

Building Strong, Safe and Attractive Communities



A Consultation Document on Wardens and other Community Based Initiatives to Tackle Anti-Social Behaviour

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March 2003

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1 Purpose of this document



1 In the 2002 Spending Review the Scottish Executive committed £30m in order to tackle anti-social behaviour, the poor quality of the environment and to help local people build strong, safe communities. £20m has been allocated to extend community warden schemes more widely across Scotland and £10m for other initiatives to address anti-social behaviour. £15m is available in 2004/5 and a further £15m in 2005/6.

2 This document sets out our proposals for how these funds should be used. It also explains how we see these proposals interacting with other Executive-funded initiatives aimed at building strong, safe and attractive communities.

3 While we welcome comments on all aspects of our proposals, the paper highlights a number of specific issues on which we would particularly welcome your comments. These are listed in paragraph 67.

4 The closing date for the consultation period is **30 May 2003**. If you would like to comment on this document please send your comments by post or e-mail to the address below. If you want to keep your response confidential, please mark your document in this manner; otherwise your response will be treated as public information.

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This paper can be found on the Executive web-site www.scotland.gov.uk.

5 In addition to seeking written comments on this paper, we will be organising various meetings with key stakeholders over the coming months, including COSLA, the Association of Chief Police Officers in Scotland (ACPOS), the Association of Scottish Police Superintendents (ASPS), the Scottish Police Federation, the Scottish Federation of Housing Associations (SFHA) and voluntary/community organisations involved in the areas of work covered by this consultation paper.

2 Background and context



6 Scottish Ministers are committed to building strong, safe and attractive communities, which people can be proud of and where they can live in peace and security.

7 The Scottish Executive has already done much towards achieving this, both in terms of the legislative framework and providing resources for a wide range of programmes. Overall, crime in Scotland has been falling over the past decade and, as shown in the 2002 Scottish Household Survey, many people are satisfied with the areas in which they live. However, a significant number of communities still face day-to-day problems of petty crime, vandalism, graffiti, litter and nuisance neighbours.

8 Ministers recognise that more needs to be done, particularly at a neighbourhood level, to tackle anti-social behaviour and the poor quality of the environment, if we are to achieve the social justice target of increasing residents' satisfaction with their communities and the social justice milestone of reducing crime rates in deprived areas.

9 We need to create a "no tolerance" culture for anti-social behaviour in all Scotland's communities. The majority of decent, law-abiding residents have a right to be protected from the few that cause most of the trouble in their neighbourhoods. They need to feel that their concerns are listened to and complaints responded to swiftly. They need to know that there are no soft options for the perpetrators of vandalism, anti-social and other nuisance behaviour and that they will be properly dealt with.

10 In order to address residents' concerns, two key improvements are required:

- Agencies, such as local authorities, other landlords and the police, need to provide a quicker and more effective response to residents' complaints about anti-social behaviour and local environmental problems.
- The perpetrators of vandalism and anti-social behaviour need to be dealt with more swiftly and effectively.

3 Overview of proposals and funding arrangements

11 The Executive is committed to putting communities at the heart of the regeneration process. Local people must be in the driving seat in determining priorities and ways of addressing them. This paper applies these principles to measures aimed at tackling anti-social behaviour. The Executive, therefore, proposes to provide resources to local authorities and others to take action at the community level to help deliver these vital improvements. In all cases, the starting point for this should be a **neighbourhood compact** between the local community planning partnership and the community which states in very clear terms:

- the support and services that will be delivered by relevant agencies – the local authority, police, registered social landlords etc;
- the standards of behaviour that are expected from local residents.

12 The intention is that funding will be available both to prepare these neighbourhood compacts and to provide resources for a specific range of interventions that may be required to make them effective. This will include:

- extending **community warden schemes** more widely across Scotland to provide a visible and sustainable presence on the streets and reassurance to residents and to work as the eyes and ears of local people and responsible agencies at a neighbourhood level;
- establishing **specialised anti-social behaviour teams** at the community level to make sure that there is a co-ordinated effort to maximise effectiveness;
- providing for **intensive supervision** of the most anti-social families and serious perpetrators of anti-social behaviour;
- promoting the **use of mediation to resolve disputes** between neighbours at an early stage;
- **supporting victims, witnesses and complainants** to make sure that local residents have the confidence and ability to make their concerns known;
- making use of techniques such as “**acceptable behaviour contracts**” to ensure that perpetrators of anti-social behaviour are clear about the changes they need to make to their behaviour.

