



Blackburn with Darwen Family Intervention Programme

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CONTENTS

Summary.....	3
Description of project	4
Objectives of the project	4
Scanning.....	5
Analysis	6
Response to the problem.....	10
Evaluation of the intervention	12
Agency and Officer Information.....	16

LIST OF TABLES

Table 1: Stakeholder Data.	6
Table 2: Additional Stakeholder Data	8
Table 3: Homeless Presentations	14
Table 4: Service Focus Matrix	15

LIST OF FIGURES

Figure 1: Source of income in cohort families at the point of referral	7
Figure 2: ASB complaints in cohort families at point of referral	8
Figure 3: Assessment of level of ASB complaints in closed cases	12
Figure 4: Assessment of level risk to community after cases are closed	13
Figure 5: Intervention points for the FIP	15

Summary

Title of the project: Blackburn with Darwen Family Intervention Programme (FIP)

Organisations in Blackburn with Darwen have experienced difficulties in dealing with nuisance families both in public sector and private housing. Its effect is often most damaging in communities that are already fragile and where services are overstretched. Anti-social behaviour can range from low level, for example dropping litter, to serious harassment and violence. Typically, the behaviour of perpetrators of anti-social behaviour has a disproportionate impact on large numbers of people in a whole community.

The aim of the project is to challenge, support and resettle families to address the causes of their anti-social behaviour and to prevent tenancy breakdown. This enables families to fully participate in their community, to ensure that children and young people are able to live in their home and sustain a positive lifestyle without causing distress or annoyance to others, resulting in an enhancement of the quality of life for communities.

Whilst challenging the anti-social behaviour of family members, the project must also identify the causes of the behaviour and work intensively with the family to address these and to ensure that the anti-social behaviour does not reoccur. Enforcement action alone has previously proven to displace the problem elsewhere within the Borough rather than dealing with the issues.

This is done by:

- Levering in mainstream services or directly delivering services where mainstream services are unavailable, all co-ordinated by a lead project officer
- Improving the compliance of family members with the services they are engaged with through the setting up of tenancy support plans, monitoring and ensuring that the family are clear about the consequences of their behaviour
- Ensuring agencies involved with a family are sharing information about progress and working to address the two key aims, improving behaviour and securing tenancy of homes

Outcomes from the programme included:

- 48% of families fully engaging, and 28% partially engaging with the programme
- Of closed cases from 2003-05, 29% of families had no further anti-social behaviour complaints, and in 56% of families, complaints had reduced
- Of closed cases from 2003 -05, project officers assessed that in 80% of families, the risk of homelessness had reduced, and that for 78% of families their tenancy position had stabilised, compared to 89% of families with a risk to their tenancy at commencement of the programme
- Project officers assessed that families involved in the programme were no longer a risk of anti-social behaviour to the community in 51% of cases, and that the risk had reduced in a further 41% of cases
- Up to July 2006, savings in eviction costs for Twin Valley Homes of £127, 500 (average cost of the programme per family was estimated at £7000, compared to estimated potential costs to all statutory and enforcement agencies of policing, youth detention, social care, evicting and re-housing of £330,000 per family of 1 adult and 4 children

Description of project

Objectives of the project

In 2003 a Family Intervention Programme was established with the purpose of working with families who were at risk of losing their tenancies through anti-social behaviour. The project was set up with in partnership with Blackburn with Darwen Borough Council, Twin Valley Homes (Registered Social Landlord), Lancashire Constabulary and NCH Children's Charity but works closely with other landlords and partner agencies within the statutory, voluntary and community sectors.

The project aim is to provide support for families with children who are at risk of homelessness or eviction due to anti-social behaviour (ASB) displayed by themselves, or visitors to their homes. The project's key objectives therefore are:

- To prevent repeat cycles of homelessness and family breakdown arising as a result of ASB
- To address unmet support needs by reconfiguring existing statutory enforcement services being delivered to ensure that families are able to sustain a positive lifestyle without being the cause of ASB
- To promote social inclusion for families and assist in providing better outcomes in relation to health, education and well being
- To increase community stability by enabling and supporting families to live peacefully and to fully participate in their communities
- Formal entrance and exit to the programme through project officers to enable participating families to acknowledge previous behaviour, understand the process and agencies that they can access to resolve problems, and integration into the communities they live in

Scanning

Families causing anti-social behaviour in local communities were primarily being managed by statutory authorities through enforcement policies. If a family became a nuisance, Local Authority ASB teams, the Police, Social Services and the Housing Associations were the main authorities to whom communities and elected councillors would complain, and expect outcomes from. The initial response would be to warn families of their behaviour and monitor any further or continued ASB. Where it persists, enforcement action would be initiated, resulting in members of the family facing criminal and civil court action, parents and carers of children becoming subject to Social Services investigations and possible eviction of families from their homes. Though this would remove the family from one area, behaviour of this nature would tend to persist once moved to another area, and hence the whole vicious circle would be repeated.

