



Home Office

Crime Reduction & Community Safety Group

Tilley Awards 2008 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 tilleyawards08@homeoffice.gsi.gov.uk.

All entries must be received by noon on **Friday 25th April 2008**. 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 or alex.blackwell@homeoffice.gsi.gov.uk.

Section A: Application basics

1. Title of the project: White Gold Project
2. Key issue that the project is addressing – Reduce Youth Offending

Author contact details

3. Name of application author: Alan Milliner
4. Organisation submitting the application: White Gold Project
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Secondary project contact details

8. Name of secondary contact involved in the project: Stephen Taylor
9. Secondary contact email address: sjtaylor@cornwall.gov.uk
10. Secondary contact telephone number: 01872 274001

Endorsing representative contact details

11. Name of endorsing senior representative from lead organisation: John Cousins, Cornwall Youth Offending Team Manager

12. Endorsing representative's email address: jcousins@cornwall.gov.uk

13. For all entries from England & Wales please state which Government Office or Welsh Assembly Government covers your area e.g. GO East Midlands: - GO South West

14. Please mark this box with an X 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 B: Summary of application - *In no more than 400 words use this space to provide a summary of your project under the stated headings (see guidance for more information).*

Scanning:

The White Gold Project (WGP) is a proactive intervention programme that uses assertive outreach to engage with prolific, vulnerable or at risk young offenders aged 10 to 19 years in Cornwall. WGP is a partnership project between Devon & Cornwall Police, Cornwall Youth Offending Team (YOT) and Community Safety and works in partnership with all other relevant agencies towards its primary aim of reducing youth offending.

Analysis:

WGP uses the Police intelligence system together with community and multi-agency information to identify young people who are vulnerable or at risk of / involved in offending. WGP seeks to address issues around offending by ensuring that all young people involved with the intervention work are subject to a comprehensive assessment and that inter-agency work takes places to address the issues in relation to the offending behaviour.

Where WGP differs from mainstream YOT work is that the engagement process with the young person is voluntary and can form a swift response to current offending behaviour. This has a significant impact upon the lives of the young offenders and in increasing the public safety in communities.

Response:

WGP are involved in many forms of intervention activity. WGP work practice is complex, multi-level and often multi-agency in nature. It is a mixture of practical support work and deeper level interventions aimed at facilitating a change in the client's behaviour and lifestyle, and as well as one-to-one can include group work. This can be both confrontational and supportive. Interventions are specifically tailored to the needs of the client, utilising existing best practice whilst allowing scope for the innovation and development of locally effective models of practice. WGP is able to work towards more effective and meaningful outcomes as the intervention work need not be limited by the time constraints imposed upon many statutory agencies and allows for a greater flexibility of practice.

Assessment:

A study of WGP performance in 2007 demonstrated that for young people receiving WGP support there is a 52% reduction in linked crime on the Police system. In terms of Youth Justice Board estimates for costs of offending WGP contributes savings to the community of between £750, 200 and £1,875,500 per annum, combined with the outcomes which demonstrate a reduction in the seriousness of any continued offending, the work of WGP is clearly beneficial to communities, victims and the young people themselves.

WGP has become a successful and integral component of youth justice work in Cornwall.

State number of words: 400

Section C: Description of project - Describe the project in no more than 4,000 words. Please refer to the full guidance for more information on what the description should cover, in particular section 12.

Scanning:

The White Gold Project (WGP) is a proactive intervention programme that uses assertive outreach to engage with prolific, vulnerable or at risk young offenders aged 10 to 19 years in Cornwall. WGP is a partnership project between Devon & Cornwall Police, Cornwall Youth Offending Team (YOT) and Community Safety and works in partnership with all other relevant agencies towards its primary aim of reducing youth offending. WGP is line managed by a Police Officer with an additional team of 7 Police staff.

WGP can be seen in the context of the modern youth justice system which was created from the concerns raised through the 1996 Audit Commission which led to the Crime and Disorder Act of 1998. The research identified an ineffective and inefficient system where the period from committal of offence to the conclusion of court proceedings was too slow; where little rehabilitative work took place or limited resources were available to work towards the prevention of further offending; and where different agencies worked in a non-structured and sometimes contradictory way.

In addition to the limitations in practice, The Crime and Disorder Act suggested that youth justice interventions were positivistic in their outlook, i.e. that social circumstances led to criminality, and that the individual themselves played a very little role in their behavioural outcomes - they were in fact acted upon and therefore were not central to any kind of intervention plan. The proposed response to this was to get young people and their parents to take more responsibility for their actions, through earlier and more effective education based interventions.