13 The Criminal Justice (Scotland) Bill, approved by Parliament on 20 February 2003, places a new duty on police and local authorities to jointly prepare and publish an anti-social behaviour strategy. The Bill requires that the strategy must set out how the authority and the police are to co-ordinate their functions that relate to anti-social behaviour and the exchange of information between the authority and the police. Further guidance on this will be issued in due course, including details as to when the duty will commence.

BUILDING STRONG, SAFE AND ATTRACTIVE COMMUNITIES

14 It will be a condition of funding for the community based measures to tackle anti-social behaviour described in this paper that there is in place a clear framework for tackling anti-social behaviour at the local authority level and effective co-ordination between relevant agencies. The process of developing these frameworks will be an important step in working towards the anti-social behaviour strategies that will be required when the Criminal Justice (Scotland) Bill comes into effect. The framework should take account of the nature and severity of the problem, identify those communities most at risk, specify the role of the various agencies with a part to play in implementing the framework and set out clear objectives and targets. These frameworks need not be lengthy or complicated, but should complement relevant existing strategies under Community Planning. They should provide a clear statement of what is being done already and how the additional resources for both community wardens and other measures will fit into this. It will be possible for Community Planning Partnerships to seek to use some of the resources available to strengthen co-ordination at the local authority level, for example, to appoint an anti-social behaviour co-ordinator or to second a police officer to work in a central team, but the Executive expects that the bulk of the funding should be used for community based measures.

15 We propose to offer funding to all 32 local authority areas, with banded allocations which take account of various factors, including deprivation, population, population density and crime rates. Indicative allocations by individual local authority are shown in Annex A.

16 On behalf of their Community Planning Partnerships, local authorities will be expected to come forward with proposals, which should be outcome-focused, for how they will use their allocations. Following the consultation period, we will produce further guidance on what we would like to see in proposals.

17 It is essential that we are able to evaluate the extent to which these initiatives are contributing to improving people's quality of life and building strong, safe and attractive communities. We therefore propose that there should be a small number of compulsory indicators, which are monitored by all local authorities, in co-operation with other partners such as the police. It will be for local authorities, relevant partners and local communities to determine whether they wish to establish additional indicators appropriate to specific local circumstances. The mandatory indicators we propose are:

- i) Crime (both recorded and survey based);
- ii) Percentage of residents surveyed who feel "fairly safe" or "very safe" during the day and after dark outside in the local area (survey based);
- iii) Percentage of residents surveyed who are satisfied with their local areas as a place to live (survey based).

18 We are interested in your views as to whether these are the right mandatory indicators for measuring the impact of warden schemes and the other anti-social behaviour initiatives. We would also like to hear your views on our proposals for allocating these resources, however, we are clear that deprivation should play a key role in this.

4 Next steps – planning and implementation timetable

19 Below we have set out the main stages between now and April 2004, when we expect these initiatives to begin.

Consultation period ends	Friday 30 May 2003
Scottish Executive guidance issued	June 2003
Outline proposals to Scottish Executive and comments offered back	August/September 2003
Full proposals submitted to Scottish Executive	November 2003
Approval by Scottish Ministers	by end January 2004
Initiatives commence operation	April 2004

20 The remainder of this paper provides more detail on each of the interventions outlined above.

5 Community wardens



21 Provided they are carefully planned and managed, community warden schemes can make a real difference to the quality of people’s lives, their sense of security and to the way they feel about their environment. The most pronounced effects are improved perceptions of the “liveability” of an area and reduced fear of crime.

22 In Scotland a number of pilot warden schemes are already in operation, for example in Aberdeen, Edinburgh and Renfrewshire. The Renfrewshire scheme is funded by the Scottish Executive’s Better Neighbourhood Services Fund. While it is early days for these schemes, they are already demonstrating positive results and generating considerable enthusiasm amongst local residents. Annex B provides further details of these pilot schemes.

