

APPENDIX 1

**TERMS OF REFERENCE OF THE
CHESHIRE RESPECT PROJECT**

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1 BACKGROUND

1.1 In Cheshire, there are

- 210 cases of permanent exclusions from our schools (2003/4)
- 6878 cases of temporary fixed term exclusions (2003/4)
- 788 cases of half school days missed due to unauthorised absences (2004/5)
- 19,908 incidents of youth nuisance dealt with by the Cheshire Constabulary (2004/5)

1.2 Through a partnership approach, RESPECT will target young people (regardless of disability, ethnic minority or faith) aged 11-16 years old who are:

- Permanently excluded young people – identified by Local Education Authority who will retain the statutory responsibility to provide 25 hours of National Curriculum for each young person per week;
- Disaffected young people in potential danger of exclusion identified by Local Education Authority and Connexions;
- Disaffected young people within the Youth Offending Team system;
- Unauthorised absence cases within the Youth Service framework;
- Young people known to the Anti-social behaviour groups working within Cheshire;
- Those young people identified will potentially follow a two stage process during school term time consisting of:

1.3 This shall be achieved via a two stage process:-

Stage 1: A project syllabus of up to 50 hours, led by Firefighters who will work with module facilitators (e.g. from within the partnership and from external agencies such as Women's Institute) to design and deliver a syllabus designed to trigger attitudinal behavioural change aimed at developing young people into better citizens.

Stage 2: A Youth Federation tailored support programme aimed at those young people who have not responded to stage 1.

Or, Stage 2: Referral to an alternative programme (see diagram below)

1.4 Each young person will be monitored throughout their time within the programme and on an on-going basis for up to three years after their attendance. This will form part of the evaluation process and assist in the research dimension of the project.

1.5 In addition to the term time RESPECT project the Fire Service will also provide a School Holiday programme similar to 'Get Up Get Out' for (Fire Service Initiative). This is preventative work aimed at steering young people

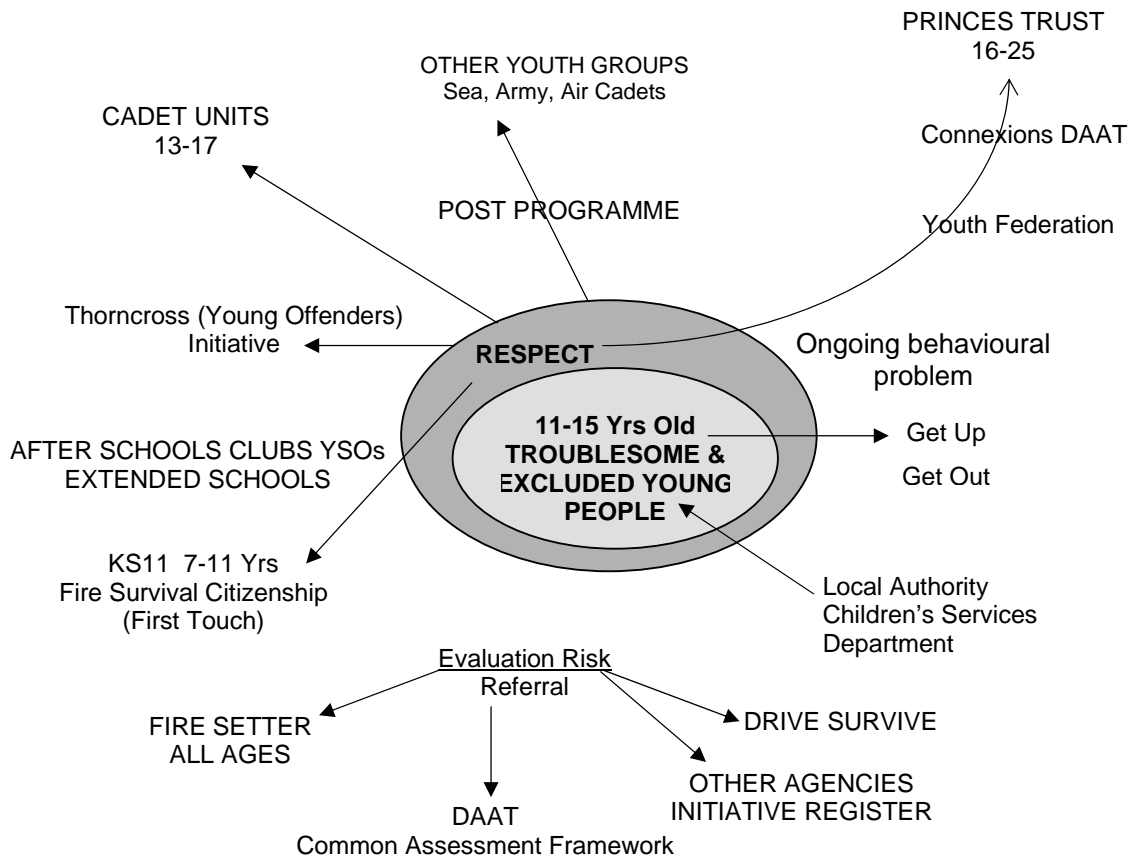
into being good citizens, with an ultimate aim of reducing incidences of anti-social behaviour.

