

**APPROACHES TO COMMUNITY SAFETY AND  
ANTI-SOCIAL BEHAVIOUR IN THE BETTER  
NEIGHBOURHOOD SERVICES FUND PROGRAMME**

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**Tribal HCH**

**Scottish Executive Social Research  
2005**

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## **ACKNOWLEDGEMENTS**

The authors would like to express their thanks to all who have assisted in the preparation of this report and in particular, the staff from the BNSF Pathfinders and from the Scottish Executive who have taken the time to share their experience and views of the issues with us.

# EXECUTIVE SUMMARY

## BACKGROUND

1. The Better Neighbourhood Services Fund (BNSF) was established as a £90 million, 3-year (2001-04) programme aimed at delivering real and substantial service improvements in twelve local authority areas in order to help narrow the gap between disadvantaged communities and the wider population. An additional £31.2 million was provided to extend the programme into 2004-05. Although BNSF funding is being used to continue some projects into 2005-06, the BNSF and Social Inclusion Partnership programmes were replaced by the Community Regeneration Fund from 1 April 2005.

2. This topic report describes the types of activities which have been funded to promote community safety, and to address crime and anti-social behaviour and their impact on BNSF Pathfinder areas. It is not intended to provide a definitive guide to good practice in community safety and anti-social behaviour<sup>1</sup>. Its particular value lies in the fact that it describes experience in Scotland and is based on relatively up to date information.

3. A relatively high proportion (30%) of all BNSF funding was allocated to projects to promote community safety. This figure rises to 45% when considering only the eight Pathfinders which had a focus on community safety. There were a wide variety of projects aimed at community safety and anti-social behaviour developed by eight Pathfinders. These are described as direct and indirect approaches to community safety and anti-social behaviour, as summarised in Appendix 2. In the first 2 years of BNSF a total of £4,854,900 was spent across the Pathfinders on direct approaches, and £5,617,000 was spent on indirect approaches. In practice, the distinctions between community safety and anti-social behaviour and between direct and indirect approaches are not wholly clear cut.

4. The direct approach to community safety includes projects that provide for additional policing and surveillance services and improved street lighting. Those that take an indirect approach to community safety focus more on environmental improvements to make areas feel less threatening to residents and remove signs of previous acts of vandalism, graffiti, etc. Direct approaches to addressing anti-social behaviour include projects that target the individuals involved, challenge the anti-social aspects of their behaviour, and support them in moving away from such behaviour. The indirect anti-social behaviour measures include projects that provide alternative activities to such behaviour – so-called diversionary projects. While anti-social behaviour is an issue that involves adults as well as young people, almost all the services aimed specifically at anti-social behaviour that have been developed through BNSF are targeted at young people.

5. The projects chosen by each Pathfinder were based on the specific circumstances in the neighbourhoods in question, and on the responses to consultations. Members of the local community were informed and involved in project development in a variety of ways including residents' surveys, community meetings, newsletters, and other promotional material, with citizens' panels often being consulted on new project developments. The timescale of the projects was a major factor in deciding what forms of intervention would be appropriate.

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<sup>1</sup> Some other relevant sources are identified on Page 1 of the report and in the References.

6. Interviewees indicated that the majority of BNSF projects aimed at tackling community safety and anti-social behaviour have been well received, though there is not a great deal of representative feedback from the wider communities on the impacts of BNSF. The interviewees in this study were often therefore basing their assessments of the projects in their Pathfinder on consultations with community representatives and service providers, rather than on survey results from across the community.

7. Generally, crime rates have been reduced by the initiatives which involved direct intervention, and the introduction of improved street lighting was reported to be particularly popular and effective in reducing the fear of crime. Some Pathfinders reported 'negative' outcomes such as higher recorded crime rates and increased repair costs as a result of the interventions. The reach of projects for young people has also been difficult to assess. Improved feed-back from service users, particularly in setting outcomes for services aimed at a small number of young people, may be a more appropriate way to gather evidence on the effectiveness of such projects.

8. There has been a significant focus by communities on the role that additional policing and community wardens can play in improving community safety and reducing anti-social behaviour. Each has its merits – the most appropriate approach depends on the nature and scale of the difficulties faced by the particular communities. Likewise, the form of additional policing that is most appropriate depends on the type and extent of the problems experienced.

9. Where community safety was threatened more by criminal offences than by non-criminal anti-social behaviour, additional policing was often seen as the most appropriate intervention. Some Pathfinders focused the additional funding on community policing, while others chose to provide additional resources for specific operations, particularly drugs related operations. By contrast, where fear of crime is considered to be a greater issue than was reflected in crime statistics, more visible patrols such as those provided by community wardens have been found to be more effective. The most appropriate form of intervention, the proportion of funding, and the requirement for any additional surveillance services will depend on the community and the particular difficulties being experienced.

10. The Renfrewshire Pathfinder has developed a successful Neighbourhood Warden Service, which has been associated with a reduction in some forms of criminal and anti-social behaviour, particularly in relation to vandalism. Anecdotal evidence suggests that, in combination with improved environmental services, it has also led to a reduction in the fear of crime. The warden service has built up trusting relations with members of the local community, and provides a visible presence from early afternoon until the late evening. The wardens also effectively link residents with other council services, thus extending the capacity of existing services.

11. The Renfrewshire Warden Service has been complemented by a Youth Strategy which has provided sports activities and other support for young people in the Pathfinder areas. This has been well received, with youth workers and sports officers working as an effective team in the development of a variety of new services - for individuals and groups, for those at risk of committing offences and those seeking structured activities and support. Some of the services developed also facilitate long-term capacity building within the communities.

12. In East Ayrshire there has been a considerable focus on community consultation, including a BNSF newsletter, the introduction of citizens' panels that focus on improvements

towards specific outcomes, and annual residents meetings and residents surveys to obtain feedback from the local community on changes over the preceding year. The Pathfinder has also made various environmental improvements to the areas as directed by the local communities.

13. Some early feedback from residents' meetings in East Ayrshire suggested that there was concern that the additional policing funded through BNSF had not had a noticeable impact on the local areas. This policing focused on targeted operations within the two Pathfinder areas, and aimed to address specific aspects of criminal behaviour. It would appear that the focus of the operations had not have been fully understood by local residents. The analysis of crime statistics for East Ayrshire also revealed the difficulties inherent in using reported crime rates as a measure of change in offending behaviour.

14. The findings from the research indicated that significant progress had been made in many areas, with reductions in reported crime rates, improvements in the reported fear of crime, effective improvements to the environment in many neighbourhoods, and good up-take of services for young people. The results for specific indicators relating to individual projects were not available for many projects, but elements of good practice were evident in many initiatives developed through BNSF. In particular these related to the development of a particular focus or interaction of services towards common goals. This was particularly important given the short-term nature of the BNSF funding, and the consequent need to focus on a select few goals in order to have a significant impact on the wider community in the timescale available. In general, it was found to be more effective to focus services on achieving a few key outcomes. However, it was also considered important to address these issues in a multi-faceted way so that many Pathfinders chose to strike a balance between:

- small and large projects.
- capital and revenue projects.
- services that focus on a small section of the wider community and those that can provide more direct benefits for all.
- those that tackle crime and anti-social behaviour directly and those that take an indirect approach.
- innovative services and the strengthening of existing services.

For each Pathfinder, the most appropriate balance between these elements is different.

15. While the introduction of a range of measures has proven to be effective at reducing crime and the fear of crime in many neighbourhoods, there were still people in most areas who fear crime and feel threatened, even in situations that pose minimal actual threat. This may be a result of personal circumstances or may be influenced by the reporting of crime within the wider society, and there may be limited scope to tackle such fears at a local level, beyond communicating the actual (lower) risks within the local area.

16. The focus on community safety and anti-social behaviour developed by many Pathfinders has been popular with most of the communities involved. The majority of the projects have been effectively implemented, and there are signs of positive impacts on many of the communities involved. However, at the time of writing the evidence relating to

individual outcomes is incomplete. Further elements of good practice and effective project development should come to light through Pathfinders Annual Reports and the final BNSF evaluation processes.

# CHAPTER ONE INTRODUCTION

## BACKGROUND

1.1 The Scottish Executive's Better Neighbourhood Services Fund (BNSF) was announced in January 2001 as a £90 million 3-year (2001-04) programme aimed at delivering real and substantial service improvements in twelve local authority areas. The programme is intended to advance the Executive's Social Justice objectives and to demonstrate how providing better services can help narrow the gap between disadvantaged communities and the wider population. Each Pathfinder agreed a Local Outcome Agreement (LOA) with the Scottish Executive that detailed the BNSF programme in the area including the impacts or outcomes that would accrue.

1.2 In December 2003 the Minister for Communities announced an additional allocation of £31.2 million for 2004/05. Although BNSF funding is being used to continue some projects into 2005/06, the BNSF and Social Inclusion Partnership programmes were replaced by the Community Regeneration Fund from 1 April 2005.

1.3 This topic report is part of a programme of ongoing research relating to the development and implementation of BNSF being carried out by Tribal HCH. It is the fourth in a series of topic reports exploring key issues emerging from the programme. The issues for topic reports are identified by the Scottish Executive in consultation with the Pathfinders.

1.4 The report is based on research carried out during Summer 2004. This involved a review of the Local Outcome Agreements (LOAs) and the Pathfinders' Annual Reports, telephone interviews with eight Pathfinder staff, visits to the East Ayrshire and Renfrewshire Pathfinders, and discussions at a workshop on community safety. The interviews were the most important source of evidence on the effectiveness of the different forms of project, as much of the monitoring information relating to specific outcomes had not been gathered at the time of writing.

1.5 Since the research was conducted Pathfinders have produced Annual Reports for 2004/05. These are available through the Scottish Executive's website at <http://www.scotland.gov.uk/Topics/Housing/Community-Regeneration/14328/Page1>. Evaluations of each Pathfinder have also been carried out. These, and a National Programme Overview, will be available towards the end of 2005.

1.6 It should be stressed that this is not a definitive study of best practice in community safety and anti-social behaviour initiatives. Its particular value lies in the fact that it describes experience in Scotland and that it is based on relatively up to date information. Further information on good practice in this area may be found in the publications listed at the end of this document and in a range of other sources, including the Executive's anti-social behaviour website at [www.antisocialbehaviourscotland.com](http://www.antisocialbehaviourscotland.com)

## RESEARCH QUESTIONS

1.7 This topic report addresses the following question:

*‘What community safety and anti-social behaviour initiatives has BNSF supported and how successful have they been?’*

1.8 Measures to address community safety and anti-social behaviour represent a significant element of the BNSF programme. These issues are priorities in a number of Pathfinders, reflecting the concerns of local communities; they are also priorities for the Scottish Executive, as reflected in the recent Antisocial Behaviour etc. (Scotland) Act 2004.

1.9 The report addresses the following specific questions:

- What is understood by ‘community safety’ in the different Pathfinders?
- Which projects/services delivered across the Pathfinders address the key themes of: reducing crime and fear of crime; tackling alcohol and drug related crime; changing attitudes and modifying behaviour; and diverting young people away from criminal and anti-social behaviour<sup>2</sup>?
- What do Pathfinders regard as the elements in their programme that specifically address community safety and anti-social behaviour issues?
- Why were community safety and anti-social behaviour issues included in the programme? By whom or how were they identified as a priority? What evidence was there about the nature and scale of problems?
- How did the Pathfinder plan its community safety and anti-social behaviour activities and what options for addressing community safety and anti-social behaviour issues did the Pathfinder consider?
- How do community safety and anti-social behaviour activities funded through the BNSF programme fit with other community safety and anti-social behaviour initiatives and Scottish Executive policy/priorities?
- What is the perception of local communities of the success of the BNSF supported community safety and anti-social behaviour initiatives?
- What impact has been seen in the Pathfinder areas to date?

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<sup>2</sup> These are priorities drawn from the Executive’s policy on Building Strong, Safe and Attractive Communities and the Community Safety Partnerships Award Programme, which also encompasses home, road and fire safety. This report focuses on safety initiatives specifically related to criminal and anti-social behaviour.

## METHODOLOGY

1.10 The report is based on a range of information including:

- Prior desk research - review of LOAs and Pathfinders' Annual Reports for 2001/02 and 2002/03.
- Eight telephone interviews with Pathfinder co-ordinators and project managers from Pathfinders that had identified a focus on community safety and anti-social behaviour in their LOA. The interviews were structured using a topic guide, which is attached as Appendix 1. Our normal procedure was to phone in advance to arrange a mutually convenient time for an interview, and then to forward the topic guide to allow the interviewee to consider the issues and prepare for the discussion. In some cases, this preparation involved collating the views of a number of colleagues.
- Notes of the community safety workshop at the *Sharing Good Practice* seminar for BNSF Pathfinder staff held on 26 April 2004.
- Visits to East Ayrshire and Renfrewshire.

## FOCUS ON COMMUNITY SAFETY AND ANTI-SOCIAL BEHAVIOUR

1.11 The focus of this report is on BNSF services that aim to tackle community safety and anti-social behaviour. The terms "community safety" and "anti-social behaviour" are not always used consistently. Community safety is taken here to be safety from the intentional acts of other people. It does not include road safety or safety within the home. The definition of community safety includes the 'fear of crime', which is a key issue for many BNSF communities.

1.12 In relation to anti-social behaviour, the definition used in this research is based on the definition used in the Antisocial Behaviour etc. (Scotland) Act (2004), which identifies anti-social behaviour as being when a person "(a) acts in a manner that causes or is likely to cause alarm or distress; or (b) pursues a course of conduct that causes or is likely to cause alarm or distress<sup>3</sup>". This definition is open to interpretation, and the guidance to the Act specifies that it is left for individual local authorities to draw up policies that indicate how it should be interpreted and implemented. It can also relate to a person of any age, and makes no reference to the location of the behaviour (whether in a public or private place). This research is based on the individual interpretations of Pathfinders, which in themselves may vary, but which will broadly be within the definition given in the Act. Many of the actions of the BNSF Pathfinders relate to the prevention of anti-social behaviour which is in fact also a crime or offence.