23 Community wardens act as the “eyes and ears” of the community and as a liaison between residents and relevant agencies. Their effectiveness is based not on the powers or resources they have at their disposal but their ability to get other responsible agencies, which have the powers and resources – for example, local authorities and the police – to respond quickly and effectively to concerns and complaints. Evidence shows that warden schemes rapidly lose their credibility with the community if issues referred to wardens are not responded to. Various local authorities in Scotland that are piloting warden schemes are also putting in place environmental “hit squads” who are responsible for dealing with graffiti and litter, for example, when called upon by wardens. We do not expect to fund these from the £30m funding for tackling anti-social behaviour, but it is possible for local authorities to use Quality of Life funding for this. Neighbourhood compacts with communities, which will set out the roles and responsibilities of all parties, should include clear statements on what back-up will be provided to wardens so that they can fulfil their role effectively.

What do we mean by “community wardens”?

24 The generally accepted definition of a community warden is “a uniformed, semi-official presence in a residential area with the aim of improving quality of life”. Residential areas are not restricted to those of public housing, but can include housing association, privately rented and owner-occupied housing.

25 We propose using the term “community” rather than “neighbourhood” warden. In England there are both “neighbourhood” wardens (focusing on crime prevention and anti-social behaviour) and “street” wardens (focusing on environmental issues). In Scotland, we are offering to support each of these roles and felt it would be helpful to use a different term.

What will warden schemes achieve?

26 Warden schemes need to reflect the aspirations of the local community and be able to respond to the problems and challenges specific to that area. However, in keeping with the Executive's commitment to build strong, safe and attractive communities, we would expect schemes funded by the Executive to contribute to one or more of the following broad outcomes:

- Reducing crime (including youth crime) or the fear of crime
- Reducing anti-social behaviour
- Improving environmental quality

27 Depending on the nature of the scheme, there are likely to be a range of other, positive spin-offs, for example improvements in the management of housing stock, increased local employment opportunities, stronger social cohesion and civic pride.

What do wardens do?

28 Wardens can undertake a variety of tasks. What is appropriate in a local area will depend on the particular problems and priorities of local residents. Local authorities, together with their Community Planning Partners and local communities, are best placed to decide on the activities of wardens and who should manage them.

29 There are various types of warden scheme, outlined below. These are broad "models", and are not mutually exclusive and in practice schemes are likely to contain elements from each of these, particularly i) and ii) below.

- i) "Crime prevention" schemes: these usually involve wardens patrolling an area where their visible presence acts as a deterrent and provides reassurance to residents. Schemes that focus on crime prevention and tackling anti-social behaviour need to be carefully aligned to the work of the police to ensure a properly joined-up approach to policing and patrolling at the local level.
- ii) "Environmental" schemes: these schemes are aimed at improving the look and feel of an area, and also involve wardens patrolling a local area.
- iii) "Concierge/caretaker" schemes: these schemes are usually attached to housing developments and undertake a range of housing management functions.
- iv) "Reparation" schemes: these schemes work to support the justice system, for example by involvement in reparation programmes.

30 Annex C provides further detail about the nature of these various models and how they can work to support legal remedies such as ASBOs, contribute to tackling youth crime, and promote environmental justice.

Will the Executive provide funding for all these types of scheme?

31 Funding will be available to support schemes that focus on crime prevention, tackling anti-social behaviour and improving the environment (i and ii above). However, the range of duties of environmental type wardens means that they could equally well be funded from the Executive's Quality of Life Initiative, and indeed some local authorities, such as Edinburgh City Council, are already doing this.

32 In supporting schemes aimed at tackling youth crime, we would expect these to focus specifically on young people at risk of offending or causing anti-social behaviour, to have a visible, neighbourhood presence and to fit with the Executive's wider Ten Point Action Plan on Youth Crime. We would not expect to fund those that have a more general youth focus.

33 We would not expect the new allocation of £20m to be used to fund schemes under iii) above because funding for this should come from rental income and Housing Benefit.

34 **We would particularly like your views on our proposals for "reparation" schemes.** As explained in Annex C, although there is some experience of these schemes, they are still in their experimental stage and are less well-established in UK. The provision of funding for these functions will depend on your views as to whether using wardens as part of community disposals and restorative justice approaches are appropriate and feasible.

35 We expect the largest proportion of funding will be allocated to crime prevention and environmental wardens, but there will be a significant proportion allocated to reparation wardens if the consultation demonstrates that these are appropriate in Scotland.