2 DELIVERY

2.1 RESPECT will build links between the Fire Service and Local Education Authorities, Local Authority and Voluntary Sector Youth Workers, Youth Offending Teams and Voluntary Youth Organisations based within Cheshire, in order to engage young people who have been excluded from school, society or are seen as disaffected within the education system. In addition, links will also help to identify the harder to reach young people who are seen as creating a nuisance within communities through anti-social behaviour and may therefore be seen as socially excluded.

2.2 The chart below demonstrates how the project will fit into the wider youth engagement strategy:

CHESHIRE FIRE SERVICE YOUTH ENGAGEMENT



RESPECT is subject to ISB funding and sits at the centre of this strategy. Successful implementation will mean accessibility and effective referral processes to a range of interventions designed to reduce risk in the community

2.3 RESPECT will be delivered in two stages:

2.3.1 Stage One:

- Consultation with Young People, Local Authority Children's Service Departments and Voluntary Sector Youth Workers to develop a syllabus of activities which will be flexible enough to allow tailoring to suit a different target audiences, for example:
 - a To offer a universal programme, made up of short inputs over a number of weeks rather than a short intensive block, which might be offered to all schools as part of a citizenship/PSHE type programme
 - b A programme which might be offered to pupils at risk of exclusion (but needs to be worked up in conjunction with the Local Authority Behaviour Support Teams) – again short inputs over a number of weeks rather than a one short intensive block will be required.
 - c A programme which might be offered to excluded pupils – there will be a strong requirements to liaise closely with the Local Authority Behaviour Support Teams (especially the Student Support Co-ordinators) – such a programme will need to be run over a period of weeks in short inputs due to the Local Authority statutory duty to provide the National Curriculum
 - d Activities/programmes out of school hours – Links to the Extended Schools agenda

2.3.2 Consultation with professional youth service providers in developing this bid has clearly guided us not to make any pre-determination with regard to the exact content of the project. This point is reinforced in the Every Child Matters Green Paper and the recently published consultation strategy for the Fire and Rescue Service work with children and young people. The first six months of the programme prior to the commencement of the academic year in September 2006 will be to consult with each of the three constituent authorities youth service providers. In addition to that there will be full consultation with young people. Modules that could be delivered are expected to cover the topics of motivation, anger management, citizen ship, sexual education, drug and alcohol abuse, healthy eating, street and home safety.

