



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: The Power Project
2. Key issue that the project is addressing e.g. Alcohol related violence: Working with young people at risk of becoming involved in anti social and criminal activity

Author contact details

3. Name of application author: Lesley Bowles
4. Organisation submitting the application: Sevenoaks District Community Safety Partnership on behalf of the 3 participating Crime & Disorder Reduction Partnerships
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Secondary project contact details

8. Name of secondary contact involved in the project: Cara Sillett

9. Secondary contact email address: cara.sillett@sevenoaks.gov.uk

10. Secondary contact telephone number: 01732 227229

Endorsing representative contact details

11. Name of endorsing senior representative from lead organisation: Ch Supt Mark Salisbury, West Kent Police

12. Endorsing representative's email address: mark.salisbury@kent.pnn.police.uk

13. For all entries from England & Wales please state which Government Office or Welsh Assembly Government your organisation is covered by e.g. GO East Midlands: GOSE

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 Power Project is an innovative multi-agency initiative, initially set up and funded by the Sevenoaks District CDRP and now also supported by Tunbridge Wells and Tonbridge & Malling CDRPs. The project was formed to address an increasing need to help young people on the cusp of offending to reduce their likelihood of entering the Youth Justice System.

The aim of the project is to identify, assess and support young people **before** they get into the Youth Justice System with a view to addressing the issues that make them likely to offend.

Crime statistics identified that young people were more likely than other age groups to be involved in crime generally and in Criminal Damage and violent crime in particular. Alongside this, a detailed survey and consultation with residents, business and agencies demonstrated significant concern within the community about Anti-Social Behaviour.

Analysis:

Crime statistics and community surveys were used to measure the extent of the problem. The needs of the young people were identified through analysis of the drivers of youth crime. This helped us to understand the reasons for young people engaging in criminal or anti-social behaviour and to determine what the best responses might be. Consideration was given to how each agency could assist the project and all partners were fully engaged.

Response:

The Power Project was set up with clear objectives to:

- Identify young people at risk of offending through a process of screening and assessment of their risk factors
- Engage with a wide range of partners from all sectors to establish time-bound action plans for each person enrolled on the project
- Carry a caseload of 20 people
- Undertake 50 assessments per year
- Achieve a success rate of 80% of young people enrolled on the project not going on to offend.

Assessment:

The Project met its target to work with 50 young people per year in its second year. In 2005-06, the first year of its launch, the Power Project received 45 referrals, only a few short of the target. In 2006-07, the target of 50 was reached. Out of these 95 referrals, only 6 young people went on to offend, a **93.7%** success rate.

Young people themselves have expressed their appreciation of the scheme and some of their comments are set out below.

State number of words: 382

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 11.

Scanning:

- 1 The Power Project is a multi-agency initiative, initially set up and funded by the Sevenoaks District CDRP and now also supported by Tunbridge Wells and Tonbridge & Malling CDRPs. The project was formed to address an increasing need to deal with young people on the cusp of offending.
- 2 The problem and the potential solution were identified by Sevenoaks CDRP partners at the time of the last 3 year community safety audit. Crime statistics identified that young people were more likely than other age groups to be involved in crime generally and in Criminal Damage and violent crime in particular.
- 3 The CDRP's last 3 yearly community safety audit highlighted an 18% increase in Criminal Damage, a crime type responsible for 25% of the District's crime. It also identified that the age group responsible for the majority of those crimes was 17 and under.
- 4 Reported crime data identified that 72% of criminal damage offenders whose identity was known were aged 17 and under. A further 23% were aged 18 or 19. Also, 17,18 and 19 year olds were responsible for 67% of violent crime where offenders were known. The CDRP's Anti-Social Behaviour Task Group had dealt with 40 individuals involved in anti-social behaviour. 90% of those dealt with were aged 18 or under.
- 5 Alongside this was a demonstrable concern within the community about Anti-Social Behaviour following a detailed survey and consultation with residents. 87% of residents surveyed (sample base of 713 people) said that they were concerned about Anti-Social Behaviour. This was the second highest issue of concern among residents in the District and the issue that most affected residents' feelings of safety. 75% of those surveyed said that urgent action should be taken to deal with this. 91% of businesses surveyed were concerned about anti-social behaviour and 91.2% about criminal damage. Young people themselves expressed concern about being intimidated by groups of young people and street violence at night. Older people consulted expressed a fear of rowdy and intimidating behaviour among young people and said that dealing with anti-social behaviour was the second highest priority, next to the need for local wardens.
- 6 Partners felt a sense of frustration at the lack of ability or resources to engage with those young people they knew were very likely to become involved in criminal activity. This was expressed by partners as follows:
 - Education colleagues were able to identify behaviour patterns that would lead to serious negative behaviour;
 - Youth Offending Service colleagues were dealing with those already in the Youth Justice System and could see ways of diverting young people away from crime but had no time or resource to work with those who were not yet in the YJS;
 - Headteachers had concerns about young people who were temporarily or permanently excluded from school;
 - Housing Associations could work with their tenants but did not have the skills to deal with