In addition to the short and medium term primary effects of enforcement and criminality on the family and quality of life of the immediate community, the secondary effects had a much longer term restrictive impact on the offender families' quality of life and life chances; constant moving resulting in access to schools and education being disrupted, registration with doctors and health services broken and patchy, unable to access full state benefits partly as a result of ASB leading to debt problems, and the breakdown of the family unit due to criminality, violence, children in care and poor health outcomes.

The reactionary response taken by agencies was costing a substantial amount of money (estimated potential costs to all statutory and enforcement agencies of policing, youth detention, social care, evicting and re-housing of £330,000 per family of 1 adult and 4 children). Given that a family could be moved and the problem ASB be displaced elsewhere, these costs could be re-incurred.

A political and social intolerance towards ASB had begun to result in more complaints from communities about ASB, which ranged from the minor littering infringements and lack of garden upkeep, to the more serious criminal damage, harassment and violence. A willingness to report to authorities when all informal neighbourly approaches and resolutions had failed to work was now resulting in consistent rises in the number of ASB complaints to all statutory authorities. Moving families and displacing problems was resulting in lower confidence in statutory authorities to be able to deal with the rising complaints. From the offender families' perspective, having to interact with multiple enforcement agencies, often demanding contradictory and clashing outcomes was also resulting in a lack of confidence in establishment agencies.

Housing legislation (Housing Act 1996 and Homelessness Act 2002) protected housing associations from bad tenants, it protected tenants from over zealous landlords by introducing due process to eviction, but there was no perceived protection for neighbours and communities from ASB. Crime and Disorder legislation in 1998, Human Rights Act 1998, and ASB legislation in 2003 were now focusing upon the 'right to private and family life' of all in the community.

The Crime and Disorder Act 1998 (C&D Act) created in each local authority a Crime and Disorder Reduction Partnership (CDRP), in which the local authority (through its housing, adult and children's social care, education and benefits sections), the police authority, the fire and rescue authority and the health authorities (since 2002) were partners in reducing not only crime numbers, but address the underlying causes of crime.

One of the requirements under the C&D Act was for CDRPs to produce crime and disorder audits and strategies. Another important element in the legislation was section 17, where a duty was placed on the CDRP to consider the crime and disorder implications of all aspects of service design, process and delivery. This requirement meant that strategies were no longer purely reactionary to public opinion, political control or media focus. All elements of crime required assessing in the audits, and areas where auditable facts showed there were problems, were to be highlighted as priority areas to tackle in the strategy.

ASB was one of those areas that previously due to disparate reporting to various agencies had not surfaced as a problem, but with partnership reporting and police definitions encompassing the new wider ASB definition, was now a major problem. In the first Blackburn with Darwen crime audit, in 1998/99 there were 14,420 crimes recorded by the Police. In the same period, there had been, to the Police alone, 14,313 ASB incident reports, which meant that ASB was as comparable, if not bigger (if you factor complaints to other authorities) than conventional crime.

Previous political and media pressure had 'lumped' all crime together, the audits provided a nuanced look at crime and its causes, identifying not only the problem, but with wider input from the CDRP partners the triggers and causes of crime. ASB was one of the 'nuanced' discoveries from the data work of the audits. The political and media identification of ASB as a problem area came from the publication of these audits.

In addition to the volume of complaints to the police at a macro level, at the micro level complaints from neighbourhood police tended to focus on a few key families which were generating the most complaints and the most distress to communities. A key principle in the community safety strategies was to focus on the prolific and priority offenders, and selection of this problem was identified ahead others because of the synergies it could create.

At this stage in 1998/99 there had been the identification of ASB as a problem, but no connection had been made to rising homelessness due to enforcement and eviction. In 1998/99, there were 509 homelessness presentations to the Housing department of the local authority. With increased focus on no tolerance of ASB, the expedient solution was to remove problematic families from their homes. By the time of the introduction of the FIP programme, homeless presentation cases figure had risen to 682 (34% increase), even though the focus on ASB was reducing the number of incidents (2001/02, 12,235 incidents, -14.5% since 1998/99).

Analysis

Data to analyse and respond to the problem came from a variety of sources and initial stakeholders as listed in the table below along with the initial analysis data:

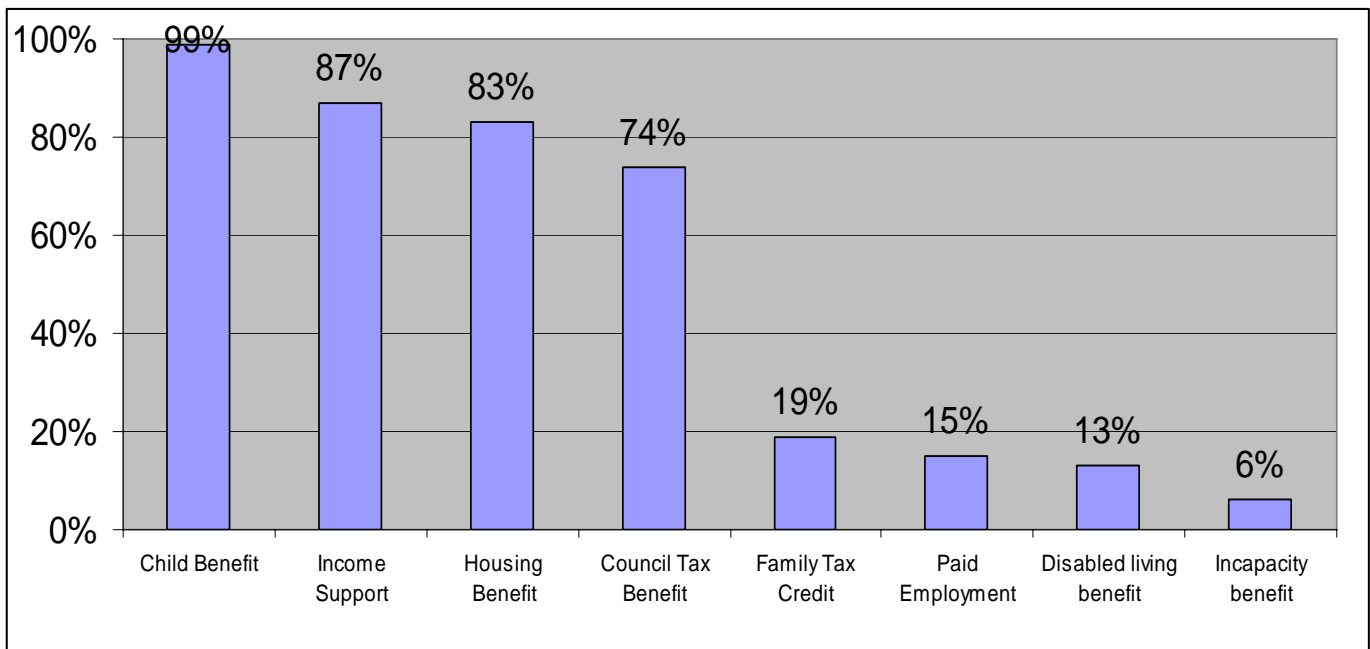
Table 2: Stakeholder Data

Stakeholder	Data Type	
Police	ASB prevalence and typology – Hot spot areas and problematic families data from Neighbourhood Policing Teams	1998/99 – 14,313 ASB incidents 2001/02 – 12,235 incidents
Twin Valley Homes	<ul style="list-style-type: none"> ASB prevalence and typology – Estates in their housing stock where ASB a problem and profile both social and economic of families involved in committing ASB Eviction data 	2002/03 – 1,092 ASB complaints 77% relating to nuisance
Community Safety Team	Numbers of ASB complaints made to the team either directly by	BVPI MORI survey on perceptions Of ASB: 66% felt teenagers a problem

	the public or through elected councillors	63% rubbish a problem 71% drugs use and dealing 63% vandalism a problem 52% public drunkenness 27% noisy neighbours 33% abandoned cars
Supporting People Programme/ Housing – Homelessness Unit	<ul style="list-style-type: none"> • Homelessness data • Eviction data 	2001/02 – 495 homeless presentations 2003/04 – 776 presentations of which 71 were due to loss of tenancy

Like most social problems, anti social behaviour reflects a correlation between socio-economic, environmental conditions and individual or family influences. Most families who exhibit anti social behaviour are poor and lack an employed person in the household. The concentration of disadvantaged families within the same area often exacerbates these problems further.

Figure 1: Source of income in cohort families at the point of referral



The graph above highlights the sources of income in the cohort of families that initially took part in the programme.