1.13 It should be noted that almost all BNSF projects that have had a focus on anti-social behaviour have targeted public acts of anti-social behaviour. Those services that have targeted specific groups within a community have been almost entirely aimed at young

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<sup>3</sup> Antisocial Behaviour, etc. (Scotland) Act 2004, Section 143 (1) (a) and (b).

people, though many of the services do not set a strict upper age limit. The development of services targeted at this age group may be the result of concerns raised during community consultations, rather than a comprehensive assessment of who is involved in anti-social behaviour in the neighbourhood and the nature and impact of this behaviour.

## **REPORT STRUCTURE**

1.14 This report is structured as follows:

- Chapter 2 provides an overview of the types of project supported in each Pathfinder and the outputs and outcomes anticipated.
- Chapter 3 describes the baseline situation in the Pathfinder areas and how the projects were planned.
- Chapter 4 outlines the impact in the Pathfinder areas.
- Chapter 5 analyses the evidence of best practice in two case study Pathfinders.
- Chapter 6 reviews overall elements of best practice.
- Chapter 7 draws together some conclusions from the research.

## CHAPTER TWO COMMUNITY SAFETY AND ANTI-SOCIAL BEHAVIOUR PROJECTS

2.1 This chapter provides an overview of the different projects that have been delivered through BNSF with a focus on community safety and anti-social behaviour. The projects and services have been described according to their focus on either community safety or anti-social behaviour, and on whether their approach is direct or indirect. Some details are provided for individual projects, though much of the discussion aims to identify similarities between services, and to draw general conclusions. It also considers the specific aims of the projects and any progress that was reported on their outcomes.

### OVERVIEW OF PROJECTS

2.2 There is considerable variation in the emphasis and funding that has been directed towards projects that aim to improve community safety and/or combat anti-social behaviour. Eight Pathfinders have developed activities that in some way promote community safety and/or combat anti-social behaviour. While some of these projects have crime reduction and community safety as their key focus, others include activities which may have wider objectives but are likely to have an impact on community safety in a more indirect manner. Similarly, some projects have anti-social behaviour as their key focus, while others adopt an indirect approach to tackling this issue. Examples of each of these forms of initiative are indicated below.

2.3 The proportion of BNSF funding devoted to programmes or projects which have either a specific or a more general impact on community safety and anti-social behaviour is set out in Table 2.1 below.

Local authority area	2001/02 (£m)	2002/03 (£m)	2003/04 (£m)	Total Expenditure (£m)	Total Budget (£m)	Expenditure as a Proportion of Programme Budget (%)
Dundee*	1.21	1.22	2.43	4.86	9.0	54
Inverclyde	1.06	1.50	2.30	4.86	9.0	54
N. Ayrshire	1.44	2.26	0.35	4.05	6.75	60
E. Ayrshire	0.29	1.83	2.29	4.42	6.75	65
N. Lanarkshire*	0.40	0.81	0.81	2.01	6.75	30
Renfrewshire	0.62	0.90	0.90	2.41	4.5	54
S. Lanarkshire	0	0	0	0	4.5	0
Argyll & Bute	0	0	0	0	2.7	0
Dumfries & Galloway	0	0	0	0	2.7	0
Glasgow	1.04	1.34	1.34	3.71	26.7	14
W Dunbartonshire	0.66	0.94	0.94	2.54	9.0	28
Western Isles	0	0	0	0	1.35	0
<b>All Pathfinders</b>	<b>6.41</b>	<b>10.93</b>	<b>11.64</b>	<b>28.98</b>	<b>90</b>	<b>Average: 30%</b>
<b>Pathfinders with a Focus on Community Safety</b>						<b>Average: 45%</b>

<sup>†</sup> Source: data derived from tables in Appendix 2 and from Pathfinder LOAs

\* Refer to Appendix 2 for details..

2.4 **Projects aimed at directly tackling community safety** include the installation of lighting and CCTV, and other crime prevention equipment (such as improvements to home security), as well as the deployment of staff who increase surveillance and a feeling of security; staffing may come directly from the police or from schemes such as neighbourhood wardens.

2.5 **Direct measures of anti-social behaviour reduction** take two forms – some involve mediation between individual residents, while others challenge the individuals who are causing problems. Mediation services aim to resolve conflicts between individual residents or households through facilitating communication, with an emphasis on enabling resolution of disputes and reducing anti-social behaviour. The services developed through BNSF that challenge those involved in anti-social or criminal behaviour are all aimed at young people. They offer support, training, information and advice that will facilitate a move away from illegal and anti-social behaviour and towards increased community involvement and active citizenship. Finally, those services that tackle the effects of anti-social behaviour generally involve task forces that provide rapid response to incidences of dumping, littering and graffiti. The aim is to make these anti-social acts more conspicuous and less apparently the norm, as the evidence is quickly removed and the area is left clean.

2.6 **Indirect measures aimed at improving community safety and anti-social behaviour** focus on the perceptions of local people, and aim to facilitate more positive opinions about the neighbourhood. For example, environmental schemes to improve landscaping that facilitate a cleaner environment. In some BNSF areas measures have also been taken to manage the external appearance of void properties. These are all means of stimulating a more proactive approach to the up-keep of the area and a lack of tolerance to anti-social behaviour<sup>4</sup>. While community safety may not be the intended focus of some of these environmental improvement schemes, they may contribute to the positive outcomes seen in relation to the more direct approaches. It is therefore important to consider the contribution of such measures to the overall improvement of such neighbourhoods.

2.7 Many of the Pathfinders have developed services that aim, among other things, to provide diversions away from anti-social behaviours. These services range from providing free access to sports facilities, to establishing and improving services and facilities in youth clubs and community centres. These facilities have often been developed in areas where there is a shortage of provision for the whole community, and especially for young people. The focus on provision of diversionary activities for young people is in part due to the concerns of other residents. The lack of alternative venues for young people to meet up means that they often gather on the streets, where their activities are perceived as threatening by other residents. Measures with a wider target age range are often focused on housing issues and mediation services, aimed at tackling anti-social behaviour by individual residents.

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<sup>4</sup> Although none of the Pathfinders interviewed mention it explicitly, expenditure of this type may be based on the ‘broken windows’ theory first postulated by Wilson and Keeling, which states that if disorderly behaviour in a community goes unaddressed, it signals that nobody cares about the community, resulting in citizen fear and more serious disorder and crime. The ‘broken window’ is taken to include disorderly behaviour or minor crime including social disorders such as verbal rowdiness, harassment, intoxication, solicitation for prostitution, and drug sales and physical disorder such as graffiti, abandoned cars, broken windows, syringes, needles, condoms, beer bottles, cigarettes and garbage in the streets. Even those who do not accept the direct link between disorder and crime tend to agree that physical and social disorder comprise highly visible cues about the neighbourhood to insiders and outsiders alike – prospective homebuyers, estate agents, investors, etc. and by encouraging people to move away, increase residential instability, thus indirectly affecting crime.

2.8 There are therefore a variety of different forms of possible intervention that can impact on safety and perceptions of safety within the target communities. However, in practice the distinctions are not clear cut. Just as crime and anti-social behaviour are not separate and distinct - some types of anti-social behaviour are offences – the distinction between activities designed to address community safety and those which attempt to address anti-social behaviour is blurred at the margin. There is therefore some arbitrariness in the distinctions made between certain projects

2.9 As all Pathfinders consulted their local communities in determining which services to develop, the significant level of resourcing that has been put towards community safety and anti-social behaviour issues is some indication of the concerns and priorities held by local residents. However, as some of the consultation exercises took place after the initial structure and funding had been set out in the LOAs, the actual allocation of funds and the exact nature of the projects changed between establishment of the LOAs and introduction of the services.

2.10 The table in Appendix 2 indicates the services that have been funded through BNSF by each Pathfinder, broken down into these four categories of initiative. It also identifies the level of BNSF funding allocated and spent on each project at the end of Year 2.

## **DIRECT COMMUNITY SAFETY MEASURES**

2.11 Some Pathfinders have put considerable resources into developing services that target crime prevention and improve perceptions of safety. These measures include physical infrastructure, such as street lighting and CCTV. Improved street lighting has been introduced by almost all the Pathfinders that have targeted community safety, while Dundee, and East and North Ayrshire have also introduced CCTV. In some instances the street lighting has been introduced in order to facilitate the effective introduction of CCTV, which had been identified by the community as an appropriate means of tackling crime in the area – CCTV evidence may not be clear in poorly lit areas. North Ayrshire has only installed their cameras more recently, due to difficulties in developing a remote monitoring station; the full impact of this measure may therefore not yet have been felt there.

2.12 The information available on planned and actual funding for street lighting indicates that this is seen as a simple and straightforward means of improving community safety, which can be readily installed within the time-scale available.

2.13 Other community safety projects which have provided the physical infrastructure to improve security include the installation of external lights to housing in North Ayrshire, the installation of security measures in housing in North Lanarkshire through the Safer Homes scheme, and their project to improve rail safety, which installed security measures to stop trespassing on the railways.

2.14 Additional police resources have been funded through BNSF by four of the Pathfinders: East and North Ayrshire; North Lanarkshire; and Inverclyde. The form that this increase in resources has taken varies in each area. In East and North Ayrshire the funding enables existing community policing staff to work overtime, thus ensuring continuity of personnel. In North Lanarkshire the funding is being used to provide an additional 10 police officers dedicated to specific areas, while in Inverclyde two community police officers have been deployed to each of the three BNSF neighbourhoods.

2.15 As an alternative to additional policing, a more innovative form of community safety service was established in four neighbourhoods in Renfrewshire, where teams of neighbourhood wardens provide a visible presence in each area from 3.30pm – midnight, seven days a week. These services represent 29% of funding from BNSF in Renfrewshire.

2.16 The wardens also have other roles and responsibilities beyond the provision of patrols in the areas. These include close working relations with the police and local housing providers, to ensure that good communication is maintained, and any difficulties are reported appropriately. Where appropriate, the wardens provide evidence in court and statements to the police, though initially their contact with the police was of a low-profile nature, as the neighbourhood wardens were keen to be seen as providing an independent service for the community.

2.17 They also aim to improve community relations by attending community meetings, and promoting communal intolerance of anti-social behaviour. They alert the relevant authorities to any damage to property that requires attention, particularly out of hours, and work in conjunction with dedicated environmental amenity squads established through the BNSF. The neighbourhood wardens also aim to establish links with schools and youth groups and to develop good relations with young residents. They encourage positive citizenship and aim to sustain progress made through other services in reducing anti-social behaviour.

2.18 The funding available for the neighbourhood wardens scheme exceeded that which was spent, particularly in the first year of BNSF. Much of this shortfall in spending was due to difficulties in recruitment and retention, a difficulty that was identified and discussed in detail in the Recruitment and Retention Topic Report<sup>5</sup>.

2.19 Other types of community safety personnel introduced through the BNSF include a community safety officer in Dundee, a mobile security unit in East Ayrshire, and a concierge service for sheltered housing in North Lanarkshire. In each of these cases the schemes represent supplementary services, such as additional policing and street lighting, as indicated by the levels of funding available for them through BNSF.

2.20 In Glasgow a restorative justice programme has been established, aimed at reducing minor offending and anti-social behaviour. It is targeted at 12-16 year olds who have already committed low level offences. It works with the young people both to acknowledge the offence and its consequences, and to encourage alternative activities to divert them from future offending. Funding for this scheme started in the second year of BNSF, and is planned to continue into Year 4. This represents Glasgow's only project focusing on direct crime reduction.

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<sup>5</sup> Tribal HCH report for the Scottish Executive: 'Recruitment and Retention Issues in the Better Neighbourhood Services Fund'.

## **DIRECT ANTI-SOCIAL BEHAVIOUR MEASURES**

2.21 There are only three Pathfinders that have **directly** tackled the issue of anti-social behaviour. The services funded in these areas are principally aimed at young people involved in anti-social behaviour but there are also services that do not target any particular age group. The only services developed that cover all age groups are mediation services initially aimed at conflict resolution between residents of Council housing. Some of these services have been expanded through BNSF, while in other areas residents have been encouraged to access existing mediation services.

2.22 The projects for young people aim to facilitate change away from the anti-social behaviour that they have been involved in, both by providing alternative outlets for them and by facilitating an understanding of the consequences of their actions. This form of work requires significant staffing levels, as much of the work is one-to-one with the target group and teams of appropriately skilled professionals can be time consuming and expensive to establish. Furthermore, the prospect of withdrawing services after three years which young people have come to rely on is potentially damaging, particularly where younger children may be involved.

2.23 The relatively small number of such projects may therefore reflect the difficulties envisaged by some of the Pathfinders in establishing such services with short-term funding. There are also some aspects of these services which could be more appropriately described as indirect measures, which focus on diversionary activity. However, this tends to be in addition to the main focus of assisting the young people to change their behaviour and understand the consequences of their actions.

2.24 In East Ayrshire, outreach teams were established in both Pathfinder areas. These teams engage with local young people through street work, and providing activities and support that are tailored to their needs. The facilities provided at neighbourhood centres, such as meeting rooms, computers, lounge areas, TV and games facilities, and at the teenage recreation areas, are used in this work, particularly as a place for groups to meet. However, much of the work is street based, particularly in relation to making contact with young people. Some of the work is undertaken in local schools, and there are specific programmes aimed at providing activities for young people over the summer holidays.

2.25 In North Lanarkshire, several different services aimed at challenging anti-social behaviour have been established. Two of these are area-based outreach services, in North Airdrie and South Wishaw. The North Airdrie service provides individual support and activities for around 30 young people, and is designed to challenge disruptive behaviour. The South Wishaw service has the same aims, but uses a more street-based approach, building positive relations with young people and mediating between the local community and young people when difficulties arise, as well as supporting young people in forming youth action committees and a girls group. The service runs football competitions, drop-in facilities, and residential weekends.

