



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.

Section A: Application basics

1. Title of the project: CHaMISS – Crawley, Horsham and Midsussex Intensive Supervision Scheme
2. Key issue that the project is addressing: Rehabilitation of Prolific Offenders

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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 Crawley, Horsham and Midsussex Intensive Supervision Scheme (CHaMISS) seeks to provide an insight into partnership working on the Crime and Disorder Reduction Partnership in Horsham. Using the umbrella of the Prolific and Priority Offender Scheme the application demonstrates how uncoordinated working by individual agencies doesn't work and in fact has a detrimental effect on the very people who are trying to be helped.

Out of a total of 46 PPOs on the three areas there was one family in particular in the Horsham district who were causing a disproportionate amount of harm on their local community. A father who had been in and out prison for most of his life and also drug dependent, a wife and mother of three children who was also drug dependent and committing crime to fund this habit. The eldest son was violent towards his brother and also involved in youth crime. The knock on affect on the youngest son was causing violent outbursts on his own peer group and anti social behaviour.

Analysis:

When looked into it transpired that no less than 17 agencies were either engaged or trying to be engaged with this family and yet at a time of much apparent support the family was extremely disruptive. Why was this? Gathering of information and establishing the status quo was going to be a task in itself. By using the Problem Analysis triangle in an innovative way it became unnecessary to explore this too far as it was the agencies themselves that needed to be analysed and coordinated

Response:

Co-ordination, information sharing, joint working, group working and family involvement from the beginning meant this was something different. This was especially true in Horsham as at the time it was 2 nd on the best place to live in England list for that year and to a large extent problems weren't really something that happened in Horsham. This response went way beyond the basic remit of the PPO scheme and brought about a new way of working together.

Assessment:

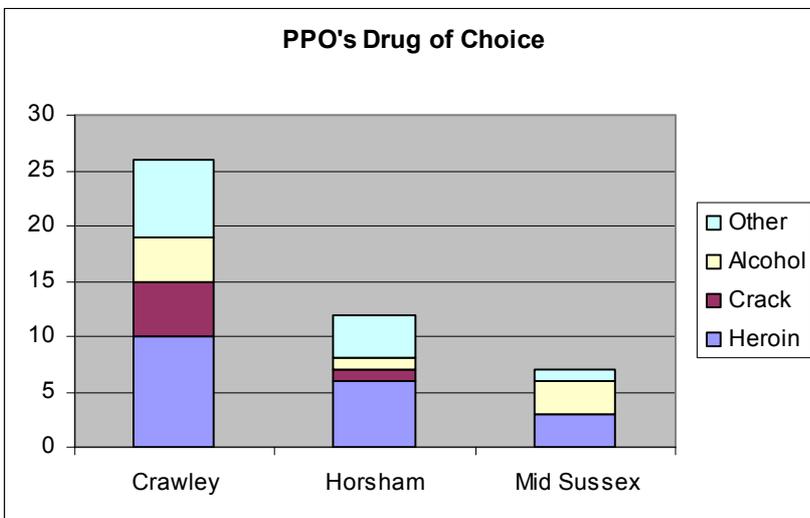
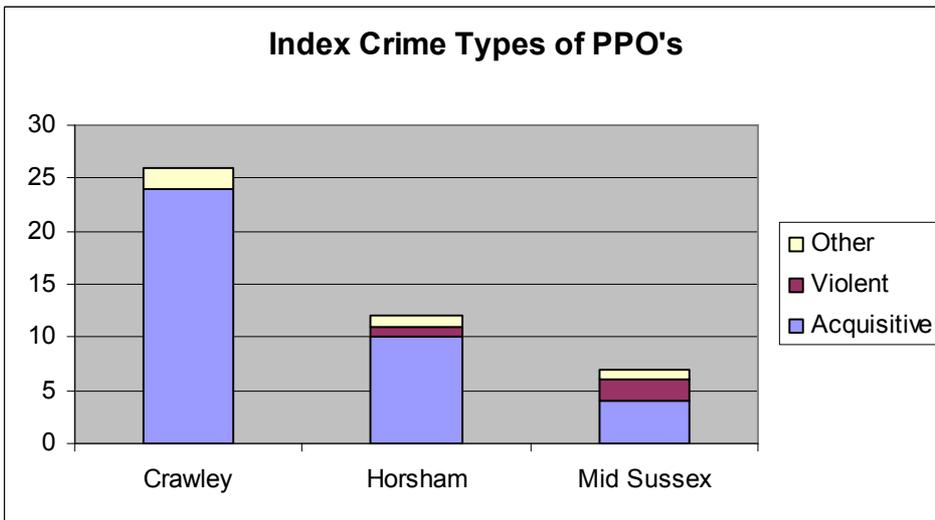
With reductions in offences of up to 74% for North Downs PPOs and an overall reduction in total crime of 12.6 % ,something had to be contributing to this. It is this applications contention that this type of intervention contributes significantly to these reductions. The methods and success of working together on this family have become core business.