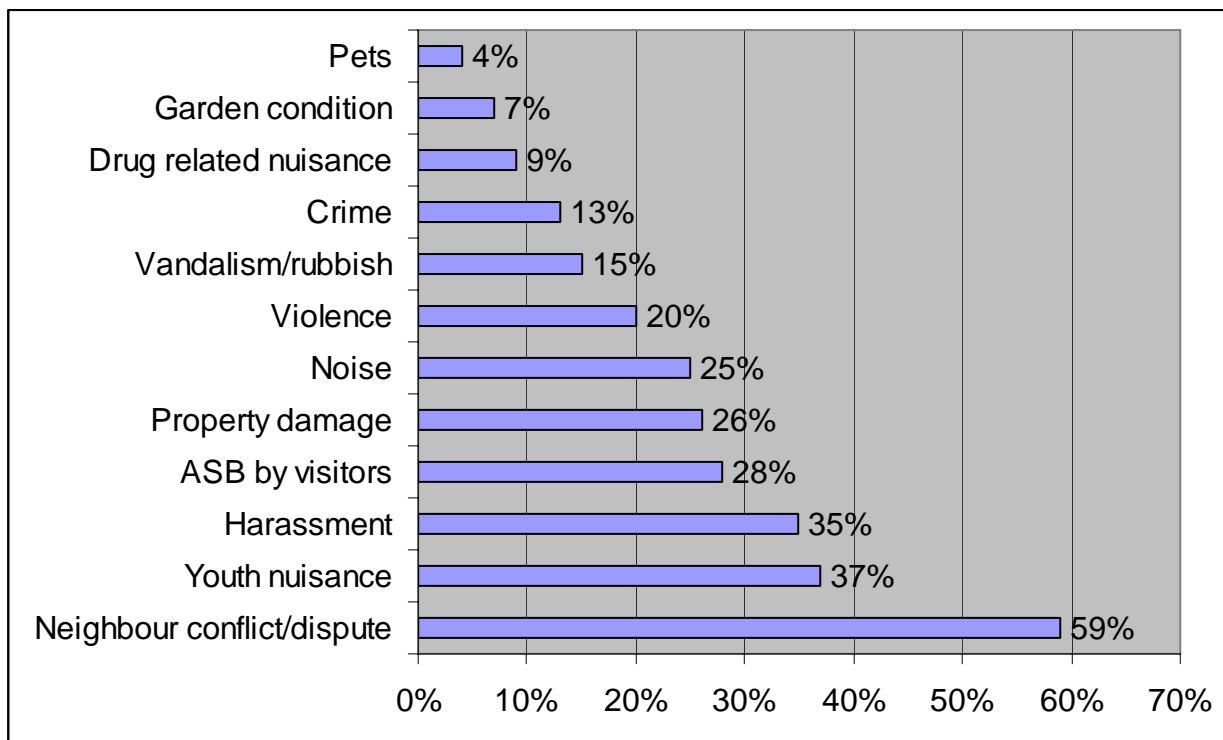
The actions set out in the 2002-2005 strategy include the development of Virtual Multi Agency Teams within each neighbourhood area, led by Police and local authority to facilitate early intervention and community involvement. This process was completed in December 2002. The Police re-introduced community policing with Community Beat Managers and Police Community Support Officers. The local authority introduced Neighbourhood Co-ordinators who would act as a lens for all council services. The Fire and Rescue service along with other agencies changed their working boundaries so that they were all co terminus with the Police and local authority neighbourhood areas. These small teams then welcomed other groups from their area so that people could get to know each other and work on the local issues.

Also completed in December 2002 was the development of policy and practise guidelines with regard to anti social behaviour for all partnership staff. During the formation of these guidelines a meeting took place between Twin Valley Homes (TVH) the largest local registered social landlord, and the NCH around the

issue of anti social behaviour by tenants and the process of terminating tenancies, at which the Dundee model was discussed (The Dundee project was a residential intensive family support project that reduced by half the number of tenancy terminations by addressing the needs of identified tenants and offering them sustained support to address their problems).

Of the initial cohort that were considered, the following were the types of ASB problems reported to the various agencies and are in line with the results from the MORI survey

Figure 2: ASB complaints in cohort families at point of referral



On analysis of the problem, the initial cohort of families that were considered, and the Dundee Families Project model that was being considered, it became clear that the list of stakeholders needed to be longer.

Table 2: Additional Stakeholder Data

Stakeholder	Intervention/Consideration	Data on initial cohort
NCH	Required as honest broker as project officers	
Children & Adult Social Services	Existing service provision needs to be complemented by the programme rather than work against or in competition with. Where required to reconfigure the service provision and in many cases initiate service provision as a need had previously not been identified.	<ul style="list-style-type: none"> At the point of referral, 19% of children at a 'very' high risk of being taken into care, 20% 'medium' risk, and 61% 'low risk'

Education Welfare Service	The Dundee Families project identified that low and poor outcomes in health and school attainment were generally at the root of behaviour problems in both children and adults	<ul style="list-style-type: none"> At the point of referral, 50% of children were frequent non-attenders, 30% experienced temporary exclusions, 20% had educational special needs, 12% permanent exclusion
Primary Care Trust (Health Service)	The Dundee Families project identified that low and poor outcomes in health and school attainment were generally at the root of behaviour problems in both children and adults	<ul style="list-style-type: none"> At the point of referral, 28% of children had learning difficulties, 19% depression or mental health problems, 18% Attention Deficit Disorder (ADHD), 17% drug problems, 12% physical health problems, 10% alcohol problems
Youth Offending Team (YOT) & Probation Service	Due to the NCH Manager having previous experience of Youth Justice, Probation and social work the issue was looked at in the wider arena of an approach to anti social behaviour rather than the narrow tenancy issue	<ul style="list-style-type: none"> No data was collated on existing offending behaviour

The locations of anti social behaviour problems were spread around borough as well as the registered social landlord (RSL) housing in the borough. The problems were dependent upon many complex individual family factors, but all stemmed from levels of deprivation, hence the only location factor was the higher prevalence of deprivation in the RSL sector

All of the community can be classed as victims, they can be neighbours, visitors, people working in the area and to some degree, and they can also be the offenders. In general the victims of the anti social behaviour are repeat victims. The low level anti social behaviour usually needs to be proven over time to receive a response from most agencies. This lack of initial action often leads to the behaviour escalating without any checks being made with the victim. Indeed the high number of ASB reporting indicates a high level of repeat reporting, either by location or offender.

The offender is non-specific, and often they are those that are seen as being on the margins of society and socially excluded by their peers. They are usually from poor economic and social backgrounds. They tend to be the hard to reach people who have many complex issues. Anti social behaviour cannot be easily classified and no two offenders will have similar needs. The previous working practice of enforcement and eviction, has led to the escalation of problems faced by the families to the point where they feel they are beyond help. They often blame their problems on establishment agencies. This can push them further from the support that they actually require, resulting in their problems being left untackled and thus increasing over time.