WGP seeks to address these issues through a focus on ensuring that all young people involved are subject to a proper assessment and that inter-agency work takes place to address the issues in relation to the offending behaviour. WGP makes use of the Police intelligence system as well as community and multi-agency information to identify young people who are vulnerable or at risk of / involved in offending behaviour.

Analysis:

WGP was originally piloted in 2003 with one Police Officer seconded from the YOT working with great success with a group of persistent and challenging young offenders. WGP has been fully operational since January 2004 and covers the whole of Cornwall, targeting those hotspots with particular criminal and anti-social problems in relation to young people. This work has been supported at all strategic levels with positive feedback from the community, practitioners and district forums as well as the positive measurable outcomes.

WGP staff are all employed by Devon & Cornwall Police, and all have experience of either youth, community or offender specific work. All WGP staff take advantage of appropriate multi agency training from the Police/YOT and public/private sector services to develop additional skills and knowledge for the benefit of the young people and community.

Being employed by the police allows staff access to police intelligence systems - a vital component in the success of the project as the majority of clients are identified as offenders and a cause for concern via the police intelligence system. It is not just the nature of the information but the daily review which keeps the WGP team up to speed with specific concerns or issues within the community. There are ongoing reviews in place both of the individual from the perspective of the support worker, and the research of information from 121a's (Devon and Cornwall Police youth report form), multi-agency forums and Police and community intelligence.

Once a person has been identified as a potential WGP client they are assessed using a matrix system which evaluates information about a young person's social, familial and offending behaviour against a set of recognised risk criteria. This assessment tool has been developed in-house and utilises research into risk factors of criminality to identify relevant cases. Information is sourced from Police and other resources including YOT, Social Care and Education. The information is used to calculate a score which indicates the degree to which the young person is involved in offending behaviour and another score which indicates the risk of future offending. The two scores allow scope for working with both persistent and developing (preventative work) young offenders. This secondary aspect can often be apparent within the families of young people initially referred to WGP.

Those who do not meet the threshold for WGP intervention are monitored for future concerns and referred on to a relevant agency for the appropriate level of support. There is a service level agreement whereby cases that do not meet WGP criteria can be referred to the Police Youth Intervention Officers for support.

Where WGP differs from mainstream YOT work is that the engagement process with the young person is voluntary. Motivation to change is a key component of this work as WGP intervention is not a response to a court order, but can form a swift response to current offending behaviour highlighted through Police intelligence. This has a significant impact upon the lives of the young offenders and in increasing the public safety in their communities.

WGP are involved in many forms of intervention activity, like mainstream YOT work these include:

- offending behaviour programmes,
- restorative justice,
- mentoring,
- working with sex offenders,
- education,
- accommodation
- substance misuse.

WGP is able to work towards more effective and meaningful outcomes as the intervention work need not be limited by the time frames imposed by court orders for YOT based interventions, and allows for a greater flexibility of practice.

It is important to consider that WGP works in contrast to the quality assurance driven centralised 'what works' processes of the YJB. It is locally driven and realised – and has been found to be qualitatively and quantitatively effective (Barton & Teagle, 2006). Although much of the work that is done can be backed by research in terms of its relevance, effectiveness and appropriateness, WGP does operate outside the constraints of the YJB, and thus allows for freedom and imagination to explore effective methods. There has been no need or desire to simply go through the motions and meet national standards, rather the effectiveness has been through subjectively assessed impacts on young people, their families and communities in localised intensively worked areas and reductions in recorded crime and the seriousness of offending linked to young people in these areas.

WGP considers the square of crime (Taylor, et al, 1973) which positions the criminal offence between the four components of victim, offender, formal control and informal control. This ensures a balanced response to offending behaviour, its impact and the methods used to intervene / control this.

WGP works towards the collective aims of the Every Child Matters agenda (2003) which states that all children should: 1) Be Healthy 2) Stay Safe 3) Enjoy and achieve 4) Make a positive contribution and 5) Achieve economic well-being - and that the Criminal Justice System while contributing to all outcomes will focus on two particular outcomes – numbers 2 and 4. The Children's Act (2004) views these two elements as key to Youth Justice practitioners. A key element of 'making a positive contribution' is viewed as encouraging children to engage in lawful and positive behaviour, and a key element of 'staying safe' is viewed as ensuring young people are safe from crime, discrimination, bullying and exploitation. WGP works towards these goals through a combination of individual, group, community and multi-agency work. As a consequence of this WGP is able to provide qualitative up to date information to the courts directly or via the YOT.