difficult patterns of behaviour in the children of tenants;

- The Police could not prevent Criminal Damage and violent crime from occurring as it was sporadic and unpredictable;
- Health colleagues could see that drugs and alcohol were playing a part in criminal and anti-social behaviour but could not identify or treat young people unless they self-referred or came to the notice of other agencies;
- Fire Service colleagues needed to see a decrease in deliberate fires;
- Youth workers were resourced to work with groups of young people but not on a 1:1 basis;
- Anti-Social Behaviour Officers needed to find positive interventions for young people identified as being responsible for anti-social behaviour and low level criminality;
- Community Development workers were concerned about social factors such as the knock on effects within the immediate family, reduced employment prospects for young people with criminal records and the effects on the victims and the wider community.

- 7 The CDRP therefore agreed it should provide targeted support and longer-term interventions for young people on the cusp of offending as part of its three year strategy and action plan.
- 8 It was decided to target this group because it would have greatest impact on public perception and reducing the fear of crime. Preventative and early intervention should have a longer term impact on reducing overall offending and stop young people from becoming entrenched in the Youth Justice System. It was important to concentrate on young people before they became criminalised as this seemed to be an area where least targeted work was done. The Power Project was subsequently set up in response to this.
- 9 The aim of the project was to identify and support young people before they got into the Youth Justice System with a view to addressing the issues that made them likely to offend. Alongside the objective to divert young people on the cusp of offending away from crime, it was intended that the project would also help to reduce criminal damage and to deal with anti-social behaviour. It would provide a range of individual, family and community benefits. The work was to be additional to the generic youth and leisure provision already available for young people in the District. Project workers were also asked to identify gaps in provision so that the CDRP could set about finding appropriate solutions.
- 10 The Partnership defined those entering the Youth Justice System as 'a young person between the ages of 10 and 17 who receives either a Final Warning or Final Warning with Intervention or any substantive sentence from court following prosecution'.

Analysis:

- 11 Because of the data set out in the Scanning section, the CDRP felt that it was important to concentrate on focussed preventative work with young people before they entered the Youth Justice System. A system for identifying such young people was required. Study of the crime and anti-social behaviour data included in the Scanning section above led the CDRP to analyse the reasons that young people become engaged in crime and anti-social behaviour.
- 12 The following drivers of youth crime within the Sevenoaks District were identified by YOS, based on the assessments they undertake with new clients, using a standard Home Office tool. The data is therefore reliable and relevant to the whole District and continues to be

updated. The analysis also identified particular problems associated with individual geographical areas of the District:

Family issues

- The effect of family and personal relationships was identified as one of the most significant drivers, specifically family members involved in criminal activity, alcohol misuse, substance and solvent misuse. Inconsistent supervision and boundary setting were the predominant factor here.
- Parts of the District were identified where there appeared to be a history of family feuds, some of which are second generation and these appeared to have a significant bearing on criminal activity among those affected.

Education

- There were some cultural norms that rejected the values of education and employment.

Personal

- Low numbers of young offenders had experienced loss, abuse and parents with mental health difficulties. These factors also contributed to specific difficulties with regard to education, training and employment.
- Drugs and alcohol were identified as a driver of crime in this District; under age drinkers accessing and stealing alcohol was considered to be the most prevalent, followed by young people actively mis-using alcohol and cannabis.

