



## Crime Reduction & Community Safety Group

### Tilley Awards 2007

#### Application form

Please ensure that you have read the guidance before completing this form. ***By making an application to the awards, entrants are agreeing to abide by the conditions laid out in the guidance.*** Please complete the following form in full, within the stated word limit and ensuring the file size is no more than 1MB. Failure to do so will result in your entry being rejected from the competition.

Completed application forms should be e-mailed to [tilleyawards07@homeoffice.gsi.gov.uk](mailto:tilleyawards07@homeoffice.gsi.gov.uk).

All entries must be received by noon on **Friday 27th April 2007**. No entries will be accepted after this time/date. Any queries on the application process should be directed to Alex Blackwell on 0207 035 4811. Any queries regarding publicity of the awards should be directed to Chaz Akoshile on 0207 035 1589.

#### Section 1: Details of application

Title of the project: Blackburn with Darwen Family Intervention Programme

Name of force/agency/CDRP/CSP: Blackburn with Darwen

Name of one contact person with position and/or rank (this should be one of the authors): Vicky Clark

Email address: [Vicky.clark@blackburn.gov.uk](mailto:Vicky.clark@blackburn.gov.uk)

Full postal address: Community Safety Team, Blackburn with Darwen Borough Council, Floor 3, Old Town Hall, Blackburn, BB1 7DY

Telephone number: 01254 585323

Fax number: 01254 584930

If known please state in which Government Office area you are located e.g. Government Office North West, Government Office London etc: Government Office North West

Name of endorsing senior representatives(s): Mr. David Metcalfe

Name of organisation, position and/or rank of endorsing senior representatives(s): NCH, Assistant Director, Children's Services (North West Region)

Full address of endorsing senior representatives(s): NCH Northwest, Aquila House, Delta Crescent, Westbrook, Warrington, Cheshire, WA5 7NR

**Please tick box to indicate that all organisations involved in the project have been notified of this entry (this is to prevent duplicate entries of the same project):**



## **Section 2: Summary of application**

*In no more than 400 words please use this space to describe your project (see guidance for more information).*

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. Typically the behaviour of perpetrators of anti-social behaviour has a disproportionate impact on large numbers of people.

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
- 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.

The project is funded to support up to twenty families at any one time. As some families have taken many years to develop entrenched behaviour, resolving it is not a 'quick fix'. The project is usually involved with the family for at least six months and sometimes up to two years. This time scale is to give the family the best possible chance of sustaining changes.

Blackburn with Darwen and NCH recognised that action to deal with anti-social behaviour requires agencies to address the many sources of dysfunction in families of which disruptive behaviour is just one manifestation. Previous processes used by agencies working in isolation often led to conflict between agencies as it often interrupted or ruined ongoing interventions aimed at helping the problem family, resulting in families losing touch with support facilities.

### **Section 3: Description of project**

*Describe the project in no more than 4000 words (see guidance for more information in particular Section 7 - judging criteria).*

#### **Objectives of the project**

In 2003 a Family Intervention Programme was established with the purpose of working with families who are at risk of losing their tenancies through anti-social behaviour. The project was set up in partnership with Blackburn with Darwen Borough Council, Twin Valley Homes and Lancashire Constabulary 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 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 and 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.

#### **Definition of the problem**

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 fosters problems.

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.

The families identified as in need were:

- Large families, those with four or more children, of which ultimately made up 34% of the families worked with.
- Single, lone female parents (63%)
- Two parents (29%)

#### **Response to the problem**

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, 3 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, i.e. 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 and Children's Social Care. 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 project 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 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 evaluation has ascertained the following:

- 60% were victims of anti-social behaviour as well as perpetrators
- The three most common types of anti-social behaviour associated with families were, youth nuisance (70%), conflicts and disputes with neighbours (54%), property damage (43%)
- Tenancies were under threat in nine out of ten families (89%)
- Violent relationships featured in almost half the families (47%)
- Depression affected six out of ten adults (59%)
- Two thirds of families (68%) were headed by single women.

### **Evaluation of the intervention**

The project is well established in the Borough and referrals mechanisms are in place and available to partner agencies.

The project has received 227 referrals. The families were assessed to ascertain risk of breakdown with 39% exhibiting a high risk, 22% medium risk and 39% low risk. 80% fully or partially engaged with the project with 20% not engaging. Of these 227 referrals only 5 have resulted in eviction for anti-social behaviour.

The research found that:

- In 82% of families, complaints about anti-social behaviour had either ceased or reduced to a level where the tenancy was no longer at risk.
- 80% resulted in a reduced risk to tenancy
- 95% of families maintained their tenancy
- 84% improvement in school attendance of children reported

Average cost to work with the families is calculated at £1000 per family per month. 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, 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.

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.

#### **Section 4: Endorsement by Senior Representative**

*Please insert letter from endorsing representative:*



NCH Northwest  
Aquila House  
Delta Crescent  
Westbrook  
Warrington  
Cheshire  
WA5 7NR

25<sup>th</sup> April 2007

To Whom It May Concern:

I, David Metcalfe, would like to endorse this application for the Tilley Award. I believe that the contents of the applications are accurate and that it meets the requirements of the award.

I fully support the application.

Yours sincerely

**Mr. David Metcalfe**  
**Assistant Director, Children's Services**  
**North West**

### **Checklist for Applicants:**

1. Have you read the process and application form guidance?
2. Have you completed all four sections of the application form in full including the endorsement from a senior representative?
3. Have you checked that your entry addresses all aspects of the judging criteria?
4. Have you advised all partner agencies that you are submitting an entry for your project?
5. Have you adhered to the formatting requirements within the guidance?
6. Have you checked whether there are any reasons why your project should **not** be publicised to other police forces, partner agencies and the general public?
7. Have you saved you application form as a PDF attachment and entitled your message 'Entry for Tilley Awards 2007' before emailing it?

Once you are satisfied that you have completed your application form in full please email it to [Tilleyawards07@homeoffice.gsi.gov.uk](mailto:Tilleyawards07@homeoffice.gsi.gov.uk). Two hard copies must also be posted to Alex Blackwell at Home Office, Effective Practice, Support & Communications Team, 6th Floor, Peel Building (SE Quarter), 2 Marsham Street, London, SW1P 4DF.