- Partnership consultation working to identify young people in need/hot spot areas within Cheshire;
- Firefighters to undertake youth work related training provided by Halton Borough Council, to build on existing skills;
- Start of evaluation process through the initial Common Assessment Framework (CAF) process which will involve additional questions relating to areas of anti-social behaviour, such as driving without a licence, playing with matches and drink/drug use;
- Attendance on a project of up to 50 hours led by Firefighters who will work alongside trained youth workers and module facilitators e.g. There will be 3 parallel courses x 12 young people x (38 weeks/2 week course) – therefore 684 young people could potentially attend the

course, plus those that will be attending the holiday project. If you assume that each deliberate fire is started by a single young person, then you would need to aim to stop 430 children in the first year, an additional 344 in the 2nd year and further 138 in the final year. In reality, you may find that there will be a smaller number of children responsible for starting fires; therefore, these will need to be targeted early on in the first year.

- Referral onto a Stage 2 alternative programme or deemed sufficiently rehabilitated.

2.3.3 Stage Two: Young people who have not responded to the first stage will be referred to the second stage which will be led by the Youth Federation Cheshire & Warrington or an alternative scheme as indicated in the diagram above. The Youth Federation aspect of the project will support local participation strategies by putting learners at the heart of the system by working with young people. It will support the learning strategy in line with the Extended Schools 14-19 strategy 'opportunity and excellence' by providing an extended project, selected by the young person, to pursue his or her interests in creative and innovative ways.

2.3.4 This second stage approach will utilise youth work and informal education methods to provide tailored support programmes to engage these harder to reach young people in tackling issues that are impacting on their lives, such as drug and alcohol abuse, health, homelessness, sexuality, crime and violence, that are preventing them from re-engaging with education or progressing into employment, training or further education.

2.3.5 The project will give young people additional opportunities to improve their life choices, including additional training and engaging in community volunteering. This will have a positive benefit to the communities in which they reside. The young people involved will design and engage in a community project to explore these issues. Tailored training programmes will be provided in dealing with aggression, group work, equal opportunities, motivational skills, child protection and keeping young people safe, as well as accredited training such as first aid, health and safety, food hygiene, sports leadership and outdoor activities etc. Activities undertaken by Youth Federation will include:

- Outreach provision to engage the hardest to reach young people working with partners in Connexions, Youth Services and the Youth Federation's 100 affiliated groups within Cheshire.
- Initial assessment with young people utilising information and data from "Passport" (a facility to develop young peoples' key skill capability, and work towards the key skills qualifications) and initial group work sessions. Assessing young peoples' development and growth in soft outcomes through "Spirit Level" CD ROM;
- Undertaking a project with young people to tackle issues of importance to them utilising arts, sports, outdoor activities etc;
- Providing tailored training opportunities for the young people through the project and as selected by the young people such as first aid, food hygiene and utilising partners for courses such as ECDL;

- Intensive support from project workers and partners including Local Authority Youth Services, Connexions, Youth Offending Team;
- 2.3.6 Training and capacity building for partners including voluntary groups which will be utilised for young people to undertake community volunteering opportunities.
- 2.3.7 This programme will link with other Youth Federation projects to give added value to service users and more opportunities for voluntary sector organisations.
- 2.3.8 Success of the Project will be marked with an annual awards ceremony to award young people who have completed the project and demonstrated a change in attitudinal behaviour.

3 BENEFITS TO USERS

The project will be designated to trigger attitudinal behavioural change and develop positive young people.

Young people who took part in the pilot 'Kooldown' project said:

"At the start of the 'Kooldown' programme I had to be dragged out of bed every morning but by the end of the first week I was ready and waiting outside by the time my PAYP Personal Adviser came to pick me up!"

"I haven't been going to School for over a year but now I feel ready to go back in September. The 'Kooldown' course has really helped build my confidence".