The majority of anti social behaviour problems continue all year round due to the previously mentioned complex nature of the people who are causing them. It is apparent that the issue relating to juvenile nuisance increases during the summer months and school holidays. Also it is noted that alcohol related disorder increases in the residential areas during summer. The majority of housing in Blackburn and Darwen is terraced housing with small rear yards. This puts most neighbours in very close proximity, which can lead to disorder.

There may be a difference between factors affecting 'low level' nuisances and very serious anti-social

behaviour, with lifestyle and perception differences being more important in the former and severe mental health or addiction issues figuring to a greater extent in the latter. In using this research it became obvious that a multi-agency approach was needed to highlight interventions in particular situations.

As described in the scanning section, the two major objectives with the programme were to reduce the extent of homelessness and reduce the extent of ASB. In the past, in order to reduce the latter, the former was not properly considered, hence displacing the problem and causing recurring costs to all agencies. Table 1 shows how in tackling ASB through enforcement and eviction in the period 2001/02 to 2003/04, the homeless presentations increased by 34%. The displacement neither played well with victims, or with the offenders.

Response to the problem

The Community Safety Partnership in making efforts to tackle the anti social behaviour across the Blackburn with Darwen area aimed to improve the Quality of Life issues as listed in table 1 (MORI survey). Three key principals were used to deliver these objectives and targets within the strategy:

Early Intervention

The problem solving approach (SARA model)

Re-engineering key processes

The Community Safety Partnership's strategies and activities linked into and complemented many of the plans, strategies and service developments across the Borough's other departments. The ethos of the Crime and Disorder Act 1998, and particularly Section 17 of the act is to consider crime and disorder implications in every aspect of service delivery.

The partnership wanted to take the recommendations of the Home Office Policy Action Team 8 (PAT8) Report on anti social behaviour and develop policies that would concentrate on:

- Prevention and early intervention
- Enforcement
- Resettlement

NCH were identified as the organisation most appropriate to deliver the project having had previous experience of working with families who have been evicted or are at risk of eviction or homelessness as a result of anti-social behaviour. NCH's intensive family support services are tailored to enhance and complement other local provision and aim to help families break free from the anti-social behaviour that threatens their tenancies, homes and neighbourhoods. The model of provision was adapted from work undertaken by the Dundee Families Project run by NCH in partnership with Dundee City Council. This was found to be successful in helping families avoid eviction and the need for children to be taken into care (Dillane et al, 2001).

A steering group was established with partners from NCH, Lancashire Constabulary, Twin Valley Homes, Youth Offending Team and Blackburn with Darwen Borough Council. This group decided that there was no identified need at that stage to seek funding for a residential block. A decision was made to have the project provide outreach to families in their own homes. This gave the project the opportunity to work with families prior to them being evicted from their homes and work in a more preventative way.

A small project team was recruited, growing in 2004 to consist of a Project Manager, Senior Project Worker, and three Project Workers with administrative support. The multi-disciplinary nature of the team is a key strength and facilitates a broad range of responses to the multiple needs of the families.

The project has worked with up to 22 families at any one time. Referrals come from:

- Housing 50%
- Social Service 21%
- Police 17%
- Other 12%

Direct work with families involves the construction of tailor made support plans appropriate to the specific circumstances of individual family members. Methods of engagement with family members are informed by a number of principals, including treating the family with respect, listening, being non-judgemental and accessible, while also ensuring that the approach is challenging, consistent and honest.

Empowering families through building confidence and skills is a significant factor in promoting positive change. The project also has a critical role in inter-agency working and negotiation to maximise the effectiveness of existing services.

The Community Beat Managers play an integral part in reducing anti-social behaviour in their localities. There is a strong partnership ethos in the Shared Neighbourhood Teams to resolve long term problems. This approach enables the Police to use community resources to resolve Police problems. It is within this context, the Family Intervention Project has been used by the Police.

Sheffield Hallam conducted research which indicated that the majority of families were 'hard to reach' and distrusting of the Police and other statutory agencies. The families frequently feel stigmatised and have no desire to work alongside agencies that they perceive to be responsible for their current situation.

Consequently working with a voluntary organisation and children's charity, NCH, gives greater credence to the project, and allows some success where others have failed. The ultimate goal is to prevent/ reduce anti-social behaviour and re-introduce families and children into mainstream society.

In addition to referring families to the project the Police continue to work in partnership with NCH and other relevant agencies when implementing other activities aimed at reducing anti-social behaviour, for example, acceptable behaviour contracts, diversionary activities etc.

This methodology sits comfortably within the Government's twin track approach involving both action to address the underlying causes of anti-social behaviour and the use of appropriate sanctions to support and protect the wider community.