36 We would not expect residents to be charged for warden schemes.

Key criteria/principles

37 Evaluations of existing warden schemes have shown that there are certain principles that are critical to their effectiveness. We will expect schemes funded by the Executive to adopt these. The key elements are:

Wardens are not a substitute for the police

38 The role of wardens is to complement the work of the police, not to be a substitute for it. Wardens will not be given police powers to fulfil their functions and should not be trained in areas such as restraint techniques. Wardens can have a positive impact without such powers.

Schemes must involve local residents

39 The support and full involvement of local residents is fundamental to the effective development and implementation of any scheme. The local community should not simply be asked to identify problems but should also be involved in all stages, from problem identification, scheme design, development and implementation. Without the trust and respect of local people wardens cannot do their job properly.

Involving the local authority, the police and other local partners

40 Not all schemes need to be managed directly by the local authority, but their statutory obligations, the services they supply and their leading facilitation role in community planning partnerships means they must be closely involved. The involvement of the local police from the start is also paramount. Depending on the nature of the scheme, links with other agencies should also be established.

Establishing protocols

41 Wardens derive their effectiveness not from the power they themselves possess but from the links and relationships they establish not only with local people but with local agencies.

42 Close involvement of the police is needed at both the national and local levels. We intend establishing a protocol with ACPOS that will set out the broad principles of engagement of the police in warden schemes. Experience from Renfrewshire shows that it is also highly desirable for protocols to be established with police forces at the local level and we would expect these to be in place before schemes begin operation.

43 We are also considering whether to establish protocols with local authorities, which would set out their responsibilities and standards for their involvement in/management of schemes.

Proper recruitment, training and management

44 Wardens must be properly recruited, trained and managed, and there must be clear lines of accountability. Local people must know to whom the wardens are accountable. Wardens should be representative of the communities they serve, so that they benefit the whole community, including hard-to-reach groups.

Who will run warden schemes?

45 A broad range of organisations could be involved in running warden schemes, for example local authorities, the police, Registered Social Landlords (RSLs), voluntary and community organisations and private companies. The appropriateness of a particular organisation will depend on the type of warden scheme under consideration. Our thinking is as follows:

“Crime prevention” schemes

46 These need a degree of legitimacy that is given by being undertaken directly by the state. We would therefore expect these schemes to be run by and for wardens to be employed by either the local authority or the police. We will not provide support for private security firms or self-appointed “community” patrols to employ wardens and manage these types of schemes.

“Environmental” schemes

47 In addition to local authorities where providing environmental services is a core function, both RSLs and voluntary and community organisations can run these schemes effectively. Many RSLs already undertake environmental functions on behalf of their own tenants. The legislation covering RSLs permits them to extend these functions to non-tenants in the same residential area and we are keen to encourage this, provided RSLs have the desire and capacity to undertake these activities.

“Reparation” schemes

48 This is more complex. It is highly likely that local authorities and the police would be involved, given their statutory obligations, but it is also possible that community and voluntary organisations, provided they have a proven track record, could be involved in delivering elements of these schemes.

49 Decisions as to who should deliver and manage schemes and to employ wardens need to be taken locally. The determining factors should include the appropriateness of a particular organisation, its track record, its legitimacy in the eyes of the community and clear lines of accountability.

50 Local authorities will be expected to engage with Community Planning Partners, especially the police, to identify target areas for community warden schemes and, once these are identified, to work with local people in these areas to develop appropriate schemes, including deciding on the appropriate management agents. Community Safety Partnerships play an important complementary role and should also be involved in this process. Although funding will be channelled through local authorities, any of the above organisations could be the ultimate recipients of Executive funds.

51 **We would particularly value your comments on our proposals on the range of possible management agents of warden schemes.**

Matched funding/contributions from partners

52 While we do not intend to insist on matched funding for warden schemes, local authorities and their Community Planning Partners will be encouraged to think innovatively about ways to maximise Executive funding, for example bringing in other resources to augment this funding or through the use of volunteers in “environmental” warden schemes.