The CDRP looked at existing responses to the problem:

- 13 The CDRP's Anti-Social Behaviour Task Group consists of the Police, Social Services, Youth Offending Service, housing associations, the District Council, the Youth Service, Education and the Primary Care Trust. The Task Group had found, through its work with young people, that there was a lack of supportive interventions for those referred to the Group and insufficient capacity to work on a 1:1 basis with the young people. Interventions available tended to be punitive rather than supportive and provided by only a few of the agencies concerned. For example the housing associations could take action against tenancies, the Police could make home visits or move the young people concerned into the criminal justice system, the local authority and police could pursue ASBOs. Whilst there was a range of young people's activities, there was a lack of targeted interventions to help turn around individual young people's behaviour. There was insufficient capacity to co-ordinate close support for named young people who fell below the threshold for, eg Social Services or mental health agencies and who were not yet in the Youth Justice System.
- 14 Previous responses to these problems had come from individual agencies quite late in the offending pattern. For example, the Youth Offending Service (YOS) would deal with young people whose criminal or anti-social behaviour had already placed them inside the Youth Justice System. There was a sense of frustration within YOS that workers were not able to work with the younger siblings of young offenders alongside their core youth offending work. Social Services were often involved with a whole family and were concerned with the welfare of very young children with few interventions to offer on a 1:1 basis to older young people. A long waiting list for support for serious mental health cases meant that young people did not have ready access to help. Schools could access help for young people with particular needs

but many of the young people at risk of offending were not attending school. Drugs support was provided after young people entered the Youth Justice System or by specific referral but resources were slim. The Police would visit families to warn of the consequences of behaviour but could not offer positive help to young people to help them turn around their behaviour or deal with any of the drivers mentioned above. One of the major problems was that there was no referral, screening or assessment process to identify specific young people likely to go on to offend. The other was a lack of positive interventions and one to one support to help turn around negative behaviour.

15 The Partnership had had previous experience of dealing holistically with family problems with some success and had used a 'lead agency' approach depending on the needs of each family. Whilst this had in part reduced problems, it had raised the need for a continuing support worker, able to evaluate need, plan and follow up referrals to services and offer general support. For example, young people previously referred to a challenge activity in an effort to divert them away from criminal behaviour had responded positively at the time of the activity but their behaviour had significantly deteriorated following the activity because there had been no follow up support.

16 Research suggested (Young People at Risk of Offending: a Practical Guide – YJB and ACPO July 2003) that:

“It has been widely recognised and proven that if resources and support can be provided on an individual basis to those young people who are at high risk of offending, then the likelihood of them becoming involved in criminal activity is greatly reduced.”

“The most effective prevention strategy would seek to collectively identify such high-risk children and young people through the sharing of risk factor information and the provision of appropriate voluntary support and intervention.”

17 The CDRP therefore agreed that the Power Project should be tailored to identifying those at risk of offending through a referral and assessment process. It should provide ongoing 1:1 support through the development of individual action plans in consultation with the young person referred and, wherever possible, with their parents. It should identify and arrange a series of actions to help the young person address and overcome the identified risks. Taking account of the needs of the young people referred, it should identify gaps in provision so that the CDRP could consider how best to provide services to address them.

18 Agencies were able to make a range of contributions to the project as follows:

- Many agencies were able to make a financial contribution and the project continues to be jointly funded by an increasing number of partners including the Police, District Council, County Council, Primary Care Trust, Fire & Rescue Service. Elected Members also saw the project as valuable and have contributed small amounts of funding.
- Social Services and YOS had wide experience in assessing behaviour and working on a 1:1 basis with young people.
- YOS had experience of identifying in young people the drivers of crime present in any given case.
- The Fire and Rescue Service was working increasingly with young people, particularly around fire-setting.
- Most partners were able to identify young people at risk of offending and make referrals.

The Anti-Social Behaviour Task Group, itself a multi-agency group, was very well-placed to make referrals.

- The District and Borough Councils were able to provide administrative support, launch the scheme, design publicity and manage budgets.
- The District and County Councils had extensive knowledge of local voluntary organisations able to provide interventions.

It was agreed that Social Services should provide line management and professional supervision as they already had systems and protocols in place. Partners formed a Steering Group to steer and monitor the project.