Funding for the project has primarily come from Supporting People, but has also attracted additional small amounts of funding from Housing Market Renewal Fund and Children's Social Care Fund. Following evaluation from Sheffield Hallam University, which outlined the success of the approach the Government made a commitment to develop similar projects nationally. In 2006, the Community Safety Team within the Local Authority was approached by the Home Office Respect Unit to further develop the services provided by the project. A successful funding application has allowed expansion of the project which enables us to offer additional levels of intervention. This funding is confirmed until March 2008 and discussions are ongoing regarding mainstreaming of the service.

Blackburn with Darwen has established a Case Intervention Panel made up of senior representatives from a number of partner agencies. The panel consider all cases of anti-social behaviour in the Borough and develops action plans to address this behaviour.

Referrals to the programme are considered by the panel and a decision made as to which level of intervention is appropriate dependant on the family's needs and the impact their behaviour is having on the community. The levels of intervention now offered are as follows:

- Dispersed plus – high level support (20+ hours with on site staff facilities)

- Dispersed tenancy – medium / high level support (up to 20 hours)
- Outreach support – low / medium level support (up to 10 hours)

The Community Beat Team was involved in The Families Project from the start. The YOT and Social Services used its funding mechanisms to pump prime the project financially via the Neighbourhood Renewal Fund, the Police offered statistical analysis and officer time and TVH and Social Services gave the infrastructure for the first referrals. TVH also provided free office accommodation.

The families identified from the initial cohort as in need were:

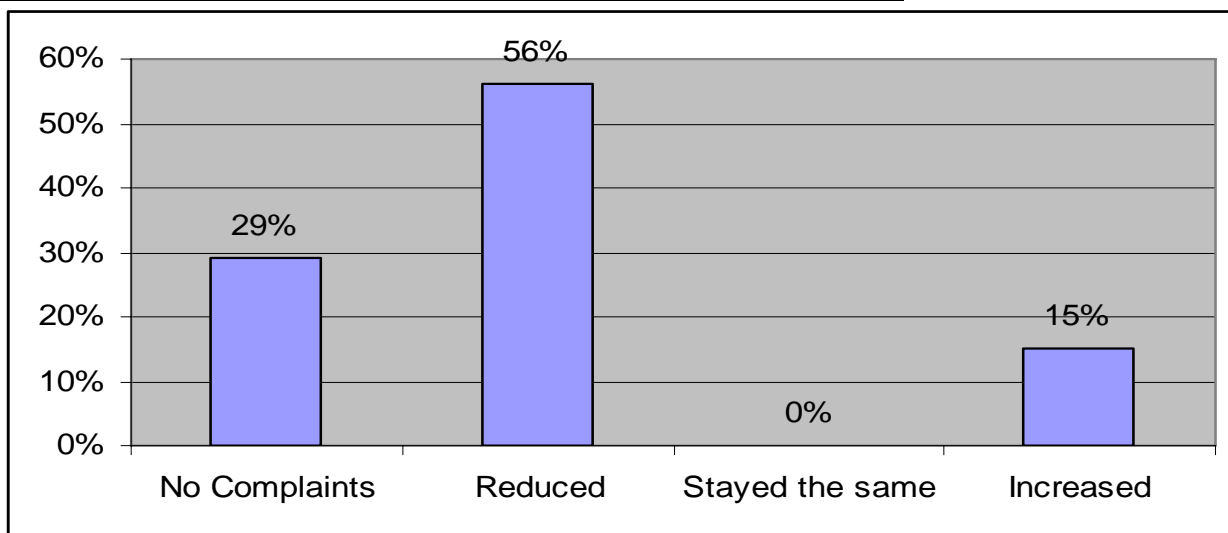
- Large families, those with four or more children (34%)
- Single, lone female parents (63%)
- Two parents (29%)

Evaluation of the intervention

The evaluation from Sheffield Hallam was completed in 2006. As of January 2007 the project is being evaluated by NatCen commissioned by the Home Office. As with the previous research this will identify unmet need and inform future developments.

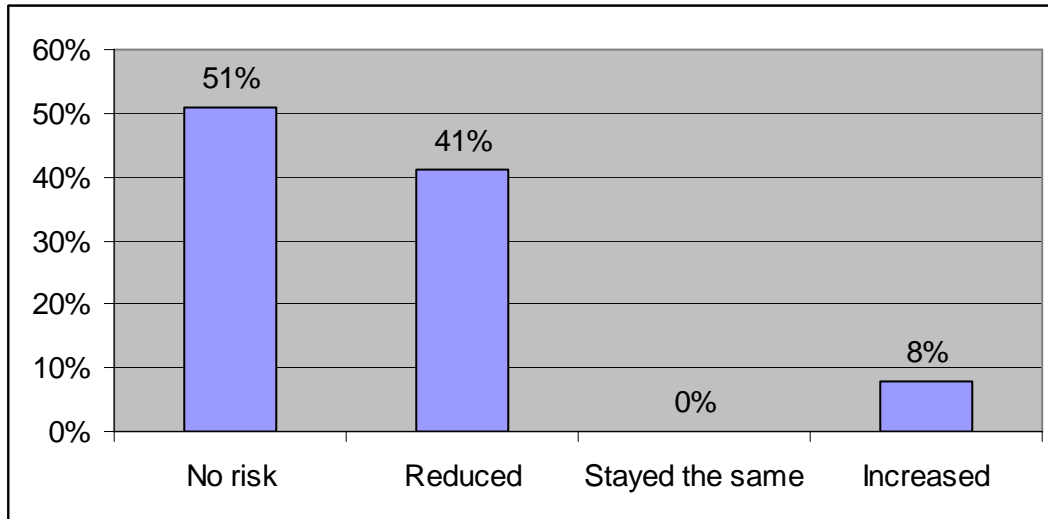
The graphs below highlight some of the main achievements:

Figure 3: Assessment of level of ASB complaints in closed cases



Where the number of ASB complaints had continued or increased, the positive outcome was that complaints were no longer of a serious nature to threaten a tenancy. A similar picture emerges when considering the impact on the wider community.

Figure 4: Assessment of level risk to community after cases are closed



Average cost to work with the families is calculated at £1,000 per family per month or £7,000 per case closed. Potential costs prevented in the short term include those associated with tenancy termination, costs of foster care or residential care, costs relating to criminal justice. A family evicted for ASB with three children requiring custodial care, residential care and foster care can easily cost the Exchequer £250,000 - £330,000 in a year (Ward et al, 2004)

Twin Valley Homes (TVH), the largest registered social landlord in the Borough, ascertained that the cost of enforcement action resulting in eviction was £4115.00 per case. To July 2006, 47 TVH families were referred and accepted on to the programme. 39 families fully engaged and 31 successfully completed the work with no further reports of anti-social behaviour. Three families continue to work with the project. Only 5 of the 39 families were evicted due to continued anti-social behaviour resulting in a cost saving of approximately £127,565 to TVH alone.

Following intervention with the project a number of agencies are likely to reduce or cease working with the family members. The agencies most likely are housing officer (-20%), social services (-18%), the police (-8%) and schools / education (-4%). This is seen as an indicator of positive changes but also ensures that agencies are not duplicating work.

Project workers assessment of the impact on complaints to the Police indicate:

- 39% ceased
- 51% reduced
- 3% stayed the same
- 8% increased.

The Police and Community Safety Team have noticed an improvement in quality of life issues in the areas surrounding the families dealt with. This has proved very hard to quantify, as feedback has been anecdotal.

The local authority carries out a survey on the perceptions of residents with respect to ASB. On a range of ASB categories, residents are asked if they pose problems in their particular area. The first such survey was carried out in 2003, with a statutory follow up in 2006. The results are listed below:

	2006	2003
Teenagers hanging around streets	62%	66%
Rubbish & Litter lying around	54%	63%
People using or taking drugs	52%	71%
Vandalism, Graffiti, Deliberate damage	40%	63%
Drunk and rowdy in public spaces	33%	52%
Noisy neighbours or loud parties	17%	27%
Abandoned or burnt out cars	9%	33%

On all the categories, large reductions have been made in the perceptions of safety and fear about ASB since the introduction of the FIP programme, neighbourhood policing and improved reporting procedures for ASB concerns.

Similarly, figures for those presenting as homeless have dramatically reduced, especially with numbers presenting due to tenancy problems.

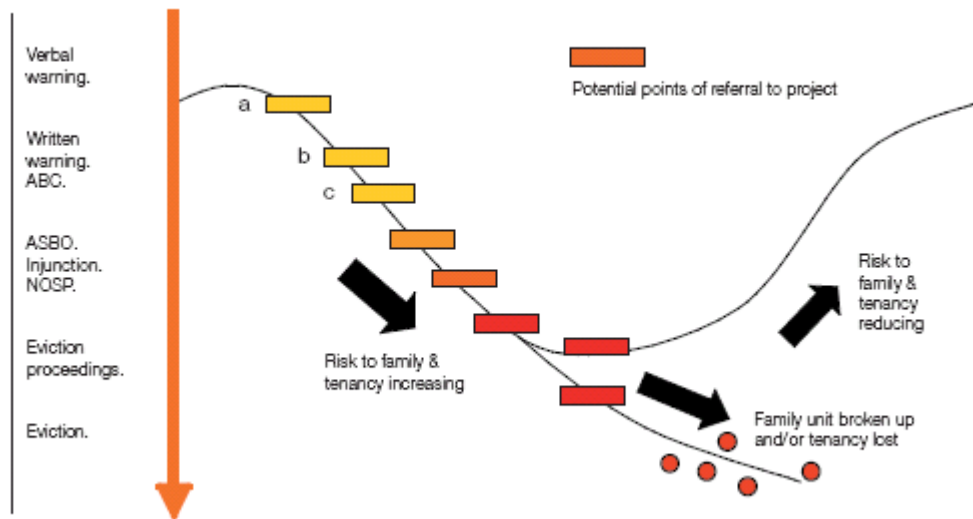
Table 3: Homeless Presentations

	2006/07	2005/06	2004/05	2003/04	2002/03
Homeless Presentations	209	419	831	776	682
Intentionally homeless	11	25	40	400	350
Homeless due to loss of tenancy	31	39	81	64	71
Eviction due to ASB	1	2	4	n/a	n/a

Prior to 2004/05, intentional homeless cases were not considered for priority re-housing. The dramatic fall in numbers for this category in 2004/05 demonstrates the influence of the programme in seeking interventions early rather than at the point of eviction.