2.26 The PartiSIPate Programme in North Lanarkshire supports young people in the transition to employment. In this way, it crosses the boundary between support and education/careers guidance. However, much of the focus is on counselling and personal support to improve life skills, self confidence and social skills. It has also encouraged young people to become involved in criminal justice diversionary activities.

2.27 The Anti Social Task Force is a further service which has been established to directly tackle anti-social behaviour in North Lanarkshire, and is a good example of the form of tenant mediation services that crosses all age groups. This is aimed specifically at difficulties caused by anti-social tenants in council housing, and while such a service already existed prior to BNSF, the additional funding has enabled a dedicated team to be provided in these areas. This has facilitated closer links between the community and the Task Force, and improved working relations with police and the local housing office.

2.28 Dundee's Young People Pathfinder introduced a variety of projects that challenge young people's behaviour, and encourage them to change and develop. The objective of these programmes is, however, much broader than community safety as they are intended to provide a balanced programme of support for young people at risk of exclusion from mainstream education and not accessing other sources of support including careers guidance. These projects are based in the local secondary schools, whose assessment systems identify the young people at risk. The projects include Fusion<sup>6</sup>, Route 15<sup>7</sup> and a project at the Ancrum Outdoor Activity Centre<sup>8</sup>. There are overlaps between educational and diversionary aims to these projects, but one of the key objectives is to find more positive outcomes for the young people and to provide alternatives to anti-social behaviours.

## **INDIRECT COMMUNITY SAFETY MEASURES**

2.29 Many of the Pathfinders have supplemented direct measures to combat crime and increase community safety with projects aimed at improving the local environment, and increasing perceptions of safety. Such schemes also aim to increase pride in the neighbourhood and foster a low tolerance of anti-social and criminal behaviour. Some of these projects are aimed at fast response clear up following particular incidents of vandalism, fly-tipping, etc. These include East Ayrshire's Environmental Hit Squad, Dundee's Environmental Rapid Response Team and Renfrewshire's dedicated Environmental Amenity Squad.

2.30 North Ayrshire's Estate Warden Service, established at the end of Year 2 of BNSF, aims to provide an estate management service, relating specifically to the estate environment, including responding to graffiti and fly-tipping etc, and also attending to the maintenance of voids. They report incidents of anti-social behaviour to the police, and will provide information as required, but do not work alongside the police in the same way as Renfrewshire Neighbourhood Wardens.

2.31 Five of the Pathfinders that focused on community safety undertook planned environmental improvements, often to areas of public open space, or within areas specifically identified by the local community as being in need of improvement. Specifically, East Ayrshire allocated funds for environmental improvements to be directed entirely by the local community. North Lanarkshire, North Ayrshire, Dundee and Inverclyde funded schemes for environmental improvements, though the identification of the target areas was not specified in the LOAs. Dundee and Inverclyde developed improvement programmes that were led by

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<sup>6</sup> Focuses on improving social skills and life styles.

<sup>7</sup> Assists young people preparing to leave school to develop skills that will facilitate the transition to the work-place.

<sup>8</sup> Both provide sport and outdoor opportunities as a means of developing personal skills and interests and moving vulnerable young people away from situations where they are at risk of anti-social behaviour.

community consultations, both in relation to the areas improved and the form of improvements undertaken.

2.32 Dundee City Council has used BNSF funding to target the specific problem of litter. A weekly litter pick in designated areas is undertaken by people undertaking Community Service Orders. The scheme also included an educational element, to encourage awareness of young people's responsibility for their environment.

2.33 In some instances Pathfinders and their stakeholders decided to focus on physical improvements to property that would significantly enhance the environment of the neighbourhood. This included shop façade enhancements in Dundee, improvements to the external appearance of void housing in East Ayrshire, and improvements to Whinhall Pavilion in North Lanarkshire.

## **INDIRECT ANTI-SOCIAL BEHAVIOUR MEASURES**

2.34 All of the Pathfinders that have identified community safety as a focus for their projects have also introduced indirect measures which may reduce anti-social behaviour. This usually takes the form of new or increased provision of youth workers and new or improved facilities for young people, particularly in the form of recreational space and youth clubs. Some Pathfinders have taken the opportunity provided by BNSF funding to bring forward capital projects that would not otherwise have been possible, such as new youth and community centres. One advantage of using short-term funding for capital investments is that it avoids potential staff recruitment and retention difficulties. However, there are other difficulties entailed, particularly in relation to delays in drawing up plans, gaining planning permission, and gaining full support for such major spending. The BNSF projects that provided diversionary activities were entirely aimed at young people; however, the projects that provided improved leisure facilities more generally were aimed at increasing access for all age groups, and would therefore create diversionary opportunities for adults as well as young people.

2.35 This approach of developing infrastructure and facilities for diversionary activities was adopted most clearly by North Ayrshire, where a range of facilities were developed, including subsidised access to leisure facilities, improvements to a sports pavilion, new play facilities and organised activities, refurbishment of two community centres (in Ardeer and Redburn), and the construction of a new community centre in Vineburgh. Initially the expectation was that there would be one community centre to serve both the Redburn and Vineburgh neighbourhoods, but frictions between the neighbourhoods were such that it was decided to build a community centre in each area.

2.36 The expenditure levels on these projects indicate that the smaller projects have been brought forward without significant delay. For example, the full funding allocations for the play facilities and activities and for the improvements to a sports pavilion have been spent. However, there have been significant delays with the building works at all three community centres, and at the end of Year 2 most of the funding had not been spent. Since then work has started, and with the extension of a fourth year of BNSF funding, it is anticipated that work will be completed by the conclusion of the BNSF programme.

2.37 Several Pathfinders have tackled anti-social behaviour with both infrastructure/physical improvement projects for the whole community and revenue projects aimed at engaging with young people, either through organised activities or through outreach work

(some of which have already been described as direct forms of intervention). For example, Inverclyde has made improvements to community facilities, as well as providing increased support through youth workers. Similarly, West Dunbartonshire has developed Neighbourhood Community Fitness Centres in four secondary schools, as part of their Access to Facilities initiative. These centres have been well used by the local communities, and have been made available during school summer holidays. These have been combined with the Youth Outreach service in the provision of additional activities for young people in the Pathfinder areas.

2.38 North Lanarkshire has focused its indirect measures to combat anti-social behaviour on improvements to Beechbank community centre. This is complemented by the outreach programmes run by the Pathfinder in both BNSF areas, thus spreading funding between infrastructure and revenue projects. A similar approach has also been developed in East Ayrshire, where infrastructure developments at two neighbourhood service centres, a youth centre, and teenage recreation areas are complementary to the outreach programmes working directly with young people. Dundee has also made improvements to the Kirkton Community Lounge in order to provide improved facilities for the wider community, while also providing the direct projects that focus on anti-social behaviours.

2.39 The remaining Pathfinders have focused attention on providing various forms of activities and opportunities for young people, and only making minimal levels of investment in infrastructure or facilities for the wider community. These Pathfinders include Renfrewshire, Glasgow, and West Dunbartonshire. The Youth Strategy in Renfrewshire includes an increase in the number of youth workers, a Youth Forum, sports officers, drugs advice, and the establishment of a sport safe zone in each of the four areas. In West Dunbartonshire there has been a similar focus on providing a range of sporting and youth development activities. In Glasgow the focus has been on improving access to existing sporting facilities, increasing the range of sports available at after school clubs and on holiday activity programmes for children and young people.

## **CHAPTER THREE     BASELINE ANALYSIS AND PROJECT PLANNING**

3.1     The focus of this chapter is to provide an overview of the progress that has been made and the processes that Pathfinders undertook in developing their services. This includes an analysis of the reasons why Pathfinders developed a focus on community safety and anti-social behaviour. It describes the decisions that faced Pathfinders, and their reasons for making the choices they did at the project planning stage. Issues relating to the implementation of services are also discussed, including the difficulties encountered by Pathfinders. The use of alternative funding sources to supplement the BNSF funding is also discussed, and the impact this can have on the measurement of outcomes is discussed.

### **FOCUS ON COMMUNITY SAFETY AND ANTI-SOCIAL BEHAVIOUR**

3.2     Almost all Pathfinders used initial community consultations as a means of establishing appropriate priorities. It was normally the community's concerns that led to a focus on community safety and anti-social behaviour. However, information was also gathered from councillors and council officers, the police and housing providers to bring forward additional project ideas. The form that community consultations took varied between Pathfinders, though an initial survey followed by community meetings was the most common approach.

3.3     There were a wide variety of problems experienced by the communities across the Pathfinder areas, and even between areas within each council. For example, the Robert Street area of Inverclyde had been experiencing specific difficulties in relation to drug related crime. There was also significant dissatisfaction in this area with the standard of the physical environment (only 26% satisfied); a project has therefore been developed to target this through the introduction of a Home Zone scheme, as well as other measures aimed at community safety and activities for young people. The seriousness of the issue necessitated police involvement and some success has been achieved in moving drug dealers out of the area, although representatives from neighbouring areas have expressed concern about the displacement of criminal and anti-social activity from this area.

3.4     In other areas, fear of crime was found to be of particular concern to residents, despite crime statistics that suggested crime was not a major problem. For example, the additional policing established in North Ayrshire was required to tackle the very real crime problems in one of the Pathfinder areas. They also helped alleviate the fear of crime in the other area, where crime statistics<sup>9</sup> indicated a significantly lower level of crime but a household survey suggested only slightly lower levels of fear of crime.

3.5     In many areas, concern was expressed about the lack of facilities for young people, and about more general disorderly behaviour on the street, particularly in relation to excessive drinking. In these areas the focus has often been on providing improved facilities for young people, including youth outreach workers who encourage young people to use the facilities. For example, in East Ayrshire one of the major concerns expressed by the community during consultation was with young people 'hanging about' and causing

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<sup>9</sup> The statistics used were sourced from Strathclyde Police and related to the number of reported crimes against people and property.

disturbance, and with more general substance and alcohol abuse. The development of outreach services and community centres in the two Pathfinder areas has the aim of tackling these issues, though the focus is generally on the provision of services for young people rather than adults involved in anti-social behaviour.

## **PROJECT PLANNING**

3.6 Projects were planned with the help of both community representatives and council officers. The form that community consultations took varied between Pathfinders. In some cases, specific aims and community requirements were identified at the initial consultation stage, before specific bids had been made for funding. In other instances, the initial consultation identified areas of need that were refined through later consultations and neighbourhood meetings, once the level of funding had been established. For example, following the initial questionnaire and project identification, East Ayrshire has developed Citizens Panels, involving around 12 people that meet whenever there are project development issues that need to be discussed. They have also carried out several community events at local community centres aimed at gaining greater understanding of the community's concerns and requirements. Most of these took place during the first year of BNSF, and fed into the initial development of the projects.

3.7 In Dundee, 'neighbourhood partnerships' were developed that provided the opportunity for departmental service managers, councillors, representatives from the police and fire brigade, and community representatives to meet together and discuss progress of all projects, and any changes that might be required. This was particularly important in Dundee as the initial funding bid in the LOA did not identify specific projects, but instead provided for small scale projects during the course of BNSF to address concerns expressed by the community. This is particularly true of the Neighbourhood Management Initiative, in which smaller projects were coordinated by the Community Safety Officer in each area.

3.8 The majority of Pathfinders did not have significant difficulty in identifying the projects that best suited their neighbourhoods. Some identified options that were investigated, and then found to be inappropriate. For example, in Inverclyde the residents indicated that litter was a major concern. The refuse collection service was then asked to provide information on the service they would be able to offer, and the costs of this service. A citizen's panel was established to decide on appropriate projects to fund, and when presented with the options put forward by the refuse collection service they were not impressed by the service and value for money offered, and chose to support alternative forms of action such as individual environmental improvement schemes. In other instances there were resource constraints on certain favoured projects; in both Dundee and Inverclyde the residents would have liked CCTV to be installed, but constraints on monitoring capacity by the police meant that this was not possible. However, the provision of BNSF funding for one additional year, along with increased capacity for police monitoring mean that these projects may now be possible.

3.9 In deciding the range of projects to be funded by BNSF, communities and council staff had to consider the appropriate balance between different forms of project. This varied significantly between Pathfinders, though all sought to create a balance between the four forms of approach discussed above. It was clearly believed that direct approaches to crime and anti-social behaviour reduction were significantly enhanced by various forms of environmental improvements, especially relating to the improvement of specific threatening environments and the rapid removal of evidence of vandalism and crime. Thus the fear of

crime was targeted as well as the reduction of crime and anti-social behaviour. Crime reduction projects were further assisted by improvements in the provision of facilities and activities for young people. This was further enhanced where the community involved crime prevention staff (police, neighbourhood wardens or security patrol staff) in the youth projects, and built up positive relationships with young people who might otherwise see such staff as adversaries. Thus, projects that had a significant focus on community safety and anti-social behaviour tended to develop a range and balance of projects that would interact positively with each other, to provide the best outcomes with the resources available.

3.10 Another significant consideration when choosing projects was whether there should be a focus on large capital projects, such as community or youth centres which would still be accessible when funding had run out, or whether the opportunity should be used to fund revenue projects where staff form the core expense, such as increased policing and youth workers. Both these approaches have difficulties in terms of implementation. Capital projects can be delayed at the design stage, while difficulties with recruitment and retention can reduce the efficacy of revenue projects. The issue of sustainability when funding ends is also more of an issue for revenue projects than for capital projects. Where councils have viewed BNSF as a means of piloting ideas for future mainstream programmes, the activity is more likely to continue, at least in part. However, this is not the case in all authorities, and not all projects will be sustained. Where funding for revenue projects is not maintained it is generally anticipated that the positive outcomes will eventually slip back to pre-BNSF levels.