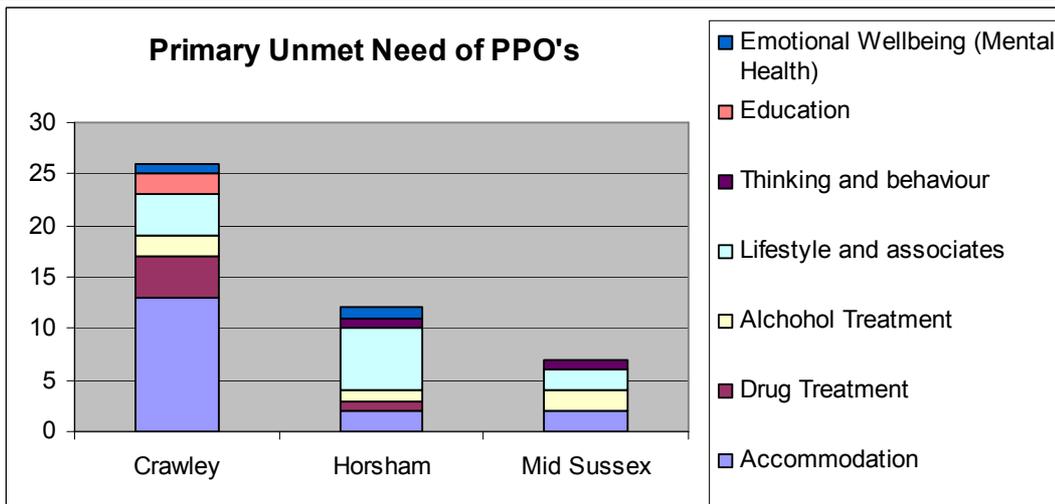
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Scanning:

This application seeks to highlight the setting up and innovation behind the successful Crawley Horsham and MidSussex Intensive Supervision Scheme (CHaMISS).

North Downs has 46 Prolific and Priority Offenders (PPOs) and the chart below shows the numbers per Crime and Disorder Partnership (CDRP) covered by North Downs Police Division





On setting up the PPO scheme we wanted to use an all encompassing approach which maximised partnership working and dealt with unmet needs effectively.

One particular case on Horsham District was seeming to be so problematic and complex that the PPO scheme in its broad sense could not address in its normal capacity. Short term interventions would address the PPO criteria but not deal with the underlying problems. Much more was required to bring about lasting change. It is this particular case study that highlights the success of multi agency working on North Downs.

Case Study.

The family lived in the affluent town of Horsham but in an area of social housing. The children attended local schools inconsistently. The PPO family consisted of DAD aged 36 Mum aged 34 Eldest son (ES) aged 14 youngest son (YS) and youngest child (YC) aged 9.

The parents were unemployed and DAD was a recidivist criminal in and out of prison with a heroin habit. MUM was a petty criminal with a Crack habit. ES was a PYO (Persistent Young Offender) and supervised by the Youth Offending Service (YOS) and was abusing alcohol and Cannabis. YS was also supervised by YOS and was also abusing Cannabis and alcohol. YC seemed to be setting out on a similar path by not attending school regularly although nothing was indicating current criminality.