6 Other community based initiatives to tackle anti-social behaviour



53 The benefits of community wardens can be enhanced by other measures at the local level designed to tackle anti-social behaviour that build on and go beyond what is currently in place. The Executive is prepared to make available resources for complementary anti-social behaviour measures, provided these are likely to be of clear benefit to communities under stress and genuinely additional to what is already available. While we are happy to consider other proposals that meet these broad criteria, we envisage that the resources are likely to be used most effectively for one or more of the following:

- dedicated community based teams with a clear focus on tackling anti-social behaviour;
- intensive intervention and supervision of anti-social families at the neighbourhood level;
- mediation and arbitration to resolve neighbourhood disputes;
- support for witnesses and victims and “hot lines”;
- acceptable behaviour contracts.

Ensuring effective local responses – dedicated anti-social behaviour teams

54 Community wardens can be the “eyes and ears” of local communities in dealing with anti-social behaviour, but they must be an integral part of co-ordinated local action. This local action should lead to:

- speedy responses to complaints about anti-social behaviour;
- the maximum use being made of existing legislative and tenancy management measures;
- more effective police intervention where required;
- early intervention, to resolve neighbour disputes before they escalate.

55 In many cases, this can be most effectively achieved by setting up dedicated anti-social behaviour teams, which will have responsibility for tackling anti-social behaviour at the community level. It is important that the police are part of the team, along with local housing managers and community wardens. Local social work staff may also need to be involved and there should be appropriate support, for example, legal services, from the centre. We expect that this integrated approach will:

- lead to early identification of anti-social behaviour ‘hot spots’;
- facilitate more effective enforcement of existing measures, such as ASBOs and the power to remove noise making equipment and tenancy changes;
- ensure that anti-social behaviour problems do not slip through gaps between different agencies at local level;
- provide a distinctive point of contact which can be easily accessed by local residents;
- reinforce community regeneration activities by improving the quality of life for residents.

Directly addressing problem behaviour – intensive supervision

56 In some cases the solution to anti-social behaviour is direct intervention with families responsible for the behaviour. Local authorities, in consultation with the police, can already apply for Anti-Social Behaviour Orders (ASBOs) using powers in the Crime and Disorder Act 1998. Breach of an ASBO is punishable by up to five years imprisonment. The use of ASBOs will often be an important way forward, especially once the Criminal Justice (Scotland) Bill obtains Royal Assent and permits the extension of these powers to include interim ASBOs and to allow RSLs to apply. In certain situations eviction proceedings, which should always be the last resort, may be necessary. But one further option that can be successful, is to ensure that the families in question are subject to intensive supervision. This intensive supervision could be provided as part of a landlord’s duty under Section 34 (7) of the Housing (Scotland) Act 2001 or for local authorities, once the Homelessness etc (Scotland) Bill is commenced, under the requirement to provide or ensure the provision of housing support services. These powers, however, would apply only in specifically defined circumstances, set out in the relevant legislation. In addition, intensive supervision may be offered on a voluntary basis to tenants. In some cases this supervision will be offered as an alternative to eviction.

57 Some authorities have already developed projects that work along these lines and these can use either a single building or housing dispersed throughout the community. In either case the aim of these projects is to correct anti-social behaviour by providing intensive intervention and supervision. They also provide both immediate relief for neighbours affected by the problem and address the causes of the behaviour in the longer term.

Nipping problems in the bud – mediation services

58 Many ongoing neighbour disputes can be resolved through mediation and, in some cases, arbitration services. This can also mean that problems do not escalate into more serious behaviour. Mediation can have the effect of empowering those involved by allowing them to engage with neighbours in a safe way. Mediation has also proved effective in dealing with serious problems. The Executive has directly supported the development of mediation services and wishes to encourage this further, where there is a clear gap.

Developing community confidence – support for witnesses and victims and “hot lines” for those wishing to register complaints

59 A key issue in pursuing anti-social behaviour is ensuring that legal action can be taken as effectively as possible. Supporting victims and witnesses is a major part of this, as their evidence can be critical to securing successful legal action. In addition, victims of anti-social behaviour (and those acting as witnesses who may also be victims) can need support to enable them to continue to live in the community. The Executive is keen that, as part of the strategy for dealing with anti-social behaviour, authorities have regard to how the needs of victims and witnesses can be met. In addition, it is important that local residents have the ability to register concerns and complaints in a way that does not put them under threat. Community wardens should be an important resource but “hot lines”, which can be provided in various ways may be an option which can help with this.