3.11 Where projects were particularly successful and outcome targets were met ahead of time, most Pathfinders approached their community links to discuss any new direction that should be followed. The local partnership groups were able to analyse the success of individual projects, and recommend changes that reflected the concerns of the wider community. They were also able to make constructive decisions on future opportunities, and through the BNSF process became aware of the restrictions imposed by funding levels. For example, there have been significant improvements in Renfrewshire, where the Neighbourhood Wardens scheme along with environmental improvements and a youth strategy have facilitated significant improvements in the BNSF areas, over and above those targeted. The new roles that have been taken on by the Wardens have been developed through discussions with all stakeholders, and include assisting the housing providers in out-of-hours work, and becoming increasingly involved in the youth strategy.

## **PROJECT IMPLEMENTATION**

3.12 Many of the Pathfinders experienced difficulties in getting some projects up and running. The reasons for this varied, though they often related to difficulties in recruitment or in planning and processing major capital projects through the design stages. The funding information provided in the Pathfinder Annual Reports gives some indication of how far projects had progressed by the end of Year 2. However, interviews with Pathfinders indicated that many projects that had experienced difficulties in Years 1 and 2 were fully operational by the end of Year 3.

3.13 In some instances delays were due to community consultation in the design phase of capital projects which, while time consuming, may pay off in relation to the eventual acceptance and use of the facility by the local community.

3.14 The difficulties experienced by several Pathfinders in relation to establishing the new projects have two significant implications for future short term programmes. One is that the

lead time for projects that are steered by public consultations or that seek regular input from community representatives are likely to be slow in reaching a consensus in the initial structure of the service or project, and the timescale planned for in relation to budgets and anticipated outcomes should reflect this. The other is that projects that simply provide additional funds for existing projects are likely to be much quicker to implement as well as being easier to terminate at the end of the funding period than completely new services. However, one of the aims of the BNSF programme is to introduce new services to areas in need, and some of the most successful projects have shown considerable innovation in terms of ways of working that are anticipated to last beyond the length of the programme itself. There is a balance to be reached between developing new and sometimes innovative projects which may be more time consuming to establish, and providing additional funding for existing services.

3.15 The provision of additional funding for the police services provides further insight into the issues of supplementary funding. Several Pathfinders provided additional funding to supplement the provision of policing in the Pathfinder areas. In some instances this was directed at funding overtime for particular operations to target specific problems in an area, such as drug related crime. Other Pathfinders chose to specify funding for overtime for existing community policing, to provide a more visible deterrent to crime and anti-social behaviour. Both these forms of overtime funding are easy to implement and can be easily curtailed when funding stops.

3.16 In other areas the additional funding was allocated to specific new community policing posts, which potentially face all the same difficulties as new projects in relation to recruitment and retention of staff. However, as they represent additional numbers of staffing, there may be greater flexibility within the community police team to provide additional cover when and where it is most needed. It is also important to explain the advantages and disadvantages of each form of provision to all stakeholders when choosing between the different options available, to ensure they are clear about what can be expected from the service in the short and longer term.

## **INTEGRATION WITH OTHER FUNDING STREAMS**

3.17 Following the introduction of BNSF, other sources of funding have been made available to local councils and community planning partnerships, particularly in relation to anti-social behaviour initiatives. The majority of these funds have been used to support the introduction of neighbourhood warden schemes, and the extension of mediation services aimed at resolving neighbour disputes. Other projects are still in the planning stages, with youth shelters and increased youth activity to address anti-social behaviour being discussed in some areas. Many of the Pathfinders that introduced increased crime prevention measures as part of their BNSF initiatives were concerned about the impact of displacement of crime to neighbouring areas. This was also expressed by residents in neighbouring communities, who expressed feelings of exclusion as well as concerns regarding increased crime levels. The introduction of funding from the Scottish Executive to fund neighbourhood wardens across Scotland has therefore been welcomed. Many councils have targeted this funding at areas adjacent to BNSF areas, as well as other SIP areas. Concerns remain about what will happen when funding for BNSF ends. It will be difficult for most councils to sustain this level of activity, though they would like to be able to, using Community Regeneration Funding and other allocations to do so.

3.18 Some councils have extended their mediation services from council tenants to include housing association tenants, and even private sector residents. These services assist neighbours to find solutions to contentious issues. Mediation workers talk to both parties, and encourage them to resolve the situation themselves. However, the uptake of mediation services has not always been as high as had been anticipated; this was identified as a concern in Dundee, though the reason for this has not yet been established.

3.19 Another source of funding that has impacted on the implementation of BNSF projects has been through Community Justice Schemes. For example, in East Ayrshire there have been four services established under this funding source, two coordinated by Strathclyde Police, and two managed by youth outreach staff. They have targeted youth crime, truancy, and diversionary activities and are in addition to the BNSF funded outreach projects, though the aims are similar.

3.20 This example highlights a significant difficulty encountered by some Pathfinders in relation to measurement of outcomes in BNSF areas where other projects have also been funded. It is not always possible to establish to what extent the positive benefits identified can be attributed to the BNSF projects alone. The majority of the new neighbourhood warden schemes are in their early stages, so any positive impacts will not have been felt by the time the final residents' surveys are carried out for BNSF over the next few months. However, there may be other over-laps with other programmes which have greater potential to skew the final outcome data.

## CHAPTER FOUR      IMPACT OF BNSF ON COMMUNITY SAFETY AND ANTI-SOCIAL BEHAVIOUR

4.1 The interviews with Pathfinders all indicated very positive responses from local representatives to the BNSF initiatives in their areas. However, much of the outcome information is anecdotal at this stage; the majority of Pathfinders will be undertaking residents' surveys for their third year report in the next few months, and many targets are focused on the results of these surveys. However, some statistical outcomes have been measured on an annual basis, particularly in relation to Police crime statistics. These indicate mixed results, with significant improvements reported in Renfrewshire<sup>10</sup>, no significant change in Dundee, North Ayrshire and Inverclyde, and significant increases in reported crime rates in North Lanarkshire<sup>11</sup>. In East Ayrshire, there were different results for the two BNSF areas in relation to the reduction in reported crime, but significant increases in the proportion of crimes detected. This result, and the findings for North Lanarkshire, have been attributed by the police and Pathfinders to increased detection and reporting of crime due to improved community relations with the police and more proactive policing.

4.2 Many Pathfinders relayed anecdotal evidence of improvements within the BNSF areas. This was often identified through the number of complaints coming in from these areas, and also from the response received by officers at community meetings. For example, in Dundee the concerns of the local residents now seem to be focused much more on litter than on crime. This is upheld by figures from East Ayrshire that indicate a significant reduction in the fear of crime<sup>12</sup>, through the police crime statistics show mixed results in terms of an actual reduction in crime<sup>13</sup>.

4.3 The introduction of 'white lighting' has been very popular in all areas where it has been introduced. Surveys and reports from residents suggest that it has significantly increased the feeling of safety after dark. In some cases it was introduced in order to enable CCTV cameras to be installed (e.g. North Ayrshire), though survey findings indicate that the lighting alone significantly reduced residents' fear of crime.

4.4 However, there were still people in each area who fear crime, particularly after dark, and feel threatened, particularly by groups of people on the streets. When crime statistics show this fear is unsubstantiated, and where measures have been taken to improve the feeling of safety, for example through lighting, environmental improvements and active policing, continuing fears may be a result of individual circumstances and the wider perceptions of crime within society. There may be little that can be done at the local level to tackle such fears, although an active communications campaign about actual risks may be helpful.

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<sup>10</sup> For example, reported acts of vandalism from BNSF areas represented 26% of all crimes of vandalism in Renfrewshire; this figure had reduced to 21.1% by July 2003 and this is despite a likely increase in reporting due to the presence of neighbourhood wardens.

<sup>11</sup> Recorded crimes and offences increased by 460% over Year 2 of the programme in the BNSF areas.

<sup>12</sup> Survey of residents in July 2003 indicated that 29% felt safer in their homes and 19% felt safer in the street than one year previously.

<sup>13</sup> Reported crime rates went up in one area (from 1,940 to 2,277 in a year) and down in another (from 1,704 to 1,054 in a year); detection rates improved from 55% and 53.9% to 67% and 71% respectively.

4.5 The impacts of BNSF are being monitored through outcome measures which are reported by each individual Pathfinder through Annual Reports and through formal evaluation by March 2005. However, it should be highlighted that these measures do not always effectively capture the positive impacts of the projects. In particular, difficulties were evident in relation to:

- **Police statistics.** In some areas, crime statistics indicated increased detection rates and an increase in reported crime; this could be due to the increased police presence and the increased visibility of the police, leading to improved confidence levels in relation to police activity in general. Further difficulties with using crime statistics will be experienced during the final review of BNSF projects, as there have been recent changes to the procedures for recording crime by the police. Thus the figures gathered at the outset of BNSF will not be directly comparable to those at the end, or to the original targets.
- **Repair costs.** In many areas the BNSF projects aim to reduce the cost of repairs due to vandalism - for example in Renfrewshire one outcome target is to reduce the total cost of vandalism to local authority houses in the Pathfinder areas by 15%. However, the improved reporting of crimes and increased levels of environmental activity, (e.g. rapid response teams), may result in increased numbers of repairs and therefore costs.
- **Youth involvement.** In relation to youth activities, it is difficult to ensure that the young people becoming involved are those who most require support and diversion from alternative pastimes. Those projects that use the direct approach to anti-social behaviour are most likely to be successful in this respect, but equally the small numbers of young people that are involved in such projects mean that specific outcomes are more difficult to measure.

4.6 In general, the most positive results seem to have emerged from increased surveillance, either through police, security teams or neighbourhood wardens, from improved lighting, and from significant improvements to the local environment. The evidence relating to the positive impact of initiatives for young people is much thinner. While figures for the number of services available to young people and their attendance at youth groups and activities indicates that the services are well used, there is as yet little information regarding the impacts these services have had on the young people involved or their communities. Lack of feedback from community representatives on the impact of young people's services may reflect their lack of direct experience of the youth services. This is an indication of a wider issue: that the young people are often left out of decision making processes, though some Pathfinders have worked towards involving young people in service development.

## **CHAPTER FIVE            CASE STUDIES**

5.1     The final stage of the research process involved visits to two Pathfinders, to meet those involved in delivering services, see projects on the ground, and meet members of the communities involved. The two Pathfinders visited were Renfrewshire and East Ayrshire. Renfrewshire's Neighbourhood Wardens Service was the first of its kind in Scotland, and has been successful at reducing crime in the Pathfinder areas, as well as engaging with the local community. Renfrewshire has also facilitated considerable interaction between services, including between the Neighbourhood Wardens service and services provided for young people under the Youth Strategy.

5.2     East Ayrshire was chosen as a case study because of the effective community participation that has been achieved, and the wide range of activities that have been effectively facilitated through BNSF, with a major focus of their work being community safety and anti-social behaviour.

### **RENFREWSHIRE**

5.3     The BNSF projects developed in Renfrewshire have been split between the Neighbourhood Wardens Service and the Learning Neighbourhood services, which includes a Youth Strategy. These services cover four neighbourhoods (Ferguslie Park, West Johnstone, Shortroods and Foxbar, with a total population of around 17,200). There has been a focus on community safety and anti-social behaviour that has been particularly well supported by the Neighbourhood Wardens Service. A limited number of projects were developed, but each has a variety of target outcomes and several target outputs. There are advantages to this focused approach on a few services, as discussed below.

#### **Neighbourhood Wardens Service**

5.4     This service acts as a visible, active presence within the community, aimed at increasing surveillance, improving community confidence, improving communication between residents and other service providers and, passing on information about the state of the neighbourhood, any housing, environmental, security, or safety issues to the appropriate service providers, particularly out of hours. There are two wardens on duty in each area, who carry out daily patrols from 3.00pm to 11.30pm, with a senior warden to provide back-up to all patrols as required. At the end of each day a report is written of any particular concerns or issues that need to be passed on to other departments or services. Administrative staff then pass on these details to the relevant authorities the following morning. The wardens also attend community meetings, work closely with the police, are developing out-of-hours services for local housing providers, and are increasingly involved in the youth projects.

5.5     The option of neighbourhood wardens was first identified in the initial consultation process, and following research and exploratory trips to similar schemes in England by officers, councillors and residents groups, it was chosen as one of the focuses for BNSF. During the development of the LOA specific targets and outcomes were identified for each of the four areas based on the particular concerns of each of the neighbourhoods.

5.6 The funding for the Neighbourhood Wardens project is £1,236,850 for the initial three years of BNSF, out of a total of £4,336,850 for BNSF in Renfrewshire (roughly 30% of the BNSF total). Slow start-up meant that just over 50% of the funding allocated for the first two years had been spent by the end of Year 2 (£366,100 of the £682,200 allocated). However, despite these initial difficulties, the impact of the project has been significant, and many of the target outcomes were reached by the end of Year 2, with revised targets developed for Year 3. Successes include:

- Reduction in vandalism costs to Council houses in each Pathfinder area by an average of 43.5% - far beyond the target of 5% reduction, even in the area showing least improvement where costs were down by 12%.
- Reduction in the number of reported acts of vandalism in the Pathfinder areas from 26% of all crimes in Renfrewshire to 21.1% (with a final target of 10%); this constitutes a 4.9% reduction on the number of reported acts of vandalism across the four areas. However, this outcome masks differences between the areas, with Foxbar showing an increase in incidents and all others showing a decrease.
- Reductions in vehicle crimes in three of the four areas, with an average reduction of 25%, compared to an average reduction across Renfrewshire of 17%.
- Reductions in disorder crimes in three of the four areas, with an average reduction of 7%, compared to an average increase across Renfrewshire of 5.2%.
- Large reductions in housebreaking in two of the four areas, with minimal increases in two areas, giving an overall reduction of 25% (from a total of 573 housebreaks to 432). This compares favourably with an average increase across Renfrewshire of 5.2%. In the two areas that showed an increase in housebreaking, the increases (at 1.3% and 1.5%, or 1 more housebreak in each area) were less than the Renfrewshire average increase and suggested little change in this respect.
- Anti-social behaviour complaints made to the Council's Anti-Social Investigation's Team (ASI'ST) from Neighbourhood Housing Offices<sup>14</sup> fell by 44% between the end of the first and second years, when the target was a 10% reduction. Particular progress was made in Foxbar, where complaints went down by 75%, from 16 to 4, while there were small increases in two areas.