The offending history of each family member is summarised below

DAD

- 4 FRAUD AND KINDRED (1990-2002)
- 31 THEFT AND KINDRED (1989-2005)
- 4 RELATING TO POLICE/COURTS/PRISONS (1991-2004)
- 1 DRUG (2003)
- 5 MISCELLANEOUS (2000-2004)
- 1 NON-RECORDABLE (2004)

MUM

- 5 THEFT AND KINDRED (2004-2006)
- 1 DRUG (2006)

ES

1 AGAINST THE PERSON (2006)
1 AGAINST PROPERTY (2006)
8 THEFT AND KINDRED (2003-2006)
3 RELATING TO POLICE/COURTS/PRISONS (2005-2006)
4 REPRIMANDS /WARNINGS ETC

YS

2 AGAINST THE PERSON (2005-2006)
1 SEXUAL (2005)
3 THEFT AND KINDRED (2006)
1 MISCELLANEOUS (2005)
5 REPREMANDS/WARNINGS ETC

DAD was sentenced to a Drug Rehabilitation Requirement with Intensive supervision and was supervised by CHaMISS. From this came the following problems which were overwhelming the family and in retrospect the individual agencies working in isolation :-

- Debts – rent arrears, Court fines, Civil debts. Incorrect benefit claim resulted in overpayment and subsequent debt recovery and for a while no benefits.
- Health – Mum feared she had Breast cancer but was not addressing it.
- Drug use- With every member except YC
- Criminality- with each member except YC
- Education issues with each child- non attendance etc
- Lack of Parental control
- Lack of Parenting skills.
- Lack of emotional support within the family.
- No Bank account.
- Constant antisocial behaviour calls from neighbours.

From the above it was obvious a different response was needed. At this time DAD was subject to weekly home visits by the joint Police/Probation CHaMISS team. ES and YS were being seen by YOS. MUM was on a parenting order. ES YS and YC were monitored through EWO (Education Welfare Officer) and the Headmistress for ES and MS was actively seeking exclusion orders. It was becoming increasingly evident that coordination of all agencies was essential. Therefore the PPO action team called a professionals meeting to commission an accountable working party.

Analysis:

Using the Problem analysis triangle we identified that in this case the offender was the family and the victim any person or organisation affected by their criminality/drug use and the location was the Horsham district. However with further scrutiny it was more helpful to turn this on its head. It appeared that the uncoordinated response of all concerned agencies was not sorting anything out and had not been doing so for some considerable time. In which case the family becomes the victim the uncoordinated response the offender and the district remained the same.

This idea was gaining support due to the following :-

The number agencies in contact with the family equaled 17

The number of people engaged with the family at any one time equaled 27.

- Police x 3
- Probation x 3
- ETE ()
- YOS x 3
- Schools x 2
- EWO
- CJD
- Courts
- Social Services x 2
- GP
- Housing Officer
- Drug workers x 2
- ASB officer
- Fines enforcement
- Debt collection agency
- Benefits x 2 (Claim and reclaim)
- Community Safety

At a time where the family was most disruptive and criminally active this seemed at odds to all the support in place. Why?

Information sharing revealed that a considerable amount of correspondence was being sent to the family which was not getting a response and yet the family didn't seem to be aware of the information being communicated to them. An action was to understand why this was. CHaMISS undertook a tasked home visit which revealed that the family were receiving the information but this was so overwhelming both in quantity and content that the family were simply putting all correspondence unopened into a cupboard. The family as a whole were adopting an "Ostrich" attitude to their problems, which was also evidenced by Mums inability to deal with her health issues.

By calling everybody together outside of the usual PPO meeting we introduced agencies unaware of the others involvement, established each agencies contact and statutory obligations and work done to date. An information sharing protocol was established. The problems of the dysfunctional family were shared and analysed and an action plan made giving each agency a clear direction. After the analysis it was apparent the family were inclined to play one agency off against another and clear communication channels were set up to counteract this. A database had been developed for the PPO scheme by one member of the team with exceptional computer programming skills and this was employed to coordinate the considerable information being exchanged.

This proved to be invaluable and was the mechanism for keeping minutes and tracking progress.