Response:

19 The Power Project addressed the needs identified in the analysis as follows:

The Targets

20 In response to the analysis, specific targets for the Power Project were set as follows:

- Identify young people at risk of offending through a process of screening and assessment of their risk factors
- Engage with a wide range of partners from all sectors to establish time-bound action plans for each young person enrolled on the project
- Carry a caseload of 20 young people
- Undertake 50 assessments per year
- Achieve a success rate of 80% of young people enrolled on the project not going on to offend

The Clients

21 Referrals of young people were encouraged from key workers in the District.

22 An assessment of each young person was completed. Risk factors in the assessment included school attendance and exclusions, substance misuse, family culture and situation, connections with known offenders, situational and environmental issues. Those who had a high risk of offending were accepted onto the project.

23 The assessment process identified, in its first year, 45 young people who had been referred by Social Services, Kent Fire & Rescue Service, Joint Family Liaison Officers, Connexions, the Youth Service, the Youth Offending Service, the Police, the Adolescent Resource Centre, the Anti-Social Behaviour Task Group, and schools.

The Interventions

24 The risk factors are addressed by interventions, agreed with the young person and set out in time bound action plans designed to address individual need, to support and help the young person to make positive choices. Every young person accepted onto the scheme discusses and agrees their action plan with their worker. This allows the individual to have a say in what they want to do and to feel positive about working towards the goals set, making every action plan unique.

25 In many cases the Project Workers undertake bespoke work with the young people to address their particular needs. The Power Project liaises with a number of agencies who are able to help and ensures that the young person is supported appropriately. The worker will also gather information from other agencies under strict information sharing guidelines to ensure that relevant information is shared and so appropriate interventions can be put in place. At the end of the action plan the project worker will ensure that any ongoing support needed by the individual can be accessed through liaison with other agencies.

Keeping the response relevant to the problem

26 Project workers identified areas gaps in services where no help was available. For example, it was proving difficult to access housing for young people at risk. Mental health services were also difficult to access. The CDRP was able to respond to these gaps and a housing referral group was set up and a protocol put in place to formalise work on housing needs for vulnerable young people. A new mental health programme was put in place to provide early interventions. A checklist of more than 20 interventions available was compiled including a young people's support into training and employment projects, a new counselling service, use of the Partnership's Substance Misuse worker, an anger management programme, visits by prisoners from the local open prison, challenging activities through organisations such as the Fairbridge Trust, Treejumpers and Army Cadets.

27

28 Following the original analysis, the Project continues to employ an assessment of risk and protective factors relating to offending with each young person referred to the Project and a **summary of the most up-to-date analysis and the response is given below.**

Family Issues

The most common family risk factors are family conflict accounting for 50% of young people assessed, 37.5% are living in a chaotic lifestyle or unstable accommodation with Domestic Violence and Child Protection issues in 35% of cases.

- Work is always undertaken in consultation and co-operation with parents and family members
- Links have been developed with a family counselling service providing mediation between young people and their parents.
- Workers have also accessed the Parenting Order co-ordinator who provides support to parents using Solution Focussed Techniques.
- A new family counselling scheme has been set up, jointly funded by partners.
- There is access to sexual abuse counselling.
- Referrals are made to a Domestic Violence support programme
- Regular contact is maintained with Social Services

Education and Employment

85% of the young people involved in the Power Project have a history of truancy and/or school exclusion. 75% display disruptive or aggressive behaviour in school. Many reject the value of education and employment.

- A range of activities are available that provide young people with good role models and a positive outlook
- Referrals are made to a project offering training and work experience in a supported environment
- There is ongoing and supported contact with Connexions
- There is positive engagement and support from the schools clusters who work with the Project on individual cases
- Workers provide assertiveness and self-confidence training

Personal

57.5% of the young people involved show signs of aggressive or violent behaviour. 42% associate with known offenders. 15% have a history of alcohol and substance misuse.