5.7 Repeat surveys have not yet been carried out in relation to perceptions of safety, but anecdotal evidence indicates significant improvements in this area.

5.8 One of the key roles of the wardens' service is the development of close links with the community, based on a close knowledge of the difficulties experienced, quick response to calls for assistance (particularly with anti-social behaviour), and a long term regular presence

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<sup>14</sup> These referrals are only passed onto ASI'ST once the Neighbourhood Office or Housing Officer has tackled the problem through verbal and written warnings to tenants and this has not been effective. They therefore represent a very small proportion of all complaints to the housing department.

on the streets. They play an important part in information sharing with police, housing and other agencies and are also able to monitor ongoing difficulties in particular areas relating to individual properties or families. This has proved particularly important in passing on information that neighbours are not prepared to pass on to other authorities due to fear of reprisals. For this reason, the wardens have developed close information sharing mechanisms with housing providers, the police and the Council's Anti-Social Investigations Team.

5.9 The Neighbourhood Wardens scheme has been so positively received that similar services have been established elsewhere across Scotland as part of the Scottish Executive's action against anti-social behaviour. There has been significant pressure on Renfrewshire Council to increase the coverage of the Wardens' schemes, which has led to services in 13 areas in Renfrewshire, 11 of which are SIP areas. The pressure for the extension has come in part from the need to reduce the level of displacement of anti-social behaviour from one area to another. The combined cost of all these projects is £1.9 million, and this level of expenditure is only possible with additional funding from the Scottish Executive; once this funding comes to an end it will be necessary to determine which parts of the service can be mainstreamed, and which will have to be phased out.

5.10 The service in Renfrewshire took about 18 months to become fully established, including good relations with other agencies and within the communities. This includes the development of procedures for information sharing, winning the trust of other agencies, and establishing ways of inter-agency working that do not result in over-laps or gaps in service provision. The wardens expressed the view that it probably takes around 4 months to become known and trusted within an individual community, and that staff consistency is key to building up relationships, understanding where problems exist, and being in a position to act constructively. Consistency of staff within particular neighbourhoods is therefore one of the keys to ensuring an effective wardens service.

5.11 The wardens wear a casual uniform to facilitate their integration in the community, and to facilitate the distinction between them and the police, as this is seen as pivotal to their success. The communities in which the wardens work can have little trust in the police, and building up links and relationships with communities is therefore facilitated by a clear distinction between services. However, the relationship between the two services is still misunderstood by some residents, and there is often a perception that reporting an incident to the wardens will bring it to the attention of the police more rapidly than if they reported it themselves. Communicating the purpose of the service and the ways in which the wardens can assist local residents remains an ongoing task.

### **Environmental Amenity Squads**

5.12 The Neighbourhood Wardens link in with the environmental amenity squads which operate as part of the Council's Environmental Protection Department. BNSF has funded two additional employees for this service to serve the BNSF areas and ensure that litter and waste is removed rapidly, including fly-tipping waste. The results of this enhanced service have been positive, and the target of having all litter and special uplifts of larger items completed within four days has been monitored and achieved.

### **Youth Strategy**

5.13 The Youth Strategy has been developed as part of the Learning Neighbourhoods initiative. It has facilitated the development of significant increases in the provision of youth

activities and organisations for young people in each of the four BNSF neighbourhoods. This has entailed the employment of a Youth Strategy manager, and one youth worker and one sports officer in each of the four areas. These staff have worked towards increasing the number and range of activities open to young people, including the establishment of a service targeted at those at risk of exclusion (Reach Out), outdoor activity opportunities, trainee coaching schemes, a service for school non-attenders (Extended Outreach), a Youth Forum, a Young Scot Quality Award Scheme (for 16-19 year olds), youth curricula for each area to tackle violence and prejudice, leisure and culture programmes in each area, and safe sport zones.

5.14 The youth workers work closely with the sports development workers in each area, often using the sports activities as an incentive to encourage young people to get involved. The youth workers can then identify the support needs of the young people, and encourage further involvement in other groups or individual support. The development of this approach has been key to developing a variety of the services, and the staff have found that the interaction of the two specialisms has facilitated more innovative, imaginative ways of establishing programmes that take into consideration both the needs of young people and the activities that they are most interested in engaging in. The breadth of interests of many young people has been wider than either the youth workers or sports officers had anticipated. This partnership approach runs through many of the projects developed by the Youth Strategy team, and has fostered the inclusion of other partners such as local schools and colleges, social services, families, and local employers. Workers within the services consider that these partnerships also facilitate a more experimental approach, as concerns over project failure are reduced when more partners are involved and provide their backing to a project.

5.15 In the range of projects set up by the Youth Strategy team, the Reach Out service is the only service that directly targets those who may be at risk of turning to anti-social behaviour. This service takes referrals from school guidance staff of pupils who have been identified as being at risk of exclusion due to their challenging behaviour in school, with some also being at risk of moving into the criminal justice system. The service is aimed at secondary 3<sup>rd</sup> and 4<sup>th</sup> year pupils and is provided in school as an alternative to mainstream classes. It is co-ordinated by staff from within the schools, with youth staff providing additional support. The work undertaken by pupils is based on individual modules, which tackle citizenship, interpersonal skills, employment and job seeking skills etc. The project is based on voluntary attendance, and runs for 6 hours per week. While it has only been introduced in two local schools, and has only been running since early 2004, there have been positive responses from the young people involved, with all returning for the new academic year in August 2004.

5.16 All other projects are focused on activities that provide enjoyable, constructive ways to pass time, thus providing alternatives to anti-social behaviours, though they are open to all young people, not just those involved in or at risk of becoming involved in anti-social behaviours. For example, the trainee coaching scheme has been successful at involving young people in sports activities of their choice, as well as improving their skills both in sports and in interpersonal and team working. For those that have further developed their skills, they have gained qualifications in coaching, and have reached a stage where they can coach others. This is a good example of a project that provides for its own sustainability, as well as enabling long term capacity building within the community.

5.17 The safe sport zones, which provide safe, enclosed environments for a variety of sports, have been well received, and are used for both formal and informal activities. The success of these areas has led to a move to establish youth shelters, though this initiative is still in its formative stages.

5.18 Considerable progress has been made with the development of youth services. Targets for the number of sports/youth clubs available, and the numbers of young people involved is on target or has already exceeded its target in each of the four target areas. For example, the number of clubs established has increased in all four BNSF areas, with particular gains in two areas, which had met their targets by the end of the 2<sup>nd</sup> year of BNSF. Equally, the number of young people involved in sports and youth clubs has increased from an average of 180 before BNSF to an average of 450 after the 2<sup>nd</sup> year of BNSF. These measures are quantitative in nature, and say little about the overall impact of BNSF. The measurement of outcomes for the Youth Strategy has not been straightforward, as many of the aims of the services are too long-term to be able to evaluate over a three year period. However, there have been positive responses from young people involved in the projects. Feedback forms are used to gather information, but literacy difficulties mean this can be problematic for some children. As a response to this, a 'video box' / 'Big Brother room' set up has been used at the end of one programme, to enable young people to give their opinions in private and may be used more in future.

5.19 In summary, the elements of good practice that have been developed in Renfrewshire's BNSF projects include some key aspects of the Neighbourhood Wardens Service:

- Building trusting relations within the community, particularly with vulnerable residents, and getting to know individuals who have been involved in anti-social behaviour.
- Providing a highly visible presence throughout the evening, on a daily basis.
- Linking into other services, and extending the capacity of these services to provide assistance where and when it is required.
- Gathering information through regular patrols and presence on the ground, and sharing this information with other agencies as and when required, including appearing as a witness in court.
- Being independent of the police, and providing a service that is neighbourhood based and which fosters trust within the community.

Good practice that has been developed by the Youth Strategy team includes:

- Partnership working with a wide range of partners, but in particular, the development of services that combine the strengths of the youth and sports services.
- Development of a wide variety of services, for both groups and individuals, and aimed a wide range of age groups from 1<sup>st</sup> year secondary and above.

- Facilitating long-term capacity building within the communities, as well as the overall sustainability of services for young people.

There have, however, been some difficulties experienced particularly in relation to the Neighbourhood Wardens Service. These have included difficulties in informing the communities of the role of their service, particularly in relation to their independence from the police and the limits of their powers in dealing directly with criminal behaviour.

5.20 Feedback from community representatives indicates that there has been a very positive response to the initiatives developed in Renfrewshire and it is anticipated that this will be reflected in the forthcoming community survey on the impacts of BNSF.

## **EAST AYRSHIRE**

5.21 East Ayrshire's Pathfinder includes a wide variety of projects in three areas to tackle crime, the fear of crime, and anti-social behaviour. The range of activities includes additional policing and street lighting, environmental improvements, (including attention to the appearance of void tenancies), youth outreach work, and the development of neighbourhood centres and teenage recreation areas. The communities covered are in Shortlees, Riccarton and North West Kilmarnock, with the total population for the areas being around 11,500.

### **Project Balance**

5.22 A total of £4,355,000 has been allocated to these community safety initiatives over the first 3 years of BNSF. Of this, roughly one fifth has been allocated to direct community safety projects, about one tenth to direct anti-social behaviour projects (youth outreach teams), roughly one fifth to environmental activities and about two fifths to indirect approaches, such as community centres and recreation areas (see Appendix 2 for details). Thus the major capital projects take a large slice of the funding. Although there have been delays in developing these projects, the extension of BNSF into a fourth year means that the completion of these projects before the closure of BNSF funding is no longer in jeopardy, but this does highlight the difficulties of large capital projects. However, all other services were up and running by the end of Year 2, so the impact of these larger projects has been offset by these other, smaller projects that have been easier to implement. One of the elements of best practice that can therefore be seen in East Ayrshire is a balance between capital and revenue projects, such that the long term sustainability issues of revenue projects are offset by the short term risks associated with capital projects.

### **Environmental improvements**

5.23 There has been a significant focus on improving the general environment of the BNSF areas, with the combination of an environmental hit squad in each of the two areas, environmental improvements as proposed by local residents, improvements to the appearance of void properties, increased road sweeping and grass cutting to open space areas. Overall these have improved the appearance of the areas, and have been very popular with local residents. The environmental hit squads clean up evidence of fly-tipping, graffiti and general litter, and this has led to reductions in the incidence of these anti-social behaviours, particularly when this clear up is accompanied by other environmental improvements. All households within the areas received an information leaflet highlighting the work of the Hit Squads and encouraging members of the community to report environmental hazards. The

survey at the end of Year 2 highlighted that 22% of the 672 respondents felt the level of vandalism had decreased, and 59% said there had been improvements to the condition of grassy areas.

5.24 The community directed environmental improvements have been very successful at both improving the appearance of key areas within the communities, and at making people aware of the impacts of BNSF funding. They have focused on paths that were badly surfaced, and areas of derelict ground which have been landscaped and are now attractive open spaces. The majority of these community directed projects have now been adopted by the local authority and will therefore be included in the regular maintenance cycles, thus solving problems of sustainability. These improvements have been coordinated with the installation of improved street lighting in response to local concerns over crime and the fear of crime. These projects, and particularly the improvements to lighting, have been well received by the local communities.

5.25 The scheme to improve the appearance of void properties has included regular garden maintenance and, where possible, removing security shutters and using net curtains and alarms instead. This has been effective at improving the appearance of the areas as well as reducing the number of voids in most of the BNSF neighbourhoods. There are two exceptions to this where there are a high proportion of long-term void properties and an entrenched problem of low demand. In these areas the number of voids has increased since the introduction of BNSF by 20% (37 properties), though this increase is not thought to be due to the impact of BNSF, and wider housing management initiatives will be required to deal with the housing issues in these two areas, on a level that is beyond the scope of BNSF. Out with these areas, the number of voids had reduced by 32% (30 properties) by the end of Year 2 of BNSF and the survey indicated that 34% of the 672 respondents considered that the appearance of empty houses and gardens had improved in this time.

### **Additional security measures**

5.26 The funding for additional policing was focused on providing overtime payments for officers working on specific operations within the BNSF areas that were considered to be important to the overall safety of the community.

5.27 The target outcomes from the additional policing in East Ayrshire were based on reported crime and detection rates. The statistics for the end of Year 2 indicate a varied response to the additional policing (see Table 5.1). They also provide evidence of the difficulties inherent in using such statistics as an indication of short term changes in the incidence of criminal and anti-social behaviour.