The next task was to prioritise by agency which intervention was the most impactful in order to focus resources. This produced the following actions :-

- Educational Welfare Officers to be proactive in engaging ES and YS and YC in order to facilitate their return to stable education routines.
- Police to coordinate all crimes to one case officer and ensure robust response by patrols to any incidents. Bring together all local officers and involve in the group.
- Social Services to assign a senior Social Worker
- Some home visits to be with combined agencies
- To establish MUM's health and help obtain required treatment.

Response:

Education

There was a lot of understandable inertia in this area. The schools were in effect at the end of their tether and had applied more or less every sanction they could and were in the process of permanent exclusion for ES and YS and

there were serious concerns in respect of the emotional well being for YC. Another of the sanctions available was a financial penalty for failure to comply with parenting orders and a number of fines were unpaid. It was agreed to cancel these fines as in the circumstances they served no useful purpose and counteracted the debt management work. The educationalists seemed invigorated by the effect of the working group and put into place a number of initiatives that centred around reengaging the two boys. Part time attendance and segregated attendance were part of this as it was the case that the boys would fight each other or cause problems by being together. YC was monitored within class and any significant events occurring within the family were fed back to the teacher(s) so that any knock on effect could be understood or even anticipated.

Advocacy / Health

An outreach worker from the PPO team was appointed to advocate on behalf of MUM. It had been rumoured that MUM had breast cancer and that she had told the children she would not be around much longer. If this were true it reinforced the lack of parenting skills and head in the sand attitude.

The outreach worker attended a GPs appointment with MUM and established that there was a suspicion of cancer but this needed checking out by Xray and referral to a consultant. MUM was still fearful of actually doing this and it was a fight to get her to attend the next appointment for x-ray. One missed appointment later it was clear more than the advocacy was needed and that MUM was going to need a lot of help. Outreach attended the next appointment and supported MUM through the process. It was established that cancer was indeed present and that treatment was required.

Crimes.

The district Detective Inspector collated all outstanding crimes and monitored for timelines and outcomes. A history marker was placed on the family address so that officers attending any new incident were aware of the background and who to contact for more information. The PPO coordinator held briefings with the local PCSOs and beat officers and requested that all contacts with the family be fed back to the group.

Bank account

One of the biggest problems encountered by offenders is that of proof of identity. There is usually a total lack of photo ID such as Driving licences or passports and both are relatively expensive to obtain. The CHaMISS team were able to obtain photographs from custody episodes and then produce a document that certified the person was known to Police and Probation for at least two years. Once armed with this it was a case of the Police Officer going with the offender into a bank and seeing what happened. In this case DAD and the PC went to Barclays bank in Horsham and obtained an appointment to open an account. This was not without problems. The documents we had were not on the list of approved documents accepted by the banking industry. Requests to refer this issue higher up the managerial ladder eventually brought success but this took nearly three hours. DAD was allowed to open a bank account.

Finances,

The family owed just under £2,300 in outstanding court fines. DAD had £932 and MUM and the two boys had accumulated £1331. This was resulting in a number of different debt collecting agencies calling at the address and seeking recompense or further court action. It was the view of the group that the least helpful result of this would be for DAD or MUM to go into custody at a time where the collective stability of the whole family was being sought. The paperwork associated with the collection of the fines was also being filed unopened by the family. The PC undertook to contact each collector and explain the current situation, which was that the family had got the wrong benefit claim as the result of DADs time in custody. Joint claims had been made throughout instead of adjustments to take into account his absences and they were in effect currently blocked from obtaining money. Once this situation had been resolved then repayment plans could be considered.

The extent of the families problems were steadily becoming clearer. As a result it became obvious that they had no money and were shoplifting to obtain food and basic household provisions. Social Service were asked to assist and.

supply the family with food vouchers for Sainsburys. This highlighted a further problem whereby Sainsburys were always asking the family to leave due to their previous offending at the store. The PC met with the store manager and explained the situation and the manager agreed to allow the family to shop .

Family PPO

It was decided after the extent of the problems were fully known to make the whole family PPOs. The criteria for selection as a PPO is that you must be a Prolific offender committing priority crime with an associated drug history. The CHaMISS team had developed a matrix scoring system to remove the emotion of a nomination. It was no good selecting offenders because of a "feeling they were up to no good" .