Holding individuals to account – acceptable behaviour contracts

60 Where individuals or families have been responsible for anti-social behaviour, it is important that they understand precisely what changes in behaviour are required. “Acceptable behaviour contracts” in which relevant agencies agree appropriate behaviour can be one technique for achieving this. Although such contracts have no legal standing, failure to comply can be used as evidence for other forms of legal action, for example, eviction proceedings.

Funding for Community Based Anti-Social Behaviour Initiatives

61 An allocation of resources to fund community based anti-social behaviour initiatives (together with any bids to strengthen central co-ordination) is included in the indicative figures shown in Annex A. These allocations take account of levels of deprivation, crime, population and population density. It is expected that local agencies may also wish to augment the allocation received with other sources of funding.

7 Links to other Executive initiatives



62 Warden schemes and the other interventions set out in this paper only work if they are part of a comprehensive package of measures aimed at tackling crime and anti-social behaviour and improving quality of life. In addition to the £30m being provided for warden schemes and the other measures to tackle anti-social behaviour, the Scottish Executive is investing in a range of other programmes that are designed to make neighbourhoods safer and more desirable places to live. This includes the Quality of Life Initiative and Community Safety Partnership funding. Further details of these and other initiatives are set out in Annex D.

63 While each of these programmes and initiatives has separate purposes, there is a fair degree of overlap in the outcomes they are pursuing. They all have the overall aim of improving the quality of life for people, by increasing their satisfaction with their neighbourhoods through environmental and community safety programmes delivered locally. The following table shows the potential linkages:

	Improving environmental quality – litter, removing graffiti, care of common areas, etc.	Reducing low-level crime and anti-social behaviour – vandalism, graffiti, nuisance neighbours, etc.	Reducing fear of crime
Community wardens	Yes	Yes	Yes
Other anti-social behaviour measures	Indirect – through better co-ordination of services	Yes	Yes
Quality of Life	Yes	Indirect – through reduced tolerance of disorder	Indirect – through presence of additional staff on the ground
Community Safety	Indirect – through reduction in social causes of environmental problems	Yes	Yes
Action Plan on Youth Crime	Indirect – through deterring crime and working to build self esteem, tackle truancy, etc.	Yes	Yes
Other	Housing management, environmental audits, wider role, neighbourhood management	Special constables, etc.	Special constables, etc.

64 Beyond these direct outcomes, all the programmes also have overlapping second order outcomes. For example, by reducing fear of crime and improving neighbourhoods as areas in which to live, we would expect to see improvements in social cohesion and community pride, with the corollary of a reduction in stigma and exclusion, based on residence.

65 We therefore wish to encourage local authorities and their Community Planning Partners to co-ordinate the allocation of resources for community warden and other anti-social behaviour measures with these other initiatives, so that they work together at a local level to achieve the best outcomes. In practice this means Community Planning Partners identifying outcomes, based on local needs, the range of resources available to address these (including those available from the Executive but not limited to these) and then formulating appropriate interventions. Examples of where resources are already being used to cross programme boundaries include the use by Renfrewshire Council of youth justice funding to complement the work of their neighbourhood wardens. Edinburgh City Council has used Community Safety Partnership funding to support their wardens' schemes.

8 Conclusion

66 The Executive is committed to building strong, safe and attractive communities. By making sure that interventions already at our disposal, both legal and non-legal, work more effectively and by combining this with new initiatives, such as community wardens, we can make a real and lasting contribution to improving the quality of life for people in Scotland.

67 We welcome views on all aspects of this paper. The specific questions that we have highlighted on which we would particularly value comments are:

Are the mandatory indicators we propose using for measuring the impact of warden schemes and the other anti-social behaviour initiatives the right ones?

- **Crime (both recorded and survey based)**
- **Percentage of residents surveyed who feel “fairly safe” or “very safe” during the day and after dark outside in the local area (survey based)**
- **Percentage of residents surveyed who are satisfied with their local areas as a place to live (survey based) (paragraph 17).**

Are our proposals for the allocation of these resources appropriate? (paragraph 15 and Annex A)

Is it appropriate and feasible to use community warden schemes as part of community disposals and restorative justice approaches? (paragraph 34 and Annex C)

We propose that the managers of warden schemes funded by the Executive should either be local authorities, the police, Registered Social Landlords or voluntary/community organisations, depending on the nature of the scheme. What are your views on the range and appropriateness of possible management agents? (paragraphs 45-50)