As the project matured, and understanding improved of the interventions, a key factor became the timing at which families were introduced to the programme. In the chart below, points a, b and c were deemed to be ideal points to intervene. Where the rectangular boxes become orange and red, the likelihood is that the FIP will not be successful in securing tenancy.

Figure 5: Intervention points for the FIP



A final evaluation of the project involved planning future programmes, and ensuring that not only was the entrance and exit for the families formalised, but that project officers had a formal structure to follow in terms of entrance and exit. This was not to make the whole process for families a formalised ‘tick-box’ exercise, but to ensure that qualities and skills required in each part of the process were fully considered and that delivery of a service be focused on the outcomes. Moving from 1 to 4 in figure 6 required different skills and focus to ensure the best outcomes for all. An evaluation not yet undertaken is to understand better the reasons for not interacting with the programme and understand the process and outcomes that non-cooperative families would find attractive to join the programme.

Table 4: Service Focus Matrix

Is service focused on:	Service Providers	Service Users
Processes	1	2
Outputs/Outcomes	3	4

Since 2006, funding for the FIP will be through the RESPECT status given to Blackburn with Darwen by central government. As already stated this maintains the funding until April 2008. The RESPECT action plan involves the development of RESPECT housing standard for all RSLs in the area. The programme had previously worked in partnership with TVH (the largest RSL in BwD), but now was to include the other 28% of the RSL housing stock. Future evaluations will require assessment of this transition.

Agency and Officer Information

The structure of the local police (Lancashire Constabulary, Eastern Division), especially after neighbourhood policing was reintroduced meant that a Geographic Chief Inspector (Chief Superintendent the head of a division, then a superintendent, then a chief inspector) was in charge for leading on neighbourhood issues. The chief inspector had also worked within the Community Safety Team as a Partnership inspector which meant that new referral structures like the Case Intervention Panel were not only led from the local authority but all partner agencies.

The Community Safety Partnership provided high quality, problem-solving training from Malcolm Hibberd to all of the neighbourhood areas across the borough and to all partner agencies. Malcolm is the Director of Training at the Police Foundation. He runs a range of courses on performance management, research, analytical methods and he is nationally regarded for his expertise in the field of social research within the work of Policing and Community Safety Partnerships. The course outline is set out below:

Course outline

The syllabus is set out below. Detailed timings are not provided, but the first three sessions were covered on day one, and the remaining five on day two.

1. Introduction

A general and historical introduction to problem solving approaches, setting out general principles, covering

- background to problem solving
- reactive *versus* proactive approaches
- Goldstein's Problem Oriented Policing
- the S A R A approach
- the problem solving triangle and beyond
- the move to multi-agency working – Problem Oriented Partnerships

2. Using information

Scanning, Analysis and Assessment all depend on using information. However, the use of information is problematic. In this session we examine the nature of the problems, and look at methods for improving objectivity in the interpretation of information. This will cover

- the importance of information in decision making
- the problem of random variation
- the problem of subjectivity
- a general model for analysis
- using information from consultation
- using statistics

3. Scanning

The first stage of the S A R A process is Scanning, whereby problems are identified. This session examines scanning, covering

- what is a problem?
- information sources in problem identification

- balancing conflicting views
- geographic and time dimensions
- describing the problem

4. Analysis

Having identified the problem, we now seek to understand it by way of Analysis. In this session, which draws heavily from the approaches discussed in session two (using information) we cover

- the nature of analysis
- addressing causes or addressing symptoms
- whose problem? – the importance of perception
- information sources for analysis
- frameworks for analysis
- Routine Activities Theory
- Problem Analysis Triangles and beyond

5. Response

Once we have understood the problem thoroughly, the response can be worked out in an informed way. In this session we consider

- tailor-made *versus* off-the-peg solutions
- short-term *versus* long-term approaches
- the importance of careful specification – documenting the response
- action planning
- co-ordinating different agency approaches
- implementation

6. Assessment

Evaluating the effectiveness of the response is essential if we are to learn from problem solving. In this session we examine Assessment, which is the final stage of S A R A. We will cover

- the importance of planning the assessment
- identifying criteria for success and failure
- the need for baselines
- evaluation methodology
- establishing whether the response worked
- establishing how the response worked
- statistical pitfalls
- documenting and sharing learning

7. Developing partnerships

Modern approaches to problem solving must involve multiple agencies. In this session we discuss the need for a partnership approach, problems encountered in partnership working, and how they can be overcome. This covers

- the logical need for partnership
- conflicting perspectives, ethos and approach
- conflicting information sources
- facilitating partnerships

8. The way forward

In the final session we will draw together the main themes from the material, and discuss its implications for working practices. Participants will be invited to say how their approaches will be changed as a result of the training.

In response to the development of the Shared Neighbourhood Teams in 2006, the above course was repeated for the new agencies involved and refreshed for existing agencies.

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