Benefits to be gained from RESPECT

Short Term	Medium Term	Long Term
Increase self esteem and confidence	Increase level in exam/skills achievement	Better career opportunities
Reduce educational disruption	Reduce risk of entering Criminal Justice System	Making a positive contribution to economy
Working in partnership with a number of agencies supporting the young person	Reduce level of anti social behaviour	Integration within the community – gaining respect and being accepted in the community
Innovative and creative solution that is interesting/attractive to young people	Reduction in the perception of crime in the community (for young people and others in community)	Reduction in cyclical generational behaviour patterns
Providing places to go and things to do at times when young people may be committing anti-social behaviour	Improved quality of life for residents in areas where there are high levels of anti social behaviour	Reduction in death and injury to those involved in anti social behaviour and those that may become victim to this type of incident
	Contributes to national and local targets (PSA)	Reduction in insurance claims by those that fall victim to anti social behaviour
	Increase accredited outcomes for individuals	Offer lessons learnt to other authorities to reach a larger audience
		Reduce Arson and Hoax Calls
Reduced safety risk for Firefighters		

4 ESTIMATED SAVINGS

4.1 Research taken from the Every Child Matters Green Paper has shown that on average, each excluded young person has contact with 20 agencies. To give an idea of the diversity of the agencies involved, some are provided below:

- GP'S
- Probation
- Police
- Fire
- Local Education Authority
- Connections
- Drug & Alcohol Teams
- Youth Offending Team
- Youth Federation Service
- Voluntary sector agencies

4.2 However, each excluded young person will draw a different amount of time from the various agencies so that it is not possible to quantify with any precision, the benefit to the public sector of preventing an instance of exclusion. However, there are certain figures that we can provide that give an indication of the potential benefit to the public sector as a whole, for example

- Each small fire costs £1,700 to tackle;
- Malicious false alarms also cost on average £1,700;
- Each excluded young person is by statute entitled to 25 hours per week of learning support. Authorities provide this support by different means; however, one of the partners has confirmed that the average cost of supporting a young person is £14,000 per year, with input required on average for 18 months e.g. total cost of £21,000 per young person.

4.3 Appendix shows the forecast reductions in hoax calls and deliberate small fires, for each of the options, over the 3 year period of the RESPECT project. A range of initiatives and activities, of which RESPECT is a major component, will deliver a net benefit of £3.1m in these two measures alone, for option 1. Other public and private sector organisations will benefit from other targets set within the bid e.g. Police, Local Authorities.

Whilst there has been research into specific societal costs for definable outputs, it is difficult to predict the impact that this project will have in terms of outputs. For instance, in addition to the benefits shown in Appendix it is envisaged that there could be more far reaching benefits to the economy, for example:

- Reduction in the number of children that later become criminal offenders and therefore enter the Criminal Justice system.

- Reduction in the number of children that later become part of the unemployed population drawing on benefits.
- Reduced Insurance Claims.
- Reduction in the number of deaths e.g. through reckless driving, non criminal activity.
- Reduction in number of claims and grants allocated from the Criminal Injuries Authority.

5 ADDITIONALITY TEST

- 5.1 Cheshire Fire Service has undertaken a pilot programme working with Connexions called 'Kooldown'. This has involved Firefighters engaging with young people who are in danger of turning to crime having been excluded from school.
- 5.2 RESPECT will build on this experience, through working in partnership with Local Authority Children's Service Departments and Voluntary Sector Youth Workers to assist in the identification of young people, development of project content and training. Such skills and experience will ensure the project is more effective and sustainable. Firefighters are valued as role models to young people, however it is readily accepted that they are not trained youth workers. In the first stage of the project, the Firefighters involved will receive training to develop their skills in youth work and the Common Assessment Framework provided by Halton Borough Council.
- 5.3 Our experiences have shown that as role models, Firefighters are able to gain trust from young people and operate in areas where other agencies would have difficulty. To date, there is no such formal research to evidence this. However we will develop research to understand the reasons for this helping to ensure that potential future projects have a firm evidence base.

6 STRATEGIC SUPPORT

- 6.1 The way in which this project has been designed means that it will fit into national strategies such as:

Every Child Matters - Develop an inter-agency partnership which will share both skills and resources within multi disciplinary teams.

Youth Matters Green Paper - Target work with young people to provide them with places to go, things to do and making a positive contribution.

The Extended Schools 14-19 Strategy – To provide a variety of alternative educational provisions.