**Table 5.1 Changes in police crime statistics between 2001-02 and 2004-05**

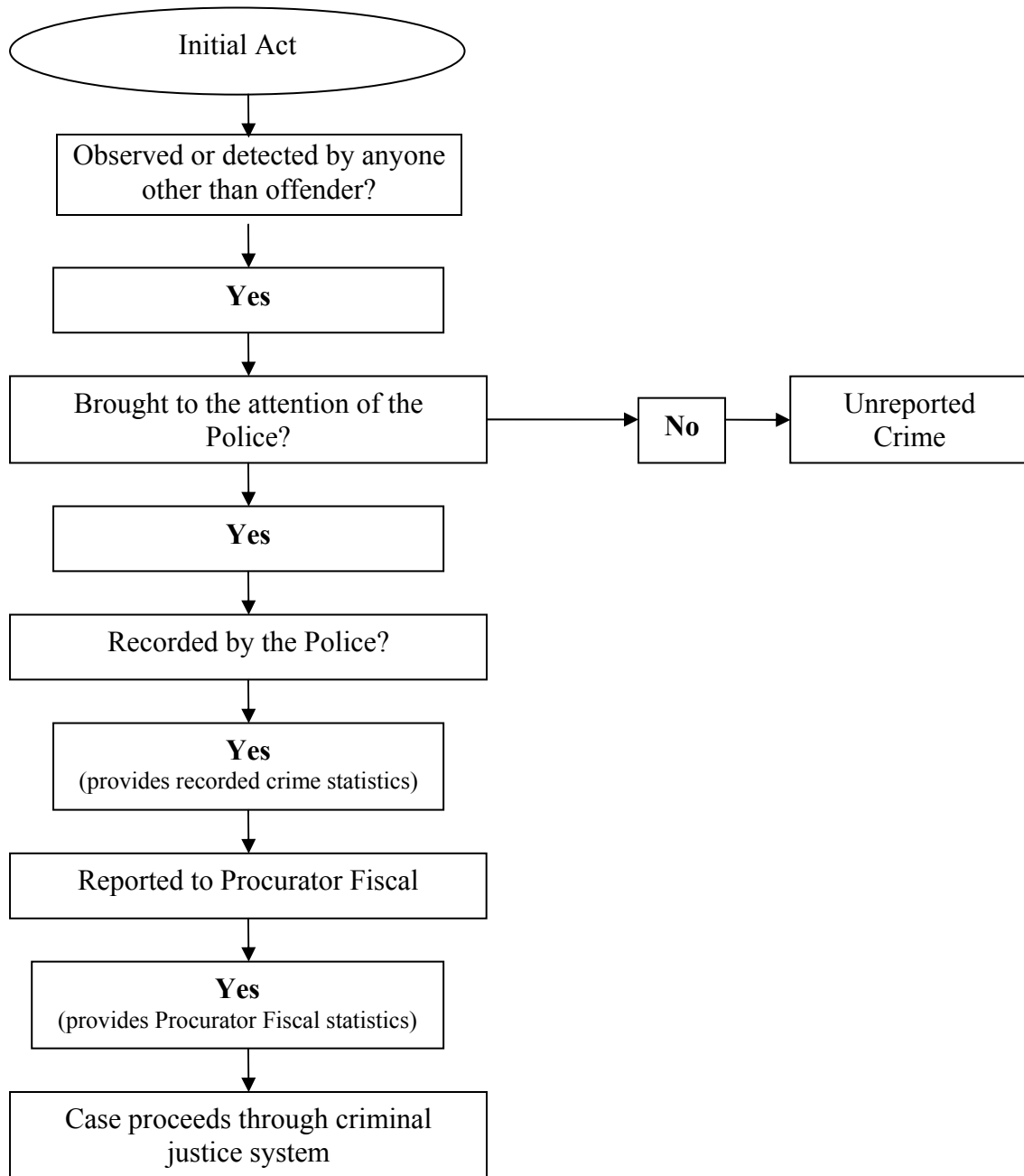
	Target outcome 2001/2 - 2004/5	Beat 5 – N W Kilmarnock	Beat 7 – Shortlees & Riccarton	East Ayrshire
Change in reported crime	Overall reduction in reported crime levels by 3.5%. 2.5% in 2002-03 5% in 2003-04	17.4% <i>increase</i> (1940–2277)	12.4% <i>decrease</i> (1704–1492)	9.5% <i>increase</i>
Change in detection rate	Overall increase in detection rates by 10%	12% <i>increase</i> (55%-67%)	17.1% <i>increase</i> (53.9%-71%)	6% <i>increase</i>

5.28 Figure 5.1 below indicates the process of reporting, recording, detecting and clearing up crime, from the criminal or offensive act through the criminal justice system. There are two reasons why criminal or offensive behaviour can go un-reported to the police, either because the act is not observed or detected by anyone else, or because it is not brought to the attention of the police. Statistics of reported crime are therefore an under-statement of the actual level of offending behaviour. The number of offences that are not brought to the attention of the police are of particular concern when using police crime statistics as an indicator of change.

5.29 In assessing progress against targets aiming to reduce reported crime rates, unreported crime needs to be considered. An increase in police presence in an area can lead to an increase in reporting crime to the police as well as an increase caused by the police coming across crimes as a direct result of their increased presence. Therefore increases in reported crime over the short term can perversely be an outcome of greater police presence. This is potentially the reason behind the increase in reported crime in Beat 5 (North West Kilmarnock) which was significantly greater than the overall increases in reported crime across East Ayrshire.

5.30 An alternative method of securing information about the community's experience of offending behaviour is through local surveys which gather information about the experience and reporting of a wide variety of criminal and offensive acts, in the same way that the Scottish Crime Survey gathers data at a national level. This then provides a means of establishing the number of offences that are not brought to the attention of the police and rates of under-reporting for particular forms of criminal activity.

**Figure 5.1 Crime reporting and crime recording**



5.31 The crime statistics for East Ayrshire indicate positive improvements in the rates of detection, which provide a clearer indication of the effectiveness of local policing. The increases in detection rates are both greater than the average for East Ayrshire and greater than the target of 10%. The rate of detection provides a measure of the proportion of crimes where a possible perpetrator has been identified, and therefore how effective the police are being at identifying those involved in criminal behaviour. However, these rates may be distorted by changes in the level of reported crime; if a higher proportion of crimes are being reported, with no change in the number that are detected, the detection rate will go down. It might be anticipated that an increase in detection rates would lead to a subsequent increase in

reporting, as confidence in the effectiveness of the police increases. While this may be the case for Beat 5, this pattern has not yet emerged in Beat 7.

5.32 The third indicator used in East Ayrshire's Pathfinder relating to crime and the fear of crime was the survey of residents, which included a question relating to their feelings of safety on the streets compared to the previous year. The results for the end of Year 2 survey indicated significant improvements in the fear of crime, with 19% reporting that they felt safer, which was well above the target of 12%. While this survey does not disaggregate between the two BNSF areas, it does provide a clear indication that people have been reassured by the improvements in their neighbourhoods, and by the increase in police activity.

5.33 While these outcomes may indicate a significant improvement in community safety, this should be tempered by feedback from some residents at the end of Year 3, which indicated a lack of satisfaction with the impact of the additional policing. While statistical information was not available for Year 3 at the time of writing, the comments of these residents indicated that the provision of additional policing had not made a visible impact on their presence in the community. As the funding was targeted at particular police operations, and not at increasing community patrols, the aim was not to increase police presence on the streets. A lack of understanding of how the funding was being targeted has led to dissatisfaction with the outputs. The detection rates indicate that the additional policing may have made the communities safer, but this is not always fully understood by the local community and as a result there are difficulties in improving perceptions of community safety. The reporting rates suggest that this lack of confidence in the police is stronger in one of the two BNSF areas than in the other. While it should be stressed that the feedback from residents was in no way a representative sample, this does indicate the importance of explaining to communities involved the measures that are being taken, and what outputs and outcomes can be anticipated beyond the bald statistical data.

5.34 The mobile security service provides an out of hours security patrol (from 5pm until 9am on weekdays and 24hrs on weekends and public holidays) for the entire Pathfinder area, with particular attention being paid to vacant homes and public buildings. The patrol acts as a high visibility deterrent to acts of vandalism and other crimes and is able to respond immediately to any incident involving a breach of security. During patrols, all public buildings within the areas are checked every 4 hours, and all incidents that the patrol encounters are immediately reported to the appropriate authorities. It is a contracted service, and uses a tagging system to register when the staff visited specific points. This both ensures that the patrols are being carried out as required, and can be used to pin-point the time at which any vandalism or break-ins have taken place. Reports from staff indicate that this has led to a significant reduction in the level of vandalism to public buildings, though information relating to the cost of repairs has not been gathered as part of the monitoring process, and would not distinguish between damage done during office hours, when the patrols are not operational.

5.35 The other security measures that have been both effective and very well received have related to the implementation of improved lighting and CCTV cameras. There is considerable anecdotal evidence that these have both made people feel more safe on the streets, and have reduced the occurrence of vandalism and anti-social behaviour. This can be clearly seen in areas that were once targeted for fly-tipping and car burning, where this no longer takes place. However, the issue of displacement of these incidents has not been closely investigated.

## **Youth services**

5.36 The youth outreach projects aimed at providing additional activities and initiatives for young people have been successful at making contact through street work with some of young people in each community. However, the target of 120 contacts per week with young people through street work has not been met, with only around 33 contacts made per week. Contacts with young people have facilitated the development of a variety of services, and while the numbers of young people involved has not been as high as was hoped, the quality of the relationships developed is considered to be high. The forms of services that have developed have included drop-in services, an alternative curriculum project, work on alcohol and promiscuity, work with sports officers on summer and Easter programmes, and an environmental award scheme. The projects have also fed into a Youth Conference and other citizenship building events. These have been supplemented through work in schools, particularly in relation to the transition between primary and secondary schools.

5.37 The lack of achievement of target outputs in relation to street work contacts indicates that the target was unrealistically high, which may be the result of a lack of awareness of the issues involved in establishing outreach services in these particular communities; predicting demand for new projects is particularly problematic. It is also possible that as the outreach services become better known in the BNSF areas, and as the youth workers become more trusted, the numbers of young people involved in this service will expand. The expansion of the project into the local schools may assist in the expansion of the outreach services, as increased numbers of young people become familiar with the service. Reports from staff indicate that the young people involved are very positive about their involvement in the projects, and that they have been able to develop positive relationships with some very vulnerable young people.

5.38 The services and projects developed with young people have been assisted by the development of 'teenage recreation areas' and the North West Youth and Learning Centre, which is an extension to an existing community centre in Onthank. The teenage recreation areas are enclosed outdoor multi-sport pitches, with lighting for evening activities, and were developed through consultation with young people in each neighbourhood. They are available for anybody to use, and are popular with many of the young people in the areas, as well as being used as a meeting point for some of the youth activities. They are locked at 10.30pm and patrolled by the mobile security unit. The Youth Centre provides another venue for the outreach service, as well as providing drop-in facilities and an IT suite.

## **Community Consultation**

5.39 One particular area of good practice represented by East Ayrshire relates to the community consultation processes undertaken. A BNSF Newsletter informs all residents of the ongoing work funded by BNSF, as well as seeking feedback, and publicising citizens' panel meetings and events. The citizens panels, which involve around 12 local people, look at specific BNSF outcomes, monitor progress towards these aims, and discuss possible developments for new or existing projects. A community consultation questionnaire was distributed with the newsletter towards the end of Year 2 of BNSF, and this was followed by a telephone survey. The survey process has been repeated at the end of Year 3, though the results were not available at the time of writing.

5.40 At the same time as the residents' surveys there were also residents meetings, open to all. At these meetings innovative electronic voting techniques were used to ask a series of

questions about the impact of BNSF on the area, with the responses to individual questions being automatically available for all participants to see, through displaying the percentage of responses to each option. While the sampling was not representative, the responses gained provided an opportunity for the staff present to discuss any concerns that were raised with the residents who attended. In some instances the responses received at the end of Year 3 were less positive than had been gained at the end of Year 2. As the questions relate to 'improvements over the last year' this would suggest that the rate of change has slowed over the years of BNSF, with the greatest impact being made in the first 2 years. Given that some of the environmental services relate to ongoing maintenance, and the street lighting improvements were installed at the earliest opportunity, it is not surprising that the rate of change has slowed. The results achieved may also partly relate to the group being sampled; these meetings and the surveys did not sample the same group of residents each year, and it is difficult to determine clear changes through time, when some variations in response may be due to the particular perspectives of individual respondents.

5.41 The feedback from the residents' meetings conducted at the end of Year 3 relating to policing and perceptions of safety in the street were less positive than was anticipated in both BNSF areas, as discussed above. The questions relating to other aspects of BNSF were more positive, particularly in relation to street lighting and the condition of grassy areas. These responses will be added to the more thorough residents survey, to provide a more rounded perspective on the impacts of BNSF within these areas. The results of these surveys are combined with feedback from citizens' panel meetings, where the same groups of individuals focus on specific elements of project development. In this way, all the communities' responses can be fed into service developments and funding decisions.

5.42 In summary, the elements of good practice that have been developed in East Ayrshire's BNSF community safety and anti-social behaviour projects include:

- A good balance between revenue and capital projects.
- Early identification of smaller projects that were easy to implement, such as improved lighting, and small scale environmental improvements.
- A high level of community engagement, through BNSF newsletters, regular meetings of citizens panels, community consultation events, annual residents surveys, and direct involvement in the direction of environmental projects.
- The introduction of improved street lighting and CCTV, that provide improved community safety.

These are very significant elements of good practice. In future the Pathfinder may wish to focus on communicating aims and objectives in relation to the additional policing and in developing further longitudinal feedback arrangements from representative groups of residents over the lifetime of BNSF.

## **CHAPTER SIX**

## **EXAMINING BEST PRACTICE**

6.1 Many of the projects show several positive features, and good practice has been demonstrated in various aspects by all the Pathfinders. The following aspects of best practice have been widely adopted albeit in a variety of different ways.

### **COMMUNITY CONSULTATION**

6.2 All Pathfinders were required to undertake community consultations both in relation to identifying the project requirements of the neighbourhoods, and in relation to the monitoring and evaluation of projects. Many Pathfinders relied on consultations with community representatives to steer both initial and on-going project development decisions. Wider community consultations were also undertaken at an early stage by most Pathfinders, though the results of these were not always available in time to provide input to the initial decisions about BNSF. However, most Pathfinders were clear that they responded to the results of any consultations that were undertaken, and used these to guide future developments.