Annex A: Local authority allocations

Local authority	Community warden schemes	Other initiatives to tackle anti-social behaviour	Total
Glasgow City	£1,000,000	£550,000	£1,550,000
Edinburgh, City of	£650,000	£400,000	£1,050,000
North Lanarkshire	£650,000	£400,000	£1,050,000
Dundee City	£650,000	£400,000	£1,050,000
Renfrewshire	£500,000	£350,000	£850,000
Aberdeen City	£500,000	£350,000	£850,000
Inverclyde	£500,000	£350,000	£850,000
West Dunbartonshire	£500,000	£350,000	£850,000
Fife	£400,000	£125,000	£525,000
South Lanarkshire	£400,000	£125,000	£525,000
East Ayrshire	£400,000	£125,000	£525,000
North Ayrshire	£400,000	£125,000	£525,000
West Lothian	£300,000	£100,000	£400,000
Falkirk	£300,000	£100,000	£400,000
South Ayrshire	£300,000	£100,000	£400,000
Dumfries & Galloway	£300,000	£100,000	£400,000
Highland	£165,000	£65,000	£230,000
Stirling	£165,000	£65,000	£230,000
Angus	£165,000	£65,000	£230,000
Perth & Kinross	£165,000	£65,000	£230,000
Midlothian	£165,000	£65,000	£230,000
Clackmannanshire	£165,000	£65,000	£230,000
East Renfrewshire	£165,000	£65,000	£230,000
East Dunbartonshire	£165,000	£65,000	£230,000
Moray	£105,000	£50,000	£155,000
Scottish Borders	£105,000	£50,000	£155,000
East Lothian	£105,000	£50,000	£155,000
Aberdeenshire	£105,000	£50,000	£155,000
Argyll & Bute	£80,000	£35,000	£115,000
Shetland Islands	£80,000	£35,000	£115,000
Orkney Islands	£80,000	£35,000	£115,000
Eilean Siar	£80,000	£35,000	£115,000

Annex B: Examples of pilot community warden schemes in Scotland

Renfrewshire Council has 4 mobile teams of wardens working in various estates in Paisley and West Johnstone. They were set up in response to local concerns about anti-social behaviour and vandalism that were highlighted by a Citizens' Panel. Part of their role is to support the police, by observing and reporting incidents, providing information to support police investigations and acting as professional witnesses. They also undertake a variety of environmental tasks, such as co-ordinating graffiti removal, and act as a link between the community and a range of agencies, including the local authority and the police. Excluding start up costs, the Renfrewshire scheme is estimated to cost approximately £260,000 pa covering a population of 15,000, with 17 staff employed (16 wardens plus 1 support staff).

In Edinburgh, the City Council has been piloting "community safety concierges" in Broomhouse and Niddrie Mains. Working within the Housing Department, the concierges undertake a range of landlord duties, such as noting breaches of tenancy conditions, carrying out estate inspections, monitoring empty properties and undertaking minor repairs. Through patrolling the estates, they also help with crime prevention, observing and reporting low level nuisance and anti-social behaviour and working with the police on crime prevention programmes. Each Edinburgh scheme is estimated to cost approximately £148,000 pa, covering a population of 2,000, and employing 6 staff.

In Aberdeen, traffic wardens employed by Grampian police are providing support to front-line policing. In addition to supporting operational police officers, the traffic wardens report incidents such as broken lamp-posts, potholes in roads and abandoned cars, to arrange repair and uplift. Their presence on the streets, in a uniform similar to the police, provides a visible deterrent. The scheme operating in Middlefield, Aberdeen is estimated to cost £73,000 pa covering a population of 2,717 with 4 staff employed.

Annex C: Warden schemes – different models

There are various types of warden scheme, set out below. These are broad “models” and are not mutually exclusive:

i) *“Crime prevention” schemes*

These schemes involve wardens patrolling an area, where their visible presence acts as a deterrent and provides reassurance to residents. They can also work more directly to support landlords and the police, by reporting incidents and acting as professional witnesses. They can also be involved in activities such as security surveys, property marking, neighbourhood watch schemes, providing victim support and acting as a liaison between residents and the police. These activities can help reduce the diverse pressures on police officers’ time and address the dilemma about routine patrols, which are welcomed by the public but are generally an inefficient way to use police officers to combat crime. These schemes need not be undertaken by full-time wardens. For example, as in Aberdeen, traffic wardens can take on additional functions to support the police.