Strategy for Children and Young People 2006-2010 The Fire Service and Rescue Service – To ensure that work with children and young people by the Service is focussed effective risk reduction, is targeted on the disadvantaged and tailored to individual needs, and is a mainstream activity for the service.

Prolific and Other Offenders Strategy – One of the three aims is to prevent and deter, which aims to prevent children and young people from becoming involved in crime, and from becoming prolific young offenders.

Linking into the development of the *Cheshire Children and Young People's Plan*, Cheshire Fire Service aim to assist in developing the overall strategy of 'inclusion' not 'exclusion'.

Local Area Agreements – Two of the four themes are covered within the RESPECT project, these are:

- Children and young people
- Safer and Stronger Communities

7 INITIAL PROJECT PLAN (APRIL 2006)

7.1 The following table sets down proposals for the Project timetable. This shall be subject to review and amendment by the Governance Forum.

Deadline Date	Key Milestone	Standards
Dec 05- Feb 06	Development of Implementation Plan	<ul style="list-style-type: none"> Continue consultation with partners to work towards an agreed implementation plan
Feb 06	ISB Full Bid Decision date	<ul style="list-style-type: none"> Advertise 3 month secondment post for project co-ordinator Put Research/Evaluation process out to tender Engage with senior managers from partnership agencies to establish Governance Board
Apr 06	Project Start	<ul style="list-style-type: none"> Commission Research/Evaluation team Prepare job specifications for remaining roles Commence consultation with Partners, Young People and other providers to establish syllabus requirements, identification of young people for project, course of action for re-integration back into schools and any other potential issues Undertake a full equality impact assessment. Development of Common Assessment Framework (CAF) questionnaire additional questions.
May 06		<ul style="list-style-type: none"> Establish focus groups of young people to continue throughout at least 1st year of project Development of educational materials in conjunction Young People aimed at making the syllabus more effective Advertise for 6 remaining posts.
June 06		<ul style="list-style-type: none"> Interview and appoint 6 remaining posts to commence employment July 06 1st Report to Fire Authority, Partners, Sponsor and HM Treasury Quarterly Management/Governance meeting
July 06		<ul style="list-style-type: none"> RESPECT team to receive CAF training Summer holiday project to commence with young people identified through initial consultation, monitoring/evaluation to start

Aug 06		<ul style="list-style-type: none"> • Continuation of Summer holiday project • Referral to alternative projects to commence from data received • Development of RESPECT quarterly newsletter aimed at Schools, partners and all youth work/service providers
Sept 06		<ul style="list-style-type: none"> • Start of RESPECT programme & modules • 2nd Report Fire Authority, Partners, Sponsor and HM Treasury • Quarterly Management/Governance meeting
Oct 06		<ul style="list-style-type: none"> • Development of annual awards event to be held in April 07 to mark the achievements of the young people who have participated
Dec 06		<ul style="list-style-type: none"> • 3rd Report due to Fire Authority, Partners, Sponsor and HM Treasury • Quarterly Management/Governance meeting •
Mar 07		<ul style="list-style-type: none"> • 4th Report due to Fire Authority, Partners, Sponsor and HM Treasury • Full evaluation report of the 1st years activity • Quarterly Management/Governance meeting to review the work of the 1st year awards event
April 07	Start 2 nd Year	<ul style="list-style-type: none"> • Review of targets set in objectives • 5th Report due to Fire Authority, Partners, Sponsor and HM treasury (June 07) • Quarterly Management/Governance meeting • 6th Report due to Fire Authority, Partners, Sponsor and HM Treasury (Sept 07) • Quarterly Management/Governance meeting • 7th Report due to Fire Authority, Partners, Sponsor and HM Treasury (Dec 07) • Quarterly Management/Governance meeting • 8th Report due to Fire Authority, Partners, Sponsor and HM Treasury (Mar 08) • Quarterly Management/Governance meeting
March 08		<ul style="list-style-type: none"> • Annual awards event
April 08	3 rd Year and Exit Strategy	<ul style="list-style-type: none"> • Review of targets set in objectives • Work to commence on the commissioning package required to ensure project sustainability • 9th Report due to Fire Authority, Partners, Sponsor and HM Treasury (June 08) • Quarterly Management/Governance meeting to