By working with these young people and their families, and with the support of the local community, project workers can identify their problems and help them break the cycle of their anti social behaviour and offending. The intensive support offered by WGP does not have the normal time constraints of other statutory agencies. This enables young people and their families to form positive working relationships with the support worker (continuity) who they learn to trust over a period of time, thus enabling them to raise deep rooted or "hidden" issues that can help work towards the longer term aim of reducing continued offending. This allows the welfare focus to shift beyond that of the YJB with its focus on criminogenic need, and to deal with the social and individual issues which lie at the root of the offending behaviour.

WGP work practice has contributed to the overall reduction in crime within (Devon and) Cornwall which has fallen by 10% in 2007, and WGP has also assisted with the sanction detection rate for Cornwall BCU of 27.9% which is the highest in the Force area. WGP has also contributed to a reduction in anti social behaviour as evidenced by a specific example in Newquay, where a reduction of 33% was identified for the period from November 2005 – November 2006 in relation to the previous matched period.

Response:

The WGP engagement process with the young person is voluntary and through signed consent. In practice, however, there is an element of coercion to engage with the project. The young people contacted are left in no doubt that by accepting intervention they will receive intensive one-to-one intervention tailored to their particular and individual needs. On the other hand it is made equally clear that failure to accept intervention will result in targeting by the police whereby any offences committed will be brought to justice and incidents of anti-social behaviour will be raised through district anti-social behaviour forums. Additional information can be provided to YOT case managers if there is need for breach proceedings. Having said this, the majority of young people referred to WGP accept and appreciate the support offered.

Once the young person has accepted WGP involvement their needs are assessed using the YJB's Asset as a framework. This assesses numerous factors in relation to risk of offending, welfare and individual understanding. This provides the base for the appropriate level of intervention work to take place. It is important that the young person's perspective is understood. If we look at a theoretical base for this we can see that it is clear that sociological explanation of crime demands that we start from the subjective definitions of the situation (see Matthews and Young, 1995). The aim of an intervention with a young person is to prevent offending through the assessment, identification and resolution of risks and needs (social and individual), and to help young people change their lives positively. We need to understand the young person's perception of their own behaviour and we need to understand that people who offend are not only offenders (see Matza, 1964).

WGP adopts the methods of effective practice as outlined by the YJB, and is able to work towards these with less demand on the need to provide auditing measurements of outcomes, and more time to focus on the aims of reducing offending behaviour, and improving communities. The key components of the intervention can be labelled as Risk Classification, (Criminogenic) Need, Intervention, Responsivity, Community Base, Programme Integrity and Dosage. The aim within this model is, through assessment and the application of relevant research, to ensure the fair and appropriate treatment of individuals to address offending behaviour through a variety of relevant approaches.

WGP has the ability to refer into risk management panels for both youths and adults. The WGP manager sits on the panel for Cornwall's youth risk management cases, and can provide up to date qualitative information through Police systems and personal knowledge. In extreme cases WGP also work with MAPPA (Multi Agency Public Protection Arrangements).

The day-to-day work of the WGP workers is complex, multi-level and often multi-agency in nature. It is a mixture of practical support work and deeper level interventions aimed at facilitating a change in the client's behaviour and lifestyle. This can be both confrontational and supportive. Interventions are specifically tailored to the needs of the client and can include sessions on self esteem, anger management, mediation, personal responsibility, community impact, victim awareness, sexually inappropriate behaviour, drug issues, self harm / suicide, identifying potential mental health concerns, personal welfare, and safety. WGP also acts as a conduit for their clients to access other agencies, and is heavily involved in positive and challenging activity based group work.

The nature of the work also has added value in that WGP activity in partnership with other statutory bodies is able to identify ongoing social and community issues on a local level. WGP can provide support for young people to deal with statutory bodies such as housing, where previously their needs were not taken seriously, and underlying social issue that related to offending behaviour could not be appropriately resolved. Work can lead to the detection of crime, through both admission of responsibility and increased intelligence around criminal activity. This often leads into positive restorative justice which otherwise would not take place.

There have been a number of occasions where this work has been central in uncovering the activities of a paedophile. WGP has found itself in the position of working with young people who have been either offenders or victims of abuse. WGP effectively identifies links to paedophiles or adults/young people who are acting in a predatory way. Positive action is taken to protect the young people or challenge the predators. As a result there is regular contact with the Police dangerous offenders officers to evidence towards public protection.