- Prison visits are arranged and ongoing work with prisoners takes place
- Anger management training is used
- Coaching in self confidence and assertiveness is provided
- The Partnership has provided a drugs and alcohol worker to work with individuals
- Referrals are made to alcohol and drugs intervention programmes

The 6 Hallmarks of effective Partnerships

The project adheres to the six hallmarks of effective partnerships set out in the National Minimum Standards for CDRPs. Business processes continue to be intelligence-led through the analysis of risk factors. The Project Manager is empowered to provide the service in the most effective way provided the overall objectives of the project are met. The Project Manager is accountable to the CDRP Steering Group, which is ultimately responsible to the CDRP itself. The project workers have appropriate skills and knowledge and are professionally supervised. The project interacts with a variety of organisations providing support, all of which are vetted. Quarterly reports are made showing the number of referrals, the agencies who are referring, the caseload, the outcomes for each young person and the number of young people going on to offend. The delivery structure is effective and responsive because unique action plans are tailored to individual needs and regularly reviewed.

A case study is attached to this document.

Assessment:

- 29 The project has provided an excellent way of helping to meet the Home Office's Prevent and Deter strategy as it solves the problem of identifying those young people likely to go on to offend.
- 30 The Project met its target to work with 50 young people per year in 2006-7, with 45 referrals in its set up year. Out of 95 referrals, only 6 young people have gone on to offend, a 93.7% success rate. The project has grown considerably now that 3 CDRPs are involved but the excellent success rate continues.
- 31 The Steering Group monitors referrals to assess whether all appropriate agencies are engaged. Where agencies are not referring to the Project, the project manager will arrange to visit and provide information. Having been proactive, all secondary schools in the area are now referring. It was identified that some young people had entered the Youth Justice System without ever being referred to the Power Project, despite previously having informal contact with agencies. The Steering Group has subsequently worked with Custody Sergeants and Police Community Support Officers to encourage referrals.
- 32 Individuals who have been supported by the Power Project have spoken highly of the benefits it offers and the change it has made to them. One young person stated that ***"I haven't been dealt with by the Police since being on the Project"***. Another person ***said "I'm going into school more regularly"***. One of the issues that the Power Project looks at is peer pressure and one individual said that after participating he was ***"not hanging about with the same kids that got me into trouble"***. Another told the worker that he was ***now attending school and no longer starting fires or hitting his mother.***
- 33 At the CDRP's Strategic Assessment (September 2007) Criminal Damage had fallen 14% compared to the same period in the previous year and the number of new entrants into the Youth Justice System fell from 85 to 63 a reduction of 25.8% during the year.
- 34 An attempt has been made to compare statistics of new entrants to the Youth Justice System before and after the Project. However, differences in the approach to Sanction Detections across 2 policing areas when the project was set up has made comparison unsafe. Since the new policing boundaries were put in place, there has been a sustained fall in new entrants from 85 to 63 alongside an increase in the number of Sanction Detections across the Police area from 16% to 25.1%
- 35 Lessons which have been learned include the following:
- One of the strengths of the project is the commitment of the CDRP and the enthusiasm of all of the Partners involved. Assessment of the interventions available throughout the project has prompted requests for new services and this has led to innovation and targeted use of CDRP funds. For example, the CDRP has funded additional Substance Misuse work, anger management, counselling and challenging activities to meet the demand.
 - At the beginning of the project, partly through lack of interventions, workers were undertaking a lot of one to one sessions. In order to increase the number of young people helped, there has been a gradual shift from one to one work inside the project towards referral to a wide variety of other services and to some group work, for example in anger

management. This has enabled a faster through-put of clients.

36 The Power Project costs £30,000 per CDRP per year including all on-costs. Working with 50 young people per CDRP per year, the net cost of the scheme per person helped is an average of £600. A recent analysis of other types of prevention schemes indicates that this is less than half of the cost of other less intensive schemes elsewhere in the County.

37 The Power Project has taken a seemingly intransigent problem and applied a focussed and systematic solution. In doing so it has had spin off benefits. Families have been supported and report real improvements in their relationships; young people have taken responsibility for turning their behaviour around; school attendance has improved; communities have been relieved of the effects of anti-social behaviour and criminal damage. The Project has delivered holistic solutions and both new and existing resources have been directed towards identified gaps. Every agency involved can see its benefits and consequently the Power Project enjoys a collective sense of drive and enthusiasm. Its widespread ownership, including funding, ensures its future sustainability.

State number of words used: 3,991

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.