Given their physical presence on the ground, there may be a potential role for wardens to help local authorities and the police in the administration of Anti-Social Behaviour Orders (ASBOs) and other legal remedies, such as eviction proceedings. They could, for example, notify the relevant authorities if breaches of ASBOs occur and act as professional witnesses. They could also bring to the attention of the relevant authorities behaviour likely to result in an ASBO or a breach of a tenancy agreement, which residents are often reluctant to do for safety reasons.

There is also considerable potential for wardens to be involved in helping to tackle youth crime and other anti-social behaviour, such as under-age drinking and helping to prevent, early on, any potential threatening behaviour of young people. They could also act as a crucial link between residents, young people, the police and community/youth justice workers. We are already funding a small number of pilot projects promoting community based approaches to tackling youth crime.

Schemes which focus on crime prevention and tackling anti-social behaviour need to be carefully aligned to the work of the police, including the use of special constables, to ensure a properly joined-up approach to policing and patrolling at the local level.

ii) *“Environmental” schemes*

These schemes are aimed at improving the look and feel of an area, and also involve wardens patrolling a local area. They can organise graffiti and litter removal, assist with recycling schemes, report local problems, such as defective street lighting and abandoned cars to the relevant authorities and work to increase the quality of communal spaces, such as parks and recreational areas.

BUILDING STRONG, SAFE AND ATTRACTIVE COMMUNITIES

There is a direct link between physical and environmental decay, fear of crime and social breakdown. “Environmental” warden schemes therefore need to be seen as part of wider action to promote environmental justice and sustainable regeneration. For example, warden schemes are likely to achieve better outcomes if linked with improved design and construction (including community energy generation schemes and “Secured by Design”) and improved land use planning. The environmental audit toolkit for communities, being developed by Communities Scotland, will help to identify key environmental problems and ways of tackling these. This should be available in the course of this year and will be useful in identifying the appropriateness of “environmental” warden schemes in tackling different types of environmental problem.

iii) *“Concierge/caretaker” schemes*

These wardens are usually attached to housing developments and undertake a range of housing management functions, including monitoring empty properties, carrying out estate concierge duties, and noting and investigating breaches of tenancy conditions.

iv) *“Reparation” schemes*

Although there is some experience of these schemes, they are still in their experimental stage and are less well established in UK. These schemes work to support the justice system by running reparation schemes and being involved in Community Service Orders (CSOs), for example.

In respect of CSOs, wardens might identify suitable tasks to be undertaken by those subject to unpaid work. In the context of youth crime, the reparative nature of CSOs has the potential to be developed for use with young offenders in order to demonstrate more explicitly that they make reparation to the community for the damage which has been inflicted by youth crime. Wardens could have a useful role in identifying the work that would benefit the community most. There might also be potential for wardens to be involved in other types of restorative justice programmes. **We would particularly welcome your views on the appropriateness and feasibility of schemes under iv).**

Annex D: Scottish Executive programmes/policies aimed at improving quality of life and building strong, safe and attractive communities

Quality of Life Initiative: £180m over the next 3 years to support:

- making the streets safer and cleaner
- managing parks and open spaces
- tackling vandalism, graffiti and dog fouling
- helping local leaders respond to local concerns
- improving the local environment
- improving services for children and young people.

Community Safety Partnership Awards: £4m in each of the next 3 years to support:

- improving crime reduction/community safety
- tackling alcohol/drug related crime
- changing attitudes/modifying behaviour
- diverting young people away from criminal and anti-social behaviour
- strengthening Community Safety Partnerships
- reducing fear of crime.

In addition to these programmes which are directly aimed at building strong, safe and attractive communities, there are other Executive initiatives that have a bearing on this:

Action Plan on Youth Crime: Significant new money rising to £33m in 2005/06. While most of these funds are focused on the formal youth justice system, £1.8m has been allocated over the next 4 years to promote good practice in community based approaches to tackling youth crime.

Homelessness funding: £20m over the next 3 years to supplement implementation of the forthcoming Homelessness Act. While this funding is to meet commitments arising from the Homelessness Task Force report, it could fund projects which address homelessness due to anti-social behaviour and work is ongoing on this.

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