WGP outreach work is unique in method and client group. It links to the Common Assessment Framework model in that project workers may be undertaking the assessment and acting as the Lead Professional or may seek help from other agencies. It also has very close links to the new model of Integrated Youth Support Services (IYSS), whereby two of its staff are local area champions for the this IYSS model, working to ensure that the best services are provided for young people in Cornwall and that their voices are heard. Central to the success of the project is the ability of the workers to have a solid working knowledge of their patch and the young persons street scenes within it, making it an avowedly 'local' project in some respects allowing it the flexibility to run against the centralised YJB 'what works' culture.

WGP has also developed several in-house specialties in terms of intervention and diversionary work for the young people involved in the project. WGP staff are involved in both physical and creative activity. Work is done around sports, exercise, art, music, film, animal care / training, life skills, bereavement - and these often link into partnership projects such as the Youth Service's Positive Activities for Young People programme and its Freestyle course for young people who are not in any education employment or training (NEET). It is this kind of partnership work that is fundamental to the success of WGP, where it is able to compliment and strengthen existing services.

WGP manage the Graphic project, which is currently funded by Community Safety and Local Area Agreement money. This provides a structured intervention, which is adaptable to the needs of the individual. Work creatively tackles issues directly relevant to the young person in a style that is flexible and to the interests of most people through music, video and art. The work carefully examines the links between thoughts, behaviours, their consequences and the motivating factors behind them. The outcomes are linked to the nationally recognised art's award qualification.

WGP has also set up its own group work activities, targeting more problematic groups of young people. This has included both activity based work through its Impact programme, and group discussion work which includes a mix of relevant professionals including, YOT, Police, Leaving Care and the Youth Service – working on topics such as relationships, sexual health, crime and victimisation, anger, diversity, discrimination, restorative justice and substance use.

It is often suggested that offenders suffer from maladaptive thinking (see Cann et al, 2005). So, the primary aim for the intervention becomes a change in the cognitive process, through teaching the process of consequential thinking and creatively exploring the connections between thoughts and actions and ideas and behaviours. It is however more than this as it is not only about changing the individual, but addressing the social and family issues around their offending.

Assessment:

The methods employed by WGP are clearly transferable. Chief Inspector Trine Taraldsen from the Norwegian Police visited Cornwall in April 2007 on a visit to assess local practice in youth justice. She identified the methods employed by WGP as best practice and as something that could be developed in her work area. Following on from this, in November 2007, WGP were invited to work with a group of the most problematic youths in Arendal, Norway. This work culminated in a seminar presentation to all of the agencies and individuals involved in working with young people in this area which received national media coverage in Norway. The Police / Youth Team in this area are implementing what they are calling a Youth Contract scheme based upon the WGP model. WGP visited the Police University in Oslo in April 2008 and conducted seminar and lecture presentations to graduating Police Officers and senior Police Officers and partner agencies focused on youth and crime prevention. This connection has been further strengthened with plans for further partnership and exchange work, and forms the basis of a comparison study linked into a proposed PhD that is to be conducted by Plymouth University.

WGP has been created as a result of professional and agency support together with a strong need to try and do something different. This created an opportunity to work with the community to reduce crime and improve the quality of life for young people and the community. A significant challenge with the work has been working with prolific youth offenders in a voluntary way. However persistence has paid off and WGP has its own recognised and supported identity.

There is a daily review process taking place with the Police tasking which highlights any issues with the young people involved. This then influences resources and the commitment from WGP to affect the behaviour of the young person. WGP has to be resourceful and continually review its direction, which is healthy.

Whilst Cornwall has been generally recognised as an area which has good interagency relationships, there is no doubt that WGP cuts across the interagency boundaries and has created an identity and operational capability which is respected and works in partnership with relevant agencies.

In November 2007 a random selection of 36 WGP cases were examined for the purpose of measuring statistical outcomes. These cases covered the time period from 2004 to the date of the assessment. Total referrals to WGP since the new record keeping system started in January 2005 number 480 young people. Some of these cases would have been referred onto relevant partner agencies (if they did not meet matrix criteria), and WGP will also have been involved in additional cases through either group work, prevention work, or cases that commenced before

the current record keeping system.