Once an offender becomes a PPO they are closely monitored and subject to premium service and are usually only removed after no arrests or actionable intelligence for 12 months. Actionable intelligence excludes sightings.

This had the biggest impact on MUM as both ES and YS were Persistent Young Offenders (PYO) and already subject to a form of premium service. The impact of this decision is referred to again in the assessment section.

Mentor Children

As a result of the group working the YOS offered the services of a mentor to work with one of the children. It was decided that the YS was in most need of this intervention and contact was set up. The mentor met with YS and took him into town and provided a listening ear. YS was initially reluctant to engage but over time came to talk about things affecting him and it was feedback to the group that YS was pleased with what was now happening to the family as his father had previously been pressuring him to go out with his dad and commit crime which he didn't want to do.

Co-ordinated appointments.

The significant number of attempted contacts were reduced so that agencies stopped wasting time and resources and the fewer number of appointments were coordinated by CHaMISS. Our home visits were offered to agencies to see if they wanted an input and Social Services linked in with the Police officer and Probation Service Officer on the team and conducted joint visits. The Probation Officer was also better placed to manage the risk assessment with a clearer picture of what was actually going on.

The family were given a pocket diary and wall calendar to record their appointments on and help manage their time.

Review meetings with the family.

At the next review meeting DAD and MUM were invited to attend. The meeting was held at the Police station. It was a daunting prospect for the parents especially as their normal attendance at a Police Station was not front of house. Although nervous, both parents were able to put their point of view across and the group helped advocate for them in this respect. It was plain for them to see that all professionals were working as one. This addressed the previous issue of the family playing one agency off against another.

Assessment:

Education

The boys went back to School both on a part time basis and segregated from each other and in the case of YS attendance and engagement was significantly improved. ES went on to vocational training in mechanics. Arrests and antisocial behaviour for both boys reduced gradually and finally stopped altogether.

YC opened up to support workers within school and declared she was fearful of moving up to the school her brothers attended as she didn't want to be associated with their reputation. She was also feeling guilty about her Mums illness. Once she was enabled to express these feeling her confidence grew from the reassurances given. The information was also fed back into the family and parenting support put in place to get mother and daughter better

able to communicate. Teachers reported a much more pro social attitude from YC.

Health.

Mum did eventually engage with health services and finally saw the correct consultant. She was treated for breast cancer and this is ongoing. The impact of this was to allow the family to talk openly about something that had previously been a taboo and MUM relaxed into accepting something could be done.

Crimes

It may appear that this heading is not given much explanation in the analysis and response section. The reason for this is that something could be written in respect of the number of crimes being committed, the number of calls received by Police, the number of incidents being reported and the anti social behaviour being committed. However, this family were much feared on the estate and under reporting was a significant problem. Intelligence was at times the only way the information could be entered into any domain. Yes the DAD was a burglar, Yes the MUM was a shoplifter, ES was violent to his brother and persisted in driving and criminal damage. YS was also violent and anti social. Some victims would never agree to be witnesses and many offences failed to make it to court. It was the case that in total nearly 100 intelligence reports were processed and risk assessed and where possible shared with the group. There was a bias towards sharing as long as no source was at risk of harm or exposure. The supply of food vouchers from social services stopped the shoplifting virtually overnight. The resumption of benefit payments in the correct format brought income back into the family.

It was the case that not only did the estate and town feel safer and quieter after the interventions but the intelligence reinforced this view.

Bank Account

In terms of rehabilitation this is now core business for the CHaMISS team. Being able to provide proof of identity to a disadvantaged member of society with an horrendous record/background overcomes a significant barrier to being integrated back into society.

This initiative is even more relevant as there is a steady progression from Department of Work and Pensions to insisting benefit payments go directly into a bank account.

CHaMISS now make appointments for PPOs on or near day of release to attend a Bank with ID provided by the team and secure an account. It is noted anecdotally that there is an increase in self esteem in the PPO when this is achieved.

Finances

The plan was to pay off the family debts through deductions from benefits but the reality was this was a low priority and other pressures on family income were higher priority.

The family relocated to another area before this could be properly resolved. However giving the family more room to manoeuvre by stopping the chasing and contact from the debt collectors was necessary. It is a regret that the promises to the debt collecting agencies were not actually kept. It was the case that the stress on the family of being chased by debt collectors for money was so disproportionate the amount owed that it remained an unresolved issue.