6.3 North Lanarkshire's survey programme represented good practice in community consultation. The Pathfinder carried out perceptions studies at three times over the course of BNSF: an initial consultation, after one year of implementation, and towards the end of Year 3. In addition, they also carried out focus groups in each area at each of these 3 stages, in which they specifically asked what else could be done to improve the area in question. This provided information on progress during implementation, and also suggested alterations that could be made to improve provision. More generally, it provided better feedback on the impacts of the projects.

6.4 Dundee's Pathfinder also offered an example of good practice, where post-work satisfaction surveys were carried out in areas where significant environmental changes have been made, thus enabling clear feedback on some of their projects.

### **MEASURING OUTCOMES**

6.5 The BNSF programme required specific outcome targets to be set out, and a means of measuring these outcomes to be identified. However, some Pathfinders were more successful at this than others. In relation to community safety many used crime statistics collected by the police, along with surveys of community perceptions of safety and fear of crime. However, it was noted by several interviewees that the members of the community most likely to respond to community consultation exercises were not necessarily representative of the entire community.

6.6 The number of complaints to some council services can provide a means of monitoring difficulties experienced by particular members of the community. This can be a useful index to cross reference with other sources, as those who complain to the Council may not otherwise choose to get involved in consultation exercises, and it therefore provides an important source of additional information.

6.7 Measurement of other outcomes included information relating to the cost of repairs to Council property following acts of anti-social behaviour, such as graffiti and vandalism. The short-coming of this measure is that damage is done to other property as well, though the Council have no means of assessing the cost of repairs undertaken by private individuals or agencies.

6.8 The outputs in relation to youth work often related to the attendance at organised activities, the number of events and groups available, and in some cases, improvements in school attendance levels. However, there was a notable lack of feedback during interviews with Pathfinder representatives in relation to the positive impact of youth services on the wider community. The services that gained most positive feedback from the communities in general seemed to relate to new community centres and youth facilities. This may reflect the greater visibility of these projects in comparison to the relatively inconspicuous youth outreach and activity services. The direct forms of anti-social behaviour interventions generally involve a smaller number of particularly vulnerable young people, and may therefore have a more limited impact on the wider community, though for the young people involved they may provide significant support that facilitates a move towards a more positive, constructive future. Gathering information from the young people involved in youth services would assist in establishing the impact of these services.

6.9 Given that the overall objective of these programmes is to increase the 'liveability' of these neighbourhoods, it would probably be helpful if all such projects in future were to collect survey data on neighbourhood satisfaction and were also to use the conventional measures of social housing demand – void levels, turnover, time to let, etc.

6.10 While it is true that factors other than community safety impact on neighbourhood satisfaction and housing demand, there is likely to be a strong relationship between the two. Thus, there is an argument for reviewing these outcome indicators when assessing the impact of a community safety programme.

## **PROJECT BALANCE**

6.11 The majority of Pathfinders provided a range of projects that sought to create a balance between the four forms of approach set out in Chapter Two. It was often realised that direct approaches to crime reduction were enhanced significantly by various forms of environmental improvements, especially relating to the installation of white lighting, improvement of environments perceived to be threatening, and the rapid removal of evidence of vandalism and crime. The objective was to address the fear of crime as well as the reduction of crime. Projects aimed at reducing crime and the fear of crime were also assisted by improvements in the provision of facilities and activities for young people. This was further enhanced where the crime prevention staff (police, neighbourhood wardens or security staff) were involved in the youth projects, and built up positive relationships with young people who might otherwise be in conflict. Thus most Pathfinders that had a significant focus on community safety and anti-social behaviour developed a range and balance of projects that would interact positively with each other, to provide the best outcomes with the resources available.

6.12 Some Pathfinders chose to focus their resources on two or three projects aimed at community safety, while others developed a larger number of smaller initiatives. The advantage of focusing on a smaller number of initiatives is that they are likely to be more

noticed by the wider community, as they are less likely to focus on a small area, or a restricted client group. A more focused programme may also result in less time spent in administration and initial implementation relative to the overall size of the programme. When there are limited funds available, a tighter focus can have greater impact. For example, in Renfrewshire the major focus was on the Neighbourhood Wardens' service, though community safety was also tackled from a youth and environment perspective. As indicated above, the wardens' service has had significant successes. In general, the short time-scale of BNSF, and the desire to see visible improvements for the whole of the wider community mean that a focused approach is more effective.

## **REDUCTION OF CRIME**

6.13 The various projects show a range of impacts on police crime statistics, from considerable reductions in recorded crime to considerable increases, while others show almost no change. The difficulty here is that increases in communities' confidence in the police will lead to increases in reporting. Increased detection rates should indicate where policing has become more effective, and thus should improve community confidence, although this is likely to be affected by other things so may not simply correlate, as is seen in the East Ayrshire case study. Different results in relation to the interaction of reporting and detection results may partly be due to the different approaches to increased policing and "security" measures by different Pathfinders.

6.14 The interviews indicated that where crime levels had been particularly high, and involved significant levels of serious crime such as assault and drugs related criminal activity, the additional police were able to tackle problems that community wardens do not have the powers to deal with effectively. This was highlighted in North Ayrshire, where visible police intervention was considered to be particularly necessary in one area. A crack-down on drug related crime in this area has led to a more positive perception of personal safety. Findings from household surveys indicate that the increased policing, along with improved lighting, significantly reduced the fear of crime in both areas. Police crime statistics for the area indicate little change in reported crime levels, though this may be due to simultaneous decreasing crime rates and increased reporting rates.

## **IMPROVED COORDINATION OF SERVICES**

6.15 The most successful Pathfinders have put mechanisms in place to ensure that the community has improved access to existing and new mainstream service provision, and also that communication between services and departments is effective so they can work in a more joined up way. For example, North Ayrshire's estate wardens and Renfrewshire's neighbourhood wardens ensure that information is passed onto the relevant services in relation to litter, fly tipping, vandalism, housing difficulties, anti-social neighbours, etc. Thus existing resources relating to housing and waste management are used to best effect, without significant levels of additional funding. This is the major difference between the neighbourhood wardens' scheme in Renfrewshire and the alternative forms of additional policing. The neighbourhood wardens form more of a link between the community and other housing and estate management services, as well as providing a visible presence to deter crime and anti-social behaviour. While community police officers in many BNSF areas have developed very good relations with their communities and have worked with the councils

involved, their wider responsibilities limit their capacity to assist in the delivery or coordination of other services.

## **VISIBLE IMPROVEMENTS**

6.16 Projects which made a significant, visible difference at an early stage were well received by the communities involved; early action showed a willingness to act quickly, as well as reassuring the community that their consultation responses were being acted upon. In particular, the installation of white lighting combined with environmental improvements that made the areas feel safer and cleaner were identified as being particularly helpful at reducing the fear of crime, as well as fostering positive attitudes and increased involvement in other BNSF activities at an early stage.

## **PROJECT IMPLEMENTATION AND SUSTAINABILITY**

6.17 The short-term nature of funding through BNSF meant that rapid implementation was key to the success of many projects. In this respect, small scale projects were often the easiest to implement, especially when the focus was on small capital projects such as environmental or lighting improvements. These forms of intervention were very well received by the local communities and have limited sustainability difficulties, as they require limited future resourcing.

6.18 Revenue projects (where staffing is the major resource) were generally easier to implement than large capital projects (which focused on the development of infrastructure such as community centres). However, revenue projects tend to encounter difficulties with the recruitment of staff, as detailed in the BNSF Topic Report on Recruitment and Retention. Capital projects have the additional bonus of being a visible reminder in the community of the contributions of BNSF, and while other BNSF services are still in place, this will be a positive reminder of changes within the community. However, it is essential that capital projects are completed by the end of BNSF, and that steps are taken to ensure the proper use of facilities following the end of BNSF funding.

6.19 Generally, a mixture of capital and revenue projects appears to be advantageous. In relation to reductions in crime and the fear of crime, white lighting and environmental improvements are likely to appear more cost-effective than the construction of new community centres and youth activity facilities because of the lower capital costs and the low level of on-going costs, which are likely to be met from within existing service budgets. However, community centres are able to provide services for a range of groups within the community, and the provision of diversionary activities for young people may, in the long-run, foster more positive futures for the young people involved. Feedback from the second survey undertaken in North Lanarkshire indicated particularly positive responses to the new community centres there, which for some had a greater impact than any other BNSF projects.

## CHAPTER SEVEN CONCLUSIONS

7.1 The aim of this report has been to examine the initiatives that have been developed through BNSF which have focused on community safety and anti-social behaviour. In doing this, a distinction has been drawn between those projects that focus on community safety and those that focus on anti-social behaviour and between direct and indirect approaches.

7.2 Eight Pathfinders developed a focus on community safety and anti-social behaviour, though there was some variety in the proportion of BNSF funding allocated to these measures. The most appropriate approach to community safety and anti-social behaviour was found to depend on the community and the difficulties they face, as is reflected by the variety of measures developed through BNSF. However, there are some key considerations and examples of best practice that emerged from the research, which are worth highlighting.

7.3 While it was found to be more effective to focus services on achieving a few key outcomes, it is also considered important to gain an appropriate balance between different forms of provision. An appropriate balance had to be struck between:

- small and large projects - small environmental and lighting projects that are easily implemented have been particularly useful at providing an early indication of the aims and impacts of BNSF to the wider community.
- capital and revenue projects - to spread the risks and difficulties involved in relation to planning for development and the recruitment and retention of staff.
- services that focus on a small section of the wider community and those that can provide more direct benefits for all.
- services that tackle crime and anti-social behaviour directly and those that take an indirect approach. The most effective services often worked in combination with other services that provided an alternative approach to the same problem.
- innovative services that may take longer to establish and extensions to existing services that are likely to be easier to implement and will not have such long term sustainability difficulties.

For each Pathfinder, the most appropriate balance between these elements is different.

7.4 While there is a need to develop a balance across a variety of projects, it is also important to focus projects in a particular direction, in order to facilitate interaction between the services in working towards common goals. This is particularly important where the funding is on a short-term basis, as with BNSF, and there is limited time to reach these goals.

7.5 In conjunction with the balance of services, the interaction between services was also found to be important in meeting outcomes. The majority of Pathfinders that developed a strong focus on community safety and anti-social behaviour developed services that supported complementary outcomes. While part of this was based on an appropriate balance between indirect and direct interventions, it also included working relations between services. For example, Renfrewshire's Youth Strategy has enabled sports and youth workers to develop close working relations. This is an example of positive interaction between services, which has been facilitated by the broad remit of BNSF funding. In this way, services can develop around a single goal, but work in conjunction to achieve this aim. Where this work spans traditional departmental boundaries this can be particularly useful for breaking down communication and practice barriers.

7.6 Several Pathfinders targeted funding on additional police resources, while in Renfrewshire a Neighbourhood Wardens service was developed as being an alternative means of providing visible patrols. The decision on whether to focus on police services or to develop alternatives, and what form of additional policing to provide was often dependent on the type and extent of the problems experienced by the community involved. Where community safety was threatened more by criminal offences than by anti-social behaviour, additional policing was often seen as the most appropriate intervention. The focus of this additional policing varied, and while three Pathfinders focused on community policing, one chose to provide additional resources for specific operations, particularly drugs related operations. By contrast, where fear of crime is considered to be a greater issue than was reflected in crime statistics, visible patrols have been found to be more effective. The most appropriate form of intervention, the proportion of funding, and the requirement for any additional surveillance services (such as the mobile security service in East Ayrshire) will depend on the community and the particular difficulties being experienced.

7.7 One of the key concepts within BNSF has been the requirement to consult communities at all stages of the process. This has been welcomed by many Pathfinders, who have adapted their ways of working to incorporate increased input from the local communities, and who appreciate the feedback they receive. The requirement to involve the community has had a number of impacts on service delivery, some of them unexpected. The early development of community directed environmental projects were shown to be a useful means of demonstrating the positive impact that BNSF can have, as well as providing a visible demonstration that the community's views are being heeded. Such schemes can encourage members of a community to become more pro-active and become more involved in community issues. It also has the additional advantage of providing a form of advertisement for the BNSF programmes, particularly if it is combined with community newsletters or other forms of community information.

7.8 As the projects progressed, the feedback from the communities involved was important for monitoring the ongoing progress towards the target outputs and outcomes. This community consultation was done in a variety of ways. However, the method that best assessed the changes within a community involved asking the same people on each occasion. Where the consultation involved a small number of self-selected representatives that varied on each occasion, it is possible for the groups to be so different in composition on each occasion that the different results simply reflect the different make up of the group. Thus by

asking the same individuals – ideally a balanced cross section of the community - change through time can be more accurately assessed.

7.9 While community consultations have been carried out successfully in most Pathfinder areas, there have been few incidents of formal service-user feedback being used to develop services, particularly those aimed at young people. This is an area that could be developed, particularly in relation to setting outcomes for services that are aimed at a small number of young people, and which are therefore not likely to have an obvious impact on the wider community.

7.10 One of the case studies highlighted the challenge of meeting community expectations that may not be feasible and/or practical. The neighbourhoods involved in BNSF were chosen for their multiple deprivation, and focussing on one area of need, age group or one particular locality meant that, in comparison, others receive less funding. It is therefore important to explain the limitations as well as the opportunities available. Thus one of the keys to effective consultation was found to be the development of means of communication with the community that enable an explanation of what services are being developed and why, and what outcomes are anticipated. The aim of this would be to reduce unrealistic expectations of the impact of BNSF in general and of individual services, though the implementation of such communication is generally difficult and time consuming.

7.11 The focus on community safety and anti-social behaviour developed by many Pathfinders has been well received by most of the communities involved. The majority of the projects have been effectively implemented, and there are signs of positive impacts on many of the communities involved. However, at the time of writing the evidence relating to individual outcomes is incomplete, and further elements of good practice and effective project development should come to light through the final BNSF evaluation process.

## REFERENCES

Duncan, P. & Thomas, S (2001). *Neighbourhood Management - A Good Practice Guide*, The Chartered Institute of Housing.