Based upon a comparison between linked crimes on the Police system CIS for young people referred to WGP, there is a 52% reduction in linked offending from the 6 month period before a referral to WGP is made to the 6 month period from when WGP intervention begins. A qualitative overview also shows a reduction in the seriousness of offending once the intervention work began. What was apparent was a reduction in serious acquisitive crime and violent crime (often related to alcohol) to more low level petty theft and disorder.

At the point of referral the average WGP case based upon the data is:

- 15 years old.
- Male.
- Has 25 crime links on CIS.
- Has a WGP matrix score of 38% (crime score of 37% and a risk of offending score of 38%).

They have 4.67 crime links in the 6 months leading up to referral and 2.25 in the 6 months following the start of WGP intervention (a 52% reduction in linked crime).

Figures from the Youth Justice Board estimate that on average each youth crime costs around £2000 - £5000. We looked at the most recent 12 month period as this was most reflective of WGP operating across the whole county (14 Nov 06 - 13 Nov 07). During this period WGP received 155 referrals. This figure needs to be viewed in its context, where WGP would already be involved with providing support and intervention to numerous young people. However, based upon YJB estimates for costs of offending in relation to the 52% reduction in offending demonstrated within the data, WGP contributes to savings to the community of between £750, 200 and £1,875,500 per annum, and would be reducing the actual number of crimes linked on CIS for the 155 young offenders involved with WGP from 733 to 348, which in terms of community impact is 385 less victims of crime in a year. This information, combined with the outcomes which demonstrate a reduction in the seriousness of any continued offending and an understanding that this only reflects new cases and not ongoing cases, is clearly beneficial to communities, victims and the young people themselves.

A previous study in November 2004 produced similar findings, identifying a 56% reduction in linked crime pre and post WGP intervention.

WGP has also been independently assessed by staff at Plymouth University in 2006. The outcomes of this study were very positive culminating in the statement that the WGP goes far and beyond achieving its stated aims. More detail of the outcomes of the study are included in the bullet points below, but it is worth noting the feedback from service users collected in this report. An example is "(WGP) had a very positive impact on my son and his outlook on life as well. You can definitely see a change in his attitudes when he's come back from a WGP session."

The statistical outcomes, the independent review and the ongoing assessment of the WGP demonstrate that:

- WGP is a successful innovation and goes far in achieving its stated aims and objectives.
- The impact WGP makes is noted by its partner agencies, in terms of its contribution to young people's lives, communities, multi-agency work and crime reduction.
- WGP also receives very positive feedback from the clients involved.
- Within a framework of 'structured flexibility' WGP is able to successfully complement existing provisions
- WGP is pro-active in identifying clients and it is highly responsive in identifying and addressing their needs, which includes the needs for boundaries and sanctions.
- WGP has a clarity of purpose and a clear set of realistic aims.
- WGP has a robust recording and monitoring system which produces good quality data.
- WGP is able to look at more than 'what works', but also provide the qualitative and quantitative information to allow us to consider how things work, and provide interventions based upon reasoned analysis.
- WGP addresses issues where the period from the committal of the offence to the beginning of appropriate intervention and support to address the issues is can take too long.
- WGP allows scope for interventions on all levels. Considering the social causes of crime, the individual's perception of this, the social control exercised by the community and the formal agencies (in terms of multi-agency work and community based ASB groups), and on the situation of the victim (through for example the RJ process).
- WGP has become an integral component of youth justice work in Cornwall.

WGP is effective at targeting the most at risk youth offenders in Cornwall, identifying issues through Police and community information and basing the assessment on the needs of the young person and the community. WGP tries to catch the ones which fall through the net.

WGP allows a faster, more relevant and targeted response, in line with the original recommendations of the 1998 Crime and Disorder Act. As a result WGP has become an integral component of youth justice work in Cornwall.

State number of words used: 3998

Section D: Endorsement by Senior Representative - *Please insert letter from endorsing representative, this will not count towards your word or 1MB size limit restrictions.*

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 e.g. civil or criminal proceedings pending in relation to your project?
7. Have you inserted your project name as a footer note on the application form? Go to View-Header and Footer to add it.
8. Have you saved you application form as a word document and entitled your message '**Tilley 08 entry (followed by project name in brackets)**' before emailing it?

Once you are satisfied that you have completed your application form in full please email it to Tilleyawards08@homeoffice.gsi.gov.uk. One hard copy must also be posted to Alex Blackwell at Home Office, Effective Practice & Communication Team, 4th Floor, Fry Building (SE Quarter), 2 Marsham Street, London, SW1P 4DF and be received by 25th April 2008.