the criteria to receive statutory intervention. This Project intervenes at an early stage in a young persons crisis and has the potential to prevent serious consequences through timely and early intervention.

Service Delivery

The project debriefs young people on their return home and works with families and young people to reduce further running episodes or makes referrals to other agencies. The project also provides valuable information to assist in locating young people who run away or to safeguard children in other ways i.e. child protection, drug treatment.

The baseline for the project was set on the 2005/06 police missing children data. The first 3 quarters of 2006/07, while the project managers tried to secure funding, the data showed a 27.18% growth across the City. The project was live for the duration of the fourth quarter of 2006/07 and recorded the following reduction in the NRF areas while still showing the 27.18% growth aggregate for the remaining areas:

Barne Barton	Qtr 3 - 26, Qtr 4 - 9
North Prospect	Qtr 3 - 29, Qtr 4 - 16
Stonehouse	Qtr 3 - 28, Qtr 4 - 13

Aggregate reduction for the 2006/07 year, 38.5% decrease against the citywide trend of 27.18% growth for the remaining neighborhoods.

In cost terms a saving in police time of over £70,000 in the quarter for the NRF areas alone, with a potential saving of £300,000 for the quarter had the service been citywide. There will be other savings for children’s service, teenage pregnancy, drugs and alcohol services and savings to potential victims of crime and anti-social behaviour, which have not been factored in.

Management of Return

There are a number of projects which have broadly developed areas linked to running away, hostels for runaways, targeted services linked to frequency of running or targeting those either from a non-looked after setting, or alternatively those from a looked after setting.

The Plymouth model is leading edge in that it embraces the Dfes guidance and targets all young people who were the subject of a police missing children report and “debriefs” the young person on their return to establish why the young person went missing, and what happened whilst missing. This is known as the ‘Management of Return’.

The justification has been outlined and clear targets have been set, a number are as follows:

- Reduction in police runaway reports
- Minimum numbers of intelligence reports both crime and child protection
- Reduction of offending by Looked after children who have an offending profile
- Reduction in unauthorised school absence
- Numbers of debriefs
- Screening returns for drugs and alcohol

The above are outcome targets, but there are also process targets, including:

- Developing clear process and procedure
- Developing partnership service level agreements
- Consultation with partners
- Reviewing the multi-agency protocol
- Producing a Quality Procedure Manual
- Developing a financial profile
- Establish a Multi-agency Steering Group

The project was met or exceeded these targets, and in addition maintains data sets for monitoring purposes, including data to profile young runaways and thus embrace other partners key performance indicators such as:

- Those not in Education, Employment or Training (Connexions – NEETs)
- Those sexually active (Teenage pregnancy/sexual health)
- Those with housing issues (Supporting People)
- Those with Mental Health issues (Child and Adolescent Mental Health Service – CAMHS)

The project broadly assesses needs and will consider what level of further intervention outside of the home interview advice and guidance is required. The debrief form embraces the following:

- Healthy
- Safe from Harm
- Learning and Developing
- Having a positive impact on others
- Free from the negative impact of poverty

- Understandable reason for disappearance
- Acceptable details while away
- Found in Acceptable circumstances
- Places visited were not of any concern

The Common Assessment Framework (CAF), which is emerging from Every Child Matters, will expect the first five questions to be addressed by partners considering a referral to Children Services, while the Association of Chief Police Officer Guidance (ACPO) investigation raises the latter four questions when grading missing persons in relation to Risk.

Steering Group

The Young Runaways Steering Group reflects all the agencies mentioned above which enables the service to unlock blockages in relation to referrals and service delivery. Those around the table meet bi-monthly and are senior managers who broadly are empowered to commit resources. The membership includes the following:

Police Finance Manager
Drug and Alcohol Commissioning Manager
Police
Health
Education
Children's Care
Voluntary Sector
Children's Fund
Connexions
Youth Offending Service
Young Persons DAAT
Plymouth Community Safety Partnership
CAMHS
Supporting People
Neighbourhood Renewal Fund

Although the staff are managed by the service manager on a day-to-day basis, all practitioners are seconded and are professionally managed by their parent agency who are represented on the Steering Group. This enables good information sharing and close inter-agency working.

Sustainability

At the consultation stage the project managers secured agreement that the two lead agencies, the police and the Drug and Alcohol Action Team would underwrite the project provided it was a success.

In addition the Neighbourhood Renewal process expects successful projects to be mainstreamed and the Local Area Agreements further enforce this approach. The partners, both in service practitioner and the Steering Group terms have embraced the project and have made clear commitments to the project for future investment.

Finally, and endorsing the comments made by Martin Houghton-Brown from the Children's Society, The Protection of Young Runaways and Missing Children's Bill gets its second reading on Friday 18th May, 2007 so Plymouth could yet be well placed to respond to a statutory requirement to provide services for this very vulnerable group.

Next steps

With the consent of the Neighbourhood Renewal Area sponsors, the team will continue to target the NRF areas but, having increased capacity due to the team reducing running behaviour, will target two further neighbourhoods who feature high on the deprivation index, who demonstrate high recorded running away activity. The objectives are to:

1. Maintain the reduction in the targeted NRF areas
2. Replicate the reduction in the two non-NRF targeted areas thus further justifying the project as a key reduction strategy operating across a multi-agency framework for cross cutting benefits.

Section 4: Endorsement by Senior Representative

Please insert letter from endorsing representative:

Drug and Alcohol Action Team
The Public Dispensary
18 Catherine Street
Plymouth
PL1 2AD

Dear Sir

Re Young Runaways – The Missing Indicator

This project emerged at a time when the Police Youth Affairs Team and the Young Persons Drug and Alcohol Action Team were under a certain amount of pressure to remodel their services to meet challenging targets.

It is most gratifying to reflect that at such a significant period of change in both agencies the two respective project managers embarked on such an ambitious project.

Not only was this a most substantial project in funding terms, it was so well researched that it was approved at the first submission, something quite unheard within the City.

The application has focused on the crime and partnership benefits to ensure we meet your criteria but the strength of this project has been the cross cutting themes and multi-agency working.

I commend the project to you for consideration of a Tilley Award.

Yours faithfully

A handwritten signature in black ink, appearing to read 'Gary Wallace', is written over a light grey rectangular background.

Gary Wallace
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.