ODPM, (April 2004). *Neighbourhood Renewal Unit*, National Evaluation of the Neighbourhood Wardens Programme.

# **APPENDIX 1**

## BNSF Topic Reports

### Community Safety and Antisocial Behaviour Pro-forma

<b>Pathfinder:</b> _____	<b>Date:</b> _____
<b>Consultee:</b> _____	

Notes from files:

1. What do you regard as the elements of your programme which address community safety and anti – social behaviour issues?

Project/Activity Name	Brief Description

2. Do any of these measures seek to:

- reduce crime and fear of crime;
- tackle alcohol and drug related crime;
- change attitudes and modify behaviour; and
- divert young people away from criminal and anti-social behaviour.
- address other issues

Project Name	Crime Reduction	Alcohol & Drug Related Crime	Attitude & Behaviour Modification <sup>15</sup>	Diversions for Young People	Address other issues <i>(please specify which)</i>
	√ if relevant	√ if relevant	√ if relevant	√ if relevant	

3. Why were measures to improve community safety, and to combat crime and anti-social behaviour included in your programme?

4. Who identified them as a priority?

5. What evidence - anecdotal or statistical – was there about the nature and scale of problems in the affected areas prior to BNSF? If statistical information is available, could you provide us with a brief summary of it or you indicate to us where a brief summary may be found?

6. Which of the following were seen by local people and others as key issues for the Pathfinder to tackle?

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<sup>15</sup> For example, restorative justice projects.

Assaults	
Muggings / robbery	
Burglary	
Car theft	
Vandalism (inc cars)	
Graffiti	
Arson	
Drug dealing	
Prostitution	
Harassment/verbal abuse	
'Hanging about' causing disturbance	
Noise nuisance (other than above – e.g. between neighbours)	
Litter	
Fly tipping	
Substance abuse/heavy drinking in public	
Cars speeding/road racing	
Neglect of house/garden	

7. Why did partners decide on the type of measures which were adopted to address community safety and anti-social behaviour issues?

8. What other options did you consider?

9. How do the community safety and anti-social behaviour activities funded by BNSF fit with other community safety and anti social behaviour initiatives and Scottish Executive policy/priorities? (Please list what these are and how they are funded).

10. What is the perception of the local community of the success of the BNSF supported community safety and anti-social behaviour initiatives? Do perceptions and reality match up?

11. What impact has been seen in the Pathfinder areas to date?

## **APPENDIX 2**

<b>Direct</b>							
<b>Community safety</b>				<b>Anti-social behaviour</b>			
Project	Anticipated funding* for full 3 years	Anticipated funding* for first 2 years	Actual funding (£,000)**	Project	Anticipated funding* for full 3 years	Anticipated funding* for first 2 years	Actual funding (£,000)**
	Additional police resources	325	195		195	Shortlees and Riccarton Youth Outreach	
Mobile security team	269	152	134	North West Kilmarnock Youth Outreach	220	111	68.5
Street lighting	280	275	244.5				
CCTV	110	55	16				
<b>Total</b>	<b>924</b>	<b>737</b>	<b>589.5</b>		<b>440</b>	<b>222</b>	<b>136.5</b>
<b>Indirect</b>							
<b>Community safety</b>				<b>Anti-social behaviour</b>			
Project	Anticipated funding for full 3 years	Anticipated funding for first 2 years	Actual funding (£,000)**	Project	Anticipated funding for full 3 years	Anticipated funding for first 2 years	Actual funding (£,000)**
	Environmental hit squad	444	238		174	Shortlees and Riccarton Neighbourhood Services Centre	
Community directed environmental improvements	242	140	92	North West Kilmarnock Neighbourhood Services Centre	1031	461	33.6
Void housing environmental scheme	324	134	135	North West Youth Centre	300	150	150
<b>Total</b>	<b>1010</b>	<b>512</b>	<b>401</b>	Teenage recreation areas	100	100	79
					<b>1,981</b>	<b>711</b>	<b>262.6</b>

East Ayrshire Council

\*Anticipated spending is taken from the original      \*\* Funding is based on actual spend 2001-2003 (from 2nd year annual reports), as finding for this report are based on the  
Years 1-3 LOA      outcomes of the projects rather than initial expectations

		<b>Direct</b>						
		<b>Community safety</b>			<b>Anti-social behaviour</b>			
		Anticipated funding* for full 3 years	Anticipated funding* for first 2 years	Actual funding (£,000)**	Project	Anticipated funding* for full 3 years	Anticipated funding* for first 2 years	Actual funding (£,000)**
North Lanarkshire Council	Project	1008.7	601.7	664.8	Young people's supported outreach project, Airdrie			19.3
	Additional police resources	50	50	150	Young people's supported outreach project, Wishaw	439	247.2	33.5
	Street lighting	450	250	152.7	PartiSiPate Programme			55
	Neighbourhood management: Concierge, Allershaw Sheltered Tower	3	3	103.9 (incl 93 from alternative funding)	Anti social task force + solicitor	15	10	75
	Safer homes	Project not identified in LOA		18.6				
	Abandoned vehicle community initiative	Project not identified in LOA		114				
	Rail safety measures							
	<b>Total</b>	<b>1511.7</b>	<b>904.7</b>	<b>1204</b>		<b>454</b>	<b>257.2</b>	<b>182.8</b>
			<b>Indirect</b>					
			<b>Community safety</b>			<b>Anti-social behaviour</b>		
		Anticipated funding for full 3 years	Anticipated funding for first 2 years	Actual funding (£,000)**	Project	Anticipated funding for full 3 years	Anticipated funding for first 2 years	Actual funding (£,000)**
Project		43.9	43.1	376	Beechbank Community Centre	Project not identified in LOA		98.7
Environmental improvements, Nth Airdrie				155.7				
Environmental improvements, Sth Wishaw				15.3				
Whinhall Pavilion: Environment and play development		Project not identified in LOA						
<b>Total</b>		<b>43.9</b>	<b>43.1</b>	<b>547</b>				<b>98.7</b>

\*Anticipated spending is taken from the original      \*\* Funding is based on actual spend 2001-2003 (from 2nd year annual reports), as finding for this report are based on the outcomes of the projects rather than initial expectations

<b>Direct</b>						
<b>Community safety</b>				<b>Anti-social behaviour</b>		
	Anticipated funding* for full 3 years	Anticipated funding* for first 2 years	Actual funding (£ ,000)**	Project	Anticipated funding* for full 3 years	Actual funding (£ ,000)**
Project						
Neighbourhood wardens	1236.8	682.2	366.1	Youth Strategy	see Indirect measures	
<b>Total</b>	<b>1236.8</b>	<b>682.2</b>	<b>366.1</b>			
<b>Indirect</b>						
<b>Community safety</b>				<b>Anti-social behaviour</b>		
	Anticipated funding for full 3 years	Anticipated funding for first 2 years	Actual funding (£ ,000)**	Project	Anticipated funding for full 3 years	Actual funding (£ ,000)**
Project						
Dedicated environmental amenity squads	Funding not specified in LOA – est. 100 per yr.		200	Youth Strategy	877	67.6
<b>Total</b>	<b>(300)</b>	<b>(200)</b>	<b>200</b>		<b>877</b>	<b>67.6</b>

Renfrewshire Council

\*Anticipated spending is taken from the original      \*\* Funding is based on actual spend 2001-2003 (from 2nd year annual reports), as finding for this report are based on the  
Years 1-3 LOA      outcomes of the projects rather than initial expectations

		Direct					
		Community safety			Anti-social behaviour		
Project		Anticipated funding* for full 3 years	Anticipated funding* for first 2 years	Actual funding (£ ,000)**	Anticipated funding for full 3 years	Anticipated funding* for first 2 years	Actual funding (£ ,000)**
Street lighting		400	400	375.3			
CCTV		160	150	0			
External house lights		70	70	14.8			
Additional police resources		198	132	67.7			
<b>Total</b>		<b>828</b>	<b>752</b>	<b>457.8</b>			
		Indirect					
		Community safety			Anti-social behaviour		
Project		Anticipated funding for full 3 years	Anticipated funding for first 2 years	Actual funding (£ ,000)**	Anticipated funding for full 3 years	Anticipated funding for first 2 years	Actual funding (£ ,000)**
Estate wardens / estate management		246	164	0	300	200	10
Upgrade open spaces		150	100	0	302	301	355
					30	30	38.4
					815	800	2.9
					1380	1350	0
					Construct new Vineburgh Community Centre		0
<b>Total</b>		<b>396</b>	<b>264</b>	<b>10</b>	<b>2827</b>	<b>2681</b>	<b>406.3</b>

North Ayrshire Council

\*Anticipated spending is taken from the original      \*\* Funding is based on actual spend 2001-2003 (from 2nd year annual reports), as finding for this report are based on the  
Years 1-3 LOA      outcomes of the projects rather than initial expectations

<b>Direct</b>							
<b>Community safety</b>			<b>Anti-social behaviour</b>				
	Anticipated funding*		Actual funding (£,000)**	Project	Anticipated funding*		Actual funding (£,000)**
	for full 3 years	for first 2 years			for full 3 years	for first 2 years	
Street lighting	Funding not specified in LOA		680	Fusion team	Funding not specified in LOA		121.3
CCTV	Funding not specified in LOA		20	Route 15	Funding not specified in LOA		79
Off-street parking	Funding not specified in LOA		270	Ancrum	Funding not specified in LOA		65
Community safety officer	Funding not specified in LOA		??	Fairbridge	Funding not specified in LOA		50
<b>Total</b>			<b>970</b>				<b>315.3</b>
<b>Indirect</b>							
<b>Community safety</b>			<b>Anti-social behaviour</b>				
	Anticipated funding		Actual funding (£,000)**	Project	Anticipated funding		Actual funding (£,000)**
	for full 3 years	for first 2 years			for full 3 years	for first 2 years	
Landscape improvements	Funding not specified in LOA		190	Extension to community lounge in Kirkton	Funding not specified in LOA		50
Litter campaign	Funding not specified in LOA		20				
Shop façade enhancements	Funding not specified in LOA		37.5				
Litter/dog fouling bins	Funding not specified in LOA		18.5				
Environment improvements at Rosebank Green	Funding not specified in LOA		20				
Environmental rapid response team	Funding not specified in LOA		??				
<b>Total</b>			<b>286</b>				<b>50</b>

Dundee City Council

\*Anticipated spending is taken from the original  
 \*\* Funding is based on actual spend 2001-2003 (from 2nd year annual reports), as finding for this report are based on the outcomes of the projects rather than initial expectations

Direct						
Community safety			Anti-social behaviour			
	Anticipated funding* for full 3 years	Actual funding (£,000)**	Anticipated funding* for first 2 years	Anticipated funding for full 3 years	Anticipated funding* for first 2 years	Actual funding (£,000)**
Project	129.9		129.9	Project		
Street lighting	900	129.9	450			
Additional police resources	<b>1029.9</b>	<b>332.9</b>	<b>579.9</b>			
<b>Total</b>						
Indirect						
Community safety			Anti-social behaviour			
	Anticipated funding for full 3 years	Actual funding (£,000)**	Anticipated funding for first 2 years	Anticipated funding for full 3 years	Anticipated funding for first 2 years	Actual funding (£,000)**
Project	2600		1400	Project		
Various environmental improvement projects		20		Various improvements to community centres and youth clubs	930	430
				Youth workers	300	150
<b>Total</b>	<b>2600</b>	<b>20</b>	<b>1400</b>	<b>1230</b>	<b>580</b>	<b>0</b>

Inverclyde Council

\*Anticipated spending is taken from the original  
Years 1-3 LOA

\*\* Funding is based on actual spend 2001-2003 (from 2nd year annual reports), as finding for this report are based on the  
outcomes of the projects rather than initial expectations

Direct						
Community safety			Anti-social behaviour			
Project	Anticipated funding* for full 3 years		Actual funding (£,000)**	Anticipated funding* for first 2 years		Actual funding (£,000)**
	600	600		300	300	
Restorative justice service			300			
<b>Total</b>	<b>600</b>	<b>600</b>	<b>300</b>	<b>300</b>		
<b>Glasgow City Council</b>						
Indirect						
Community safety			Anti-social behaviour			
Project	Anticipated funding* for full 3 years		Actual funding (£,000)**	Anticipated funding* for first 2 years		Actual funding (£,000)**
	96	2265		750	500	
Youth sport				64		64
Free Swimming				1510		1405
Holiday Programme				500		471
<b>Total</b>				<b>3111</b>	<b>2074</b>	<b>1940</b>

\*Anticipated spending is taken from the original Years 1-3 LOA

\*\* Funding is based on actual spend 2001-2003 (from 2nd year annual reports), as funding for this report are based on the outcomes of the projects rather than initial expectations

<b>Direct</b>							
<b>Community safety</b>			<b>Anti-social behaviour</b>				
Project	Anticipated funding* for full 3 years	Anticipated funding* for first 2 years	Actual funding (£,000)**	Anticipated funding* for full 3 years	Anticipated funding* for first 2 years	Actual funding (£,000)**	
	Project				Project		
<b>Indirect</b>							
<b>Community safety</b>			<b>Anti-social behaviour</b>				
Project	Anticipated funding* for full 3 years	Anticipated funding* for first 2 years	Actual funding (£,000)**	Anticipated funding* for full 3 years	Anticipated funding* for first 2 years	Actual funding (£,000)**	
	Project			Access to sports facilities	2440	1540	1306.8
				Youth outreach	98	58	21.3
<b>Total</b>				<b>2538</b>	<b>1598</b>	<b>1327.8</b>	

\*Anticipated spending is taken from the original  
Years 1-3 LOA

\*\* Funding is based on actual spend 2001-2003 (from 2nd year annual reports), as funding for this report are based on the  
outcomes of the projects rather than initial expectations