		<p>discuss with Partners the potential for commissioning the project after 3rd year funding ceases</p> <ul style="list-style-type: none"> • 10th Report due to Fire Authority, Partners, Sponsor and HM Treasury (Sept 08) • Quarterly Management/Governance meeting • 11th Report due to Fire Authority, Partners, Sponsor and HM Treasury (Dec 08) • Quarterly Management/Governance meeting • Quarterly Management/Governance meeting to discuss the final report and success of the project • 12th Report due to Fire Authority, Partners, Sponsor and HM Treasury (Mar 09) • Dissemination of project findings •
March 09		<ul style="list-style-type: none"> • Annual awards event

7.2 Risks Assessment – (To be agreed and inserted)

7.3 Monitoring and Evaluation

7.3.1 Monitoring will start from the moment a young person has been identified as in need of a referral to the project. For example this will take the form of the Common Assessment Framework survey with some additional questions relating to forms of anti-social behaviour. This will be conducted by the Firefighters who will have undertaken training provided by Halton Borough Council. In addition, the young person will be asked to complete a self assessment questionnaire.

7.3.2 This same process will take place once the young person has completed up to 50 hours. Such information will be used to determine if the young person has been sufficiently rehabilitated or in need of referral to the second stage. All such information will be passed to the valuation team who will assess the impact of the course and collate the results to report back to the manager of the project and ultimately form part of the quarterly reports fed back to the Governance boards and our ODPM sponsor.

7.3.3 It is intended that a number of the young people who have gone through the RESPECT project will be monitored for up to three years after the syllabus has been completed, this will be done in order to assess long term impact.

7.3.4 The project manager seconded from within Cheshire Fire Service, will have unlimited access to PRINCE2 expertise which is regularly used within the service.

7.4 Evaluation/Research

7.4.1 An evaluation team will be commissioned prior to the start of this project. To date, support and advice has been provided by Chester College's Dr Miranda Thurston BSc, PhD, MSc, MBA, PGCE, CBiol, MIBiol Professor of Public Health Director. Dr Thurston is currently working on the following commissions:

- Cheshire Children's Fund – plotting incidents of anti-social behaviour on GIS mapping to identify hot spot clusters in order to target effective interventions and tracking the route young people follow from an early age, through school, to potentially their first contact with the criminal justice system.

7.4.2 By joining up these areas of research with the weekly information recorded by Cheshire Fire Service on incidents of arson relating to small fires, (which currently accounts for approximately 50% of operational activity) the target will start to establish some societal costs generated from anti-social behaviour e.g. clean up of graffiti, litter, neighbourhood wardens, damage to bus shelters and litter bins.

7.4.3 Research will be conducted over the three years in an attempt to quantify not only a "public sector saving" for each prevented exclusion, but also a "societal benefit". At present, no research exists in these fields, but we feel that by understanding the situation of each project participant and then monitoring future engagement with each agency, we have an opportunity to produce some breaking research.

8 **MANAGEMENT OF RESPECT**

8.1 RESPECT will be led by the Deputy Chief Fire Officer (Risk Reduction), In addition, a Project Governance Forum has been established, with membership from key partners. The Fire Authority and partner organisations will receive formal half-yearly reports of progress with ad-hoc reports where deemed necessary.

8.2 The Deputy Chief Fire Officer (Risk Reduction) will report on a quarterly basis to the project sponsor in the ODPM. Cheshire Fire Service has very close links with the Improvements Team and its Director, who is the Fire Service policy sponsor.

8.3 A Project Co-ordinator will be appointed to co-ordinate the Project reporting the Governance Forum on a regular basis.

8.4 Whilst the Deputy Chief Officer (Risk Reduction) is the senior officer responsible for the project, the Head of Community Safety would line manage the RESPECT project co-ordinator. The Head of Community Safety is line managed by the Deputy Chief Officer (Risk Reduction).