By working with Educational Welfare and getting them to withdraw their fines also reduced pressure on the family and allowed for reengagement as the family viewed the educational workers as now on their side.

Family PPO

It was an action of the group to make all members of the family (except YC) as PPOs. This action was intended to allow greater monitoring and coordination through PPO tracking.

In retrospect this was a mistake. MUM was committing low level driving offences and her previous convictions were

well below that normally required for PPO status. This meant that the Criminal Justice System provided a disproportionate response and was in danger of custodial sentencing. This would have been an undesirable outcome at that time as the family unit was just beginning to function.

The team knew that if they used the matrix scoring system used to identify PPOs the threshold would not be met and at the time there were misgivings about this. The full impact of doing so was not fully realised until the minor offences came to court. The two boys also appeared to relish in the PPO label and this was at times counter productive to the YOS who already had them identified as Persistent Young Offenders .

We acknowledged this was not the correct route and at the next meeting after the court problem was identified the PPO status was removed from all but the DAD.

The net result was that the matrix scoring system used to identify PPOs is king and no other emotional responses have been allowed since. If the offender meets the score they get considered for PPO status. If not they don't.

Co-ordinated appts

There were too many appointments and agencies involved to be manageable and effective. The CHaMISS appointment regime whereby the Offender is given a weekly appointment sheet was already in place and known to be effective. Coordination of the wider picture was undertaken by CHaMISS and this enabled fewer but more targeted appointments/contacts (including joint home visits) to take place and we saw a quick change from non attendance to full compliance. Understanding that the family did not deal with correspondence sent via the post was another successful outcome as part of the coordination of appointments was to hand deliver and discuss any correspondence that needed attention and outreach support was successful at helping the family deal with filing and other organisational skills. Provision of a diary and calendar also assisted the coordination because we became aware of things the family were doing and this meant appointment allocation became mutually agreeable and therefore more resilient.

Family review meetings.

It was acknowledged early on that the family were to be involved and included in the group and MUM and DAD were invited to attend the second group meeting to see the process and put their points of view across. We had already anticipated that advocacy would be required and an outreach worker was assigned to MUM and DAD for this meeting. After the meeting the MUM and DAD were asked if this had been helpful and informative and the feedback was very positive. They were pleased that decisions weren't being made without their knowledge. Their motivation and desire to change was acknowledged and praised by the group and this had the effect of making them realise the group had their best interests at heart which produced even more compliance.

Picture as a whole

The experience of dealing with this family has been invaluable to the CHaMISS team and when such complicated cases present themselves (as they often do) the response is modelled on this experience.

Information exchange between agencies is now much more than simply exchanging information. It is genuinely about working together, setting actions and achieving an overall aim. Key contacts have been made. Working groups are now core business .

This approach to working with PPOs acknowledges that Offenders can have problems that need external help to solve. They do require people to advocate on their behalf, they are disadvantaged in normal society by virtue of their previous conduct. Maybe this approach has contributed to the 12.6 % reduction in offending now seen across North Downs. (14/4/2007 – 13/4/2008). The reconviction data table shown below also demonstrates a 74% reduction in offences committed by the PPO caseload on North Downs.

Reconviction Data for PPOs

06/07 Reconviction Data

	PPOs comprising data	Record for the last 12 months at liberty pre-scheme			Record for the first 12 Months at liberty since start of scheme			Reduction in Convictions, Pre-scheme to In-scheme		Reduction in Offences, Pre-scheme to In-scheme		Reduction in Offences (inc TICs), Pre-scheme to In-scheme	
		No of convictions	No of offences	No of TICs	No of convictions	No of offences	No of TICs	No	%	No	%	No	%
Crawley	10	34	85	76	18	34	7	16	47%	51	60%	120	75%
Horsham	4	10	17	0	5	5	0	5	50%	12	71%	12	71%
Mid Sussex	2	12	23	0	3	6	0	9	75%	17	74%	17	74%
N Downs	16	56	125	76	26	45	7	30	54%	80	64%	149	74%

State number of words used: 3950